

Dumfries and Galloway Council
LOCAL DEVELOPMENT PLAN

Development Brief – Former Interfloor Factory Site, Heathhall, Dumfries

NON-STATUTORY SUPPLEMENTARY GUIDANCE

APRIL 2019



CONTENTS

1. Introduction and Context	3
2. Location and Site Characteristics	3
3. Proposed Local Development Plan and Planning Status	6
- DFS.MU203 Former Interfloor Factory	6
- DFS.H265 Land north of former Interfloor Factory	7
- DFS.B&I266 Land west of the former Interfloor Factory	7
- Current Planning Applications	11
4. History and Heritage Importance	11
- Policy Context	14
- Enabling Development	16
- Development Viability	17
- Demolition	17
5. Vision and Options Appraisal	18
- Phasing	19
- Design and Layout	21
6. Transportation and Movement	21
7. Infrastructure	22
- Flood Risk and Surface Water Drainage	
- Waste Management	
8. Contamination	23
9. Natural Heritage	23
10. Greenspace	23
11. Archaeology	23
12. Developer Contributions	24
13. Other Considerations	27
14. Further Information	27

Maps and Diagrams

Map 1: Location and Site Characteristics	5
Map 2: DFS.MU203 Former Interfloor Factory Site and Adjoining Allocations	8
Diagram 3: Process and Information Requirements	20
Map 4: Flood Risk and Surface Water Risk	25
Map 5: Environmental Designations	26

Appendices

Appendix 1 – Historic Environment Scotland – Record Heathhall Uniroyal Factory LB3819

Appendix 2 - Dumfries and Galloway Proposed Local Development Plan (January 2018) – Policy Extract

1.0 Introduction and Context

1.1 This development brief has been prepared by officers and approved at the Council's Economy, Environment and Infrastructure Committee of 12 March 2019 as non-statutory Planning Guidance to provide additional advice for potential developers of the the former Interfloor Factory and land at Heathhall, Dumfries (DFS.MU203 Former Interfloor Factory). It also takes into account the adjoining sites to the north and west of the Interfloor Factory (DFS.H265 Land north of former Interfloor Factory and DFS.B&I266 Land west of former Interfloor Factory) due to their immediate proximity. There is a need to consider comprehensively the three sites together, given their derelict and vacant condition on arriving in Dumfries from the north on the A701(T).

1.2 The purpose of the development brief is to provide further information and advice to inform and promote the potential development of any future uses and to support suitable regeneration and reuse of this significant site. As the former Interfloor Factory is a Category B listed building, there is a presumption in favour of its retention and sensitive conversion to a new use. Historic Environment Scotland (HES) is a key consultee and will be involved in detail in any discussions about proposals for the listed building. HES have been consulted on the draft Development Brief and are content with the approach set out here.

2.0 Location and Site Characteristics

2.1 The former Interfloor factory site, is made up of a prominent 3 storey building of substantial scale with associated brownfield land. It is located to the east of the A701(T) Edinburgh Road. The site extends to some 5.47ha and is located adjacent to the established housing areas of Heathhall to the east and Locharbriggs to the north-west. Housing is the main use in the area and the site represents a key development opportunity providing links to both Heathhall and Locharbriggs. (See Map 1)

2.2 The A701(T) Edinburgh Road is the main transport link to Dumfries from the north and the A74(M). It is served by a regular bus service from Dumfries town centre. The site is bounded to the east by the Caledonian cycle way and a core path (CP 120 Cargenbridge to Locharbriggs) which provide direct links from Heathhall to Dumfries town centre.

2.3 Immediately to the north of the site is a greenfield site which contains semi-natural woodland and several large trees. It is not believed to have had any previous uses. A body of water and drainage ditches traverse the site and a culvert inlet is located within the boundary of the site. Several residential properties are located on the east of the A701(T). A bus stop and shelter are located on the northern edge of the site.

2.4 This site is allocated in the Proposed LDP2 for housing - DFS.H265 Land North of Former Interfloor Factory (52 units allocated up to 2029) – see below. Lochthorn Library lies immediately to the north of this development site. A core path and cycle path provide links from the A701(T) to the Caledonian cycle way.

2.5 To the east of the site beyond the Caledonian cycle way is the Heathhall housing area. Adjoining the site to the south is a complex of industrial buildings: Gates Power Transmission. This factory is accessed from Tinwald Downs Road. Various residential properties are located on the east of the A701(T).

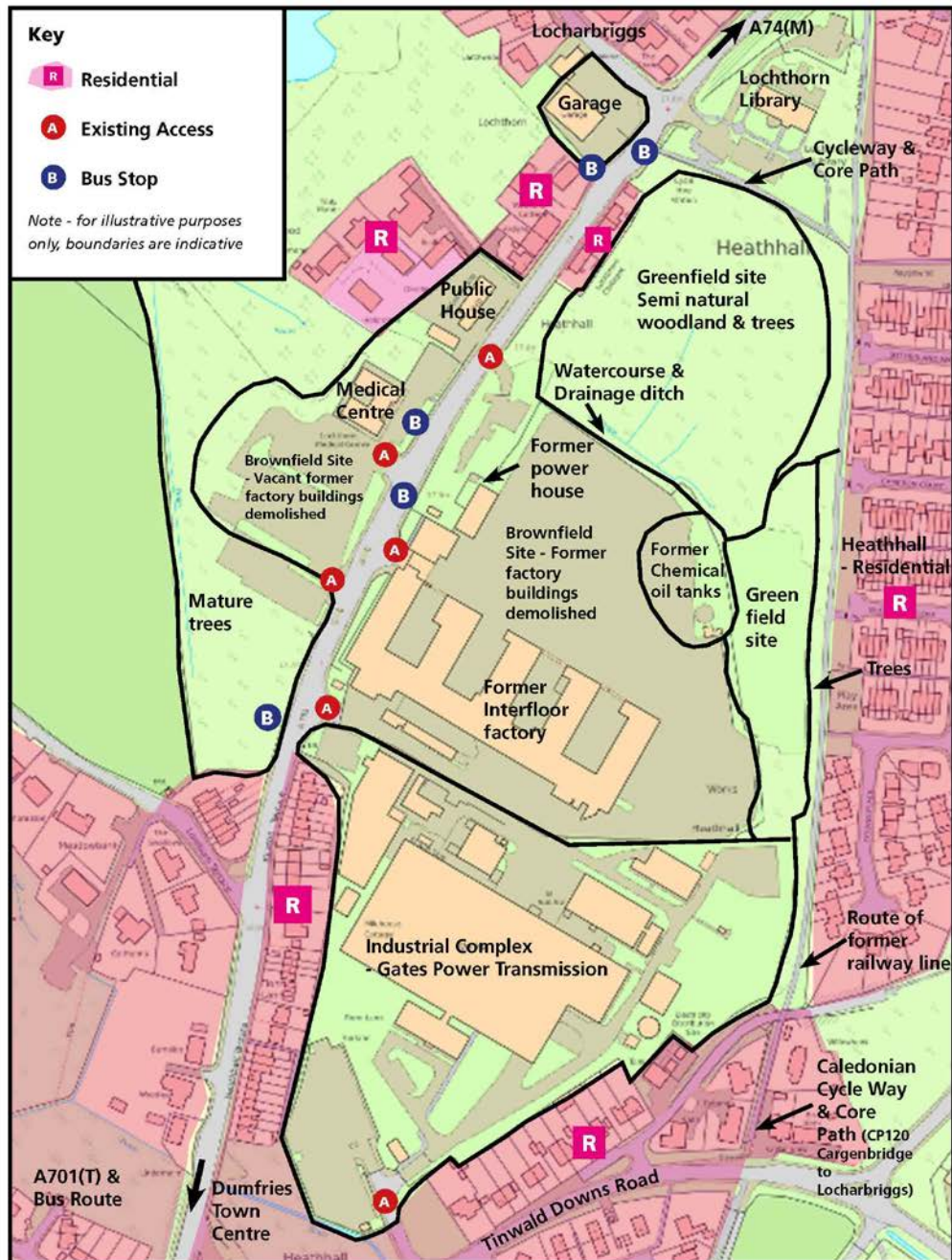
2.6 The site is bounded on the west by the A701(T) Edinburgh Road and beyond by a vacant brownfield site, the former car park and canteen buildings for the Interfloor factory. This site is allocated in the Proposed LDP2 for business and industry - DFS.B&I266 Land west of former Interfloor Factory (0.54 hectares)- see below. The site is enclosed to the south, west and north-west by ancient woodland of plantation origin. Immediately to the north of this site is Lochthorn Medical Centre, a betting shop, Lochar Inn and residential properties accessed from the A701(T).

