
NORTH AYRSHIRE COUNCIL

4th December 2019

Planning Committee

Locality	Garnock Valley
Reference	19/00787/MSCM
Application Registered	17th October 2019
Decision Due	17th December 2019
Ward	Kilbirnie And Beith

Recommendation	Approved subject to Conditions
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Location	Site To East Of 7- 9 Beith Road Glengarnock Beith Ayrshire
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Applicant	JR Construction Scotland Ltd
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Proposal	Erection of 83 unit residential development, to include the modification of condition 5 of planning permission in principle ref. 17/00389/PPPM to remove any requirement for a 2m wide footway along the frontage of 3 - 10 Beith Road
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1. Description

Planning permission in principle (ref. 17/00389/PPPM) for residential development was granted subject to conditions on 14th June 2017. An earlier permission in principle for residential development on the site was granted on 23rd April 2014 (ref. 13/00501/PPPM). The earlier permission has now lapsed, whilst the 2017 permission remains extant.

This application seeks the approval of matters specified in conditions relating to the construction of 83 dwellings for social rent. The application relates to a number of the conditions attached to the planning permission in principle. The approval of this application would enable the development to proceed, subject to the approval of the outstanding conditions.

It is proposed to access the site from Beith Road at a position midway between Auchengree Road and Caledonian Road, which is the optimal position for sightlines. The existing hedgerow alongside the road verge would be removed and a new footway, 3m in width, would be formed. A second pedestrian/cycle access would be provided towards the

western part of the site, and a third pedestrian/cycle connection would be provided on the northeastern boundary of the site onto the existing Garnock Community Campus - Beith pathway.

The internal street layout has been designed to accord with the principles of Designing Streets, with a variety of shared surfaces and roads of varying widths based on a hierarchy approach. Open spaces and landscaping would be provided in various parts of the site, with a feature SuDS pond at the lowest point to the west, replacement hedgerow planting, new tree planting and a centrally located play area or 'amenity space' for children.

Parking provision has been designed to accord with the Council's standard for housing association developments, being typically 1 car parking space per dwelling, as well as visitor parking provision throughout the site. A total of 107 parking spaces are proposed (129%). Housing designs vary, based on a contemporary 'rural' typology featuring single storey cottages, two storey cottage flats, two storey semi-detached houses and two storey terraced houses. Each house would have in-curtilage parking and an associated area of garden ground. Some houses would have both front and rear gardens, others would just have rear gardens. External finishes would consist of light coloured renders with some brick feature panels and grey coloured roof tiles. Window frames would be grey in colour with grey banding around some of the larger 'feature' windows.

The application also seeks approval to modify condition 5 of the planning permission in principle to remove any requirement for the provision of a 2m wide pedestrian footway on the south side of Beith Road. This follows a review of the need for such a footpath, which would be remote from the development site, in light of the submitted development layout.

The greenfield site comprises an area of agricultural land to the north of Beith Road and southeast of Longbar, Glengarnock. The western portion of the site is generally level and is roughly at grade with the existing housing in Longbar Avenue to the northwest. The eastern part of the site has a more sloping character, with the ground falling in level from its southeastern boundary with Beith Road (B777). To the northeast, the site is bounded by a 3m wide foot/cyclepath which links Garnock Community Campus to Beith via Longbar. To the south of the site and on the opposite side of Beith Road is a row of existing housing of varying age and design. This grouping consists of both single storey and one and a half storey detached homes. The site is currently bounded with a hedgerow and an overhead electricity line, carried on timber poles, passes through the land from west to east.

In terms of the planning permission in principle, condition 1 (c) and (d) require the submission of a detailed flood risk assessment and drainage/surface water strategy, respectively. This information has not yet been submitted. As such, the matters specified in criterion (c) and (d) of condition 1 of the planning permission in principle require to be submitted for the approval of the Council at a future date. These matters would be dealt with under the scheme of delegation, rather than the Planning Committee.

In terms of the Adopted Local Development Plan (LDP), the site has a general urban allocation, having previously been released for residential development purposes in the LDP of May 2014.

2. Consultations and Representations

Neighbour notification was carried out in accordance with statutory procedures and the application was advertised in a local newspaper. There have been three letters of representation received. These can be summarised as follows:

1. The proposed footway on the south side of Beith Road on land to the front of existing houses is considered inappropriate since this would result in an intrusion to the privacy of existing householders. There is no need for a new pavement on the opposite side of Beith Road when the developer is proposing to construct a 3m wide pavement alongside the new development. In addition, parts of this footway would need to be constructed on land outwith the developer's ownership/control. The owners of the houses on the south side of Beith Road do not consent to their land being used for this purpose.

Response: Following discussion with the applicant's agent, this requirement was deemed to be unnecessary since the provision of a footway on the opposite side of Beith Road would not serve any necessary access or planning purpose to enable the development to proceed. The land on the opposite side of Beith Road is outwith the application site, and many parts lie beyond the adopted road verge within private land. As such, this aspect of the development has been omitted from the proposal. As noted above, a new 3m wide footway would be provided along the frontage of development site. The new footway would provide a suitable pedestrian/cycle link between the site and Glengarnock/Beith, without the need for residents of the development to cross the road. In order to regularise matters, the applicant has applied to modify the condition of the permission in principle which set this requirement under Section 42 of the Planning Act.

