



## DEVELOPMENT MANAGEMENT COMMITTEE

### Report by Head of Planning, Economic Development and Regeneration

#### 1 DESCRIPTION

Erection of two storey extension to existing Bed & Breakfast (class 7) at 3B Parkhead Holdings, Linlithgow

#### 2 DETAILS

<b>Reference no.</b>	<a href="#">0068/FUL/22</a>	<b>Owner of site</b>	Mr & Mrs Cairns
<b>Applicant</b>	Mr & Mrs Cairns 3B Parkhead Holdings Linlithgow EH49 7RF	<b>Ward &amp; local members</b>	<b>Linlithgow</b>  Councillor Tom Conn Councillor Pauline Orr Councillor Sally Pattle
<b>Case officer</b>	Lucy Hoad	<b>Contact details</b>	01506 282 558 <a href="mailto:lucy.hoad@westlothian.gov.uk">lucy.hoad@westlothian.gov.uk</a>

**Reason for referral to Development Management Committee:** Referred by Councillor Tait

#### 3 RECOMMENDATION

3.1 Refuse planning permission

#### 4 DETAILS OF THE PROPOSAL AND BACKGROUND

- 4.1 Planning permission is sought for the erection of a two-storey extension to an existing Bed & Breakfast facility (The Queens View) at 3B Parkhead Holdings, Linlithgow. The site lies outwith the settlement boundary of the town in an elevated position within a designated Special Landscape Area north of Linlithgow Peel and Loch (Scheduled Ancient Monument) and the M9 motorway.
- 4.2 The submitted application indicates that the site is approximately 816 square metres in area. The submitted plans detail an extension of residential accommodation to the north east elevation of the Bed and Breakfast facility.
- 4.3 The application is accompanied by detailed plans and a design statement which can be viewed in the application file. No details of current business operation are supplied.
- 4.4 The application site is located out with the settlement boundary of Linlithgow and within a Special Landscape Area (SLA), as identified in the adopted West Lothian Local Development Plan, 2018 (LDP).

## History

4.5 The relevant site history is set out below:

- LIVE/0610/P/11- Planning permission in principle for the erection of a house to be used as a bed and breakfast facility (Class 7) was granted by Development Management Committee in June 2012. This was subject to a number of conditions. Condition No1 stated

*The property hereby approved shall be used as a bed and breakfast facility for tourist/visitor accommodation only. The maximum period of consecutive occupation shall be four weeks at any one time. The applicant/operator shall keep a register of all occupants of the premises, and the length of stay of each booking, and shall make this register available for inspection by the planning authority upon request. The bed and breakfast operation shall not be used to form an extension to the residential accommodation forming part of the development.*

*Reason The development is only acceptable in this location, in terms of countryside policies of the West Lothian Local Plan, provided it is used as tourist/visitor accommodation only.*

- LIVE/0606/MS/12 – Approval of matters relating to planning permission in principle 0610/P/11 for the erection of a house to be used as a bed and breakfast facility (class 7) was granted in November 2012. This was subject to a number of conditions. Condition No1 stated

*The development hereby approved shall be used as a bed and breakfast facility for tourist/visitor accommodation only with the residential component at all times being ancillary to the principle use. The maximum period of consecutive occupation shall be four weeks at any one time. The operator shall keep a register of all occupants of the premises, and the length of stay of each booking, and shall make this register available for inspection by the planning authority upon request. The bed and breakfast operation shall not form an extension to the residential (Class 9) accommodation forming part of the development.*

*Reason The development is only acceptable in this location, in terms of countryside policies of the West Lothian Local Plan, provided it is used as tourist/visitor accommodation only.*

## EIA Development

4.6 The proposal is not EIA development as it does not fall within Schedule or Schedule 2 of the Environmental Impact Assessment (Scotland) Regulations 2017 (EIA Regulations).