2.7 The former Interfloor factory site extending to some 5.47 hectares consists of the extensive former factory building, extensive areas of hardstanding, the former power house building of brick construction and vacant brownfield land associated with the former industrial complex where former factory buildings have been demolished. The buildings date from the 1910s when it was constructed as a car factory and subsequently used for the manufacture of aeroplanes and aircraft engines during the Second World War. For many years, the building was owned by the Uniroyal Company and formed part of the Gates Rubber Company's works producing floor coverings until the early 2000s. The factory has been closed for several years and the buildings are now vacant and derelict. As a result, there has been vandalism and unauthorised access. The buildings, together with various parcels of land in the immediate vicinity, are currently for sale.

2.8 The site is generally flat with the three-storey former factory building lying across the southern portion of the site. The building has a roughly rectangular plan form with flat roof and a long west elevation on Edinburgh Road with a substantial foot print to the rear. The building is currently vacant and extends to a gross floor area of around 26,942sq.m. The building is currently vacant and unmaintained and has been subject to vandalism. There have been cases of unauthorised access to the building and site. As an empty building of significant scale located on one of the main approaches into Dumfries, it is viewed negatively by the local community and considered an eyesore.

2.9 The former factory building and power house is a Category B listed building and there is a presumption in favour of its retention and sensitive conversion to a new use. Demolition is a last resort and should be avoided wherever possible. It is said to be the first ferro-concrete car factory built in Britain and is based on American car factories. The vacant former power house building to the north of brick construction remains and extends to a gross floor area of 557sq.m. Part of the industrial complex of industrial buildings which included the former foundry building has been demolished leaving a vacant brownfield site to the north. There is evidence of former chemical / oil storage tanks and pits on the site and there may be contamination on the site due to its previous use. There are trees to the northern and eastern boundary which should be retained and a greenfield strip of land bounding the eastern boundary, adjacent to the cycle path.

Map 1: Location & Site Characteristics



2.10 The site is allocated in the Proposed LDP2 for mixed uses including residential, commercial and leisure uses - DFS.MU203 Former Interfloor Factory (5.47 hectares, including 70 units allocated up to 2029).

3.0 Proposed Local Development Plan and Planning Status

3.1 This guidance is based on the Proposed LDP2 which is currently the subject of examination by independent Reporters appointed by the Scottish Government's Planning and Environmental Appeals Division (DPEA). The former Interfloor Factory site is allocated as a mixed use site. It should be noted that no representations have been received to this site or the adjoining sites and as such, they are not the subject of examination by the Reporter. There may be changes to the policy context as various representations have been received to policies including Policy HE1: Listed Buildings which are referred to in this document. The Reporter's findings, which are largely binding on the authority, are due by June 2019. It is anticipated the LDP2 will be adopted and published by September 2019.

3.2 It is non-statutory planning guidance as it has been prepared without the benefit of a range of necessary site surveys and investigations. Non-statutory planning guidance can be updated quickly and refined as further information becomes available.

3.3 The Proposed LDP2 contains the following site guidance:

DFS.MU203 Former Interfloor Factory (5.47 hectares, including 70 units allocated up to 2029)

This site is allocated for mixed use development including residential, commercial, and leisure uses.

There are mature trees to the northern boundary which should be retained in line with Policy NE7: Trees and Development.

Due to its previous use there may be contamination in relation to this site which will require investigation.

The site is shown within an area identified as at possible flood risk and as a result a Flood Risk Assessment is required. A Drainage Impact Assessment is also required to identify what impact the development would have on the water and waste water networks.

A Noise Assessment may be required depending on the nature of the proposal to assess the impact of any development on residential properties in the area and any attenuation measures identified should be implemented.

Transport Scotland will need to be consulted in relation to any impact to the trunk road network on the A701. Links should be provided to local footpath and cycleway networks.

The site contains a listed former factory. Any proposals should support the redevelopment of the site. Archaeological recording may also be required.

DFS.H265 Land north of former Interfloor Factory (52 units allocated up to 2029)

The site is shown within an area identified as at possible flood risk, a body of water crosses the site and there is also a culvert located within the site boundary. As a result, a Flood Risk Assessment is required along with appropriate surface water management measures. A Drainage Impact Assessment is also required to identify what impact the development would have on the water and waste water networks.

Transport Scotland may need to be consulted in relation to any impact to the trunk road network on the A701.

The former factory to the south is a listed building.

DFS.B&I266 Land west of former Interfloor Factory (0.54 hectares)

Ancient woodland lies to the north, west and south of the site which should be protected and retained in line with Policy NE7: Trees and Development.

Some targeted investigation in relation to contamination may be required.

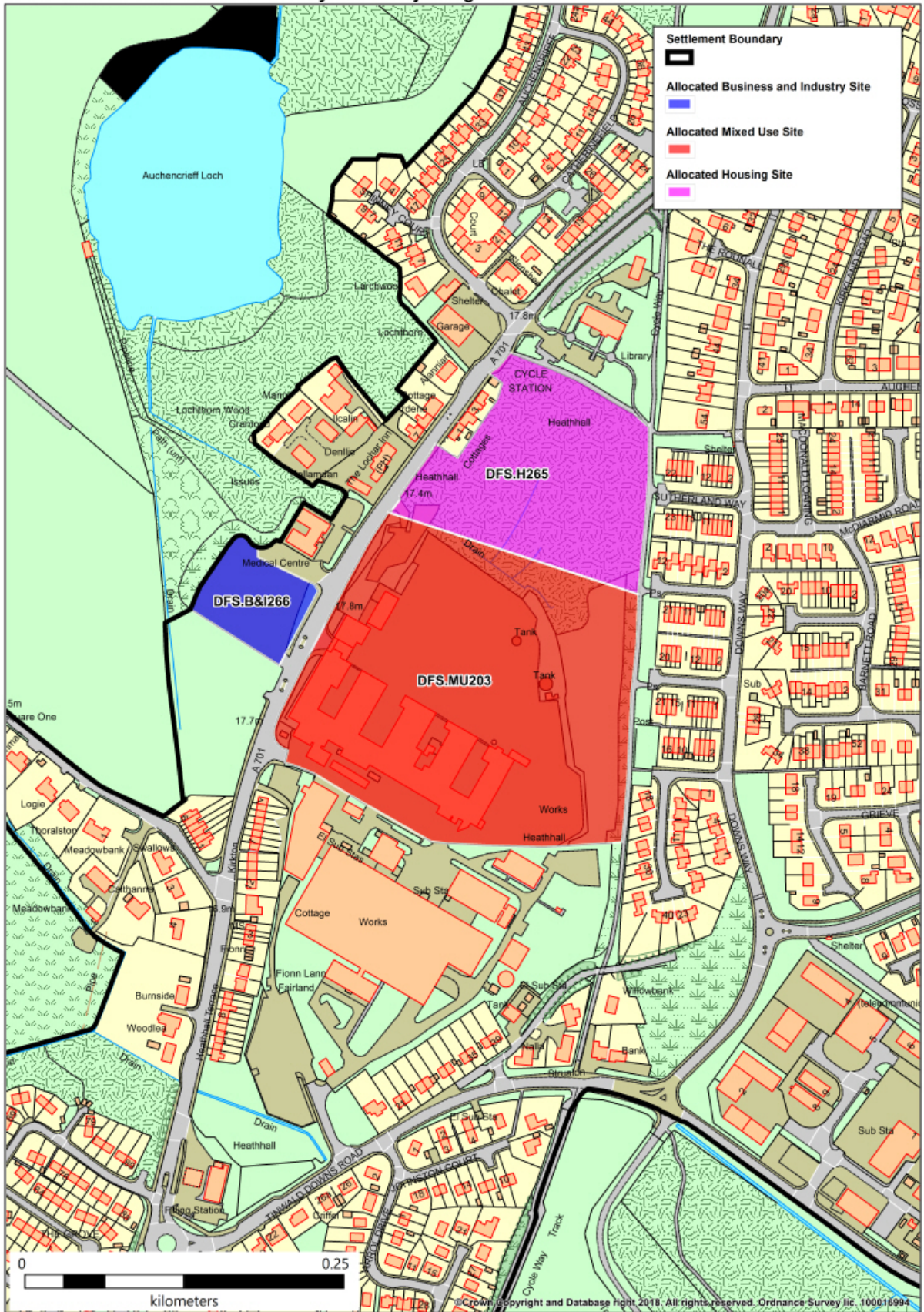
The site is shown within an area identified as at possible flood risk and as a result a Flood Risk Assessment is required, including topographic information. A Drainage Impact Assessment is also required to identify what impact the development would have on the water and waste water networks.

