

Agenda Item	6.12
Report No	PLS-71-22

HIGHLAND COUNCIL

Committee: South Planning Applications Committee
Date: 18 August 2022
Report Title: 22/01086/FUL: Mr K Macmillan
Iona, 11 Glebe Road, Nairn, IV12 4ED
Report By: Area Planning Manager – South

Purpose/Executive Summary

Description: Alterations/raising roof, installation of dormer, garage extension
Ward: 18 – Nairn and Cawdor
Development category: Local

Reason referred to Committee: Five or more objections from members of public

All relevant matters have been taken into account when appraising this application. It is considered that the proposal accords with the principles and policies contained within the Development Plan and is acceptable in terms of all other applicable material considerations.

Recommendation

Members are asked to agree the recommendation to **GRANT** the application as set out in section 11 of the report.

1. PROPOSED DEVELOPMENT

- 1.1 The application seeks permission for the alteration and extension of a detached house within a residential area of Nairn. The proposal includes raising the roof to provide first floor accommodation; an extension to the existing garage; installation of an air source heat pump and re-cladding of all external walls in order to allow for the addition of external wall insulation across the whole building.
- 1.2 The site is accessed via a residential cul-de-sac, off Marine Road, to the north of Nairn Town Centre and is serviced by public water and drainage systems.
- 1.3 Pre-Application Consultation: No pre-application advice has been sought.
- 1.4 Supporting Information: Supporting Statement
- 1.5 Variations: Alterations to window size and positions, cladding proposals/colour, and size of garage extension.

2. SITE DESCRIPTION

- 2.1 Glebe Road is a residential cul-de-sac, accessed from Marine Road, to the north of Nairn town centre. Other than a number of large traditional detached houses at the road's entrance, the majority of the street consists predominantly of semi-detached and detached single storey houses of similar character and utilising a restricted palette of dry dash harl and stone cladding, with concrete tile shallow pitched roofs.
- 2.2 Number 11 Glebe Road is a detached single storey property which sits slightly forward in its site and is oriented gable end onto the street unlike the majority of houses which sit parallel to the road. The site boundaries consist of fencing and hedging behind a low concrete wall. The site is surrounded by neighbouring houses, with its rear garden abutting the rear garden of Wetherby, Marine Road and its eastern (side) boundary joining the side garden boundary of Fairholme, Marine Road. A driveway accommodating 2 cars sits along the western boundary of the site.

3. PLANNING HISTORY

- 3.1 None

4. PUBLIC PARTICIPATION

- 4.1 Advertised: No

Representation deadline: 08.04.22

Timeous representations: 6 representations from 6 households

Late representations: 0

- 4.2 Material considerations raised are summarised as follows:

- a) Outer west facing window (which is larger and lower than the middle 2) will overlook rear garden of 9 Glebe Road.

Planning update: Revised drawing reduces size of this window to match others

- b) Two first floor windows overlooking houses and rear garden.
Planning update: one of these rear windows now removed
- c) Dormer side window will overlook garden ground of houses to the southeast; higher roof may block early evening sunlight
- d) Houses in Glebe Road all very similar in character and the proposed extension will be out of character in size and look. It will double the size of the property which is already on a small plot with limited outdoors space
- e) Extent of the house to be used for homeworking - potential to change character
- f) Larger garage - residents parking location?
Planning update: garage extension reduced in size to allow for off-street parking for 2 cars
- g) Proposed materials do not tie in with the existing houses
- h) No recognised turning area on the street; delivery vehicles driveways to turn; construction vehicles cause congestion

4.3 All letters of representation are available for inspection via the Council's eplanning portal which can be accessed through the internet www.wam.highland.gov.uk/wam.

5. CONSULTATIONS

5.1 None

6. DEVELOPMENT PLAN POLICY

The following policies are relevant to the assessment of the application

6.1 Highland Wide Local Development Plan 2012

28 - Sustainable Design
29 - Design Quality and Place-making
34 - Settlement Development Areas

6.2 Inner Moray Firth Local Development Plan 2015

No site specific policies

6.3 Highland Council Supplementary Planning Policy Guidance

Access to Single Houses and Small Housing Developments (May 2011)
Planning Guidance: House Extensions and Other Residential Alterations (May 2015)
Sustainable Design Guide (Jan 2013)

7. OTHER MATERIAL POLICY CONSIDERATIONS

7.1 Inner Moray Firth 2 Proposed Local Development Plan

Policy1 Low Carbon Development
Policy 2 Nature Protection, Preservation and Enhancement
Policy 8 Placemaking
Policy 9 Delivery Development and Infrastructure

7.2 Scottish Government Planning Policy and Guidance

Scottish Planning Policy (as amended December 2020)

8. PLANNING APPRAISAL

- 8.1 Section 25 of the Town and Country Planning (Scotland) Act 1997 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

Determining Issues

- 8.2 This means that the application requires to be assessed against all policies of the Development Plan relevant to the application, all national and local policy guidance and all other material considerations relevant to the application.

Planning Considerations

- 8.3 The key considerations in this case are:
- a) compliance with the development plan and other planning policy
 - b) design and amenity
 - c) access and infrastructure; and
 - d) any other material considerations

Development plan/other planning policy

- 8.4 The site is within the Settlement Development Area of Inverness therefore Policy 34 of the Highland wide Local Development Plan applies. This supports proposals for developments which meet the requirements of Policy 28 (Sustainable Design) and all other relevant policies within the plan; which conform with existing land uses; and are compatible with the existing patterns of development and character of the area.
- 8.5 Policy 28 (Sustainable Design) assesses proposals against a number of criteria, including their compatibility with public service provision; transport; impact on individual and community residential amenity; demonstration of sensitive siting and high-quality design in keeping with local character; and contribution to the economic and social development of the community. Subject to the proposal having no significant detrimental impact on the character of the area or amenity of neighbours the proposal would comply with the development plan.

Design and Amenity

- 8.6 The proposal seeks to raise the roof of the house by 1.65m in order to provide first floor accommodation consisting of bedrooms/studies, a bathroom and small sitting area. Upper floor windows will be introduced to the gable elevations; a dormer window on the SE elevation and velux rooflights to the NW elevation. An area of decking will be constructed adjacent to the SE elevation of the house, covered by a 10m x 1.5m canopy, and an air source heat pump will be installed on the rear (NE) elevation. The garage will be extended by around 3m into the driveway and a covered porch will link the house and the garage.