2. The proposed development of 2 storey houses along the Beith Road frontage is considered inappropriate at this semi-rural location and bungalows would be preferred. This could be achieved by switching around some of the houses within the development to place bungalows along the Beith Road frontage instead of 2 storey houses.

Response: This concern was taken up with the applicant's agent who agreed to modify the layout such that blocks 14, 31 and 32 which face Beith Road would be single storey instead of 2 storeys. Blocks 33 and 34 would remain two storey, but as these buildings would be sited opposite a wooded area rather than directly across from existing housing, it is considered that a reasonable balance of single storey and two storey buildings would be achieved in the streetscape. The siting of single storey houses directly across from nos. 6 and 8 Beith Road would create a more sensitive frontage in terms of the visual impact on these existing houses, which are single storey and 1.5 storey in height, respectively. In addition, block 14, in single storey form, would be more sensitive to the more open character of the western part of the site in contrast to the taller 2.5 storey building which had been proposed originally.

3. Traffic safety on the B777 would be compromised because of the driveway and access positions on Beith Road. Driveways within the site would be preferred, with rear gardens used for parking rather than front gardens. Headlights from vehicles leaving the site would shine into the houses across Beith Road, affecting privacy. There should be another road access nearer to Longbar.

Response: The speed limit on this part of the B777 is currently 30mph. However, to reinforce driver awareness, it is proposed to form a 'gateway' feature on the B777 where the

speed limit changes from 30mph to 40mph. It is considered that such a feature would help to achieve more effective speed reduction at the entry point to Glengarnock. The precise details of the gateway would be addressed as part of any forthcoming application for road construction consent. The existing houses on Beith Road have driveways directly onto the B777, an arrangement which is commonplace within built up areas, even on A and B class roads. The number of houses that would be directly accessed from the B777 is low - 6 out of a total of 83 in the development. The other 77 houses would all require to use the proposed access road. Concerns about car headlights shining into houses is not a material planning consideration. Furthermore, it is not considered that the proposed road access junction could be moved to another part of Beith Road without adversely affecting the sightlines. Moving the junction in either direction would place it closer to the bends in the road, both of which are near existing junctions with side roads (ie. Auchengree Road, Caledonian Road and the road to Tianna Falls alongside the Powgree Burn). For a development of 83 houses, there is no need to provide a second road access, particularly given the fact that the development would not provide a through-road beyond the site.

4. The proposed number of houses is far greater than was anticipated.

Response: The indicative capacity noted in the adopted LDP is meant as a guideline only, and is not an upper limit on the potential of the site. The proposed development would provide a range of small to medium sized dwellings with adequate levels of garden ground set within generously landscaped open space. As such, the site would not be overdeveloped based on the detail of the proposal.

5. The number of parking spaces is less than is required.

Response: The number and distribution of parking spaces has been assessed by the Council's Transportation officers who made no objection to the proposal in this regard. The standards that are applied for housing association developments are typically lower in comparison with private developments.

Consultations

Environmental Health - no objections to the development in principle subject to conditions relating to further consideration in relation to air quality assessment, unsuspected contamination and a range of non-planning matters (which have been taken up directly with the applicants).

Response: The application seeks approval of matters specified in conditions as set out in the permission in principle, chiefly in respect of access, siting and design. There is no opportunity to attach conditions to new issues that are beyond the scope of the current application and associated planning permission in principle. However, it is noted that the above points have been raised directly with the applicant by Environmental Health, who may then liaise directly with the developer on any matters which require further discussion.

NAC Regeneration (Active Travel and Transport) - Following detailed discussions and consideration of various recommended changes to achieve a layout that accords with the principles of 'Designing Streets', the finalised design submission has addressed all requirements.

Response: Noted. Any outstanding issues relating to the road and path design would be addressed at the road construction consent (RCC) stage.

West of Scotland Archaeology Service - no objections. A programme of archaeological evaluation trenching was undertaken during August 2019. The evaluation did not identify any significant sub-surface archaeological material with the plot. As such, no further archaeological work is required in relation to the development of this site.

Response: Noted. This field work and associated report has enabled the discharge of condition 4 of the planning permission in principle.

3. Analysis

Planning permission in principle was granted during 2014 and 2017 for residential development on the site at Beith Road, Glengarnock following the release of the land through the previous LDP of May 2014. This application seeks the approval of details relating to conditions 1, 2, 3, 7 and 9 as well as the modification of condition 5 to remove the provision of a 2m wide pedestrian footway on the south side of Beith Road. As noted above, the matters specified in criterion (c) and (d) of condition 1 have not been submitted as part of the current application. The remaining conditions would be the subject of further applications, as required. As the principle of residential development has already been established, the application requires to be assessed in relation to the Placemaking Policy of the adopted LDP.

