

RENFREWSHIRE COUNCIL

SUMMARY OF APPLICATIONS TO BE CONSIDERED BY THE PLANNING & PROPERTY POLICY BOARD ON 08/11/2016

APPN. NO: WARD:	APPLICANT:	LOCATION:	PROPOSAL:	Item No.
16/0655/PP Ward 4: Paisley North West	Arora Management Services Limited	Former Clansman Club, Abbotsinch Road, Paisley	Erection of part single storey, part two storey immigration holding facility (Class 8) with associated access, hard standing, fence, gate and landscaping	A1
RECOMMENDATION: GRANT subject to conditions				
16/0639/PP Ward1: Renfrew North	Robertson Homes Limited	Land at North West end of, King's Inch Road, Renfrew	Erection of residential development comprising 120 flats with associated roads, drainage and landscaping	A2
RECOMMENDATION: GRANT subject to conditions				
16/0612/PP Ward 4: Paisley North West	Keepmoat Homes & Clowes Development	Site on South Eastern boundary of junction with Fleming Street, New Inchinnan Road, Paisley	Erection of residential development comprising 116 dwellinghouses and 66 flats including roads, footpaths, open space and associated works.	A3
RECOMMENDATION: GRANT subject to conditions				
16/0644/PP Ward 4: Paisley North West	SC TS Scotland Limited	Football Ground, St Mirren Football Club, Love Street, Paisley, PA3 2EA	Regulation 11 renewal application of approval 13/0431/PP, for residential development with associated car parking, landscaping and vehicular and pedestrian access (in principle).	A4
RECOMMENDATION: Disposed to grant				
16/0423/PP Ward 9: Houston, Crosslee, Linwood and Ward 10: Bishopton, BoW, Langbank	Paterson Partners	Site at Whitelint Gate, Johnstone Road, Bridge of Weir	Erection of a retail store including new access, petrol filling station and cycle hub. (Planning permission in principle)	A5
RECOMMENDATION: Refuse				

APPN. NO: WARD:	APPLICANT:	LOCATION:	PROPOSAL:	Item No.
16/0571/PP Ward 9: Houston, Crosslee, Linwood and Ward 10: Bishopton, BoW, Langbank	Paterson Partners & Barratt/David Wilson Homes	Site at Whitelint Gate, Johnstone Road, Bridge of Weir	Erection of residential development (in principle)	A6
RECOMMENDATION: Refuse				
16/0568/PP Ward 10: Bishopton, BoW, Langbank	The Good Shepherd Centre	Residential School Accommodation, The Good Shepherd Centre, Greenock Road, Bishopton, PA7 5PF	Erection of residential development (in principle)	A7
RECOMMENDATION: Refuse				

Total Number of Applications to be considered = 7

Planning Application: Report of Handling

Application No. 16/0655/PP



Renfrewshire
Council

KEY INFORMATION

Ward

4 Paisley North West

Applicant

Arora Management
Services Limited
World Business Centre
2 Newall Road
Heathrow Airport
Hounslow
TW6 2SF

Registered: 29/09/2016

Report by Director of Development and Housing Services

PROPOSAL: ERECTION OF PART SINGLE STOREY, PART TWO STOREY IMMIGRATION HOLDING FACILITY (CLASS 8) WITH ASSOCIATED ACCESS, HARD STANDING, FENCE, GATE AND LANDSCAPING

LOCATION: FORMER CLANSMAN CLUB, ABBOTSINCH ROAD, PAISLEY

APPLICATION FOR: FULL PLANNING PERMISSION



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RECOMMENDATION

Grant subject to conditions.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The site lies within an area covered by Policy E2 'Glasgow Airport Investment Zone' and Policy E5 'Glasgow Airport Operational Land'.
- There have been 297 letters of objection.
- There has been no adverse comment from any of the consultees.
- The proposals in terms of height, scale, massing, external finish and boundary treatments are not considered to introduce incongruous or intrusive elements. Access, parking and other infrastructure constraints have been adequately addressed. The proposals are not assessed as having an unacceptable impact on the immediately adjacent or surrounding uses.

Description

This application seeks planning permission for the erection of a part single storey, part two storey immigration holding facility (Class 8) with associated access, hard standing, boundary fence and landscaping on the site of the former Clansman Club, Abbotsinch Road, Paisley.

The application site is vacant, flat and extends to 0.54 hectares in area. Perimeter boundary treatment consists of a chain link fence, with mature trees along the western, southern and eastern boundaries. In terms of surrounding land uses, the site is bound by a vehicle parking area to the south, the White Cart Water to the east, an Air Cargo Centre to the north, and Abbotsinch Road to the west with further warehouse and distribution uses beyond.

The proposed facility would be positioned in the north eastern corner of the site. It would be predominantly two stories in height, with a single storey element projecting from the rear elevation. It would incorporate a dual pitched roof which measures 7.5m in height at eaves level, and 11.5m in height at the ridge line. The 'T-form' building plan would be 750 square metres in area. In terms of finishes, the building would be clad in different coloured render panels. The remainder of the site would be predominantly hard standing, with additional low level landscaping and tree planting. A total of 68 car parking spaces are proposed. Three access points would be formed from Abbotsinch Road, comprising of a 'one-way' arrangement with an entrance and an exit and an emergency access. The perimeter of the site would be bounded by a 3.6m high palisade fence.

The applicant's supporting statement advises that the accommodation would provide 20 bedrooms and ancillary accommodation to be used as a short-term immigration holding facility for the Home Office. The 20 bedrooms would

comprise of a mix of single, double and four person rooms with a total of 51 bed spaces. Twelve of the bedrooms are for males, five for females, and one disability standard bedroom/bathroom. Ancillary facilities include TV/internet/lounge areas, toilets and shower rooms; laundry; kitchen and dining area; interview rooms; faith room; medical room; entrance reception; property store; plant rooms; and staff offices and ancillary accommodation. The supporting statement indicates that approximately 60 permanent jobs would be associated with the facility.