- 8.7 Other than some 2 storey traditional houses at the start of the road, the housing on Glebe Road is almost all single storey, with shallow pitched roofs, concrete roof tiles and walls covered in a combination of sky marble dry dash render and stone effect cladding in brown/orange tones. Number 11 is unlike the majority of the other houses in that it sits gable end onto the street. It also projects slightly into the street, breaking the otherwise consistent and predominant building line. The fact that 11 Glebe Street differs from the other housing in design, size and orientation will help the proposed increase in roof height to appear less obvious when compared with the surrounding houses. There is also a 50m open space 'green gap' to the southeast between number 11 and number 21 Glebe Road, which along with the house's projecting position gives it the impression of being the end house in the street when viewed from the west. This will also help the height increase to appear less visually jarring. It is further noted that the roof of the house immediately opposite the application site (number 10) has previously been raised to a steeper angle than that which is currently proposed. In this context the proposal to raise the roof of the house is considered to be acceptable.
- 8.8 With the addition of a second floor comes the introduction of upper storey windows and the potential for overlooking neighbouring properties. It should be noted that objections have been raised by a number of neighbours who are concerned that their privacy will be impacted upon. In order to address these objections, amendments have been made to the number and position of the proposed windows. The only upper storey windows on the northwest elevation are velux rooflights serving bedrooms and en-suites and the window closest to the rear elevation has been reduced in size and raised in height to reduce any overlooking potential.
- 8.9 The original proposal showed 2 windows in the gable elevation facing the rear garden and rear gardens of Marine Road. One of these has been removed and the other, which is required for escape purposes, to comply with the Building Regulations, has been reduced in size. The remaining window is around 16.5m from the rear elevation of Wetherby, Marine Road which is 2 storeys in height and has several upper floor windows facing the back gardens of the Glebe Road properties. Within this residential environment the introduction of 1 small bedroom window is not considered to be unacceptable. The southeast elevation has solar panels, 2 velux rooflights and a dormer window serving a hallway/seating area. A side window has been removed from the dormer and the windows have been reduced in size, again to reduce the impact on privacy. This window faces along Glebe Road to the southeast, across the rear portion of garden ground of Marine Road houses. There will be no direct overlooking of the buildings themselves, however it is acknowledged that there will be a degree of overlooking across the rear garden ground. Again, this is not considered to be unacceptable within a residential area such as this. Two new gable windows will face to the front onto Glebe Road and do not raise any overlooking concerns.
- 8.10 Part of the proposal aims to significantly upgrade the thermal efficiency of the property. An air source heat pump will be installed which requires a reduction in the building heat load. This will be achieved by the addition of natural wood fibre external wall insulation across the entire building and replacement of all windows with triple glazed units. Improvements such as these and their associated carbon reduction benefits are supported by Council policies and are welcomed. However, the agent has indicated that this particular type of external wall insulation requires the external wall

cladding to be ventilated which rules out traditional render finishes. This means that the external wall finish cannot match the existing house/neighbouring properties and an appropriate alternative finish must be chosen. The original proposal was for Cedral timber effect cladding boards in a blue/grey colour; however, this was not considered appropriate within the context of the existing houses with their brown/cream natural colour palette and has been amended to slate grey with natural timber accents. While a wall covering closer to the existing houses may have been preferable, the slate grey is considered to be an improvement to the blue/grey which was originally proposed and the enhancements to the thermal efficiency of the building are supported. It should also be noted that had the proposal been simply to insulate and reclad the house without raising the roof then the new cladding could have been carried out as 'Permitted Development'. The roof will be natural slate and windows and doors shall be timber in a dark blue/grey colour.

Access and Infrastructure

- 8.11 The original proposal included a larger extension to the garage which would have reduced the parking area to below Council standards for 2 parking spaces. The extension has been reduced in length which will allow for the parking of 2 cars within the curtilage of the property and is acceptable.

Other material considerations

- 8.12 There are no other material considerations.

Non-material considerations

- 8.13 A number of objections raised concerns that the occupants worked from home and that the house may increasingly be used for business purposes in the future. There is no evidence to suggest that any change of use is proposed and provided any homeworking/business use is ancillary to the main residential use of the house then it is not considered to be development in planning terms. Any inappropriate intensification of business use in the future would require a planning application which would be considered on its merits at that time.

Matters to be secured by Legal Agreement / Upfront Payment

- 8.13 None

9. CONCLUSION

- 9.1 The proposal to raise the roof of the house in order to provide upper floor accommodation is acceptable in principle within the context of the streetscape and complies with Policy 34 (Settlement Development Area) of the Highland wide Local Development Plan.
- 9.2 A number of objections raised concerns about the potential for overlooking and the impact that the proposed changes to the fabric of the building would have on the character of the street. Further to some amendments to window size and position to take account of these concerns, it is considered that the proposal will not result in any significant negative impact for neighbouring properties and complies with Policy 28 (Sustainable Development). Concerns about the proposed wall covering are

acknowledged, however it is accepted that for the house to be insulated as proposed the wall covering must be ventilated which rules out more traditional render finishes which may have been more appropriate in this location. The improvements to thermal efficiency meet wider Council policies and it is also of note that in other circumstances (i.e. without the alterations to the roof and garage) a planning application would not be required in order to change the wall covering on this house. In this context it is considered that the proposal can be supported.

9.3 All relevant matters have been taken into account when appraising this application. It is considered that the proposal accords with the principles and policies contained within the Development Plan and is acceptable in terms of all other applicable material considerations.

10. IMPLICATIONS

- 10.1 Resource: Not applicable
- 10.2 Legal: Not applicable
- 10.3 Community (Equality, Poverty and Rural): Not applicable
- 10.4 Climate Change/Carbon Clever: Not applicable
- 10.5 Risk: Not applicable
- 10.6 Gaelic: Not applicable

11. RECOMMENDATION

Action required before decision issued	N
Notification to Scottish Ministers	N
Conclusion of Section 75 Obligation	N
Revocation of previous permission	N

Subject to the above actions, it is recommended to **GRANT** the application subject to the following conditions and reasons:

1. No development or work shall commence until a detailed specification for all proposed external materials and finishes (including trade names and samples where necessary) has been submitted to, and approved in writing by, the Planning Authority. Thereafter, development and work shall progress in accordance with these approved details.

Reason: In the interests of amenity

REASON FOR DECISION

All relevant matters have been taken into account when appraising this application. It is considered that the proposal accords with the principles and policies contained within the Development Plan and is acceptable in terms of all other applicable material considerations.

TIME LIMIT FOR THE IMPLEMENTATION OF THIS PLANNING PERMISSION

In accordance with Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended), the development to which this planning permission relates must commence within THREE YEARS of the date of this decision notice. If development has not commenced within this period, then this planning permission shall lapse.