## Equalities Impact

4.7 The application has been assessed and has no impact in terms of equalities or human rights.

## 5. REPRESENTATIONS

5.1 Two representations received, one being an objection, one a neutral comment.

5.2 A summary of representations is located in the table below.

Comments	Response
<ul style="list-style-type: none"> <li>The site is an exposed and elevation position</li> </ul>	<ul style="list-style-type: none"> <li>Noted. See further assessment at Section 8 below.</li> </ul>
<ul style="list-style-type: none"> <li>Impact on local amenity and vista</li> </ul>	<ul style="list-style-type: none"> <li>Noted. See further assessment at Section 8 below.</li> </ul>
<ul style="list-style-type: none"> <li>Concerns over scale, design, and proportions of building in rural environment</li> </ul>	<ul style="list-style-type: none"> <li>Noted. See further assessment at Section 8 below.</li> </ul>
<ul style="list-style-type: none"> <li>Lack of landscaping as per original approval. Fence to be restored and temporary access should not become permanent</li> </ul>	<ul style="list-style-type: none"> <li>Noted. Landscaping, fence works and access works are covered by earlier approval.</li> </ul>

## 6. CONSULTATIONS

6.1 This is a summary of the consultations received. The full documents are contained in the application file.

Consultee	Objection?	Comments	Planning Response
WLC Roads & Transportation	No	Access is taken from existing private road. There is ample parking within the site for both the house and B&B	Noted. Should planning permission be granted, parking is sufficient to serve the property.
West of Scotland Archaeology Service	No	The extension would be constructed within an area that was subject to monitoring in 2013. No further archaeological work is required in relation to the application.	Noted. Should planning permission be granted no archaeological mitigation is necessary.

## 7. PLANNING POLICY

7.1 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.

7.2 The development plan comprises the Strategic Development Plan for South East Scotland (SESplan) and the West Lothian Local Development Plan

7.3 The relevant development plan policies are listed below:

<b>Plan and Policy</b>	<b>Policy Summary</b>	<b>Assessment</b>	<b>Conform?</b>
West Lothian Local Development Plan (LDP) (2018)  DES1 - Design Principles	All development proposals will require to take account of and be integrated with the local context and built form.	The scale of the proposed addition is unjustified and would be to the detriment of the rural character and visual amenity of the surrounding area.	No
LDP  EMP7 - Tourism	New and expanded development must not adversely impact on the natural, built environment or local and residential amenity. It must be of a character and scale in keeping with the setting of the area.	The scale and design of the expansion is not in keeping with the quality of the landscape setting of the area.	No
LDP  ENV1 – Character and Special Landscape Areas	Development should respect the landscape character and be compatible in terms of scale, siting and design.	The proposed extension exacerbates the skyline effect of the existing building to the detriment of the quality of the landscape setting.	No
LDP  ENV3 – Other Development in the Countryside	Development is supported where it can be justified for agriculture, horticulture, forestry, recreation or tourism	The scale of the development at 5No bedrooms solely for manager use is not supported as being ancillary to the main B&B use.	No
LDP  EN33 - Archaeology	Development should not be permitted unless appropriate archaeological investigation and recording is secured where appropriate.	The proposed extension lies in an area of ground where archaeological investigation has been carried out on 2013 to the satisfaction of the council.	Yes

<b>8. ASSESSMENT</b>
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- 8.1 The main considerations in the assessment of the proposals include the design, layout and potential impact on the character and appearance of the building and the wider setting.
- 8.2 As set out in the history this building was granted consent in 2012 with a specific restriction imposed by DMC at the time that *The property hereby approved shall be used as a bed and breakfast facility for tourist/visitor accommodation only*. This was added to by the detailed consent which specifies that *the residential component at all times being ancillary to the principle use*. These condition also require to be taken into account in assessing the current proposal.
- 8.3 Several concerns have been raised by neighbouring properties that include the elevated location and prominence of the site, scale, mass and design of the building, impact on the rural setting, impact on amenity and vistas.

#### Layout

- 8.4 The proposed 2-storey addition is located to the north east elevation of the building. It is also intended to infill the existing courtyard to the north of the building. The accompanying statement advises that the extension is required to provide additional living accommodation for the use of the family of the manager. The applicant has confirmed that the works are not intended to be used as guest accommodation.
- 8.5 The main use of the planning unit is Class 7 Bed and Breakfast with supporting accommodation for the use of the manager in his role as tourist accommodation provider. In terms of layout there is current provision for 3No bedrooms for guest accommodation and 2No bedrooms for manager use. This accords with the restriction imposed through condition 01.
- 8.6 The proposed layout for the current application includes a remodelling of the interior of the building to provide 5No bedrooms for the manager's use whilst retaining the existing 3No bedrooms for the use of guests. In addition to the bedrooms, the manager accommodation is to have an enlarged living space, kitchen and gymnasium. The application proposes that the proportion of accommodation provided within the establishment being available for guest use becomes subsidiary to the use of the building as residential accommodation for the use of the manager.