A Noise Assessment may be required depending on the nature of the proposal to assess the impact of any development on residential properties in the area and any attenuation measures identified should be implemented.

Transport Scotland will need to be consulted in relation to any impact to the trunk road network on the A701. Links should be provided to local footpath and cycleway networks.

The site is the location of a post-medieval earthwork fortification, and there is a possibility of buried features and therefore an archaeological evaluation and/or mitigation will be required.

DFS.MU203 Former Interfloor Factory Site & Adjoining Allocations





West Elevation from the A701(T)



South Elevation



Former Power House Building to north



North Elevation



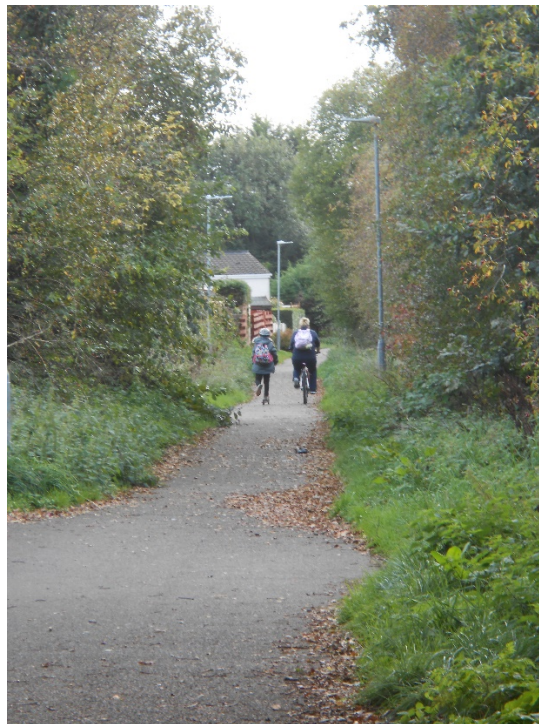
Interior of Factory



Site – DFS.H265 North of former Interfloor Factory - Housing Allocation



Site – DFS.B&I266 – West of former Interfloor Factory – Business & Industry Allocation



Caledonian Cycle Path and Core Path to west of Interfloor Factory Site

Current Planning Applications

3.4 The site, DFS.H265 Land north of former Interfloor Factory, is currently the subject of application (14/P/30553) for Planning in Principle (PIP) for residential development. At November 2015, it was recommended to approve the application subject to the successful completion of a Section 75 Agreement and conditions, although the agreement has not been completed to date. A condition specified the requirement for a development brief to address amongst other matters how the development would take account of the site context including adjoining uses, details of how the site and Interfloor Factory site would be accessed and adjoining land uses in order to provide an overall design strategy.

3.5 The site, DFS.H265 Land north of former Interfloor Factory, known as Hunterspark, is the subject of a proposal of application notice (18/1671/PAN) for the development of affordable housing by Springfield Properties and initial community consultation was undertaken in December 2018. The 12-week consultation period expired on 13 February 2019. The site is included in the Strategic Housing Investment Plan (September 2018) for development by Cunninghame Housing Association (CHA), in partnership with Springfield Properties.

4.0 History and Heritage Importance

4.1 The former factory building is a Category B listed building. It is of considerable architectural and historic interest as the first known example of a ferro-concrete car factory to be built in Britain, and its close similarity to the pioneering Ford factory in Highland Park, Detroit by Albert Kahn – both in terms of architectural detailing and the way the factory production was organised. It was built of reinforced concrete in 1912-13 by S. Stevenson & Co. of Glasgow using the Kahn system of the Trussed Steel Co. Kahn was the foremost industrial architect in America during the first four decades of the twentieth century and evidence of his influence on Scottish industrial design from an early date adds significantly to this building's importance.

4.2 The building has three storeys and consists of a main spine building with a series of four wings to the rear of the main symmetrical elevation which fronts the A701(T). The building is characterised by a concrete-frame aesthetic, internally by its large open space interspersed with pillars and large expanses of glazing which dominate the main elevations. The existing windows date predominantly from three phases, of which the oldest, Crittal-style windows, have particular merit. However, much of the glazing is now broken and the building is open to the elements. From observation, the rear wing would appear to be more badly damaged than the rest.

4.3 Part of the industrial complex of buildings which included the former foundry building has been demolished. The two-storey former power house building of brick construction remains and is included in the listing

4.4 George Johnston was a motor manufacturer from Glasgow, building his first car in 1895. He formed a joint venture with Sir William Arrol, a contractor for

constructing the Forth Bridge, to form a company to manufacture motor cars. In 1905, the company became known as the Arrol-Johnston Car Company.

4.5 Thomas Pullinger had been the manager of Arrol-Johnston since 1908. After study visits to Henry Ford's car factories in Illinois, and on being told by Ford of a firm in New York that built using a cheap, reinforced-concrete system, Pullinger designed the Heathhall factory. It represented cutting-edge building design to house the manufacture of the motor car.

4.6 Arrol-Johnston bought the site at Heathhall as it had land available for expansion and there was also a ready rail link to markets in England, a local workforce in Dumfries, and the will to build housing nearby to attract families.

4.7 The factory was originally constructed on an E-plan, with a further two wings added around 1916. The design allowed separation of different functions in parts of the factory and maximisation of natural light for the production process. The concrete-framed construction was fireproof, provided an adaptable floor plan, and was easily extended. It provided greater spans than those of the traditional factory layout and greater integration than that offered by the single-storey engineering workshop. The building had lifts large enough to take a car and many safety features and staff comforts. It exhibits Edwardian manufacturing confidence.

4.8 The main building was laid out according to recent American innovation in car manufacture, with raw material entering at the top floor and finished cars exiting at ground floor level. The top floor would have been extremely light due to the amount of glazing and skylights (the latter have since been removed). This floor is where body building, upholstering and panel beating were carried out. There were also machine shop areas where turning and milling machines produced parts such as pistons, water pumps and brake drums. The linking range may have been used as a laying out and viewing area as well as for stores and quality control areas. The car body would then have been sent to the next floor down by lift, where the car chassis and body would be put together and fitted out. Final assembly and checking was carried out on the ground floor and out to the railway branch or by road to customers. The railway branch and associated railway turntable directly served the factory.

4.9 The company was contracted to build 50 electric cars for Anderson Electric, maker of the Detroit Electric, but it is not known how many were made. Several models of car were manufactured until the beginning of the First World War. The first production car – the Victory – was sold to the Prince of Wales in 1919. One of the cars was the Galloway “a car built by ladies, for those of their own sex.” (Light Car and Cycle, 1921) overseen by Dorothée Pullinger, the woman who built cars who went on to have an influential career in later life. The Galloway was made at Tongland (Kirkcudbright) in 1921 and 1922, then at the Heathhall works until car production ceased by the late 1920s with the factory closing in 1931. A famous product of the works in the 1930s was Sir Malcolm Campbell's Bluebird car which for a time held the world land speed record.