INFORMATIVES

Initiation and Completion Notices

The Town and Country Planning (Scotland) Act 1997 (as amended) requires all developers to submit notices to the Planning Authority prior to, and upon completion of, development. These are in addition to any other similar requirements (such as Building Warrant completion notices) and failure to comply represents a breach of planning control and may result in formal enforcement action.

1. The developer must submit a Notice of Initiation of Development in accordance with Section 27A of the Act to the Planning Authority prior to work commencing on site.
2. On completion of the development, the developer must submit a Notice of Completion in accordance with Section 27B of the Act to the Planning Authority.

Copies of the notices referred to are attached to this decision notice for your convenience.

Flood Risk

It is important to note that the granting of planning permission does not imply there is an unconditional absence of flood risk relating to (or emanating from) the application site. As per Scottish Planning Policy (paragraph 259), planning permission does not remove the liability position of developers or owners in relation to flood risk.

Scottish Water

You are advised that a supply and connection to Scottish Water infrastructure is dependent on sufficient spare capacity at the time of the application for connection to Scottish Water. The granting of planning permission does not guarantee a connection. Any enquiries with regards to sewerage connection and/or water supply should be directed to Scottish Water on 0845 601 8855.

Local Roads Authority Consent

In addition to planning permission, you may require one or more separate consents (such as road construction consent, dropped kerb consent, a road openings permit, occupation of the road permit etc.) from the Area Roads Team prior to work commencing. These consents may require additional work and/or introduce additional specifications and you are therefore advised to contact your local Area Roads office for further guidance at the earliest opportunity.

Failure to comply with access, parking and drainage infrastructure requirements may endanger road users, affect the safety and free-flow of traffic and is likely to result in enforcement action being taken against you under both the Town and Country Planning (Scotland) Act 1997 and the Roads (Scotland) Act 1984.

Further information on the Council's roads standards can be found at: <http://www.highland.gov.uk/yourenvironment/roadsandtransport>

Application forms and guidance notes for access-related consents can be downloaded from:

http://www.highland.gov.uk/info/20005/roads_and_pavements/101/permits_for_working_on_public_roads/2

Mud and Debris on Road

Please note that it is an offence under Section 95 of the Roads (Scotland) Act 1984 to allow mud or any other material to be deposited, and thereafter remain, on a public road from any vehicle or development site. You must, therefore, put in place a strategy for dealing with any material deposited on the public road network and maintain this until development is complete.

Construction Hours and Noise-Generating Activities

You are advised that construction work associated with the approved development (incl. the loading/unloading of delivery vehicles, plant or other machinery), for which noise is audible at the boundary of the application site, should not normally take place outwith the hours of 08:00 and 19:00 Monday to Friday, 08:00 and 13:00 on Saturdays or at any time on a Sunday or Bank Holiday in Scotland, as prescribed in Schedule 1 of the Banking and Financial Dealings Act 1971 (as amended).

Work falling outwith these hours which gives rise to amenity concerns, or noise at any time which exceeds acceptable levels, may result in the service of a notice under Section 60 of the Control of Pollution Act 1974 (as amended). Breaching a Section 60 notice constitutes an offence and is likely to result in court action.

If you wish formal consent to work at specific times or on specific days, you may apply to the Council's Environmental Health Officer under Section 61 of the 1974 Act. Any such application should be submitted after you have obtained your Building Warrant, if required, and will be considered on its merits. Any decision taken will reflect the nature of the development, the site's location and the proximity of noise sensitive premises. Please contact env.health@highland.gov.uk for more information.

Protected Species – Halting of Work

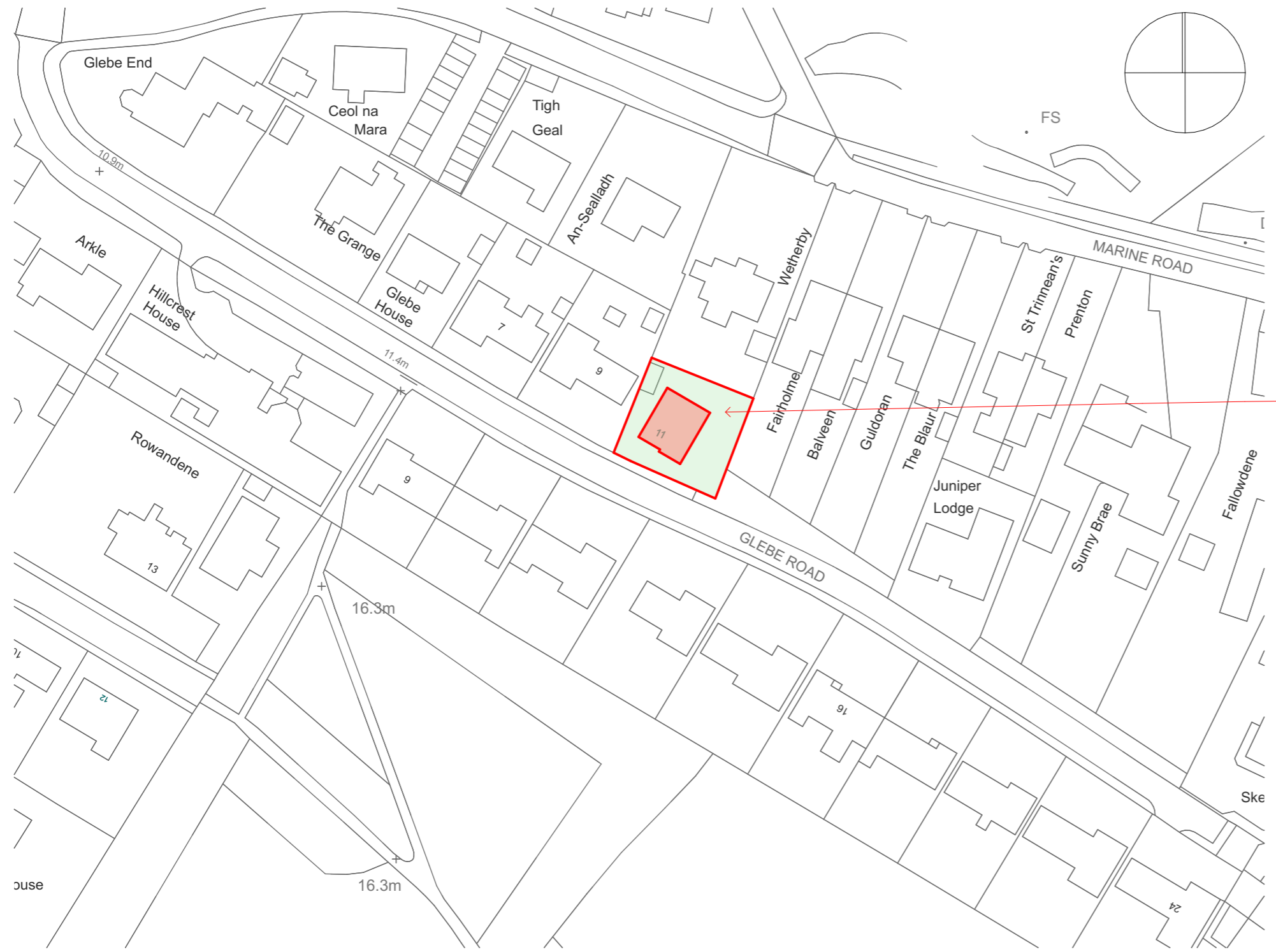
You are advised that work on site must stop immediately, and NatureScot must be contacted, if evidence of any protected species or nesting/breeding sites, not