#### Design

- 8.7 To accommodate the increase in living space for the manager, the applicant seeks to extend the building by provision of a 2-storey extension. Currently, the facility has a main central raised section with lower additions of a subsidiary nature to each gable which provide an element of symmetry to the building. On the north east elevation there is a further existing single storey addition. As the topography of the land falls away to the north east, the roof lines of the building correspondingly decrease in height. This design approach ensures that the visual appearance of the building is broken up with

each element of the facility reducing in height as more of the structure becomes visible - apparent in long views into the site from the loch and peel.

- 8.8 The proposal to increase the height of the single storey element (north east) to two storey will 1) unbalance the existing symmetry of the building 2) provide a more dominant elongated effect to the building 3) increase the visibility of the facility as the land falls away, thus exacerbating any skyline effect experienced from the loch/peel, to the detriment of the quality of the landscape setting.
- 8.9 The applicant was requested to review the layout and design of the proposals to see whether an alternative proposal could be achieved, a revision that could provide an element of additional bedroom accommodation for the family use whilst retaining the existing guest bedroom accommodation at 3No rooms. The suggestion from officers was that 4No bedrooms may be supported, with a rethink of the size of living space and gym accommodation being provided for manager use.
- 8.10 A revision to layout could negate the need for a 2-storey extension but retain potential for courtyard infill and perhaps a smaller addition to the facility. However, the applicant did not seek to review or amend the plans and now seeks a decision on the plans as originally submitted.
- 8.11 Policies DES 1 (Design Principles), EMP7 (Tourism) and ENV1 (Landscape Character and Special Landscape Areas) require that all development proposals take account of and be integrated with the local context and built form. The main purpose of the use of his land is as a Bed and Breakfast facility Class 7. The proposal raises the question of whether the proportional increase in the size of the accommodation for manager use is a material change in the use of the planning unit. The authority is supportive of a limited increase in the number of bedrooms as being ancillary to the main approved use. However, at this location, in terms of design, the mass and scale of the expansion of the B&B would have an adverse impact on the quality of the landscape setting by increasing the building's visual prominence in views into the site, especially from the loch side and peel .

## **9. CONCLUSION AND RECOMMENDATION**

- 9.1 The proposal does not comply with policy DES1 (Design Principles), EMP7 (Tourism) or ENV1 (Character and Special Landscape Areas).
- 9.2 It is therefore recommended that planning permission be refused.

## **10. BACKGROUND REFERENCES & ATTACHMENTS**

- Draft reasons for refusal
- Location Plan
- Elevations and Floor Plan
- Representations
- Local Member Referral Form

Plans and site photos are available in the accompanying slide presentation pack.