In a covering letter the Home Office has also set out their wider strategic objectives and provided a context for the proposals. It is explained that the power to detain derives from the Immigration Acts 1971 and 2002. Whilst there is no fixed statutory time limit on the duration of detention under immigration powers, the power to detain must be exercised in accordance with the principle set out in domestic case-law, ECHR and Home Office policy which dictate that detention should only be used as a last resort and for the shortest period necessary. It comments that there will be provision for exercise and fresh air and the short-term holding facility will have sufficient amenities to cater for detainees for up to one week - the maximum period allowed for detention in such an establishment. No families with children will be accommodated and the men and women will be separated in their own discrete areas.

Detention is used for individuals from the following principal categories:

- Detaining Foreign National Offenders scheduled to be deported;
- Preventing absconders at a critical time before administrative removal.

It is stated that a significant Home Office objective in developing this site is to enable the closure of Dungavel

Immigration Removal Facility in Strathaven as the facility is under utilised.

History

05/1340/PP - Change of use from private licensed social club to van hire depot comprising the erection of an office building, a maintenance building, 2.4m high palisade fencing and the formation of hardstanding, wash bays and a fuel dispenser. Granted subject to conditions 04/04/2006.

Policy and Material Considerations

Development Plan

Glasgow and the Clyde Valley Strategic Development Plan May 2012
Schedule 2 - Strategic Economic Investment Locations

Adopted Renfrewshire Local Development Plan August 2014

Policy E2 - Glasgow Airport Investment Zone

Policy E5 - Glasgow Airport Operational Land

Policy I5 - Flooding and Drainage

Policy ENV2 - Natural Heritage

New Development Supplementary Guidance

Economic Development Criteria

Airport

Flooding and Drainage

Contaminated Land

Trees, Woodland and Forestry

Other Material Considerations

Scottish Planning Policy, the letters of representation where material to planning, and the views of the consultees.

Publicity

The Council has undertaken neighbour notification in accordance with the requirements of the legislation.

Objections/ Representations

A total of 297 representations have been received from a range of individuals, an MSP, and from groups including Positive Action in Housing, Scottish Refugee Council, Equality Network, Asylum Seeker Housing Project and Your First Advocacy, all of which object to the proposed development. One letter of representation expresses support for the development.

The matters raised in the letters of representation can be generally divided into two categories; firstly those which raise general matters of concern relating to the wider operation of the immigration system nationally and to the treatment of detainees; and secondly, those which raise specific land use planning considerations.

In terms of the former of these two categories, the substance of the objections can be summarised as relating to the following matters:-

- imprisoning refugees and asylum seekers is a breach of human rights;
- that the Scottish Government's Cabinet Secretary for Communities, Social Security and Equalities has expressed opposition and argued that it will have serious effects on the detainees mental health;
- that detention is unethical;
- the inhumane treatment of detainees;
- the migration system is unjust, abusive, infringes human rights, and results in physical and mental health issues;
- that detention has no proven benefits;
- the threats on social media of noisy and disruptive protests outside the facility and the policing of such protests;
- that there is no need for such a facility;

- that there are no statutory regulations which govern such uses;
- that the development would be expensive with no proven benefit;
- that replacing Dungavel Detention Centre is not the solution;
- that the development would hinder the ability of detainees to access legal representation;
- that the estate for detention purposes is already excessive;
- that the proposal is not in accordance with the Council's Corporate Social Responsibility Policy; and
- that the proposals will set an undesirable precedent.

In terms of the latter of the two categories, the substance of the objections can be summarised as relating to the following matters:-

- (1) The proposal is contrary to the Strategic and Local Development Plan, and Scottish Planning Policy;
- (2) The proposal will have a detrimental impact on the amenity of neighbours (by increasing noise and disturbance, crime and anti-social behaviour); and that the proposal is an inappropriate use within a residential area and would adversely affect neighbouring residents in terms of noise and disturbance;
- (3) Traffic, congestion, parking, infrastructure, access, and impact of construction works would all be adversely affected and the site has poor accessibility;
- (4) Flood risk, surface and foul water drainage have not been properly considered;
- (5) The proposal will have little economic benefit, and will not create many jobs; and would adversely affect tourism and airport security;
- (6) That inadequate public consultation has been undertaken;
- (7) The visual impact and appearance of building would be out of keeping with the character of area;

- (8) Environmental and ecological matters have not been properly addressed and the proposals will result in a loss of trees;
- (9) The development would result in a loss of commercial/industrial space, and the site would be better used for light industry/business development;
- (10) It has not been demonstrated why the site is clearly required for operational, functional, safety or security concerns;
- (11) Proper consultation has not been undertaken;
- (12) The proposal will undermine the image of the area, and deter further investment in the airport;
- (13) The application is procedurally flawed as the application form has not been published on the Council's website;
- (14) The application should be referred to Scottish Ministers;
- (15) There is little evidence of other similar applications being approved by other local authorities;
- (16) The development will put pressure on existing community facilities;
- (17) There is insufficient amenity for those residing in the facility;
- (18) Protests at the site would disrupt the transport network and affect the function of the airport;
- (19) The proposal would increase the fear of crime through potential escapes; and
- (20) If a detention centre has to be built it should not be in an already deprived area but instead in Newton Mearns or Whitecraigs.

Consultations

Director of Community Resources (Environmental Services) - No objection subject to condition(s) in respect of contaminated land.

Director of Community Resources (Roads Design) - The submitted Flood Risk Assessment and Drainage Impact Assessment are accepted. It is recommended that condition(s) be applied to ensure compliance with the recommendations of the assessments.

Director of Community Resources (Roads Traffic) - No objections subject to condition(s) in respect of resurfacing of the footpath fronting the site, cutting back of trees which overhang the footway, and the maintenance of an appropriate visibility splay at the proposed exit.

Glasgow Airport Safeguarding - No objections subject to a condition in respect of landscaping works.

Summary of main issues

Environmental Statement - Not applicable.

Appropriate Assessment - Not applicable.

Design and Access Statement - Provides further background to the development proposal in respect of site context, design evaluation, sustainability and access.

Other Assessments

Flood Risk Assessment - Concludes that there is no significant flood risk to the site provided a minimum finished floor level of 5.3m is adopted.

