



Agenda Item 6

**DEMOLITION OF FORMER HATCHERY
BUILDING AND ERECTION OF
DWELLINGHOUSE AT HAREBURN
HATCHERY, FALKIRK, FK1 2JE FOR
MRS JULIE HADDOW - P/20/0266/FUL**

FALKIRK COUNCIL

Subject: DEMOLITION OF FORMER HATCHERY BUILDING AND
ERECTION OF DWELLINGHOUSE AT HAREBURN
HATCHERY, FALKIRK, FK1 2JE FOR MRS JULIE HADDOW
- P/20/0266/FUL

Meeting: PLANNING COMMITTEE
Date: 18 November 2020
Author: DIRECTOR OF DEVELOPMENT SERVICES

Local Members: Ward - Upper Braes

Councillor Gordon Hughes
Councillor James Kerr
Councillor John McLuckie

Community Council: Avonbridge and Standburn

Case Officer: Stephen McClure (Planning Officer), Ext. 4702

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1. DESCRIPTION OF PROPOSAL / SITE LOCATION

- 1.1 The site consists of a disused poultry hatchery building, which was previously associated with a wider farm unit. The building is located along a single lane access track, which serves several rural properties over its length, with the access track connecting onto the B8028 roadway. The hatchery building is in a semi-derelict state, although appears to be structurally intact. The building is contained within its own plot, which is currently fenced off, with agricultural fields surrounding the plot on all sides. It is now being proposed to demolish the hatchery building and erect a new dwellinghouse on the site. The dwellinghouse would be in the same position as the existing building, but of a smaller footprint.

2. REASON FOR COMMITTEE CONSIDERATION

- 2.1 Granting planning permission would be contrary to the Development Plan.

3. SITE HISTORY

- 3.1 P/14/0541/PPP - Planning Permission in Principle Granted - 19 December 2014 - Erection of Dwellinghouse.
- 3.2 P/15/0141/PPP - Application Withdrawn - 21 May 2015 - Demolition of Existing Hatchery Building and Erection of Dwellinghouse.

- 3.3 P/16/0738/FUL - Detail - Granted - 07 February 2017 - Change of Use of Agricultural Building to Dwellinghouse.
- 3.4 P/18/0239/FUL - Application Withdrawn - 18 June 2018 - Erection of Dwellinghouse.
- 3.5 P/18/0361/FUL - Detail - Granted - 28 November 2018 - Demolition of Former Hatchery Building and Erection of Dwellinghouse.
- 3.6 P/19/0437/FUL - Detail - Granted - 28 October 2019 - Siting of Temporary Residential Accommodation.

4. CONSULTATIONS

- 4.1 The following responses to consultation were received:
- 4.2 The Coal Authority has no objection to the proposal.
- 4.3 Scottish Natural Heritage has made no formal response as the proposal does not meet the criteria for direct consultation with SNH.
- 4.4 Falkirk Council Roads Development Unit has no objections to the proposal.
- 4.5 Scottish Water has no objection to the proposal.
- 4.6 Falkirk Council Environmental Protection Unit has no objection to the proposal. However, if granted permission, a contaminated land assessment would require to be submitted and approved by the Planning Authority, prior to any works commencing on-site. This can be covered by condition.

5. COMMUNITY COUNCIL

- 5.1 Avonbridge and Standburn Community Council have not made any representation.

6. PUBLIC REPRESENTATION

- 6.1 During consideration of the application, no letters of objection or representation were received.

7. DETAILED APPRAISAL

Under section 25 of the Town and Country Planning (Scotland) Act 1997, as amended, the determination of planning applications for local and major developments shall be made in accordance with the Development Plan unless material considerations indicate otherwise.

Accordingly,

7a The Development Plan

- 7a.1 [The Falkirk Local Development Plan \(LDP2\)](#) was adopted on 7 August 2020. The proposed development was assessed against the following policy or policies:

Policy PE01 - Placemaking

- 7a.2 It is considered that the proposed dwelling where relevant would meet the six qualities of successful places, which forms the basis of placemaking and design, development, renewal and regeneration of the urban and rural built environments. It is therefore considered that the proposal accords where relevant with policy PE01.