Strategic Policy 1 - the Towns & Countryside Objective - of the LDP states that, in principle, the Council will support development proposals within towns and villages that "provide the right new homes in the right places by working alongside the Local Housing Strategy to deliver choice and variety in the housing stock." Following the approval of planning permission in principle (both in 2014 and in 2017), the site at Beith Road was marketed widely. No interest was expressed by any private housing developers during the five-year marketing period following the grant of permission in principle in 2014. However, the land has proved attractive to a developer who is now seeking to provide social rented housing for the area in partnership with a registered social landlord. The proposal has been drawn up on this basis and would therefore meet the requirements of Strategic Policy 1 in this respect.

In terms of Strategic Policy 2, the Placemaking Policy sets out the six qualities of a successful place which proposals are required to meet:

- distinctive,
- safe and pleasant,
- resource efficient,
- welcoming,
- adaptable,
- easy to move around and beyond.

The proposed development would provide a range of houses which have been designed for this site, taking into account the semi-rural setting. To this end, a Design Statement has been prepared and submitted with the proposal which explains the rationale for the layout and house designs.

Amendments to the houses on some of the plots facing onto Beith Road have been submitted in response to concerns raised by both neighbouring residents and the case officer. This would introduce a number of bungalows along the frontage, as discussed above.

Discussions have also taken place as part of the design process to ensure the external finishes (in terms of colour and texture) are compatible with the local area. To this end, the submitted colour scheme and finishes are considered acceptable in principle. A condition requiring the submission of external finishes could be attached to ensure the final choice for external finishes is appropriate for this locality.

The orientation of the front elevations towards Beith Road would help to make the development welcoming. Once inside the development, the emphasis is on the creation of streets which all have houses facing onto them, again contributing to a welcoming streetscape. A range of landscaped open spaces and a children's play area, overlooked by the front elevations of the housing, would also contribute to a sense of welcome.

It is considered that the proposed development would create a safe and pleasant addition to the Longbar area of Glengarnock by creating a new neighbourhood with generous landscaping and open spaces which would respect the existing housing nearby, avoids any overlooking, overshadowing or other adverse amenity impacts. Importantly, the development would be designed to integrate with the surrounding area through new path connections and an outward facing layout.

The development would be resource efficient in terms of siting, design and heat/power systems, with access arrangements designed to enhance pedestrian links between the site and the surrounding area. For example, the development would result in a new 3m wide pedestrian/cycle link along Beith Road to complement the existing paths in the area. This would enhance connectivity for walkers and cyclists between Beith and National Cycle Network Route 7, which follows Auchengree Road southwards towards Highfield and beyond. This improved connectivity would provide additional walking and cycling opportunities in the Garnock Valley area. The site would also be linked, via this footpath, to Glengarnock Station. In addition, a traffic-free path link would be formed to provide a convenient link from site to the educational and leisure facilities at Garnock Community Campus. These linkages demonstrate that the development would be easy to move around and beyond, with an emphasis on walking and cycling. Beith Road is also a bus route, with the nearest bus stops being just west of the site.

In terms of adaptability, the proposed development has been designed to meet the needs of a range of households. As well as a variety of different sized general needs homes, the development would include 6 no. amenity houses and 2 no. wheelchair houses.

Finally, turning to the proposed modification of condition 5 in relation to the previously identified requirement for a 2m wide footway on the south side of Beith Road. This matter has been reviewed in light of the current proposal. It is concluded that there is no need for such footway provision, as adequate path connections are proposed between the site and the surrounding area, as discussed above. Since a footway on the south side of Beith Road is not necessary to enable the development to proceed, this requirement does not meet the tests for planning conditions as set out in Circular 4/1998. As such, the developer's request for the removal of this part of condition 5 can be accepted.

In summary, the application is considered to accord with the LDP. Subject to the approval of all outstanding matters specified in the conditions attached to the planning permission in principle, the development would secure the delivery of a housing site that was identified and allocated through the development plan process. Accordingly, the application should be approved subject to the conditions referred to in this report.

4. Full Recommendation

Approved subject to Conditions

Reasons for Decision

Condition

1. That, prior to the commencement of the development hereby approved, the matters specified in criterion (c) and (d) of condition 1 of the associated planning permission in principle (ref. 17/00389/PPPM) shall to be submitted for the written approval of North Ayrshire Council as Planning Authority.

Reason

These details have not been submitted, and will require to be approved before the commencement of the development.

Condition

2. That condition 5 of planning permission in principle (ref. 17/00389/PPPM) is hereby modified as follows:

"A 3m wide footway/cycleway shall be provided along the frontage of the site to the satisfaction of North Ayrshire Council as Planning Authority."

Reason

To reflect the outcome of the review of condition 5 in light of the circumstances of the submitted site layout.

Condition

3. That, prior to the commencement of any building operations, the applicant shall submit for the written approval of North Ayrshire Council as Planning Authority a detailed schedule of the proposed external finishes, boundary treatments ground surface treatments to be used in the development. Thereafter, the development shall be implemented only in accordance with such details as may be approved, unless otherwise agreed in writing with North Ayrshire Council as Planning Authority.

Reason

In the interest of the amenity of the area.

Russell McCutcheon
Executive Director (Place)

For further information please contact Mr A Hume Planning Officer on 01294 324318.

Appendix 1 – Location Plan

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