

# *Report of Handling*

Application determined under Delegated Powers. The Council's Scheme of Delegation can be viewed at <https://www.stirling.gov.uk/council-democracy/politicians-elections-democracy/council-constitution-standing-orders/>

<b>REFERENCE NO</b>	<b>20/00252/FUL</b>
<b>PROPOSAL</b>	<b>Change of use and extension of Public House to form dwelling house</b>
<b>SITE ADDRESS</b>	<b>Blane Valley Inn, 54 Glasgow Road, Blanefield, G63 9BP,</b>
<b>RECOMMENDATION</b>	<b>Refuse</b>
<b>AGREED BY</b>	<b>Appointed Officer</b>
<b>DATE</b>	<b>18 June 2020</b>

## **Reason for Report**

This report fulfils the requirements of Regulation 16, Schedule 2, paragraphs 3(c) and 4 of The Town and Country Planning (Development Management Procedure)(Scotland) Regulations 2013. The application has been determined in accordance with the Council's Scheme of Delegation as well as the Procedures for the Handling of Planning Applications.

## **Development Plan Considerations:**

The decision has been made with consideration to the following policies and guidance in the Stirling Local Development Plan:-

Policy 1.1: Site Planning

Policy 2.12: Residential Alterations and Extensions

Primary Policy 3: Provision of Infrastructure

## **Other Material Considerations**

Supplementary Guidance SG12 Residential Alterations and Extensions

Extension to a house should be: sympathetic in scale, positioning and detail to the original building; considerably smaller than the original house and; should be designed to look like as if it is an integral part. Extensions to vernacular-style buildings should not result in the loss of the character of the original building (paragraph 2.1). They should generally have pitched roofs at the same pitch as the original with a minimum slope of 30 (unless the original is shallower). Flat roofed extensions are not generally acceptable and will only considered in certain instances, where for example, a pitched roof cannot be accommodated (paragraph 5.2). Materials must be chosen with care to avoid destroying the integrity of the original building and should be the same or compatible and be sympathetic to the character of the original and neighbouring buildings (paragraph 5.3). Whilst contrasting materials can be successful, the introduction of new materials not used in your building or neighbouring buildings is generally discouraged as they may make your extension look like an 'add-on' rather than an integral part of the original (paragraph 5.4).

The Guiding Principles are listed on page 6 of The Stirling Plan and include, amongst other principles: placing communities and people at the heart of everything the Council does; improving participation, engagement and co-production with communities to identify local priorities and deliver solutions and; empowering communities by providing opportunities to participate in decision making.

### **Summary of Representations**

The Planning Authority has received 11 objections. The grounds of objections are:

- a) Change of use to a house is irreversible and is not in the interests of the community.
- b) The Blane Valley Inn is a traditional pub and very different to the Kirkhouse Inn, which is a larger hotel. There is a need for both facilities which complement one another.
- c) The Blane Valley Inn offers employment to local people, especially younger people allowing them to remain within the village for work.
- d) With a better business model, the pub could once again thrive as it has previously - a family pub with beer garden and family area would be supported by locals and the travelling community, picking up trade from the vast numbers of passing traffic and is ideally placed on a main through route from Callander, Aberfoyle and Loch Lommond.
- e) The Blane Valley Inn should be marketed as a public house before any agreement is sought to change its use.
- f) Its locality ensures that the facilities are not all weighted towards one end of the village (its position and parking encourages use of the small shop and cafe opposite, which together provide a clear village centre). It supports the 'business/village hub'.
- g) It is important for the village to have a pub as it brings together a variety of villagers, walkers, cyclists etc., and is especially important since after-hours bus timetables have been reduced, making it difficult for villagers to go further afield for leisure.
- h) There is a recognised need for new housing in the village, which has 'highly pressured status', but the need is not for a large single dwelling. According to the Spatial Strategy, the need is for affordable flats and houses. The proposal will also result in the loss of a 2/3-bedroom first floor flat as well as the pub itself.
- i) Proposed change of use, as well as the style of house proposed, goes against all the principles highlighted in Primary Policy 3.
- j) The pub frontage provides the whole of the parking for south-bound passing trade for the shops. The convenience store relies on "in-and-out" passing trade that will not stop if there is the parking is lost to housing.
- k) Loss of the Blane Valley Inn as a pub will mean loss of part of the character and identity of the village. The pub has been a valuable asset to the village and all attempts should be made to make it a successful public house.
- l) The proposal will adversely impact the community and the open streetscape.

### **Summary of Consultation Responses**

Roads Development Control: A dwelling house of this scale (4/5 beds) should provide 3 car parking spaces. A turning area should be provided as part of the driveway in order that vehicles can exit the site in a forward gear. A footway over the site frontage to connect the existing provision either side would be required.

### **Previous History**

19/00950/FUL - Partial change of use of land for siting 3 No static caravans (tourism pods) - refused

on grounds of amenity.

## **Officer Assessment**

### Proposal

The application seeks a change of use from public house (Sui Generis) to a five bedroom single dwelling house (Class 9), together with demolition of outbuildings, erection of a flat roof rear extension with velux windows, installation of five velux windows to the original roof, hardstanding, parking and double gated entrance to the front of the property.