Policy PE14 - Countryside

- 7a.3 The site is located within the countryside as identified in the Falkirk Local Development Plan 2. Policy PE14 Countryside advises that the proposed development be assessed in relation to policy HC05 Housing in the Countryside.

Policy PE18 - Landscape

- 7a.4 It is considered that where relevant the proposal would be seen to meet the requirements of the supplementary guidance SG09 Landscape Character Assessment and Landscape Designations (see below). It is considered that the existing hatchery building on the site within the Special Landscape Areas (SLAs), currently creates more of a detrimental impact on the visual amenity of the area than the proposed dwelling. The dwelling proposed is smaller and of a design and materials that would be suitable for, and expected within, a countryside location. It is therefore considered that the development would improve and safeguard the SLAs of the Slamannan Plateau/Avon Valley. The proposed development would therefore not be considered to have a significant visual impact upon the landscape, and as noted would improve the visual appearance of the area within the landscape, given the current condition of the site. The proposal accords with Policy PE18.

Policy HC05 - Housing in the Countryside

- 7a.5 The policy contains criteria where housing development in the countryside will be supported. This includes housing required for the pursuance of a rural activity, restoration and replacement of existing houses, conversion of non-domestic rural buildings, infill development, enabling development and traveller sites. The current proposal does not fall within any of the criteria where development is acceptable within the countryside. It is therefore considered that the proposal does not accord with Policy HC05.

Policy IR13 - Low and Zero Carbon Development

- 7a.6 As the proposal is a new build development, it will be able to meet the requirements of Policy IR13. It is therefore considered appropriate that if the application were to be granted, a condition in relation to low and zero carbon development could be applied.

7b Material Considerations

- 7b.1 The material considerations to be assessed are Falkirk Council Supplementary Planning Guidance, the site history, Scottish Planning Policy (SPP) and additional planning considerations.

Falkirk Council Supplementary Planning Guidance

Falkirk Council Supplementary Guidance SG01 Development in the Countryside

- 7b.2 The supplementary guidance provides detailed guidance in relation to appropriate development within the countryside, expanding on the relevant policy. It is considered that the proposed dwelling would accord with the supplementary guidance in relation to design and materials that are considered suitable for a countryside location. However, the proposed dwelling is still not considered to fall within any of the noted criteria where development is acceptable within the countryside. The proposal therefore fails to accord in full with Supplementary Guidance SG01 Development in the Countryside.

Falkirk Council Supplementary Guidance SG09 Landscape Character Assessment and Landscape Designations

- 7b.3 It is considered that the current hatchery building on the site does not make a positive contribution to the landscape, this being detrimental to the Special Landscape Area (SLA). The removal of the hatchery building and replacement with a smaller dwelling within the original footprint, with a design sympathetic to the countryside location, would be considered to be more sympathetic, in visual terms, to the rural setting. This would in-turn allow such a dwelling on the site to make a positive contribution to the SLA. It is not considered that given the location and state of the current building, that it would have an impact on any protected species. It is therefore considered that where relevant the proposal accords with the Falkirk Council Supplementary Guidance SG09 Landscape Character Assessment and Landscape Designations.

Falkirk Council Supplementary Guidance SG15 Low and Zero Carbon Development

- 7b.4 The proposal would be able to comply with the requirements set out within the supplementary guidance. It is also considered appropriate that if the application were to be granted, a condition in relation to low and zero carbon development could be applied.