Drainage Impact Assessment - States that appropriate source control of surface water has been achieved, with no detrimental impact on the sewerage network or the White Cart Water.

Planning Statement - Assesses the development against relevant development plan policies. The applicant suggests that the proposed use is appropriate in this location given the operational link between the airport and the function of the proposed facility.

Tree Survey - Provides a schedule of treeworks, and specifies trees which should be retained and those which require to be felled.

Phase I Environmental Assessment - States that there is a medium to high potential for soil and groundwater contamination on the site from historical activities.

Phase II Site Investigation - Summary of site contamination and proposed mitigation measures.

Planning Obligation Summary - Not applicable.

Scottish Ministers Direction - Not applicable.

Environmental Assessment

The proposed development has been screened against the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011 in order to establish whether the development would require an Environmental Impact Assessment. On analysis, it is concluded that the proposed development would not have a significant environmental impact. An Environmental Impact Assessment is not therefore required.

Assessment

Section 25 of the Town and Country Planning (Scotland) Act 1997 states that when determining an application, the planning authority's decision must be made in accordance with the development plan unless material considerations indicate otherwise.

In considering planning applications, a Local Planning Authority is limited to considering the impact of the development on the site, its immediate surroundings and having regard to the Development Plan and to any other material planning consideration. Moral, political and ideological considerations are not material for planning purposes. A material planning consideration is one which should serve or be related to the purpose of planning and it should therefore relate to the use and development of land; and it should relate to the particular application. The weight to be accorded to a material consideration will depend on the particular facts of the case.

Scottish Government Circular 3/2013 offers advice on defining a material planning consideration and sets out that the planning system operates in the long term public interest. The planning system does not exist to protect the interests of one person or business against the activities of another. The Circular also states that the basic question is whether the proposal would unacceptably affect the amenity and existing use of land and buildings which should be protected in the public interest. Legitimate public concern expressed on relevant planning matters is a material consideration.

The Glasgow and Clyde Valley Strategic Development Plan designates the Glasgow International Airport Zone as a Strategic Economic Investment Location, with business and financial services, distribution and logistics, life sciences and green technologies identified as key sectors for the growth of the area. The purpose of the Strategic Development Plan is to provide the overall framework within which Local Development Plans are formulated. Within the Renfrewshire Local Development Plan, the application site is situated within the Glasgow Airport Investment Zone and Glasgow Airport Operational Land as designated by Policies E2 and E5 respectively. Within these areas, there is a presumption in favour of uses which are compatible with and do not compromise the airport's functionality.

In this instance, there is considered to be an identified functional link between the proposed use and the airport. Given the role and operational requirements of the immigration holding facility, ease of access to the airport is advanced as being required in order to ensure an efficient transfer of detainees from the holding facility to other removal centres within the UK. I have no evidence to contradict this being the case. In this context it is not considered that the proposed use would undermine the function of the airport, or the operation of existing uses which

surround the site. The proposed development is therefore considered to be acceptable at this location in land use terms, and complies in principle with the relevant Strategic and Local Development Plan policies.

All developments must also be assessed against the relevant criteria within the New Development Supplementary Guidance.

In terms of the Economic Development Criteria, it is noted that the proposed development will facilitate the reuse of a derelict site which has lain vacant for some time. Whilst the proposal is not a 'mainstream' use in terms of commercial, industrial or business related activities the development has the potential to result in employment creation, with up to 60 permanent jobs to be created and therefore would have an indirect economic benefit. Although development of the site for a detention facility would preclude this particular site's development for other 'mainstream' economic development uses such as cargo or freight handling, storage, distribution or industrial, office or business uses, there is no tangible evidence that the proposed facility, if implemented, would deter or discourage other economic development activity in the surrounding area.

The development is not considered to have a significant environmental impact, and it has been screened against the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011 in this regard.

With regard to the Airport Development Criteria, it has been demonstrated that the principle of the proposed use is acceptable at this location given its functional link with the airport. In view of the above, the proposed development is considered to comply with the Strategic Development Plan, Local Development Plan Policy E2 and E5 and the associated

New Development Supplementary Guidance.

Policy I5 and the New Development Supplementary Guidance on Flooding and Drainage states that new developments should avoid areas susceptible to flooding. Developments should promote sustainable flood risk management measures, and should not have a detrimental impact on existing drainage infrastructure or the water environment. The application has been accompanied by a Flood Risk Assessment and a Drainage Impact Assessment, both of which have been assessed as being acceptable by the Director of Community Resources (Roads Design). On this basis, the development is considered to be acceptable with respect to flood risk and drainage. I am also satisfied that there will be no detrimental impact on the water environment. The proposed development is therefore considered to comply with Policy I5 and the associated New Development Supplementary Guidance.

With respect to traffic issues, the Director of Community Resources (Roads Traffic) has offered no objection to the proposed development subject to conditions. The main entrance gate is set back from the carriage way, and this will ensure that vehicles waiting to enter the site do not form an obstruction. Sufficient parking for staff and visitors has also been provided. On this basis, it is not considered that the development will have a detrimental impact on local infrastructure and is acceptable with respect to traffic issues. It is also considered that there is good accessibility to the site via walking, cycling and public transport routes. The development is therefore considered to be sustainable with respect to site selection. Insofar as the potential for disruption to the local road network is concerned arising from protest actions, these are not matters which can be properly considered through the assessment of the planning application but are matters for the Police.

In terms of visual amenity it may be commented that the area is characterised by buildings of similar heights, scale, massing and external finishes. Similarly, the area is characterised by fencing to secure various airport uses and airside activities from the public realm. Neither the building itself nor the secure perimeter is considered to introduce over-dominant, incongruous or intrusive elements into the streetscene; and not to the degree that would be anticipated were the proposal to be located within a predominantly residential environment. With regard to the built environment, the design, scale and finish of the building is in keeping with the character and appearance of the area. It is also not considered that the development will result in the overall loss of amenity within the surrounding area in terms of use, noise, disturbance and statutory air quality objectives.