Craig McCorriston

**Head of Planning, Economic Development and Regeneration      Date: 19/10/2022**

**DRAFT REASONS FOR REFUSAL – APPLICATION 0004/P/22**

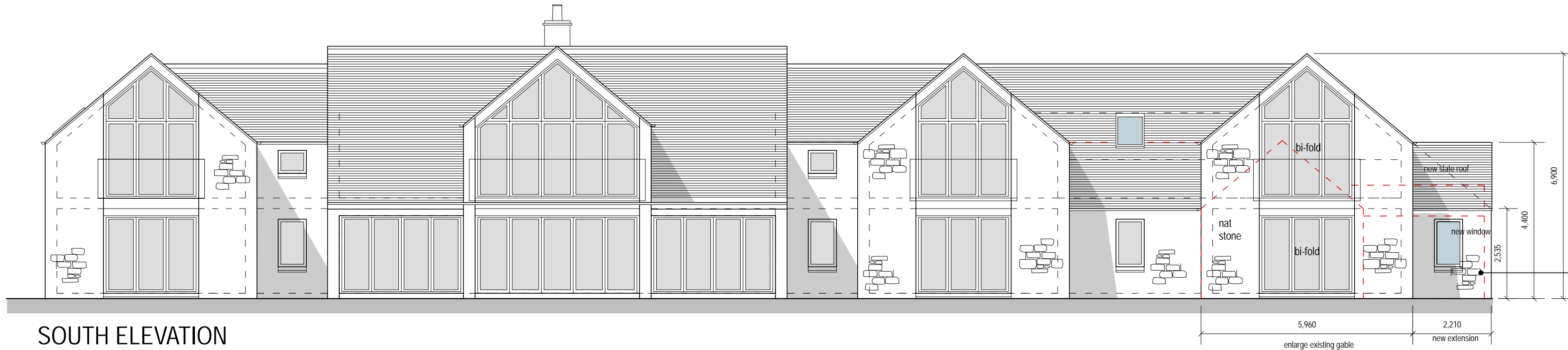
Reasons for refusal

1. By virtue of an increase in size of the element of manager accommodation, the scale and expansion of the development would lead to a material change in the use of the building and land, contrary to the restrictions placed on the planning permission for the site.
2. By virtue of its siting and design, the scale and expansion of the development would have an adverse impact on the visual amenity and quality of the landscape setting.

The proposal is therefore contrary to policies DES1 (Design Principles), ENV1 (Landscape Character and Special Landscape Areas), ENV3 (Other Development in the Countryside) EMP7(Tourism) of the adopted West Lothian Local Development Plan, 2018.