Planning History

- 7b.5 The hatchery building currently on the site is vacant, in a poor state of disrepair and does not contribute positively to the visual amenity of the area. Planning permission P/16/0738/FUL was granted on 7th February 2017 to convert the building to a dwellinghouse. The site was then sold on to the current applicants, who considered that the permission was for a dwelling larger than they required. A full assessment showed that substantial upgrading and re-construction of the hatchery building would be needed to implement the permission. The end result, although much improving the current appearance of the disused hatchery building, would still have more of an appearance of an industrial countryside building than that of a dwelling. The applicants were then successful in receiving permission for a new dwellinghouse.- P/18/0361/FUL. However, it became apparent that the size of the dwelling, including design matters rendered this proposal cost prohibitive. As such, the current proposal has now been submitted. The dwellinghouse now proposed is considered to be more appropriate for this countryside location in terms of its scale, materials and design. In addition to having an improved visual appearance of the site and wider area, it is also considered to be an improvement in design terms to the originally approved scheme that comprised a hatchery conversion.

Scottish Planning Policy

- 7b.6 The Falkirk Council area is an accessible and pressurised rural area, where Scottish Planning Policy (SPP) (2014) advocates a more restrictive approach to new housing development in the countryside. SPP advises that most new developments should be guided to locations within or adjacent to settlements and sets out the circumstances in which new housing outwith settlements may be seen as appropriate. As is already highlighted earlier within the report, Policy HC05 of the Falkirk Local Development Plan 2 clearly sets out the circumstances where housing development in the countryside would be acceptable. As the proposed dwelling is contrary to Policy HC05 of the Falkirk Local Development Plan 2, it is also not supported by Scottish Planning Policy.

Additional Planning Considerations

- 7b.7 As highlighted in this report, there are fundamental policy issues in relation to the principle of development within this countryside location, particularly as the hatchery building would be demolished rather than converted. As such, material planning considerations are required to outweigh the terms of the Local Development Plan to justify the granting of planning permission.
- 7b.8 Given the site has been used for commercial purposes in the past; there is an existing vehicular access to the site, which also serves other rural properties over its length. The site is clearly defined and separate from the surrounding agricultural land, and given its size and location, it can be seen to have the character of a residential plot. The redevelopment of the site with a replacement dwellinghouse would replicate and maintain the character and settlement pattern of development within the area.
- 7b.9 The proposed dwellinghouse, in visual terms, is of high design standard. It is considered that this would be an improvement on the more commercial appearance that would result from conversion of the hatchery building. The proposed design and materials reflect the palette of traditional materials used on countryside buildings, ensuring the overall character and appearance reflects that of the countryside location. The design of the dwellinghouse over one and half storeys also makes reference to local and Scottish rural vernacular architecture styles. This would create an architectural design quality that would fit harmoniously within the surrounding area of the site and create an attractive and sensitively designed development.
- 7b.10 It is considered that the redevelopment of the site with a new dwellinghouse rather than a conversion of the existing hatchery building would respect the rural character of the area, as well as fit within the landscape setting and established development pattern of the area. The proposal would also be seen to achieve a high design and environmental standard. It is considered that the previous development of the site, the existing permission to convert the hatchery building to a dwellinghouse, the permission in place already to erect a new dwellinghouse in-place of the hatchery building and the high design standards again proposed, would mitigate the impact of the development in the rural area and outweigh the policy provisions of the Falkirk Local Development Plan 2.

Consideration of the Site in relation to Coal Mining Legacy

- 7b.11 The application site falls within or is partially within the Development High Risk Area as defined by the Coal Authority. Any development proposal not exempt on grounds of type or nature, which would intersect with the ground requires the submission of a desk based Coal Mining Risk Assessment and Consultation with the Coal Authority.

- 7b.12 The process recognises the need for flexibility and in cases where a further application (Matters Specified in Conditions) is necessary, the Coal Mining Risk Assessment may be deferred until that stage. If an assessment has been received and the views of the Coal Authority sought, these are summarised within the consultation responses above and appropriate conditions and/or informatives have been applied.

Human Rights Assessment

- 7b.13 Officers have considered the Human Rights Act 1998 in reaching a recommendation to Grant Planning Permission.