During the Second World War, workers at the Heathhall plant produced aeroplane parts



1929 Image from Canmore website

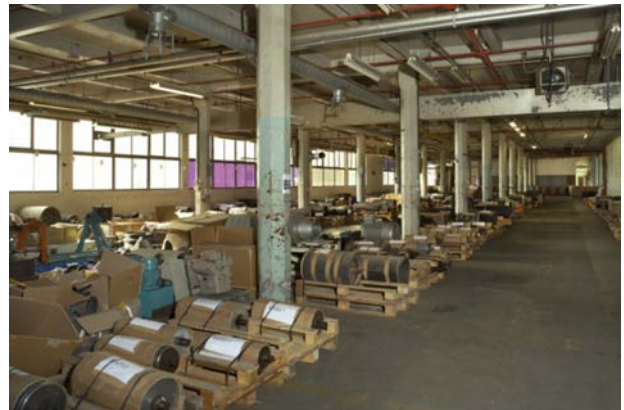


Image from 2010

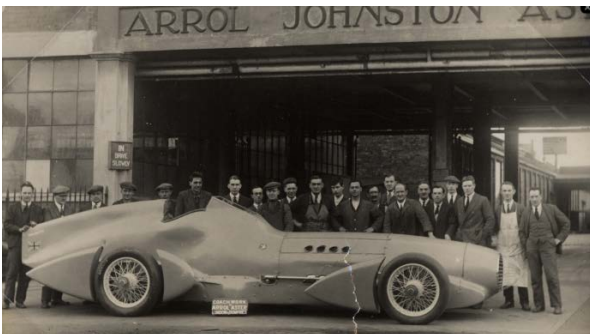


Photo from 1928 from Dumfries Museum



4.10 During the Second World War, the Arrol-Johnston car factory was converted to the production first of aircraft engines and, later in the war, to complete aircraft. Completed aircraft were delivered by rail to the aircraft acceptance park at Renfrew. The airfield at Heathhall, which was in operation from June 1940 until 1957, was used for aeroplanes landing to collect spare parts from the factory. The Dumfries and Galloway Aviation Museum is now located at the former RAF Dumfries and World War 2 era watch tower.

4.11 For many years, the building was owned by the Uniroyal Company and formed part of the Gates Rubber Company's works until the early 2000s. The main building suffered from spalling and deterioration of the concrete and was completely refurbished in the 1980s. The factory has been closed for a number of years and is now derelict. The buildings, together with various parcels of land in the immediate vicinity, are currently for sale.

Policy Context

4.12 The Council supports the sustainable use and management of this listed building, through retention, conservation, restoration and sensitive adaptation as set out in Policy HE1: Listed Buildings (See Appendix 2).

4.13 Planning policy supports proposals which make effective and sustainable use of Listed Buildings where character appearance and setting of the structure are respected and significant historic features will not be lost. The Supplementary Guidance Historic Built Environment (adopted 12 June 2017) sets out the policy context for the historic built environment. The Listed Building Consent (LBC) process ensures that the effect of proposals for change to a historic structure is appropriate and will not result in unnecessary loss or damage.

4.14 Historic Environment Scotland has updated its Historic Environment Scotland Policy Statement (HEPS) at 1 May 2019 and guidance notes on Managing Change in the Historic Environment: The Use and Adaption of Listed Buildings and Demolition of Listed Buildings.

4.15 Where a Listed Building does not have a viable use, it is at risk of falling into disrepair. Once a building is empty, it is immediately at risk and unmaintained buildings, such as the Interfloor Factory, can quickly deteriorate and attract other risks such as vandalism and arson. Empty buildings can be viewed negatively and seen as eyesores, their potential masked by disrepair. Maintaining the building in some sort of use, even as storage, will assist in safeguarding its long-term future.

4.16 The first option for the building should be to find it a new use if it is to be prevented from falling into further disrepair. The Proposed LDP2 allocates the site for mixed uses including residential, commercial and leisure uses. The development potential and viability of converting and adapting the building to a combination of these uses would require to be investigated. Alterations and adaptations must be carefully thought through to minimise harm to the special interest or original fabric of the building. Any redevelopment scheme that involves conversion to residential use may result in the open plan nature of the building being largely lost, but the retention of some of these spaces may be possible. Options could investigate the scope for

retail and / or leisure use on the ground floor with residential use on the upper floors or car parking provision on the ground floor. Consideration should also be given to adapting the building in a series of phases together with phased enabling development of an appropriate scale.

4.17 Understanding what is important about a listed building is an essential first step in understanding how to protect its special interest. The significance of the building should be communicated through an illustrated written statement, often called a conservation statement. A comprehensive conservation statement would be required to inform and assist development options as they change and evolve. A guide to researching historic buildings is available from HES.

4.18 A comprehensive structural survey of the building together with a full condition assessment will be essential to determine the structural integrity of the building. This will assist with a development viability appraisal in terms of assessing the costs of repair and options for redevelopment.

4.19 All options to allow the continued use of a listed building should be considered. The adaptation, alteration, extension and even partial demolition of the building are all options which can, in the right circumstances, form part of the solution.

4.20 A solution may involve one, or a mix of, the following approaches and where relevant are discussed below:

- a) Minimal intervention
- b) Adaption
- c) Extension
- d) Selective demolition
- e) Enabling development

Adaption

4.21 A major challenge affecting the conversion of the building is the scale of the building over three floors. The first step towards finding a practical scheme of adaptation is to look critically at the existing building to see what alterations are feasible. The structure and spaces have the potential to create inspiring locations for work, leisure or living. The most effective use of the internal space will use both inventive, unconventional design combined with conventional approaches. The way the internal space is used will affect the number of external alterations required to adapt the building.

4.22 Building regulations will influence how internal space can be used therefore designs should consider this early in the process so that innovative solutions can be explored and discussed. The Council may, at its discretion, agree measures which relax some building regulations to conserve the character of the building, where this would not compromise the health, safety and welfare of the occupants and the public.

Selective Demolition

4.23 Selective demolition is a different consideration from substantial demolition, which would involve the total or substantial loss of a listed building. Selective demolition involves the “sacrificial” removal, or demolition, of parts of a listed building to enable significant parts of a listed building not to be lost.

4.24 HES have previously advised that while the building is of a significant scale and while demolition would not be encouraged, there may be scope to consider selective demolition to facilitate a viable development scheme to redevelop the rest of the building. An option for demolition is the rear wing, which is not only the latest part of the building, but also appears to be in the worst condition. HES have also confirmed that removal of one or more of the central wings would also be acceptable if this made the remaining parts more useable. In the context of a sensitive redevelopment scheme there may be scope to justify detaching wings from the main spine to create separate blocks. These options should be investigated in relation to the condition of the main spine building and wings and how the building could be altered to retain a large part of it.

Enabling Development

4.25 Policy HE8: Enabling Development (See Appendix 2) sets out the circumstances when new development may be acceptable, through cross financing for the re-use of a Listed Building. The Council recognises that there are buildings and structures of historic and architectural interest, that are currently unused and in poor order which without significant intervention and investment are unlikely to be restored and brought back into use. This is likely to be the case given the scale and condition of the former Interfloor factory building and site. In order to create development opportunities to generate the finance necessary to give this building a beneficial use, development with a visible connection to the factory could be acceptable. Site guidance suggests that housing, commercial and leisure uses would be appropriate. Some 70 residential units are recommended. A range of temporary uses could be considered in the building while a comprehensive development scheme is investigated. The completion of the enabling development should therefore be tied into the reuse of the historic asset, such as by a planning obligation / legal agreement.

4.26 A development proposal should be of a form and scale sufficient to generate funding for the works necessary to bring the historic asset back into use. The proposals should be sensitively designed so as not to harm the setting of the historic asset it is intended to cross-finance and should comply with other policies of the Development Plan.

4.27 In addition, the financial and delivery arrangements will require to ensure that the restoration and re-use of the former factory can be co-delivered with the development and that the scale of the proposal is proportionate to the finance it is required to generate. A developer would require to disclose, as restricted information, the financial plan including costed schedules, for the whole

development. An approved form of legal agreement and planning conditions would be used to define a formal permission.

Development Viability

4.28 A key issue will be development viability given the scale and complexity of the listed building and the significant development costs likely to be associated with the building. The viability of the uses or combination of uses selected, including consideration of market demand and development costs should be demonstrated. Information can be found in the Royal Institution of Chartered Surveyors (RICS) paper on financial viability on planning at Appendix C which includes an indicative outline of what developers should include in a viability assessment.

https://www.rics.org/globalassets/rics-website/media/upholding-professional-standards/sector-standards/land/financial-viability-in-planning-1st_edition-rics.pdf

4.29 It is expected in arriving at the conclusion, a number of concepts and design solutions will be developed, analysed and development viability issues addressed as part of the repair and conversion of the building.