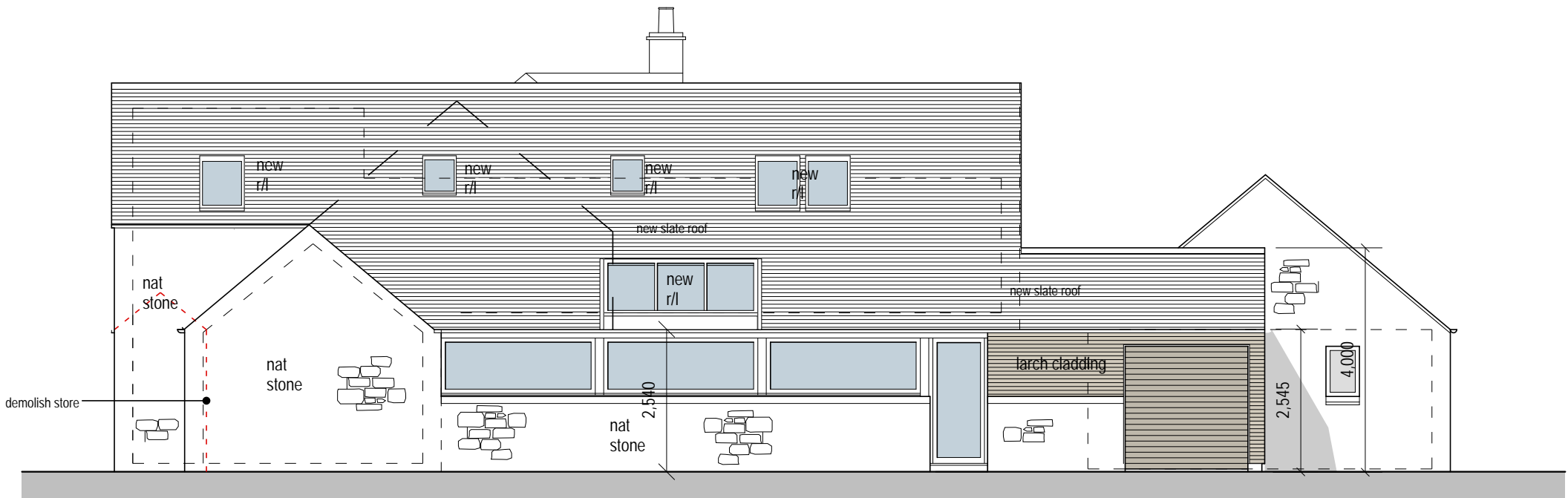




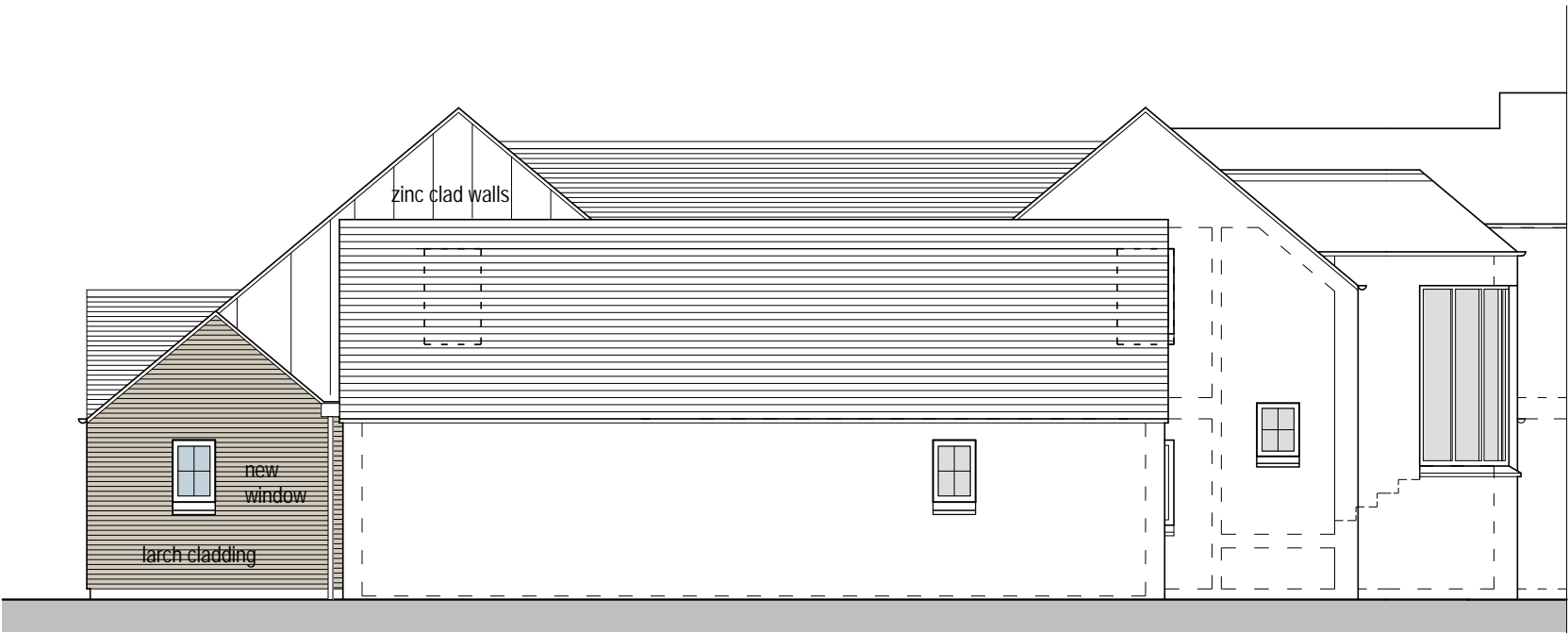


SOUTH ELEVATION

- Finishes
- Zinc ridge to match existing
  - Grey slate sized and coursed to match existing
  - Velux roof windows to match existing
  - Cast iron half round rainwater goods to match existing on brackets with ci downpipes
  - buff natural stone to match existing
  - natural stone weathered sills and lintols
  - hardwood window sections painted white to match existing
  - hw timber doors colour white to match existing



EAST ELEVATION



PART NORTH ELEVATION



NORTH ELEVATION/ SECTION

by date revision letter

number C91 D10 / revision

client Mr & Mrs Cairns

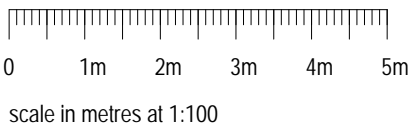
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3b Parkhead Holdings  
Linlithgow  
West Lothian  
EH49 7RF