### Site Description

The application site relates to the Blane Valley Inn public house, a two storey detached early/mid Victorian building located on the north side of Glasgow Road, opposite a small terrace of shops, in the centre of Blaneville village, which straddles the A81 tourist route to The Trossachs.

The building has an open frontage and sufficient forecourt parking for approximately 8 vehicles and has an outbuilding to the rear. The building is not a statutory or locally listed building but its traditional style and form make a significant contribution to the streetscene and more generally, to visual amenity. The building forms a symmetrical composition featuring a double gable frontage with projecting canted bay ground floor windows, timber canopy above with decorative corbels and central entrance with timber panelled door and fanlight above. External walls are rendered and finished in white, which contrasts well with the dark grey paint finish timber window casements, mullions, door and canopy.

### Assessment

Relevant Development Policies:

#### Policy 1.1: Site Planning

All new development, including alterations and extensions to existing buildings, are required to contribute, in a positive manner, to quality of the surrounding built and natural environment. All proposals are therefore expected to meet the following criteria (where relevant):

- a) The siting, layout and density of new development should; respect, complement and connect with its surroundings; and create a sense of identity within the development.
- (c) The design should be appropriate to both any building to which it relates, and the wider surroundings in terms of appearance, position, height, scale, massing, and should use materials, finishes and colours which complement those prevalent.

#### Policy 2.12: Residential Alterations and Extensions

The alteration and/or extension of residential properties will be supported provided that all the relevant criteria are satisfied:

- (a) The proposal is of a scale, size, massing and design that is subordinate and sympathetic to them building to be extended and the wider townscape, and uses materials appropriate to its context.
- (b) The proposal does not result in an over-development of the plot, with sufficient space remaining for garden ground, parking, and bin storage, which is comparable to the amenity afforded to surrounding residential properties in this regard.
- (c) The proposal does not result in a material detrimental impact on the amenity of surrounding residential properties in terms of privacy, noise or loss of daylight.

#### Primary Policy 3: Provision of Infrastructure

(c) Shared use of facilities in the provision of educational, social, recreational, health and wider community infrastructure will be supported. The loss of services through changes of use/demolition, where they serve an important community and/or employment function (e.g. post offices, pharmacies), will also be resisted.

### Spatial Strategy

The Spatial Strategy of the Local Development Plan identifies the development approach for each of the villages in the Stirling area over the next 20 years. The Spatial Strategy is detailed Table 1 of the Development Plan. Table 1 advises that that a sustainable expansion approach will be adopted for the conjoined villages of Strathblane and Blanefield, which includes, inter alia, protection of the village centres in order to sustain local services and facilities.

#### Officer Assessment

#### Change of Use

It is understood that the Blane Valley Inn has been operating as a public house for some 150 years but in recent times has struggled financially due to difficult trading conditions. A change of use is therefore sought from a public house to a five bedroom residential dwelling.

Primary Policy 3 Provision of Infrastructure (PP3) seeks to resist loss of services through change of use where these services serve an important community and/or employment function. The policy cites two examples (post offices and pharmacies) of typical services that provide an important community and/or employment function. A fair reading of the policy, interpreted in the context of the Spatial Strategy for the conjoined villages of Strathblane and Blanefield, suggests that services other than post offices and pharmacies can equally provide an important community and/or employment function. The examples cited in PP3 are not therefore intended to provide an exhaustive list of community services that require to be protected. Often, the significance of the community service in question, and weight given to its protection by the Planning Authority, will depend both on the importance placed on the service by the community and on any response received from the community in respect to its loss during a formal consultation process. This approach is in line with the Guiding Principles of The Stirling Plan 2018.

The potential loss of any village service or community facility is a source of concern, particularly where a community has raised objection to its loss. In the particular case, the Planning Authority has received a significant number of objections to the proposed change of use of the Blane Valley Inn, including an objection from Strathblane Community Council which acts to represent the views of the wider community. The objections, which are a material consideration in the determination of this application, highlight the importance and significance of the Blane Valley Inn to the community.

It is recognised that the village has a second community facility, the Kirkhouse Inn, situated further east of the Blane Valley Inn, off the Glasgow Road. This facility provides a 15 bedroom hotel with bar and restaurant and is more formal in nature, appealing largely to travellers and tourists. There is a patent distinction therefore between the Kirkhouse Inn and the Blane Valley Inn since each facility offers different services that appeal to different user groups. Strategically, the hotel is also located closer to the edge of the village whereas the Blane Valley Inn is centrally located in the hub of the village close to local shops/cafes. Both the Kirkhouse Inn and the Blane Valley Inn contribute to the range of facilities on offer in the village and are considered equally necessary to aid rural economic activity and help sustain the vitality and viability of the village.