None of the immediately adjoining neighbours have made any representations on the proposals nor have any of the other occupiers/tenants on the airport campus.

A further consideration in the assessment of the application is the duty placed on Planning Authorities by section 159 of The Town and Country Planning (Scotland) Act 1997 to consider the preservation of trees within the site. This duty is further reinforced by Policy ENV2 within the Local Development Plan, and the associated New Development Supplementary Guidance on Trees, Woodland and Forestry. The tree survey which has been submitted recommends the felling of most of the trees within the site, including all but three along the western boundary which fronts Abbotsinch Road. The extent of works required is reflective of the site being unmanaged for a significant period of time, with many of the specimens having naturally regenerated in the absence of any planned or active maintenance of the site over a number of years. I have no objection to the works specified in the survey being undertaken.

Additional planting and landscaping is specified on the submitted site plan. Replacement planting to compensate for the loss of trees is acceptable, and I would consider the proposed development to comply with Policy ENV2 and the associated New Development Supplementary Guidance. There are no ecological or habitat designations which would render the proposals unacceptable.

In response to the points raised in the letters of representation:

(1), (2), (3), (4), (5), (7), (8), (9), (10), (12), (17) and (18) These points have been addressed in the above assessment; and with particular reference to point (2) the site is not within a residential area and there are no neighbouring residents.

(6), (11) Neighbour notification and consultation has been undertaken in accordance with the requirements of the legislation.

(13) All relevant details are published on the Council's website and are otherwise available for public inspection in the Customer Service Centre.

(14) There is no planning procedural or legislative reason to refer the application to Scottish Ministers for determination.

(15) and (20) These are not relevant to the determination of this application, the assessment of which is based on the specific characteristics of the site and the development proposal;

(16) It is not considered that the development will put pressure on existing community facilities given the operational characteristics of the proposed use.

(19) The facility is remote from the nearest residential premises and in any event there is no evidence that a facility of this nature would impact on crime levels in any way. The robustness of security arrangements would be a matter for the operator.

Recommendation and Reasons for Decision

Having given consideration to the above assessment, it is found that the proposal

complies with the policies and guidance of the Council. It is therefore recommended that the application should be approved.

Recommendation

GRANT SUBJECT TO CONDITIONS

Conditions & Reasons

Reason for Decision.

1. The proposal accords with the provisions of the Development Plan and there were no material considerations which outweighed the presumption in favour of development according with the Development Plan.

2. That prior to the commencement of development on site;

(a) a site investigation report (characterising the nature and extent of any soil, water and gas contamination within the site); and, if remedial works are recommended therein;

(b) a remediation strategy/method statement identifying the proposed methods for implementing all remedial recommendations contained within the site investigation report

prepared in accordance with current authoritative technical guidance, shall be submitted to and approved in writing by, the Planning Authority.

Reason: To ensure the site will be made suitable for its proposed use.

3. That prior to the occupation of the development hereby approved:

(a) a Verification Report confirming completion of the works specified within the approved Remediation Strategy; or

(b) where remediation works are not required but soils are to be imported to site, a Verification Report confirming imported materials are suitable for use

shall be submitted to, and approved in writing by, the Planning Authority.

Reason: To demonstrate that works required to make the site suitable for use have been completed.

4. That prior to the commencement of development on site, full details of the facing materials to be used on all external walls and roofs of the development hereby approved shall be submitted to, and approved in writing by, the Planning Authority. Thereafter only the approved materials shall be used in the development of the site.

Reason: These details have not been submitted.

5. That prior to the commencement of development on site, full details of the design and location of all fences, walls and any other methods of enclosure to be erected on the site shall be submitted to, and approved in writing by, the Planning Authority. Thereafter only the approved details shall be used in the development of the site.

Reason: These details have not been submitted.

6. That prior to the commencement of development on site, a scheme of landscaping shall be submitted to and approved in writing by the Planning Authority in consultation with Glasgow Airport Safeguarding. The scheme shall include:- (a) details of any earth moulding and hard landscaping, grass seeding and turfing; (b) a scheme of tree and shrub planting, incorporating details of the number, variety and size of trees and shrubs to be planted; (c) details of all hard surfaces finishes, and (d) the phasing of these works.

The landscaping scheme must comply with Advice Note 3 'Potential Bird Hazards from Amenity Landscaping and Building Design', and must specify the species, number and spacing of trees and shrubs. Drainage details including SUDS must comply with Advice Note 6 'Potential Bird Hazards from Sustainable Urban Drainage Schemes'.

No subsequent alterations to the approved landscaping scheme are to take place unless submitted to and approved in writing by the Planning Authority in consultation with Glasgow Airport Safeguarding.

Reason: In the interests of the visual amenity of the area, and to avoid endangering the safe movement of aircraft and the operation of Glasgow Airport through the attraction of birds and an increase in the bird hazard risk of the application site.

7. That prior to occupation of the development hereby approved, all planting, seeding turfing and earth moulding included in the scheme of landscaping and planting, approved under the terms of condition six above, shall be completed; and any trees, shrubs, or areas of grass which die, are removed, damaged, or diseased within two years of the completion of the development, shall be replaced in the next planting season with others of a similar size and species.

Reason: In the interests of amenity.

8. That the development hereby approved shall be undertaken in accordance with the recommendations contained within the SUDS and Drainage Strategy Report Revision A prepared by GM Civil and Structural Consulting Engineers Ltd and dated the 2nd September 2016, and the Site Investigation Report prepared by Goodson Associates and dated the 14th May 2013 to the satisfaction of the Planning Authority.

Reason: To ensure that drainage for the site is provided in accordance with the approved plans, and that flood risk issues associated with the site are mitigated.

9. That only the treeworks specified in the Tree Survey and Arboricultural Constraints report prepared by Alan Motion Tree Consulting Ltd dated the 25th July 2016 and shown on associated drawing number TS-01 shall be undertaken during the implementation of the development hereby approved. No additional treeworks shall be undertaken beyond those specified in the survey without the written consent of the Planning Authority.

Reason: In the interests of the visual amenity of the area.