previously detected during the course of the application and provided for in this permission, are found on site. For the avoidance of doubt, it is an offence to deliberately or recklessly kill, injure or disturb protected species or to damage or destroy the breeding site of a protected species. These sites are protected even if the animal is not there at the time of discovery. Further information regarding protected species and developer responsibilities is available from NatureScot: <https://www.nature.scot/professional-advice/protected-areas-and-species/protected-species>

Signature: David Mudie
Designation: Area Planning Manager – South
Author: Christine Macleod
Background Papers: Documents referred to in report and in case file.
Relevant Plans: Plan 1 - 22-G-01 – Location Plan
Plan 2 - 22-G-12 – Site Layout Plan
Plan 3 - 22-G-06 – Elevation Plan
Plan 4 - 22-G-05 – Elevation Plan
Plan 5 - 22-G-04 – Roof Plan
Plan 6 - 22-G-03 – First Floor Plan
Plan 7 - 22-G-02 – Ground Floor Plan
Plan 8 - 22-G-10 – Section and Elevation Plan

Amended Planning Submission

N



Location of "Iona"
11 Glebe Road, Nairn IV12 4ED
as referred to in Application



Address: The Sail Loft, 156 Findhorn, Forres, Moray IV36 3YL Tel. 01309 692 240



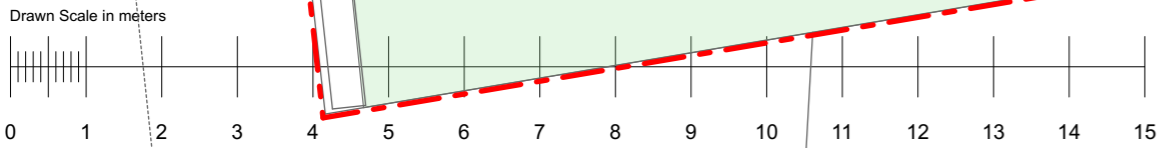
Title: Location Plan
Drawing No: Arch_22_G_01
Scale: 1:1000
Date: 19 July 2022
Client: Kevin & Jenny Macmillan
At: "Iona" 11 Glebe Road, Nairn IV12 4ED

Amended Planning Submission



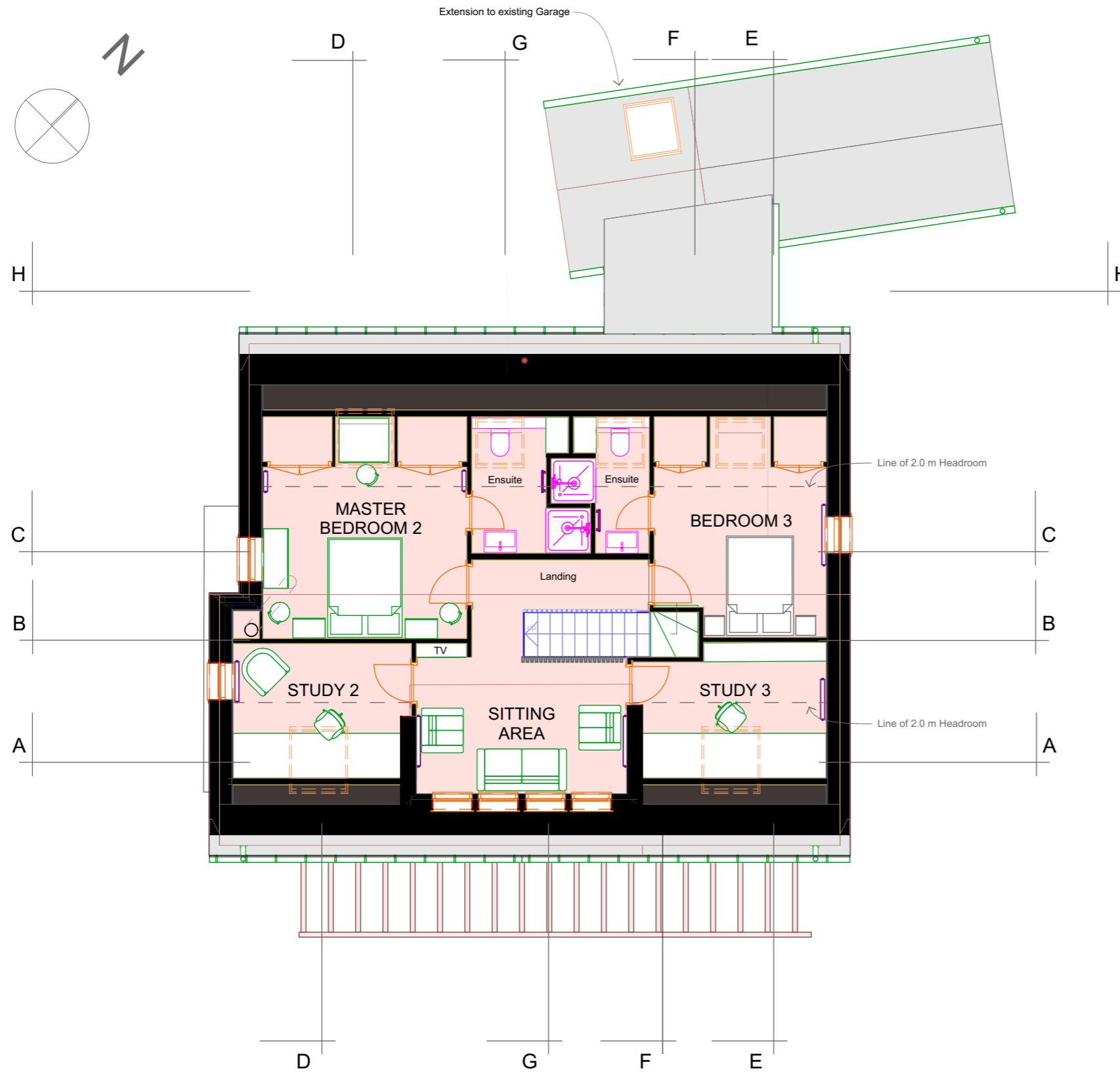
Ground Floor 111.5 m²
 New First Floor 86.5 m²
 NET Internal Floor Area 198.0 m²