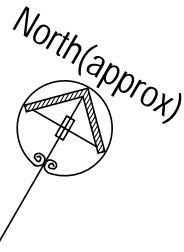
drawing Design Elevations

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date 01/22 date

**POLLOCK HAMMOND LTD**  
**ARCHITECT AND CONSERVATION CONSULTANTS**  
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www.pollockhammondarchitects.com

number C91 D10 / revision





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by date revision letter

number C91 D08 / revision

client Mr & Mrs Cairns

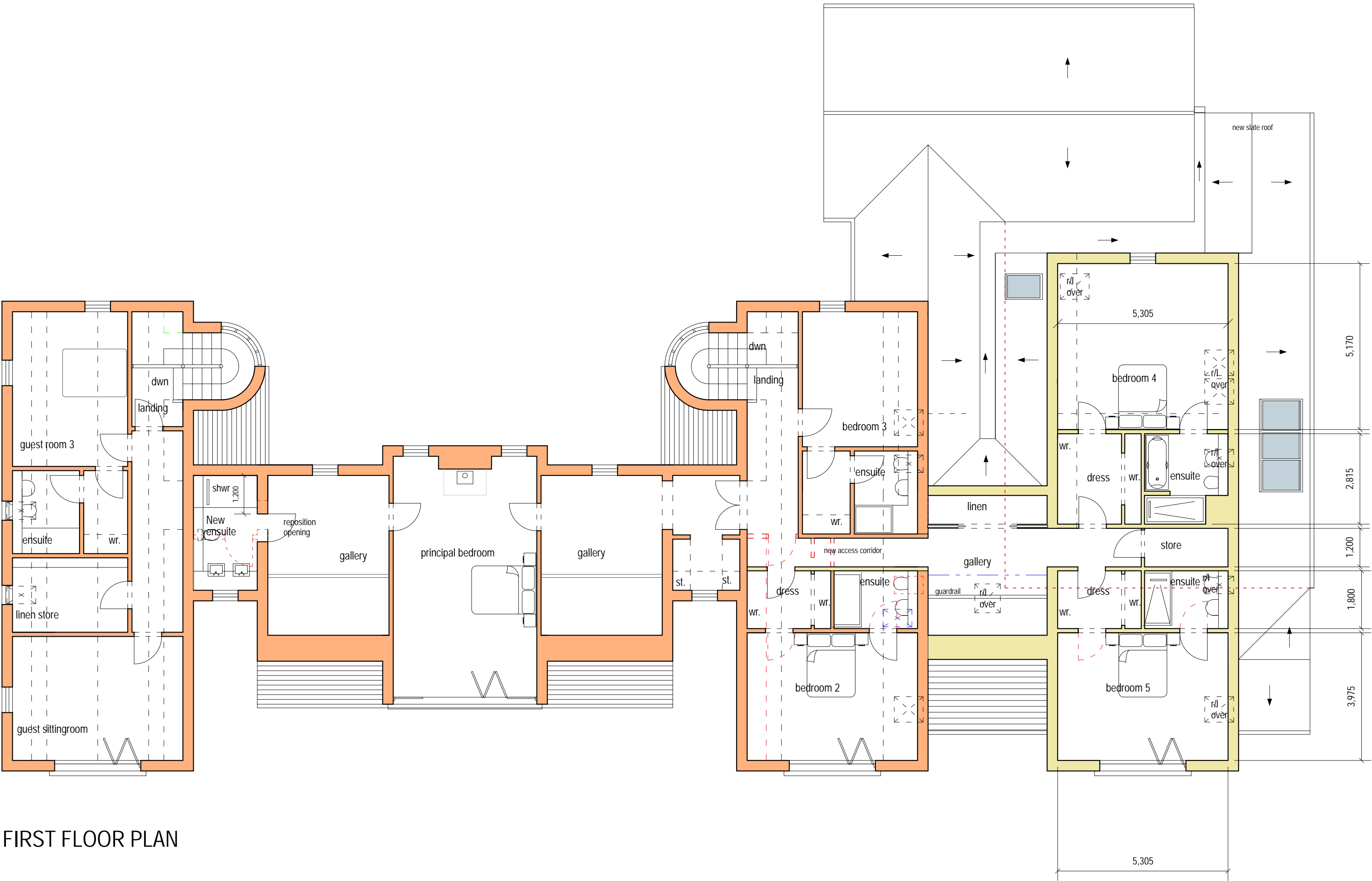
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West Lothian  
EH49 7RF