10. That a visibility splay of 4.5 metres (x) by 60 metres (y), measured from the road channel, shall be provided at the vehicular exit point as specified in approved Drawing Number 060-GA-201 Revision D, and before the development hereby permitted is completed, or brought into use, everything exceeding 1.05 metres in height above the

road channel level shall be removed from the sight line areas. Thereafter for the duration that the development is in use, nothing exceeding 1.05 metres shall be planted, placed, erected, or allowed to grow, within these sight line areas.

Reason: In the interests of public safety.

11. That prior to the commencement of development on site, a plan detailing the resurfacing of the footway fronting the site shall be submitted to, and approved in writing by, the Planning Authority. The works thereafter approved shall be implemented on site prior to the occupation of the development hereby approved.

Reason: To ensure that adequate access to the site is provided for pedestrians.

Local Government (Access to Information) Act 1985 -
Background Papers: For further information or to inspect
any letters of objection and other background papers,
please contact David Bryce on 0141 618 7892.

The site has been visited and the photographs archived.

Planning Application: Report of Handling

Application No. 16/0639/PP



Renfrewshire
Council

KEY INFORMATION

Ward

1 Renfrew North

Applicant

Robertson Homes Limited
Robertson House
Castle Business Park
Stirling
FK9 4TZ

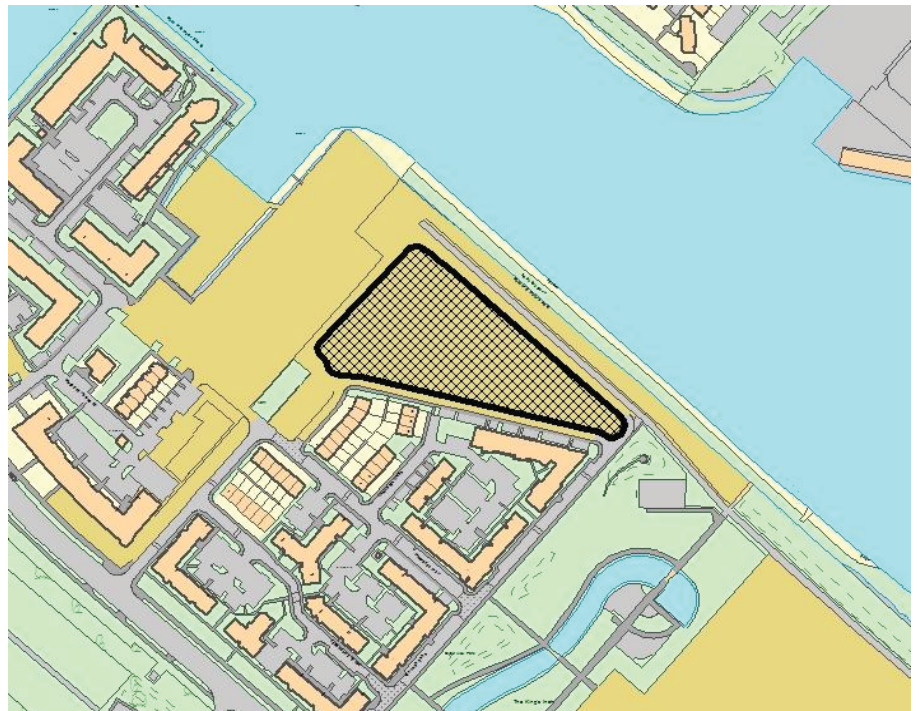
Registered: 19/09/2016

Report by Director of Development and Housing Services

PROPOSAL: ERECTION OF RESIDENTIAL DEVELOPMENT COMPRISING 120 FLATS WITH ASSOCIATED ROADS, DRAINAGE AND LANDSCAPING

LOCATION: LAND AT NORTH WEST OF KINGS INCH ROAD, RENFREW

APPLICATION FOR: FULL PLANNING PERMISSION



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RECOMMENDATION

Grant subject to conditions.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The proposals relate to a flatted residential development, the principle and detail of which has previously been assessed as being appropriate.
- Residential use accords with the Policy P1 'Places' land use designation within the Adopted Renfrewshire Local Development Plan.
- There have been three letters of representation.
- There have been no material changes in the circumstances surrounding the site which would alter the acceptability of residential development at this location.
- The differences between the current proposals and those previously approved generally relate to the positioning of the blocks, the external design and finishes and an increase in the number of units (by 14).

Description

Planning permission is sought for the erection of a residential development of five flatted blocks of four storeys in height, with associated access, landscaping and parking on land to the north west of King's Inch Road, Renfrew. The entire development would comprise 120 units in total and would contribute to one of the final phases of development along the River Clyde frontage within Renfrew.

The application site is bounded by existing residential development to the south, the River Clyde and adjacent cycle/pathway to the north, an area of open space to the east and a further residential development site to the west. Access shall be taken from Lapwing Road and Lapwing Crescent with landscaping interspersed throughout the site.

It should be noted that planning permission was previously granted for residential development at this location in 2006 and 2008 (106 units) respectively. However as a result of the economic downturn the development was not completed. The current application seeks an amendment to the previously approved layout.

History

06/0873/PP - Erection of residential development comprising in total 385 no. flatted dwellings and 27 no. townhouses with associated landscaping, infrastructure and access. Granted subject to conditions November 2006.

08/0266/PP - Erection of residential development comprising 106 flatted dwellings with associated landscaping, access and parking. Granted subject to conditions September 2008.

10/0633/PP - Erection of temporary sales cabin/marketing suite, landscaping and car parking. Granted subject to conditions October 2010.

16/0415/NO - Erection of flatted development with associated roads, drainage and landscaping. Proposal of Application Notice accepted June 2016.

Policy and Material**Considerations**

Adopted Renfrewshire Local Development Plan 2014

Policy P1: Renfrewshire's Places

Policy I4: Fastlink

Policy I5: Flooding and Drainage

New Development Supplementary Guidance

Delivering the Places Strategy: Places Development Criteria and Places Checklist

Delivering the Environment Strategy: Contaminated Land

Delivering the Infrastructure Strategy: Connecting Places; Fastlink and Flooding and Drainage

Material considerations

Renfrewshire's Housing Land Supply Supplementary Guidance 2015

Renfrewshire's Places Residential Design Guidance 2015

Planning legislation requires that planning decisions are made in accordance with the Development Plan unless material considerations indicate otherwise. In this case the proposal requires to be considered against the policies and guidance set out above, the comments of the consultees, the history and physical attributes of the site and any objections received.