4.30 If substantial alterations are proposed supporting documents such as design, access and conservation / heritage statements would be required to demonstrate what aspects of the character and significance of the historic built environment have been taken into account and to emphasise how the proposals address the policies and key principles of the guidance. A development scheme and proposals should be sympathetic to the original character of the building and as much of the buildings original character should be preserved.

Demolition

4.31 However, there will be certain circumstances when a proposal includes demolition of a Listed Building in whole or in part. Scottish Historic Environment Policy advises that applicants must have made all reasonable efforts to retain a listed building in accordance with the requirements of that policy.

Historic Environment Scotland (HES) Policy Statement, June 2016:

Criteria for the demolition of a Listed Building or unlisted buildings in conservation areas.

Paragraph 3.42 Where the application proposes the demolition of a Listed Building, applicants will be expected to provide evidence to show that:

- a. the building is not of special interest; or
- b. the building is incapable of repair; or
- c. the demolition of the building is essential to delivering significant benefits to economic growth or the wider community; or
- d. the repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period.

4.32 Once a listed building has been lost, it cannot be replaced. Demolishing a listed building is a last resort and should be avoided wherever possible. It will normally be made at the end of a process that has considered all other feasible options as discussed above.

4.33 Consent for demolition of a Listed Building will therefore only be granted in exceptional circumstances. There are circumstances where a building may be beyond repair and when demolition may be the only possible route. For example, if the structural condition of the building is so poor that very little of the original fabric could be retained without rebuilding. If demolition is to be pursued because the building is incapable of meaningful repair, supporting evidence for this will need to be provided in an application. This should include a full condition assessment, and an accompanying statement of significance placing the condition assessment in context. Further information can be found in the Historic Built Environment Supplementary Guidance and Historic Environment Scotland guidance notes on Managing Change in the Historic Environment: Demolition of Listed Buildings.

4.34 In the case of demolition it will be expected that proposals to replace the building have been formally approved, with planning permission, before any demolition takes place. Future development proposals should consider in what they might reflect or take on the interesting historic form of the building. They may also need to provide evidence of having the necessary finance in place to go forward. A formal legal agreement between the developer and the Council may be required.

5.0 Vision and Options Appraisal

5.1 In order to assess the development potential of the listed building and site, it is therefore recommended that a vision and options appraisal should be undertaken taking into account all of the above issues and including the following:

- Vision – should be an aspirational description of what the development is aiming to achieve or accomplish;
- Site Appraisal – the following broad issues should be included:
 - Context – how well it relates to its surrounding area in terms of its immediate and wider context;
 - Identity – how well the development creates and reinforces local identity;
 - Connection – how well the development connects to the surrounding access routes and how easy it is to move through the site. A701(T);
 - Community – how well the site connects and is accessible to existing open spaces and community facilities such as shops, schools, community halls, leisure facilities.
- Constraints and Opportunities – consideration needs to be provided in respect of the listed building within the site that should be retained and will enhance the completed development. Cognisance should be taken of the adjoining site allocations and opportunities.

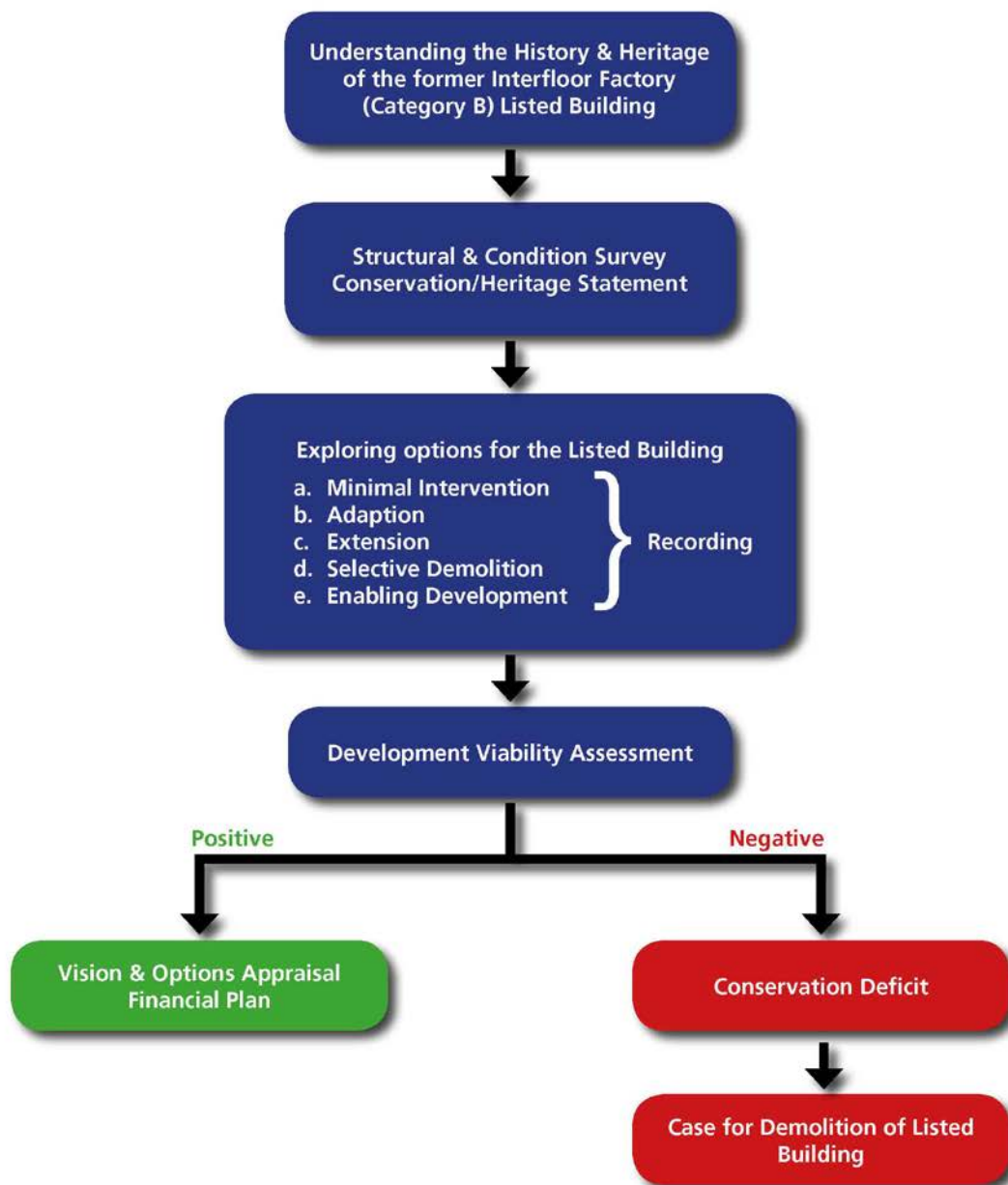
- Policy Context – an options appraisal should take into account where relevant national planning policy guidance, Local Development Plan and Supplementary Guidance.
- Development Principles – will require to be developed to take into account the vision, aims and objectives and design principles. Acceptable land uses should be considered, the extend of the listed building to be retained and design criteria. The following design principles have been identified within the Supplementary Guidance Design Quality of New Development (July 2015) and these should clearly be set out and describe how these are being taken into account. http://www.dumgal.gov.uk/media/17418/Design-Quality-of-New-Development/pdf/Design_qulaity_of_new_development_sg_adopted_july2015.pdf?m=635908746148430000
 - Built form and character;
 - Movement and Accessibility;
 - Open Space;
 - Public Realm;
 - Safe and Inclusive;
 - Sustainable
 - Phasing
- Integration of the development with existing and future proposed uses on adjoining sites and on the opposite side of the A701(T) should be explored.
- Design statement
- The provision of infrastructure and developer contributions should also be considered.

The options appraisal would require to demonstrate that all routes have been explored and the necessary information and evidence is provided to accompany an appraisal.