drawing Design First Floor Plan

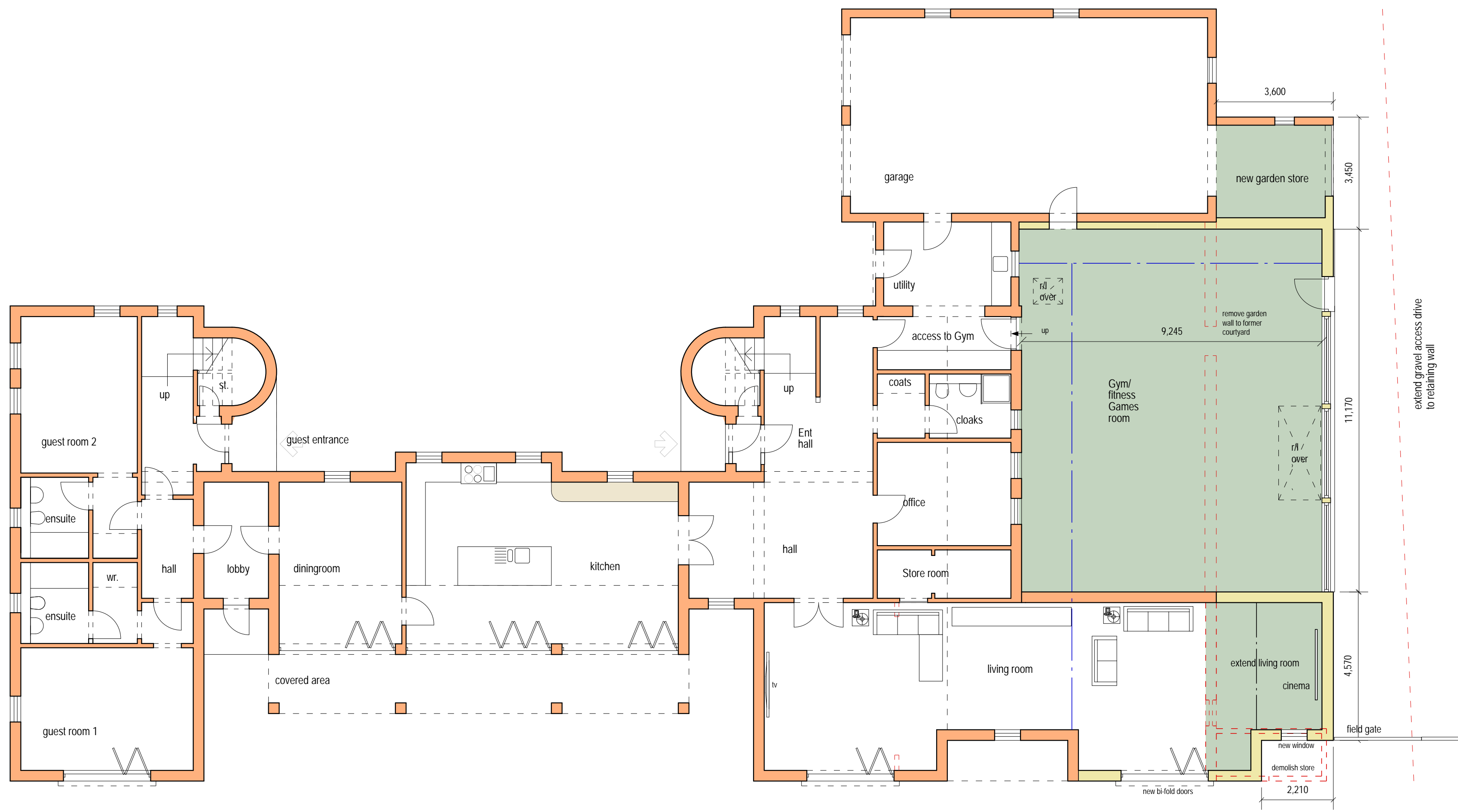
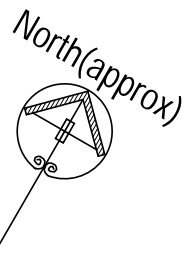
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FIRST FLOOR PLAN