Publicity

Neighbour notification has been carried out in accordance with statute. The application was also advertised in the Paisley and Renfrewshire Gazette on 28 September 2016, with a deadline for representations to be received of 13 October 2016.

Objections/ Representations

Three letters of objection have been received, the substance of which can be summarised as follows:-

1. The proposal would result in a loss of views over the Clyde.
2. Queries whether the site is fit for purpose in terms of contamination and the high risk of flooding.
3. Concerned about the proposed routes for traffic as Lapwing Crescent has tight corners, some of which are level with pavements and are dangerous for pedestrians. Construction parking also caused difficulty for residents accessing their driveways.
4. Houses and their contents would be subjected to vibration from groundwork equipment.
5. Queries whether an EIA has been completed to review the resulting emissions that would stem from the additional vehicles and their impact on health.
6. Queries the impact on the already stretched local services, e.g. NHS, nurseries and schools.
7. Expresses concern that the vacant plot earmarked for a playground is testament to commercial gains outweighing sustainable development for the next generation.

Consultations

Director of Community Resources (Environmental Services) - No objections, subject to the submission of a site investigation report, remediation strategy and verification report.

Director of Community Resources (Roads) - No objections.

Director of Community Resources (Design Services) - No objections.

Glasgow Airport Safeguarding - No objections, subject to revisions to the proposed landscaping scheme, restricting berry bearing species to 20% of the total planting.

SEPA - No objections.

Summary of main issues

Ground Investigation Report - A Ground Investigation Report has been submitted in support of the application which provides information on existing ground conditions in relation to the proposed development.

Bird Hazard Management Plan - The applicant's Bird Hazard Management Plan suggests operational management procedures to reduce the attraction to prospecting birds to be combined with active management at the development site. The report opines that adequate prevention and management methods to reduce the risk of bird strikes associated with the development have been put forward to ensure the likelihood of impact is remote.

Design & Access Statement - Provides a brief history and context to the site and its location. The document also considers the proposals with regard to local amenities and access arrangements/provision. In terms of design, the applicant has considered built form in conjunction with environmental integration and enhancement.

Proposal of Application Consultation Report -The applicant submitted a proposal of application notice (16/0415/NO) to the Council on 02 June 2016. This required a public consultation process prior to the submission of a planning application. The PAC report provides an overview of all pre-application consultations which have been undertaken, including details of a pre-

application consultation event held on 13 July 2016 at Renfrew Town Hall, with the Local Community Council and the Chairman of Ferry Village Residents Association invited and the event open to all interested parties. The summary states that attendees were generally supportive of the development given the duration of vacancy. Key areas of concern related to vehicle movement during any construction phase, the number of parking spaces to be provided and the use of finishing materials.

Noise Assessment - A Noise Assessment has been submitted during the assessment process at the request of the Director of Community Resources (Environmental Services). The document considers the potential impact of existing sources of noise across proposed noise sensitive areas of the site, including road traffic noise and the Scotstoun Shipbuilding Yard. The assessment finds that noise associated with the shipyard is unlikely to cause an adverse impact during the daytime or night time. Mitigation measures are proposed to ensure noise impacting certain areas of the site is reduced to an acceptable level including the use of double glazing and acoustic ventilation.

Air Quality Assessment - The applicant's Air Quality Assessment considers that in implementing site specific mitigation measures, the significance of dust effects from earthworks and construction are considered to be 'not significant'. The assessment also predicts that there will be a negligible impact on concentrations of NO₂, PM₁₀ and PM_{2.5} at all of the existing receptors considered, with the development in place. Exceedance of the relevant air quality objectives is not predicted to occur at any of the existing sensitive receptors considered.

Environmental Statement - N/A

Appropriate Assessment - N/A

Planning Obligation Summary - N/A

Scottish Ministers Direction - N/A

Assessment

Policy P1 covers the application site and identifies the land as suitable for development which would be compatible and complementary to existing uses within the area. As highlighted in the history of the site, the land currently benefits from permission for the erection of a residential development of 106 units, for which the applicant has commenced infrastructure works. Given the approved use and that continued residential development is proposed, in an area which is characterised by similar development, the nature of the use is considered acceptable in this instance.

Considering the provisions of The Delivering the Places Strategy of the New Development Supplementary Guidance and Renfrewshire's Places Residential Design Guidance, the following criteria are assessed:-

a) The density of the development is in keeping with the wider residential developments at this location and is considered appropriate.

b) With regard to layout, built form, design and the use of materials, the proposal reflects the originally approved masterplan concept for the location, with a suitable road frontage to each building, allowing passive surveillance of surrounding roads, parking provision and internal open space. The design and scale of the development is complementary to those residential blocks immediately adjacent and materials proposed are intended to similarly complement and reflect the existing surrounding developments. A requirement to submit samples of all materials to be used would be safeguarded by the imposition of an appropriate condition.

In relation to amenity, sufficient separation distances have been achieved between

the proposed developments and the closest built form to the south.

The access and parking arrangements are to the satisfaction of the Head of Roads (Traffic).

c) Concerning the provision of open and play space within the development, the overall masterplan for the redevelopment of this area allows for adequate provision dispersed throughout the wider area in accordance with the original 2006 consent.

d) No existing landscape or ecological areas were identified through the previous assessment and this situation still pertains.

e) Adequate service provision to serve the proposed development can be achieved, in accordance with the previously approved consent for this site.

f) Given the nature of surrounding development, which is primarily residential in nature, the proposed use is considered to be compatible and the Director of Community Resources (Environmental Services) has raised no objections with regard to noise or air pollution from any existing surrounding or proposed land use.

g) Given the location of the site, the development would not constitute backland development and a suitable frontage has been demonstrated.