7c Conclusion

- 7c.1 The application has been assessed as being contrary to the terms of the Falkirk Local Development Plan 2 and Scottish Planning Policy. As such, material planning considerations are required to outweigh the terms of the Local Development Plan to justify granting of planning permission.
- 7c.2 The development relates to the demolition of an existing vacant and dilapidated hatchery building and the erection of a single dwellinghouse in its place. The resulting development would create a dwelling of high quality, as well as an appropriate design for the rural location, which would fit within the landscape and settlement pattern. The proposal would have less of an impact on the site than the proposed conversion of the existing hatchery building, and allow for a more aesthetically appropriate structure within the site. It is therefore considered that this would be more beneficial in visual terms to the site and wider area, and as such provides justification for the granting of planning permission. The planning history comprising planning permission for the conversion of the hatchery building to residential use and the previous planning permission to demolish the hatchery and erect a dwellinghouse, provides further support to the current planning application, as the principle of a residential dwelling at this location has been established.

8. RECOMMENDATION

- 8.1 It is recommended that the Planning Committee grants planning permission subject to the following condition(s):-
1. The development hereby approved shall be implemented in accordance with the plan(s) itemised in the informative below and forming part of this permission unless a variation is required by a condition of the permission or a non-material variation has been agreed in writing by Falkirk Council as Planning Authority.
 2. i. No development shall commence on site unless otherwise agreed with the planning authority until a contaminated land assessment has been submitted and approved. The assessment must determine the nature and extent of any contamination on the site, including contamination that may have originated from elsewhere. Any potential risks to human health, property, the water environment and designated ecological sites should be determined. The contaminated land assessment must be approved in writing by the Planning Authority.

- ii. Where contamination (as defined by Part IIA of the Environmental Protection Act 1990) is encountered, a detailed remediation strategy should be submitted to the Planning Authority demonstrating that the site will be made suitable for its intended use by removing any unacceptable risks, caused by the contamination. The scheme must be approved in writing by the Planning Authority.
 - iii. Prior to the commencement of development of the site, the remediation works must be carried out in accordance with the terms and conditions of the remediation scheme, and as agreed by the Planning Authority. No part of the development shall be occupied until a remediation completion report/validation certificate endorsed by the relevant parties have been submitted to and agreed in writing by the Planning Authority.
 - iv. If unexpected contamination is found after development has begun, development of the affected part of the site must stop. The developer must notify the Planning Authority immediately and carry out a contaminated land assessment, and undertake any necessary remediation works, before development of the affected part of the site may continue.
3. Prior to works commencing on-site, the details and/or samples of all external materials and finishes, including details of the proposed roof lights, exterior windows and doors shall be submitted to and approved in writing by the Planning Authority. Thereafter the development shall proceed in accordance with the approved details.
4. The development hereby approved shall not be occupied or brought into use until the following documents have been submitted to and approved in writing by the Planning Authority:
 - i) a copy of the appropriate sustainability label (i.e. at least Bronze Active); and
 - ii) a Statement of Conformity which confirms that 12%, of the required CO₂ emissions reduction is achieved through the installation of low and zero carbon generating technologies.

Details and a timetable of how this is to be achieved, including details of physical works on site, shall be submitted to and approved in writing by Falkirk Council. The approved details shall be implemented in accordance with the approved timetable and retained as operational thereafter, unless otherwise agreed in writing by the Local Planning Authority.

5. Prior to works commencing on-site, a plan shall be submitted showing the finalised parking and turning arrangements within the confines of the site, which require to include a minimum of three car parking spaces 2.5m wide by 5m long, with the turning area allowing vehicles to enter and exit the site in a forward gear, with the finalised details being approved in writing by the Planning Authority.

6. Prior to works commencing on-site, details of the proposed drainage strategy shall be submitted to and approved in writing by the Planning Authority.
7. A residential caravan shall be sited in accordance with the approved plan (online reference No.05) for a period not exceeding 2 years from the date of this permission unless otherwise agreed in writing with the Planning Authority. Thereafter all temporary residential accommodation shall be permanently removed from the site.