Phasing

5.2 Given the size of the site and the scale of the building, it is likely that it would be developed in a series of phases. Each development phase should be clearly set out and how they inter relates to the overall scheme and any proposed enabling development. It should also be demonstrated how each phase would be accessed, particularly in relation to construction traffic which will need to be taken into account in preparing and assessing each phase. Each phase should indicate within a Construction Access Strategy how construction traffic will access the site without detriment to the construction of future phases. Routes for construction traffic should avoid residential areas and should not be taken over areas of shared surfacing.

Diagram 3: Process and Information Requirements



Design and Layout

5.3 Policy OP2 of the LDP requires development proposals to achieve high quality design in terms of their contribution to the existing built and natural environment contributing positively to a sense of place and local distinctiveness. Due regard should be given to the design and setting of the listed building and there may be scope to include design links to the listed building. The second criterion of the policy requires proposals to be designed with people, not vehicle movement, as the primary focus, incorporating the principles set out in 'Designing Streets' and where possible increase connectivity to nearby places, paths, streets and open spaces.

6.0 Transportation and Movement

6.1 The Council Roads Officer has advised that essential elements to be included in a development proposal include:

- a) Consultation with Transport Scotland in relation to any impact to the trunk road network on the A701(T)
- b) Any proposed internal roads and parking provision should be in accordance with Council Standards and appropriate for the types of development proposed.
- c) Links should be provided to local footpath and cycleway networks.

6.2 In accordance with 'Designing Streets' Policy Statement for Scotland, street patterns should be fully integrated with surrounding networks and thereby promote connectivity and permeability. Designing Streets further states that "*Street design should provide good connectivity for all modes of movement and for all groups of street users ...*". This should take into account any development blocks proposed within the site and development proposals for the proposed housing site at DFS.H265 Land north of former Interfloor Factory.

6.3 The Designing Streets policy promotes a design-led rather than standards-led approach to street design with the aim of raising the quality of design in urban and rural development. As a result, residential streets should be designed with 'place' taking priority over movement with the design meeting the 6 qualities of successful places:

- Distinctive;
- Safe and pleasant;
- Easy to move around;
- Welcoming;
- Adaptable; and
- Resource efficient.

6.4 Any proposed internal roads and parking provision should be in accordance with Council standards and appropriate for the types of development proposed. The site is allocated for mixed use development including residential, commercial, and leisure uses.

6.5 The site is potentially sustainable in transport terms as it is well served by regular bus services on the A701(T) and provides opportunities to integrate well into the existing footpath and cycleway networks serving Dumfries town centre and local facilities at Heathhall. The Caledonian cycleway and core path (CP 120) with links to the A701(T) at Lochthorn library forms the eastern boundary to the site. (See Map 1) Such opportunities should be maximised in designing the site, encouraging and enabling active travel and ensuring paths and cycleways are practical, convenient and attractive to use. Clear desire lines to schools, shops, community facilities, public open space etc should be strongly represented within and around the site.

7.0 Infrastructure

Flood Risk and Surface Water Drainage

7.1 A body of water is located on the northern edge of the site. The general area appears in the pluvial SEPA flood maps and SEPA hold flood records for this area. (See Map 4) A Flood Risk Assessment is required, and any mitigation measures identified should be implemented.

7.2 A Drainage Impact Assessment should establish what impact, if any, this development would have on the existing waste water network and any measures identified which should be implemented. Further investigation such as Flow and Pressure test or Water Impact Assessment may be required to establish what impact, if any, this development would have on the existing water network and any measures identified which should be implemented.

7.3 SEPA have identified that part of the site is subject to surface water flooding, mainly attributed to drainage issues and there are also a number of minor watercourses that flow through the site. The following aspects need to be addressed:

- a) Sustainable Drainage Systems (SuDS) provision for the whole site needs to be taken into account, how and who will adopt the SuDS features to be installed, and SuDS features should be constructed to standards laid out in Sewers for Scotland 3;
- b) how the flood risk on the site (surface water) will be dealt with through SuDS. There is a minor watercourse and drainage ditches flowing through the site and therefore fluvial flooding is also likely to be a potential flooding issue. The maintenance considerations and who will be responsible for these
- c) ensure flood risk is not increased to within and outwith the site;
- d) confirm the appropriate developable areas in relation to any identified flood risk; and
- e) advice contained in the supplementary guidance Surface Water Drainage and Sustainable Drainage Systems should be addressed in schemes being brought forward.

7.4 Consideration should be given to the development of a heat/energy network for the site given its proximity to an existing factory and its location on the Dumfries aquifer as a potential heat source.

Waste Management

7.5 All new residential developments will be required to provide necessary waste containers and bin storage which should be sited unobtrusively. All new developments creating 50 units or more and retail developments will be required to make a fixed sum towards upgrading Waste Management Facility Centre. The level and type of contribution will vary depending on the type and scale of provision and/or enhancement required.

8.0 Contamination

8.1 Given the sites previous uses as a car and aeroplane factory and subsequently an industrial complex, the site is identified as a potential area of contamination. There is evidence of former chemical / oil storage tanks and pits on the site. A comprehensive site investigation, contamination survey and assessment, together with soil sampling, would be required to inform any mitigation measures required in advance of development. A method statement will be required to implement any required remediation measures.

9.0 Natural Heritage

9.1 There are some trees on the northern and eastern boundary which should be retained. There are no other known natural heritage interests. (see Map 5)

10.0 Greenspace

10.1 Dependent on the type of uses proposed and particularly residential development, it is essential that the overall development includes comprehensive provision and distribution of a variety of types of open spaces dispersed throughout the development. These spaces must be well connected, accessible, functional and well-integrated into the development and should be created as the development progresses through each phase of construction. Further information is found in Supplementary Guidance Open Space and New Development (adopted 23 July 2015). This will require to be supported by a landscape management plan.

11.0 Archaeology

11.1 The Council's Archaeologist has advised there would appear to be extensive post-medieval defensive works straddling the A701(T) which impact on the site. These may be old entrenchments. It is therefore recommended as part of any development that an archaeological evaluation and recording would be required. It should also be noted that the former railway line to the east of the site that now forms the Caledonian cycleway and core path (CP 120) is identified as an archaeological zone. (See Map 5)

12.0 Developer Contributions

Affordable Housing

12.1 LDP Policy OP3: Developer Contributions states that developer contributions will be sought where a development proposal creates an identified need. In respect of proposed new housing development contributions relating to affordable housing, education and open space could potentially be required dependent on the nature of any proposal for the site.

12.2 Under the adopted Supplementary Guidance on Developer Contributions (June 2017), all new residential developments, including conversions, which will result in a development of 5 or more unit, will be required to make a contribution to affordable housing. A maximum of 20% of those units will need to be affordable