Taking the above into account, the revised proposal does not conflict with the provisions of The New Development Supplementary Guidance Delivering the Places Strategy or the Council's Residential Design Guidance.

Policy I4, relates to the delivery of Fastlink and requires that all new developments, which are likely to benefit from this service make a financial contribution towards its delivery. In this case, consent remains in

place for residential development at this location through planning approval 08/0266/PP. It is therefore considered appropriate to only seek a contribution for the additional units proposed by this current application. The relevant contribution in this instance would therefore be £6000 for the creation of 28 additional bedrooms within Zone 3 as identified within the New Development Supplementary Guidance on Fastlink. The applicant has confirmed that it would be their intention to make the contribution through a Section 69 Agreement should planning consent be approved.

Policy I5 relates to drainage and flooding and following consultation with the Director of Community Resources (Design Services), the application is considered to be compliant with the relevant policies and guidance of the Adopted Local Development Plan in terms of drainage and potential for flood risk.

In addressing the points raised by the objectors above which have not been assessed in the main body of the report above, the right to a view is not a material planning consideration in the assessment of this application. In terms of ground suitability, the Director of Community Resources (Environmental Services) has requested the submission of a site investigation report and remediation method strategy, prior to the commencement of any construction works on site. Obstructions to roads and private driveways during construction works would be temporary and short-term and are largely a civil matter or where road safety is impacted upon, the police. Any disturbance from ground working should it occur would also be a civil matter between the developer and any affected party. Environmental Impact associated with the development was considered under the original application for this site and it is not considered necessary to repeat the process given the similarity of this development to the one previously approved. The site is identified within the

Adopted Local Development Plan as suitable for the continuance of built form, including residential use. In designating the site for residential purposes within the Renfrewshire Local Development Plan the provision of health services and education within the catchment area was considered acceptable. There was no play provision within the previous flatted scheme and the current proposal does not materially alter that position.

Recommendation and Reasons for Decision

In light of the above assessment it is considered that the proposal is generally in accordance with the relevant policies and guidance of the Adopted Local Development Plan, the New Development Supplementary Guidance and the Council's Residential Design Guidance. It is therefore recommended that planning permission be granted subject to conditions.

Recommendation

GRANT SUBJECT TO CONDITIONS

Conditions & Reasons

Other Action.

1. A Section 69 Agreement requires to be entered into with the applicant to secure the appropriate contribution in terms of Policy I4 of the adopted Renfrewshire Local Development Plan.

Reason for Decision.

1. The proposal accords with the provisions of the Development Plan and there were no material considerations which outweighed the presumption in favour of development according with the Development Plan.

2. Prior to the commencement of any construction works on site, full details and/or samples of the facing materials to be used on all external walls and roofs of the flats hereby

approved, shall be submitted to, and approved in writing by, the Planning Authority. Thereafter only the approved materials shall be used in the development of the site.

Reason: These details have not been submitted.

3. That before any development of the site commences, a scheme of landscaping shall be submitted to and approved in writing by the Planning Authority; the scheme shall include:- (a) details of any earth moulding and hard landscaping, grass seeding and turfing; (b) a scheme of tree and shrub planting, incorporating details of the number, variety and size of trees and shrubs to be planted, with the area of berry bearing species limited to 20% of the total planting; (c) details of the phasing of these works.

Reason: In the interests of the visual amenity of the area.

4. That prior to occupation of the last residential unit within the development hereby permitted, all planting, seeding turfing and earth moulding included in the scheme of landscaping and planting, as approved under the terms of Condition 3 above, shall be completed; and any trees, shrubs, or areas of grass which die, are removed, damaged, or diseased within 5 years of the completion of the development, shall be replaced in the next planting season with others of a similar size and species.

Reason: In the interests of amenity.

5. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority, full details of the design and location of all fences and walls to be erected on the site. Thereafter all fences and walls to be erected shall be constructed / erected in accordance with the finally approved detail, prior to occupation of the final residential unit hereby approved.

Reason: These details have not been submitted.

6. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority:-

a) a site investigation report (characterising the nature and extent of any soil, water and gas contamination within the site); and, if remedial works are recommended therein

b) a remediation strategy/method statement identifying the proposed methods for implementing all remedial recommendations contained within the site investigation report all prepared in accordance with current authoritative technical guidance.

Reason: To ensure that the site will be made suitable for its proposed use.

7. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority:-

a) a Verification Report confirming completion of the works specified within the approved Remediation Strategy for that phase of development; or

b) if remediation works are not required but soils are to be imported to site, a Verification Report confirming imported soils are suitable for use on the site.

Reason: To demonstrate that the works necessary to make the site suitable for use have been completed.

8. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority, elevational details of the bin storage facilities to be provided. Thereafter the bin store(s) shall be provided in accordance with the approved detail prior to occupation of any residential unit within that bin storage catchment location.

Reason: In the interests of visual and residential amenity.

9. In accordance with the recommendations contained within the Air Quality Assessment submitted by consultants Wardell Armstrong (ref NT12864 Oct 2016), a site specific dust management plan (DMP) shall require to be submitted to, and approved in writing by, the Planning Authority prior to commencement of any earthworks and construction of the development. The DMP shall set out how potential dust arising during development of the site will be managed to prevent or minimise emissions during these works. The

DMP shall take cognisance of the Institute of Air Quality Management (IAQM) 2014 document '*Guidance on the Assessment of Dust from Demolition and Construction*' in identify appropriate mitigation measures. Thereafter, all works shall be carried out in accordance with the detail finally approved.

Reason: In order to meet the Council's air quality objectives.

10. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority, full details of the specification of the immediately adjacent road network to be upgraded in order to provide access to units to the north east, north west and south west of the development layout hereby approved, which shall connect with the currently adopted road network. The details thereafter agreed shall be implemented in the approved manner prior to the occupation of the final unit in the development hereby approved.

Reason: In order to provide suitable access to residential properties and to allow the Planning Authority to retain effective control.

Local Government (Access to Information) Act 1985 - Background Papers: For further information or to inspect any letters of objection and other background papers, please contact David Bryce on 0141 618 7892.