Village communities are reliant on travelling greater distances to meet their everyday needs. The loss of local rural community services and facilities runs counter to the rural viability and sustainability policy objectives outlined in PP3 and the Spatial Strategy. Loss of the Blane Valley Inn to a residential dwelling could seriously diminish the range of facilities on offer in the village. Therefore, where change of use to a community facility is proposed and significant objection has been received from the community, the Planning Authority will require the Applicant to demonstrate that the community facility is no longer commercially viable and that genuine and adequate attempts to market the premises as a public house over a reasonable period (e.g. over the course of a period of 12 months) have failed. The Applicant has not provided any evidence to justify why the Blane Valley Inn is not capable of being retained as a public house and no case has been presented for the proposed change of use. In the absence of evidence to justify the change of use, this element of the proposal is considered contrary to PP3 and the Spatial Strategy.

#### Design

The application proposes an extensive flat roof full width rear extension which projects approximately 10m beyond the rear elevation of the premises. Policy 2.12 (a) and SG12 (paragraph 2.1) require that alterations and extensions to residential properties (the Applicant is proposing to convert the building to a residential dwelling) should be of a scale that is subordinate and sympathetic to the building which to be extended and should be designed to look integral to the host building. The depth of the proposed extension (10m) is deeper than the floor plan of the host building and the width of the

extension covers the full width of ground floor rear elevation, which will result in much of the original fabric of the building. The proposed extension cannot be described as sympathetic or subordinate in character to the host building and rather than appearing integral to the host building, the extension appears at odds with its traditional vernacular style and will have a negative impact on its character and appearance. Similarly, the external finishes of the proposed extension (cedar cladding) are not in keeping with the traditional rural village context where buildings are generally finished in stone or roughcast, and the extent to they are used in the design results in the appearance of a temporary makeshift structure. For the above reasons, the proposed extension fails the third test set out in Policy 1.1 (c) and the first test set out in Policy 2.12 (a). The proposal also fails to take account of guidance set out in paragraphs 2.1, 5.3 and 5.4 of SG12 and the incorporation of an uncharacteristic flat roof is strongly discouraged by SG12 (paragraph 5.2).

The proposed extension will not result in overdevelopment of the plot and provides sufficient parking with sufficient space remaining for garden ground and bin storage. The proposal therefore complies with the second test set out in Policy 2.12 (b). The proposed extension is single storey in height and will not lead to overshadowing of neighbouring properties. Windows are orientated north towards the rear garden and west towards the flank elevation of the neighbouring property to the west and will not lead to overlooking of neighbouring gardens. The proposal will not result in a material detrimental impact on the amenity of neighbouring properties and complies with the third test set out in Policy 2.12 (c).

Insufficient details have been provided in respect of the boundary treatment proposed (including gates and walled enclosures). This component of the proposal has not therefore been assessed.

#### Conclusion

The proposed change of use is likely to diminish the range of community facilities on offer in the village much to the detriment of the local community and no evidence has been submitted in support of the application to justify change of use. The proposed rear extension by virtue of its scale, flat roof and external finishes would have a negative impact on the character and integrity of the host building. For the above reasons, the proposal is considered contrary to Primary Policy 3, the Spatial Strategy and Policies 1.1 and 2.12 of the Stirling Local Development Plan 2018. The proposal also conflicts with paragraphs 2.1, 5.2, 5.3 and 5.4 of Supplementary Guidance SG12 Residential Alterations and Extensions.

#### **Summary of Main Issues Raised In Respect of:**

Any Environmental Statement submitted.

Any assessment under Conservation (Natural Habitats &c.) Regulations 1994 carried out.

Any Design Statement or Design and Access Statement submitted.

Any report on impact or potential impact of the proposed development (e.g. retail, transport, noise or risk of flooding) submitted.

Not Applicable.

#### **Section 75 Obligations**

In assessing and reporting on a planning application the Council is required to provide a summary of the terms of any planning obligation entered into under Section 75 of the Town and Country Planning (Scotland) Act in relation to the grant of planning permission for the proposed development

None.

#### **Scottish Ministers Directions**

In determining a planning application, the Council is required to provide details of any Direction made by Scottish Ministers under Regulation 30 (Directions requiring consultation), Regulation 31 (Directions requiring information), Regulation 32 (Directions restricting the grant of planning permission) and Regulation 33 (Directions requiring consideration of condition) of The Town and Country Planning (Development Management Procedure)(Scotland) Regulations 2013, or under Regulation 50 (that development is EIA development) of the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017.

None.

### Local Application

This application is classified as a 'local application' and as such is processed under delegated powers, unless one of the below criteria is met

- Ward member referral within 25 days of validation or marker set within 25 days and member referral following recommendation - NO
- Recommendation to approve where there are five or more objections - NO
- Council financial interest and proposal contrary to Development Plan - NO
- The application is made by a member of the Planning Authority - NO
- Recommendation to approve where the proposal is a significant departure from the Local Development Plan - NO
- The application requires to be notified to Scottish Ministers - NO

### Schedule of Plans Determined

Stirling Council Plan No.	Name	Ref on Plan	Status
01	Location Plan	2020/899/L1	Decision
03	Site Plan	2020/899/03	Decision
04	Floor Plans	2020/899/04	Decision
05	General	2020/899/03	Decision

### Equalities Impact Assessment

This application was assessed in terms of equality and human rights. Any impact has been identified in the Consideration/Assessment section of this report.