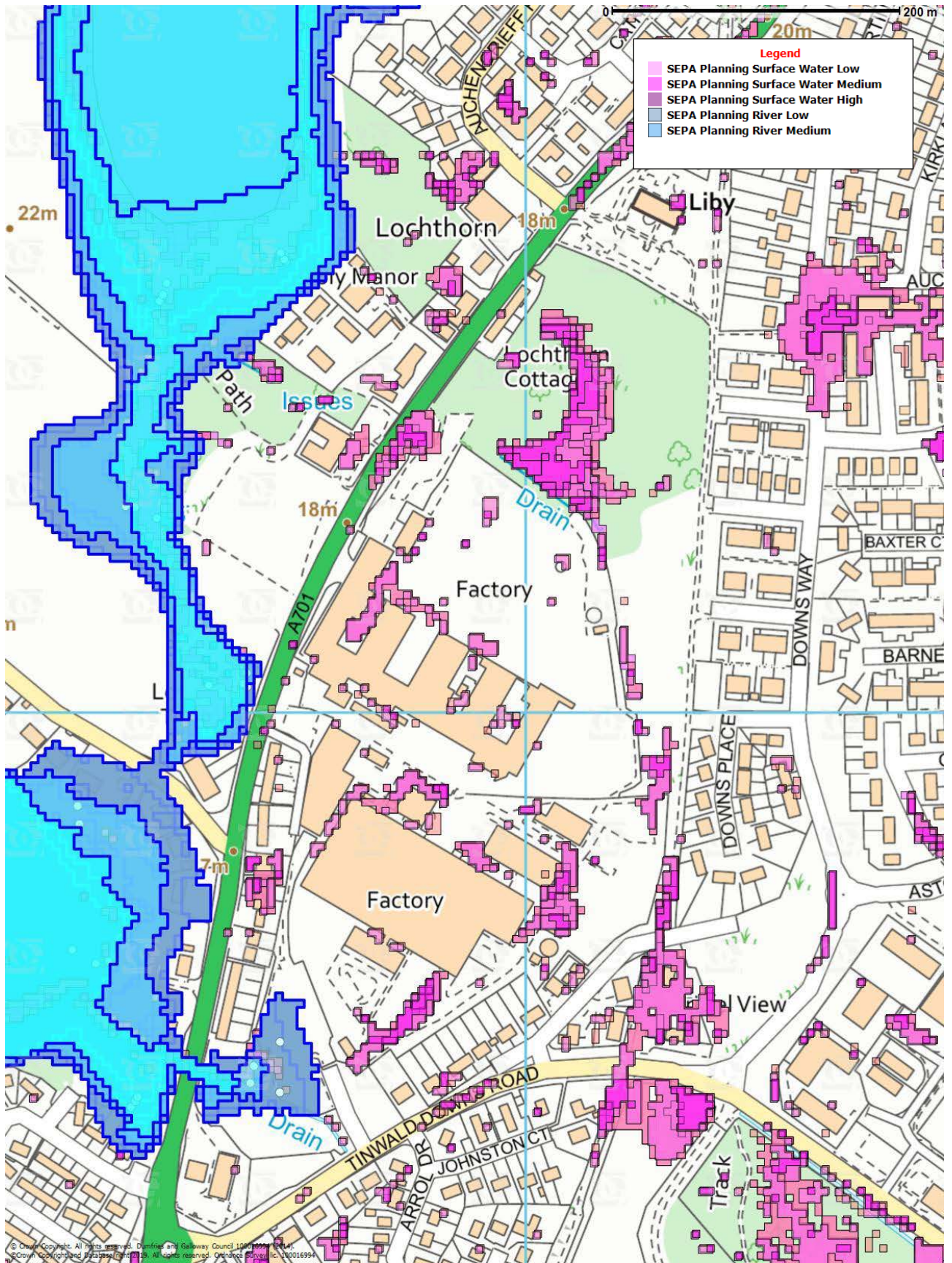
Education

12.3 All residential development which would result in 3 or more units and which is located within the catchment area of a school listed on the Likelihood Table will be subject to a consultation with the Council's Education Services to determine if a contribution is required. It should be noted that this excludes conversion of buildings to residential use.

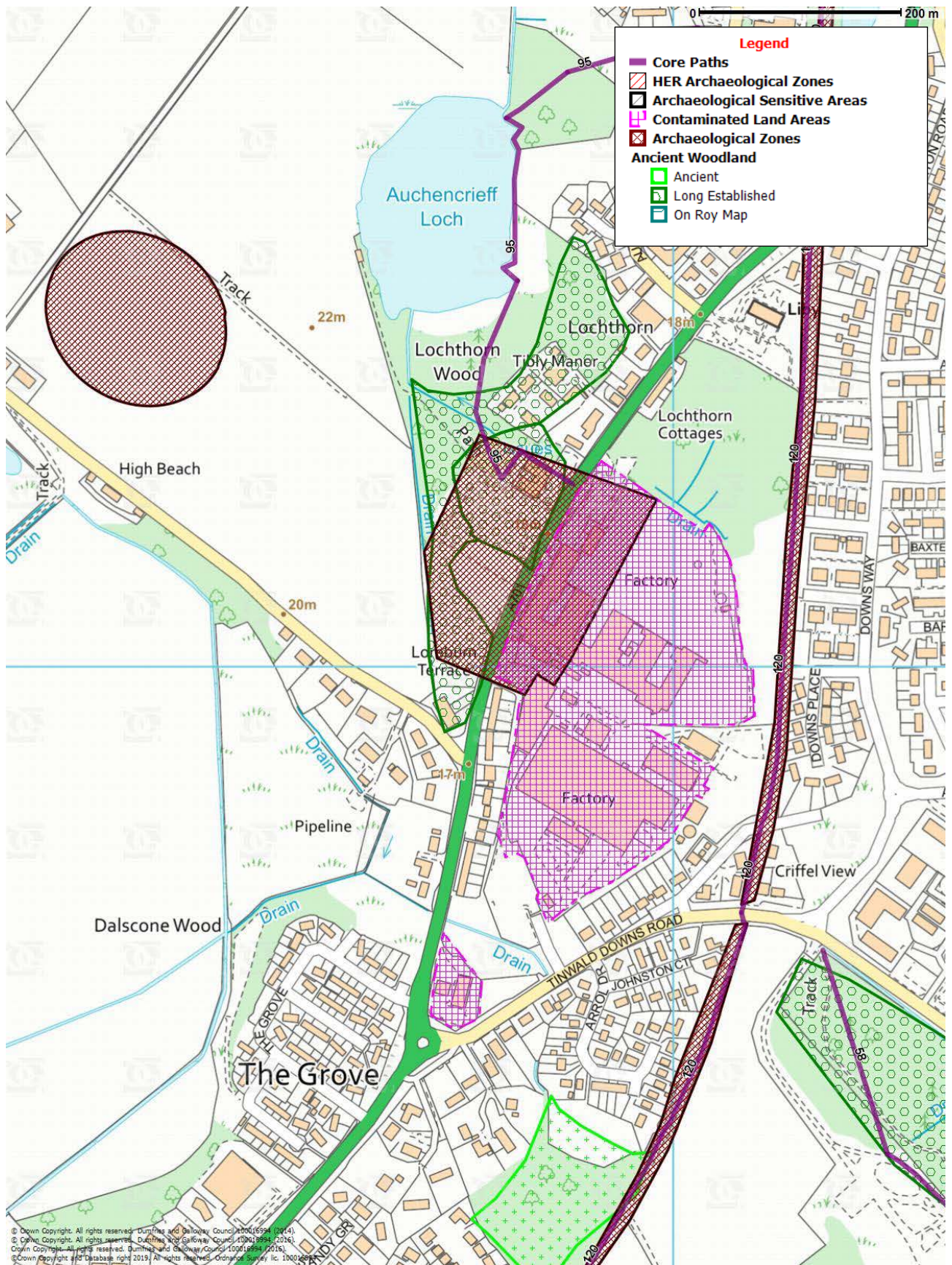
12.4 The site is located within the school catchment areas of Heathhall Nursery, Heathhall Primary School and Dumfries High School. The Education Likelihood Table applicable at the time of a planning application may require a contribution for education provision.

Open Space

12.5 Supplementary Guidance Open Space and New Development shows that the site is within a 5-minute walk of existing open space, some 200m to the east at Heathhall. Dependent on the scale and nature of any proposed scheme, on-site provision may be required. A contribution to open space can also be made via a financial contribution (known as a commuted payment) towards existing infrastructure as opposed to on-site provision.



Map 4: Flood Risk and Surface Water Risk



Map 5: Environmental Designations

13.0 Other Considerations

13.1 A Noise Assessment may be required depending on the nature of the proposal to assess the impact of any development on residential properties in the area and any attenuation measures identified should be implemented.

13.2 Given the scale of the site any development proposal is likely to involve a major planning application, together with listed building consent. In this case, piecemeal applications for parts of the site would not be acceptable

13.3 Potential applications for comprehensive and significant schemes of refurbishment should ask for pre-application advice as early as possible. As the building is Category B, HES would be involved at this stage.