Title: Ground Floor Plan
 Drawing No: Arch_22_G_02
 Scale: 1:100
 Date: 19 July 2022
 Client: Kevin & Jenny Macmillan
 At: "Iona" 11 Glebe Road, Nairn IV12 4ED



Address: The Sail Loft, 156 Findhorn, Forres, Moray IV36 3YL Tel. 01309 692 240

Amended Planning Submission



Ground Floor 111.5 m²
 New First Floor 86.5 m²
 NET Internal Floor Area 198.0 m²

Title: First Floor Plan

Drawing No: Arch_22_G_03

Scale: 1:100

Date: 19 July 2022

Client: Kevin & Jenny Macmillan

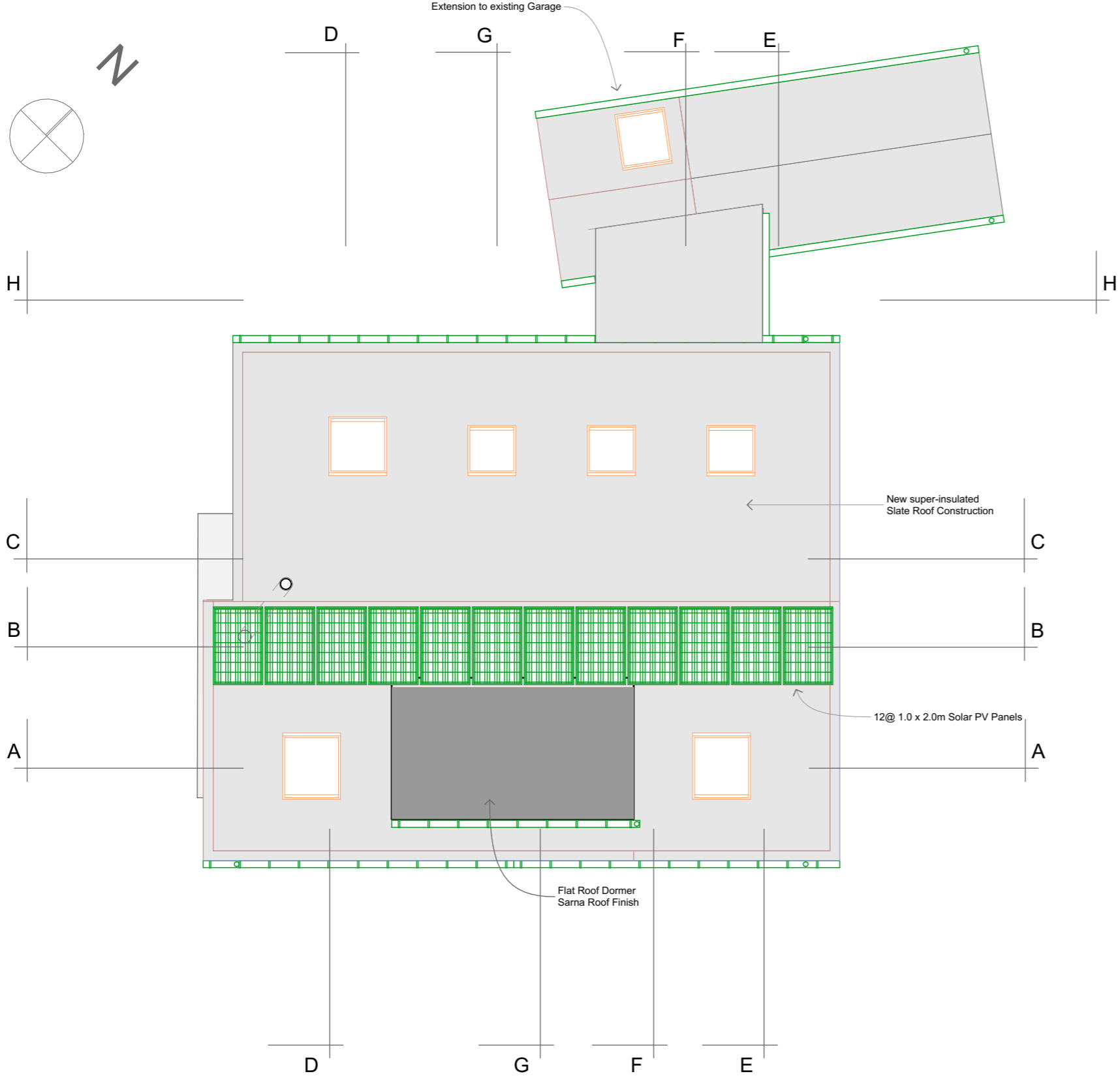
At: "Iona" 11 Glebe Road, Nairn IV12 4ED

NOTES:
 New Attic Truss to provide first floor accommodation.