Reason(s):-

1. As these drawings and details constitute the approved development.
2. To ensure the ground is suitable for the proposed development.
3. To safeguard the visual amenity of the area.
4. To ensure the development achieves the required CO₂ emission reduction as a result of development.
5. To ensure that adequate car parking is provided.
6. To ensure that adequate drainage is provided.
7. As the caravan is not a suitable permanent form of development.

Informative(s):-

1. For the avoidance of doubt, the plan(s) to which this decision refer(s) bear our online reference number(s) 01, 02, 03A, 04A and 05.
2. In accordance with section 58(1) of the Town and Country Planning (Scotland) Act 1997 (as amended), this permission lapses on the expiration of a period of 3 years beginning with the date on which this permission is granted unless the development to which this permission relates is begun before that expiration.

3. The applicant shall ensure that noisy work which is audible at the site boundary shall ONLY be conducted between the following hours:

Monday to Friday	08:00 - 19:00 Hours
Saturday	08:00 - 13:00 Hours
Sunday / Bank Holidays	No noise audible at site boundary

Deviation from these hours of work is not permitted unless in emergency circumstances and with the prior approval of the Environmental Protection Unit.

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pp Director of Development Services

Date: 6 November 2020

LIST OF BACKGROUND PAPERS

1. Falkirk Local Development Plan 2.
2. Falkirk Council Supplementary Planning Guidance.
3. Scottish Planning Policy (SPP).

Any person wishing to inspect the background papers listed above should telephone Falkirk 01324 504702 and ask for Stephen McClure, Planning Officer.

Policy Schedule

PE01 Placemaking

Development proposals should promote the six qualities of successful places as defined in Scottish Planning Policy by addressing the following principles:

1. Distinctive

- Existing natural and historic environment features should be identified, conserved, enhanced and integrated sensitively into development. Further guidance is set out in Policies PE05-PE27, and accompanying Supplementary Guidance SG07- SG12;
- The scale, siting and design of new development should respond positively and sympathetically to the site's surroundings, and create a coherent structure of buildings, streets and public spaces that are attractive, distinctive and create a sense of identity within the development. Further guidance is set out in SG02 'Neighbourhood Design';
- Development should include landscaping and green infrastructure which enhances, structures and unifies the development, assists integration with its surroundings, manages surface water sustainably, and contributes, where appropriate, to the wider green network. Further guidance is set out in SG05 'Green Infrastructure and New Development';
- Developments of a significant scale should contribute to public art either through a contribution to an existing local project, or through provision of public art within the development, guided by a strategy prepared by the developer in consultation with the Council and Falkirk Community Trust. Further guidance is set out within SG13 'Developer Contributions' and the public art procurement guide produced by Falkirk Community Trust.

2. Safe and pleasant

- Development should create a safe and secure environment for all users through the provision of high levels of natural surveillance for access routes and public spaces and provision of safe access for all. Further guidance is set out in SG02 'Neighbourhood Design';
- Development should not exacerbate existing air quality issues or introduce new sources of pollution which impact on local air quality without appropriate mitigation.

3. Easy to move around and beyond

- Development should be designed to encourage the use of active travel and sustainable, integrated transport. Further guidance is set out in Policies IR05-IR07;
- Development should build on the existing network of paths, edges, nodes, districts and landmarks to create places that people can navigate easily around.

4. Welcoming

- Streets and public spaces should have buildings fronting them or, where this is not possible, a high quality hard or soft landscape treatment. Further guidance is set out in SG02 'Neighbourhood Design'.

5. Adaptable

- Development should be designed to consider how people use places differently, for example depending on age or degree of personal mobility;
- Where appropriate, development should provide a mix of building densities, tenures and typologies where a variety of diverse but compatible uses can be integrated.