13.4 As discussed it is recommended that the following surveys and studies are undertaken to inform a Vision and Options appraisal:

- Structural and condition survey of factory building
- Conservation statement
- Development viability assessment
- Marketing assessment
- Contaminated land survey

14.0 Further Information

Further information can be found in the relevant Statutory Supplementary Guidance in force at the time of a planning application: -

Design Quality of New Development

Developer Contributions

Affordable Housing

Historic Built Environment

Trees and Development

Open Space Strategy

Open Space Strategy Annex 1

Access Routes

Open Space and New Development

Flooding and Development

Introduction to Land Contamination and Development Management

Surface Water and Sustainable Urban Drainage System

Historic Environment

<http://www.dumgal.gov.uk/article/15342/Supplementary-guidance>

Historic Environment Scotland Policy and Guidance

Historic Environment Scotland Policy Statement April 2019-

<https://www.historicenvironment.scot/archives-and-research/publications/publication/?publicationId=1bcfa7b1-28fb-4d4b-b1e6-aa2500f942e7>

Historic Environment Scotland Guidance Notes

Managing Change in the Historic Environment: The Use and Adaption of Listed Buildings April 2019

<https://www.historicenvironment.scot/archives-and-research/publications/publication/?publicationId=8ab1f9c9-521a-435e-a3f2-aa240119b5e1>

Managing Change in the Historic Environment: Demolition of Listed Buildings April 2019

<https://www.historicenvironment.scot/archives-and-research/publications/publication/?publicationId=e43c3b07-7f42-4d1d-b2d2-aa24011bfee9>

Organisations

The following organisations and building preservation trusts may be able to give advice and assist with grants/loans

Princes Regeneration Trust - <https://princes-foundation.org/>

National Lottery Heritage Fund - <https://www.heritagefund.org.uk/funding/national-lottery-grant-heritage>

Architectural Heritage Fund - <http://ahfund.org.uk/>

Dumfries and Galloway Historic Buildings Trust - <https://www.dumfriestrust.org.uk/about/>

Background Information

Campaigning for Twentieth Century Architecture – Building of the Month Heathhall Car Factory, Dumfries, January 2012

<https://c20society.org.uk/botm/heathhall-car-factory/>

Engineering Firms Arrol-Johnston

<http://www.futuremuseum.co.uk/collections/life-work/key-industries/engineering-firms/arrol-johnston/hubcaps.aspx>

Heathall Uniroyal Factory LB3819**Summary**

Category B	Local Authority Dumfries And Galloway	NGR NX 98957 79079
Date Added 26/06/1986	Planning Authority Dumfries and Galloway	Coordinates 298957, 579069
	Parish Dumfries	

Description

Built 1913 on the model of designs by Albert Kahn, for Arrol Johnston Motor car manufacture - now a tyre factory.

International-style substantial 3-storey factory block, roughly rectangular-plan, built around partly-roofed courtyard, ferro-concrete frame with brick and glass infill. Long west elevation: 17 bays; 2-bay wide factory entrance off-centre left with gatehouse and wrought-iron gates recessed behind pilastered fascia; main pedestrian entrance in adjoining bay, wide, panelled 2-leaf door with large fanlight in convex reveals. Cornice with blocking course, across front elevation. All bays similarly detailed, 3/4 glazed over back infill panels, continues for 1 bay of return elevations - all other wallheads finished with continuous iron handrails; plain parapet over 2 entrances; flat roof. 2 storey brick-built range recessed at left, plain 3-storey 6-bay block beyond also with reinforced concrete frame; asymmetrical north elevation. Long south elevation has 4-storey block, flanked by 3-storey ranges with tall elevator towers at either end.

Set behind low quadrant walls with plain iron railings.

Statement of Special Interest

Said to be the first ferro-concrete car factory built in Britain. The Company made aero engines during 1st war but was liquidated in 1929. Additions 1924 by Kerr & Watson. Original contractors S & T Stevenson of Glasgow.

Bibliography

Dumfries and Galloway Standard and Advertiser 4.6.1912 and 30.7.1913.

J Urquhart & W Martin, DUMFRIES & GALLOWAY, 1972 p.79

Dumfries and Galloway Proposed Local Development Plan (January 2018) – Policy Extract

The Proposed LDP2 is currently the subject of examination by independent Reporters appointed by the Scottish Government’s Planning and Environmental Appeals Division (DPEA). There may be changes to policy as various representations have been received to Policies OP2: Design Quality, Policy OP3: Developer Contributions and Placemaking and HE1: Listed Buildings. The Reporter’s findings, which are largely binding on the authority, are due by June 2019. It is anticipated the LDP2 will be adopted and published by September 2019.

Policy OP2: Design Quality and Placemaking

Development proposals should achieve high quality design in terms of their contribution to the existing built and natural environment contributing positively to a sense of place and local distinctiveness. Where relevant proposals should:

- relate well to the scale, density, massing, character, appearance and use of materials of the surrounding area and in so doing be sympathetic to the local built forms as well as respecting the important physical, historic and landscape features of the site and its vicinity;
- be designed with people, not vehicle movement, as the primary focus, incorporating the principles set out in ‘Designing Streets’ and where possible increase connectivity to nearby places, paths, streets and open spaces;
- ensure that any open space required is of high quality, appropriate and integrated to the development and where possible provides linkages to the wider green network;
- incorporate a hard landscaping and planting scheme which includes the proposed treatment of existing trees and other landscape features;
- be designed to create safe, accessible and inclusive places for all people which are well integrated into existing settlements and respect the established historic layout and patterns of development, that are also adaptable to future changes;
- integrate sustainable energy and design measures.

Supplementary guidance provides further detail on the above elements.

A masterplan and / or development brief may be needed for some sites, the site guidance in Chapter 6 outlines where this is required.

Policy OP3: Developer Contributions

Developer contributions will be sought where a development proposal (or a combination of developments) creates an identified need: to secure the mitigation required to address an adverse environmental impact; or to provide for new, extended or upgraded public infrastructure facilities or services. Contributions secured through a planning obligation (Section 75 agreement or other legal agreement as necessary) will be consistent with the tests set out in Circular

3/2012: Planning Obligations and Good Neighbour Agreements. Developers will be required to make a fair and reasonable contribution (financial or “in kind”), proportionate to the scale and nature of the development, towards these additional costs or requirements, relative to:

- affordable housing;
- open space and green networks;
- leisure, recreation and tourism infrastructure;
- education;
- community facilities, including health facilities;
- waste management infrastructure;
- offsite infrastructure works including transport infrastructure.

Supplementary guidance provides further details on the scale and nature of developer contributions; any exceptions that may apply; and the submission of development appraisal information where development viability issues arise.

Policy HE1: Listed Buildings

a) Alterations

The Council will support development that makes effective, efficient and sustainable use of listed buildings. In considering development that impacts on the character or appearance of a listed building or its setting the Council will need to be satisfied that:

- proposals to extend or alter a listed building respect the appearance, character and architectural features which contribute to its listing and do not seek to overwhelm or otherwise damage its original character and appearance; and
- the layout, design, materials, scale, siting and the future use shown in any development proposals are appropriate to the character and appearance of the listed building and its setting; and
- proposals for a change of use will not result in loss of character or special architectural or historical features.

Proposals to extend or alter a listed building should include written justification demonstrating a full and proper understanding of the character and special interest of the building.

b) Demolition or Partial Demolition of Listed Buildings

Proposals that involve the demolition or substantial demolition of a listed building or buildings or structures within its curtilage will only be supported where it is demonstrated that one of the four key tests for listed building demolition that are set out in the Historic Environment Scotland Policy Statement, June 2016 paragraph 3.42 (or any subsequent revised or amended document) are met.

c) Recording Schemes

In considering proposals that involve the alteration, demolition or partial demolition of a listed building or buildings or structures within its curtilage the Council will require that a scheme for recording of the building is submitted, agreed with the Council and implemented by the developer where there will be loss of historic fabric, detail or changes to the general arrangement.

The Historic Built Environment Supplementary Guidance provides further information to help design and assess alterations or extensions and record the existing fabric.

Policy HE8: Enabling Development

New development which, through cross-financing, will result in the re-use of a Listed Building or another identified historic asset(s) through restoration, adaptation or repair, may be acceptable where:

- a) it is demonstrated that the proposed development is the only means of funding works to secure the long-term use of the Listed Building, or identified historic asset(s), through restoration, adaptation or repair; and
- b) the proposed development is in the vicinity of the Listed Building or identified historic asset(s), the reuse of which it will enable; and
- c) it is demonstrated that the scale of the proposed development represents the minimum necessary (subject to the development costs being independently verified*) to enable the long term use of the Listed Building or identified historic asset; and
- d) the resulting development is of a high quality design in which the setting and historic features of the Listed Building or the other identified historic asset(s) are respected.

[the developer will bear the reasonable costs of independent financial advice required to assess the planning application]*

Supplementary Guidance for the Historic Environment will include additional information on how enabling development will be assessed.