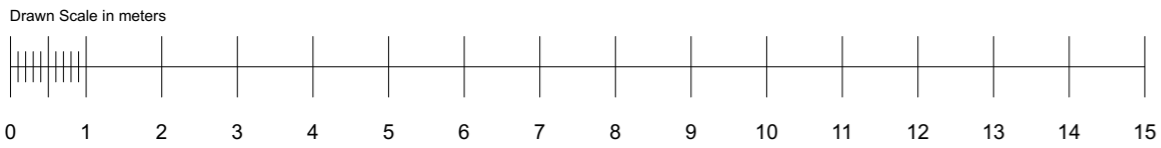
Drawn Scale in meters



Address: The Sail Loft, 156 Findhorn, Forres, Moray IV36 3YL Tel. 01309 692 240

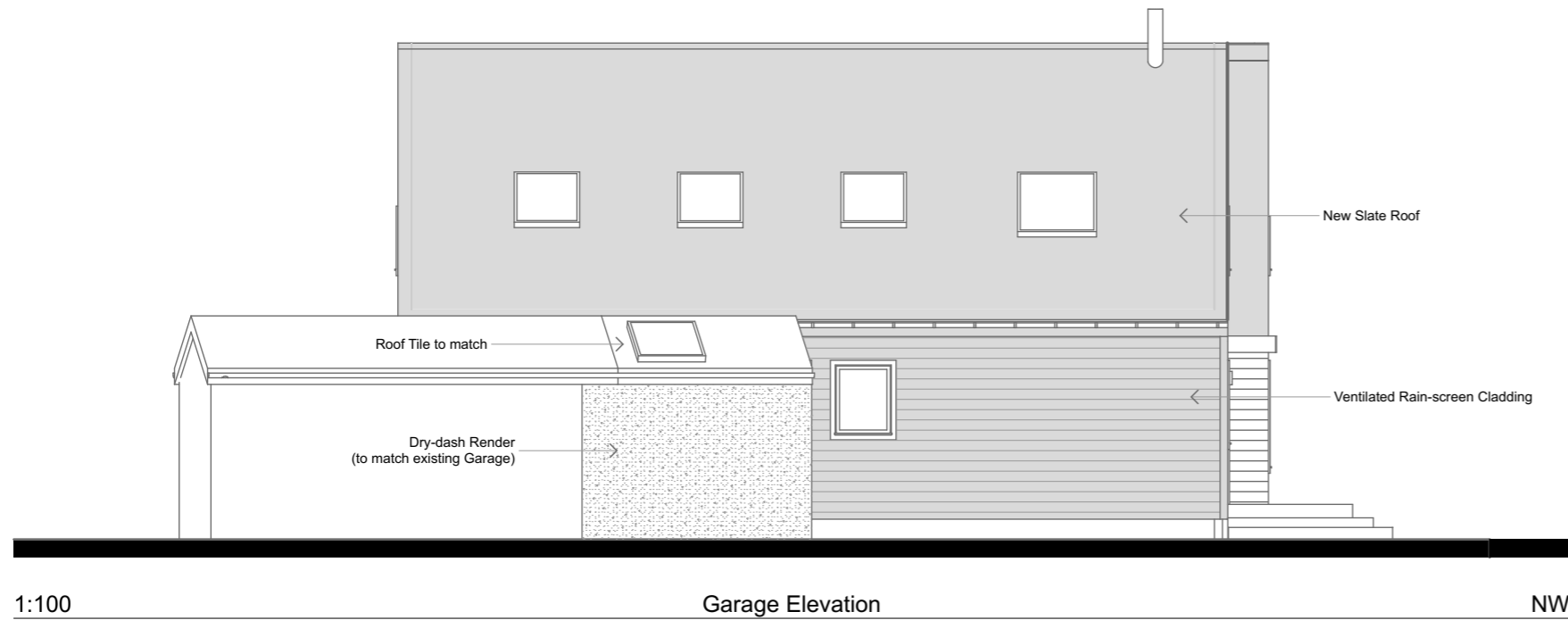


Address: The Sail Loft, 156 Findhorn, Forres, Moray IV36 3YL Tel. 01309 692 240



Title: Roof Plan
 Drawing No: Arch_22_G_04
 Scale: 1:100
 Date: 19 July 2022
 Client: Kevin & Jenny Macmillan
 At: "Iona" 11 Glebe Road, Nairn IV12 4ED

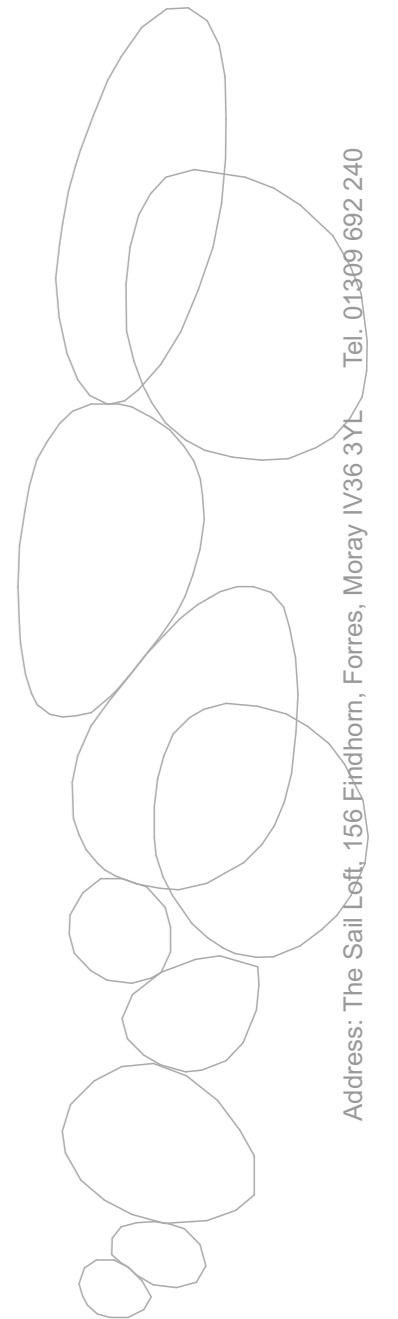
Amended Planning Submission



External Materials:

Main Roof: Natural Slate: "Blue-Grey"
 RWP: Gutters & Downpipes: Metal "Galvanised"
 Walls: Ventilated Rain-screen over-cladding with External Wall Insulation.
 Finish: Cedar lap sidings, Colour "Slate-Grey"
 Finish: Timber, Colour "Natural"
 Windows: Timber: "Dk. Blue-Grey". Timber work surrounds: "Dk. Blue-Grey"
 Doors: Timber: "Blue-Grey"

Drawn Scale in meters



Address: The Sail Loft, 156 Findhorn, Forres, Moray IV36 3YL Tel. 01309 692 240

Technical Notes on the provision of External Wall Insulation:

Existing dwelling external wall construction is of variable moisture permeability and as a result a vapour-open external wall insulation (EWI) is provided to ensure the integrity of the existing fabric is not compromised. A wood fibre insulation product is specified & installed with a ventilated over-cladding finish.

Title: Street & Side Elevations

Drawing No: Arch_22_G_05

Scale: 1:100

Date: 19 July 2022

Client: Kevin & Jenny Macmillan

At: "Iona" 11 Glebe Road, Nairn IV12 4ED

Amended Planning Submission



1:100 South East (Garden) Elevation SE

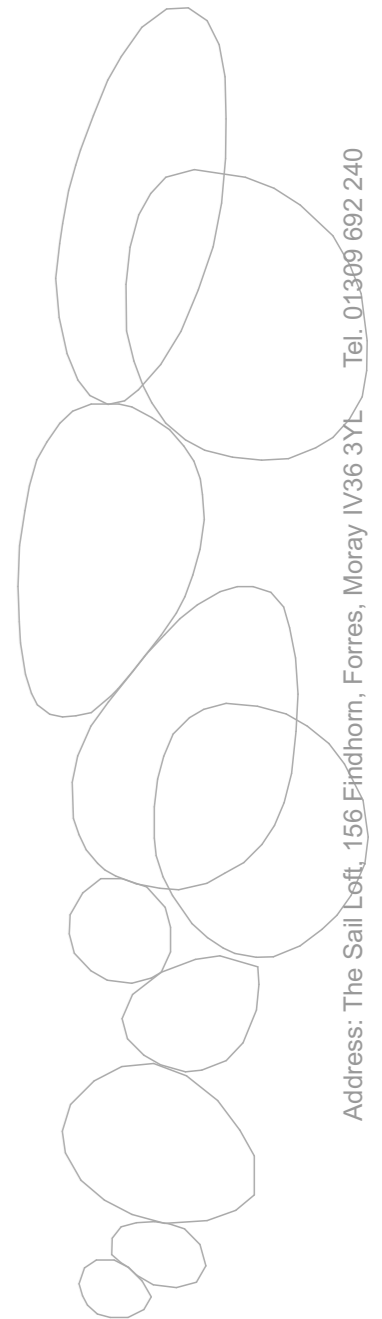


1:100 North East (Rear) Elevation NE

External Materials:

- Main Roof: Natural Slate: "Blue-Grey"
- RWP: Gutters & Downpipes: Metal "Galvanised"
- Walls: Ventilated Rain-screen over-cladding with External Wall Insulation.
Finish: Cedral lap sidings, Colour "Slate-Grey"
- Windows: Timber: "Dk. Blue-Grey". Timber work surrounds: "Dk. Blue-Grey"
- Doors: Timber: "Blue-Grey"

Drawn Scale in meters



Address: The Sail Loft, 156 Findhorn, Forres, Moray IV36 3YL Tel: 01309 692 240

Technical Notes on the provision of External Wall Insulation:

Existing dwelling external wall construction is of variable moisture permeability and as a result a vapour-open external wall insulation (EWI) is provided to ensure the integrity of the existing fabric is not compromised. A wood fibre insulation product is specified & installed with a ventilated over-cladding finish.

Title: Garden & Rear Elevations

Drawing No: Arch_22_G_06

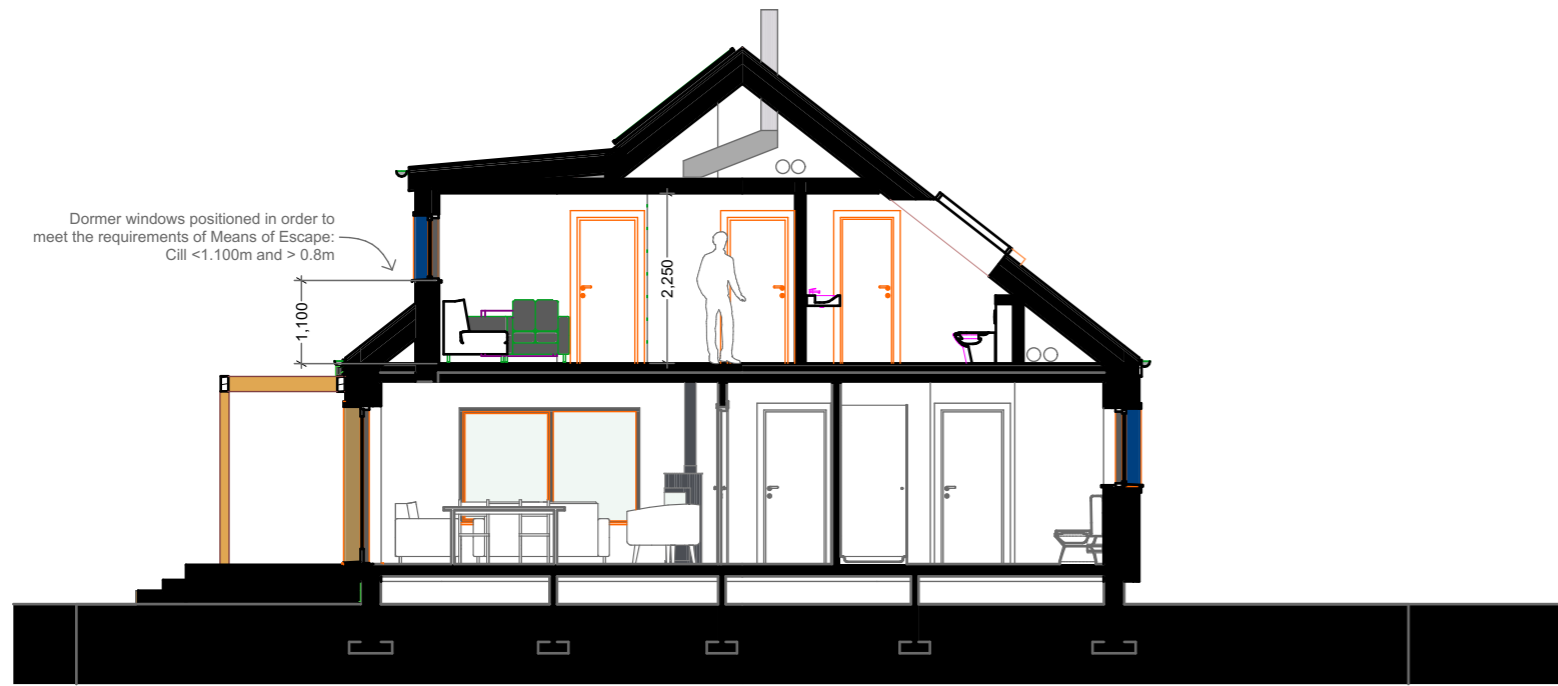
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Date: 19 July 2022