6. Resource efficient

- In support of climate change mitigation, development should promote the efficient use of natural resources and the minimisation of greenhouse gas emissions through: energy efficient design; choice and sourcing of materials; reduction of waste; recycling of materials and incorporating space to separate materials at source; incorporation of low and zero carbon generating technologies and integration into neighbourhood and district heating networks. Further guidance is set out in Policies IR12-IR14;
- In support of climate change adaptation, infrastructure needs and their impacts should be identified and addressed by sustainable mitigation techniques, with particular regard to drainage, surface water management, flooding, traffic, road safety and noise;
- Provision should be made for the satisfactory future management and maintenance of all public areas, landscaping and infrastructure.

PE14 Countryside

1. The Urban and Village Limits defined on the Proposals Map represent the limit to the expansion of settlements. Land outwith these boundaries is designated as countryside. Development in the countryside will be assessed in terms of the relevant countryside policies for specific uses (HC05 and JE05);
2. Development proposals in the countryside for uses not covered by policies for specific uses will only be permitted where:
 - It can be demonstrated that they require a countryside location;
 - They constitute infill development; or
 - They utilise appropriate existing buildings.

Detailed guidance on the application of these criteria will be contained in Supplementary Guidance SG01 Development in the Countryside;

3. Development proposals in the countryside should additionally demonstrate that their scale, siting and design is such that there will be no significant adverse impact on the rural environment, having regard to other policies on the natural and historic environment, and design guidance in Supplementary Guidance SG01 'Development in the Countryside'.

PE18 Landscape

1. The Council will seek to protect and enhance landscape character and enhance landscape quality throughout the Council area in accordance with Supplementary Guidance SG09 'Landscape Character Assessment and Landscape Designations';
2. Development within Local Landscape Areas should be designed to minimise any adverse effects on the landscape character and scenic interest for which the area is designated ; and
3. Development proposals which are likely to have significant landscape and visual effects must be accompanied by a landscape and visual assessment demonstrating that, with appropriate mitigation, a satisfactory landscape fit will be achieved.

HC05 Housing in the Countryside

Proposals for housing development in the countryside of a scale, layout and design suitable for its intended location will be supported in the following circumstances:

1. Housing required for the pursuance of agriculture, horticulture, or forestry, or the management of a business for which a countryside location is essential;
2. Restoration or replacement of houses which are still substantially intact, provided that the restored/replacement house is of a suitable size and design;
3. Conversion or restoration of non-domestic farm buildings to residential use, including the sensitive redevelopment of redundant farm steadings;
4. Appropriate infill development;
5. Limited enabling development to secure the restoration of historic buildings or structures; or
6. Small, privately owned gypsy traveller sites which comply with Policy HC09.

Detailed guidance on the application of these criteria will be contained in Supplementary Guidance SG01 'Development in the Countryside'.

IR13 Low and Zero Carbon Development

1. All new buildings should incorporate on-site low and zero carbon-generating technologies (LZCGT) to meet a proportion of the overall energy requirements. Applicants must demonstrate that 12% of the overall reduction in CO2 emissions as required by Building Standards has been achieved via on-site LZCGT. This proportion will be increased as part of subsequent reviews of the LDP. All proposals must be accompanied by an Energy Statement which demonstrates compliance with this policy. Should proposals not include LZCGT, the Energy Statement must set out the technical or practical constraints which limit the application of LZCGT. Further guidance is contained in Supplementary Guidance SG14 Renewable and Low Carbon Energy. Exclusions from the requirements of this policy are:
 - Proposals for change of use or conversion of buildings;
 - Alterations and extensions to buildings;

- Stand-alone buildings that are ancillary and have an area less than 50 square metres;
- Buildings which will not be heated or cooled other than by heating provided solely for the purpose of frost protection;
- Temporary buildings with consent for 2 years or less; and
- Where implementation of the requirement would have an adverse impact on the historic environment as detailed in the Energy Statement or accompanying Design Statement.

2. The design and layout of development should, as far as possible, seek to minimise energy requirements through the other sustainability aspects of the current Sections 6 and 7 of the current Building Standards Technical Handbook.

Planning Committee

Planning Application Location Plan

P/20/0266/FUL

This plan is for location purposes only. It should not be interpreted as an exact representation of the application site.



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