GROUND FLOOR PLAN

- Finishes
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by	date	revision	letter
number	C91	D07	revision

client Mr & Mrs Cairns

job Alterations and Extension to House  
3b Parkhead Holdings  
Linlithgow  
West Lothian  
EH49 7RF

drawing Design Ground Floor Plan

scale	1:100 @ A2	drawn	pc	checked
		date	01/22	date

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# Comments for Planning Application 0068/FUL/22

## Application Summary

Application Number: 0068/FUL/22

Address: 3B Parkhead Holdings Linlithgow West Lothian EH49 7RF

Proposal: Two storey extension to house

Case Officer: Lucy Hoad

## Customer Details

Name: Not Available

Address: Not Available

## Comment Details

Commenter Type: Neighbour

Stance: Customer made comments neither objecting to or supporting the Planning Application

Comment Reasons:

Comment: Dear Sir / Ms

I would appreciate planning taking into consideration the restoration and completion of landscaping/screening that was not completed from the original planning application of said bed and breakfast property.

Original landscaping/screening has been removed and requires to be restored to original approval from the council.

Consideration is to be given that the temporary access on the north boundary does not become permanent new access. This would be an obstruction/ hazard to other users of the said lane and without their approval.

The fence should be restored as per the original planning application that was originally approved by the council.

The Granary  
3A Parkhead Holdings  
LINLITHGOW  
West Lothian  
EH49 7RF

7 March 2022

West Lothian Council  
Development Management  
West Lothian Civic Centre  
Howden South Road  
Howden  
Livingston  
EH54 6FF

Dear Sir/Madam

PLANNING APPLICATION: 0068/H/22  
TWO STOREY EXTENSION TO HOUSE – QUEENSVIEW B & B, 3B PARKHEAD  
HOLDINGS, LINLITHGOW

I refer to the above application for the erection of a two storey extension to the house at 3B Parkhead Holdings, Linlithgow. The building that is proposed for extension falls within the boundary of the former royal hunting park associated with Linlithgow Palace and therefore careful consideration should be given to the impact on the local amenity and vista afforded.

The proposed site is within a rural, countryside location and sits east of several well preserved, traditional buildings. The scale, massing, proportions, and window proportions of the proposed extension do not correlate to or respect the character of the traditional buildings or the surrounding rural area. Additionally, the site is in an elevated and exposed location and is highly visible.

I would therefore suggest that the combination of all of these issues means that the proposal is unacceptable in terms of design and the planning application is therefore contrary to the adopted West Lothian Local Development Plan policies DES 1 (Design Principles), ENV 1 (Character and Special Landscape Areas) and ENV2 (Housing Development in the Countryside). The application is also contrary to West Lothian Council's statutory supplementary guidance 'Development in the Countryside.

Yours faithfully

ALEX ANDERSON



## Development Management

# WEEKLY LIST OF APPLICATIONS RECEIVED

## ☒ LOCAL MEMBER REQUEST FORM ☒

Weekly List for the week commencing

14 <sup>th</sup> February 2022
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*Members wishing further information on any of the applications in the attached Weekly List of Planning Applications or wishing any application to be referred for determination to the Development Management Committee are asked to complete and return this form to Wendy McCorriston, Development Management Manager, as soon as possible and no later than:*

7 <sup>th</sup> March 2022
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**PLEASE NOTE:**

In accordance with standing orders any request for an application to be referred to Development Management Committee has to be from a member of the ward in which the application site is located or Chair of the Development Management Committee.

*The planning application details are available for inspection within the Planning & Building Standards web site by clicking on the link below.*

<https://planning.westlothian.gov.uk/publicaccess/>

<b>Action Required</b> (please tick ✓)  <input type="checkbox"/> Contact me to discuss these proposals  <input type="checkbox"/> Refer this application to the Development Management Committee  <input type="checkbox"/> Other (please specify)	<b>Application Number</b> .....0068/H/22.....  <b>Member</b> .....Cllr David Tait .....  <b>Signed</b> .....  <b>Dated</b> .....7/3/2022.....
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My reasons for this action are: Constituent Request