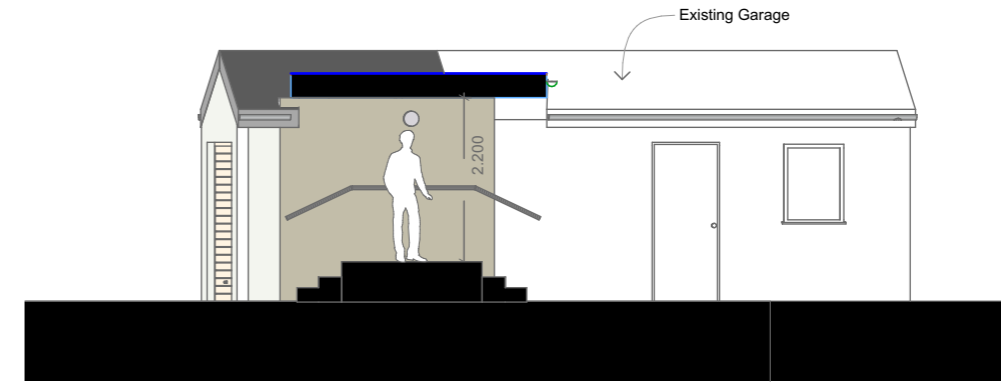
Client: Kevin & Jenny Macmillan

At: "Iona" 11 Glebe Road, Nairn IV12 4ED

Amended Planning Submission



1:100 Cross Section S-G



1:100 Building Section S-H



1:100 North West (Drive) Elevation NW1

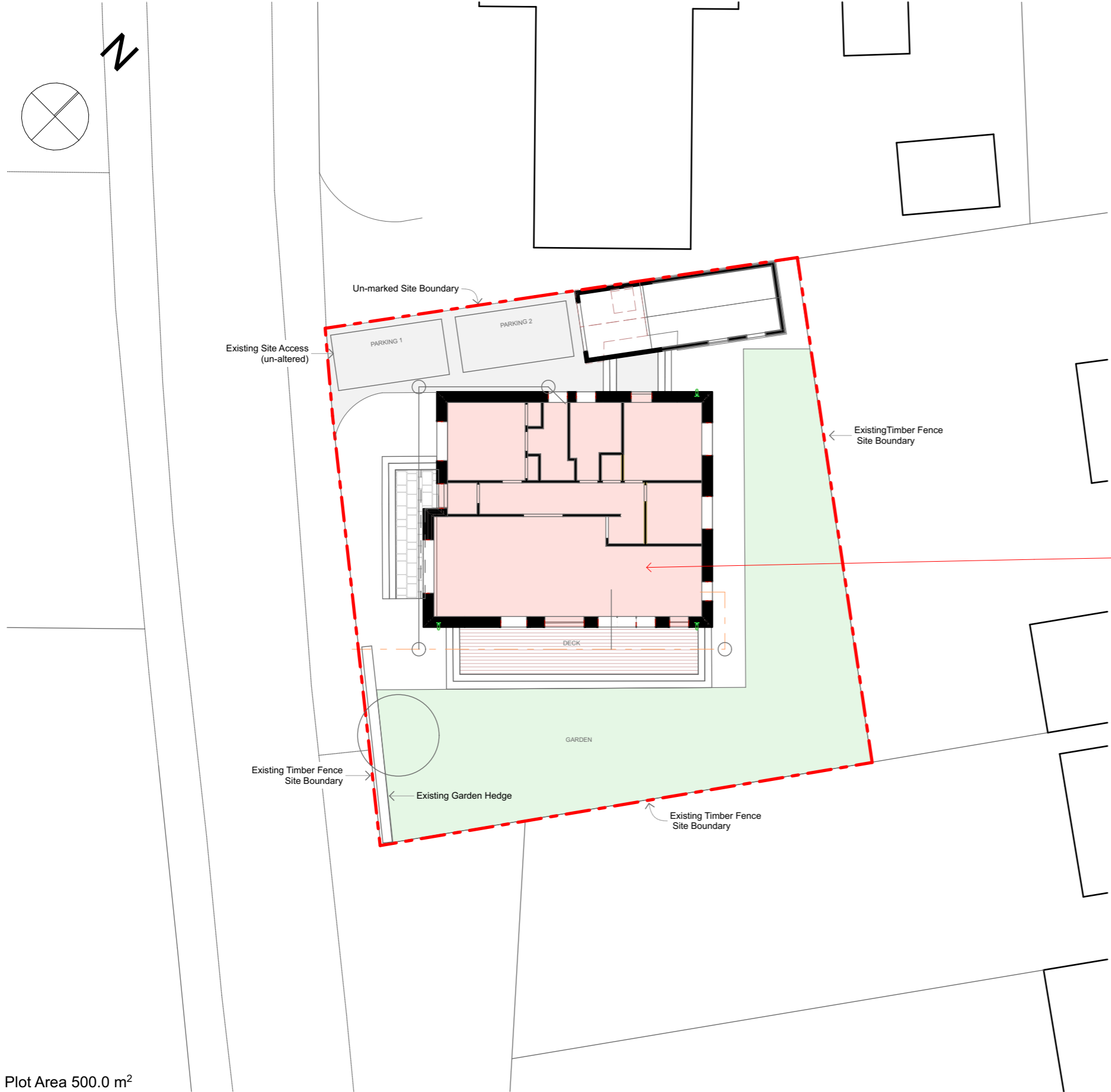


Address: The Sail Loft, 156 Findhorn, Forres, Moray IV36 3YL Tel. 01309 692 240

Title: Sections GG HH Drive Elevation
 Drawing No: Arch_22_G_10
 Scale: 1:100
 Date: 19 July 2022
 Client: Kevin & Jenny Macmillan
 At: "Iona" 11 Glebe Road, Nairn IV12 4ED



Amended Planning Submission

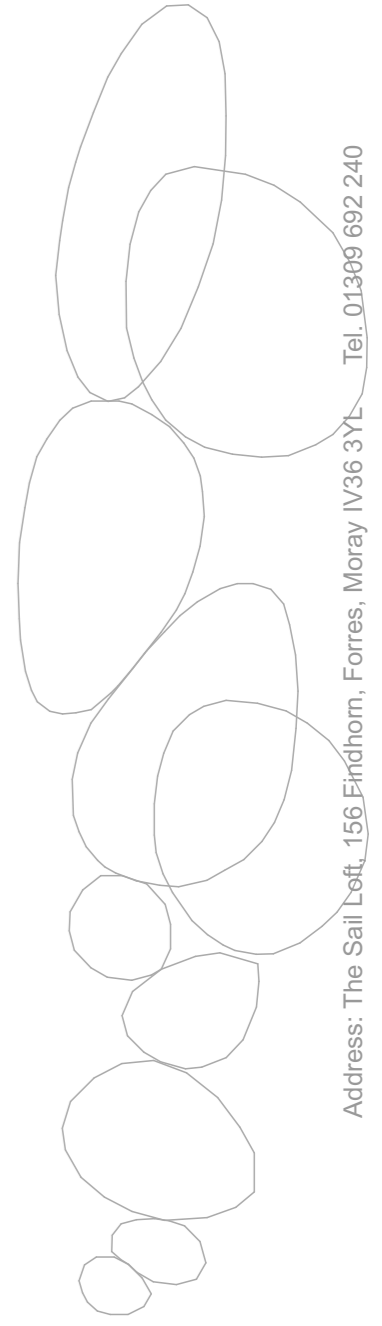


Existing building footprint of "Iona"
11 Glebe Road, Nairn IV12 4ED
as referred to in Application

Plot Area 500.0 m²



Title: Block Plan of Site
Drawing No: Arch_22_G_12
Scale: 1:200
Date: 19 July 2022
Client: Kevin & Jenny Macmillan
At: "Iona" 11 Glebe Road, Nairn IV12 4ED



Address: The Sail Loft, 156 Findhorn, Forres, Moray IV36 3YL Tel. 01309 692 240