The site has been visited and the photographs archived.

Planning Application: Report of Handling

Application No. 16/0612/PP



Renfrewshire
Council

KEY INFORMATION

Ward

4 Paisley North West

Applicant

Keepmoat Homes &
Clowes Development
5 Cambuslang Way
Cambuslang
Glasgow
G32 8ND

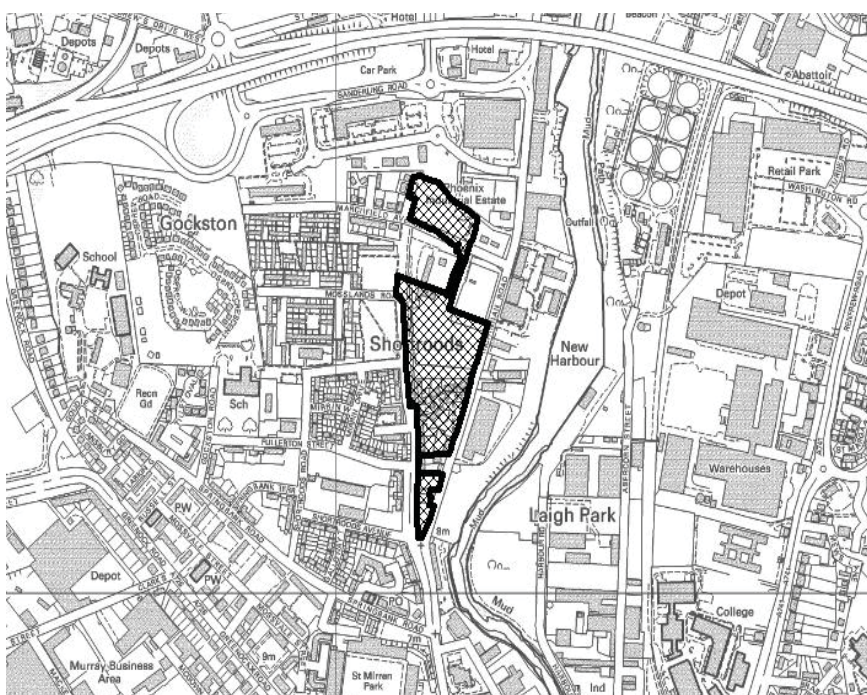
Registered: 21/09/2016

Report by Director of Development and Housing Services

PROPOSAL: ERECTION OF RESIDENTIAL DEVELOPMENT COMPRISING 116 DWELLINGHOUSES AND 66 FLATS INCLUDING ROADS, FOOTPATHS, OPEN SPACE AND ASSOCIATED WORKS

LOCATION: SITE ON SOUTH EASTERN BOUNDARY OF JUNCTION WITH FLEMING STREET, NEW INCHINNAN ROAD, PAISLEY

APPLICATION FOR: FULL PLANNING PERMISSION



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RECOMMENDATION

Grant subject to conditions.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The proposals relate to residential development, the principle of which has previously been assessed as being appropriate over portions of the site.
- There have been two letters of objection.
- There have been no material changes in the circumstances surrounding the site, or the planning policy position, which would now render residential development at this location as unacceptable.
- The proposals represent a further component of the comprehensive re-development of the wider area, the first phase of which commenced on the adjacent site at Sandbank Road/New Inchinnan Road.

Description

Planning permission is sought for the erection of a residential development, comprising one hundred and sixteen dwellinghouses and sixty six flats with associated roads, footpaths and open space, on land comprising part of the 'Cart Corridor' which links Paisley Town Centre and Glasgow Airport.

The site, which is relatively flat, extends to 4.3 hectares and is bound by Inchinnan Road to the east with commercial uses beyond, New Inchinnan Road to the west with residential properties beyond, a residential property to the south and Glasgow Airport Business Park to the north, is presently allocated as a Local Industrial Area.

The application site is by virtue of its shape, separated into four areas for development purposes, with the applicant seeking to utilise where possible the existing road network for access. Open space to serve the development is proposed to be interspersed within the site overall, with the main provision located centrally within Site B.

The proposals comprise of predominantly semi-detached, terraced and detached houses with the flatted blocks (extending variously to three and four storeys in height) being clustered at the northern portion of the site.

History

12/0205/NO - Erection of mixed use business, general industry/storage or distribution, hotel, food & drink, retail and residential development. Proposal of Application Notice accepted April 2012.

12/0211/EO - Mixed use business, general industrial/storage or distribution, hotel/food & drink, retail and residential development. Environmental Assessment not required, April 2012.

12/0487/PP - Erection of a mixed use business, general industry/storage or

distribution, hotel, food & drink, retail and residential development. Granted subject to conditions August 2012.

15/0422/PP - Erection of mixed use development, comprising business, general industry, storage or distribution, hotel, food and drink, shops and residential development (in principle). Accepted June 2015.

15/0641/PP - Erection of a mixed use development comprising business, general industry/storage or distribution, hotel, food & drink, retail and residential development (Renewal of Planning Permission in Principle ref no.12/0487/PP). Granted subject to conditions November 2015.

16/0388/NO - Erection of residential development including open space, landscaping, roads, parking and drainage. Proposal of Application Notice accepted May 2016.

Policy and Material Considerations

Glasgow and the Clyde Valley Strategic Development Plan 2012

Strategy Support Measure 10: Housing Development and Local Flexibility
Diagram 4: Sustainable location assessment

Clydeplan's - Strategic Development Plan Proposed Plan 2016

The Proposed SDP is a material consideration as it is the settled view of the Clydeplan Authority.

Adopted Renfrewshire Local Development Plan 2014

Policy E1: Renfrewshire's Economic Investment Locations

Policy P1: Renfrewshire's Places

Policy P2: Housing Land Supply

Policy I1: Connecting Places

Policy I5: Flooding and Drainage

New Development Supplementary Guidance

Delivering the Economic Strategy
Delivering the Infrastructure Strategy:
Infrastructure Development Criteria and
Flooding and Drainage
Delivering the Places Strategy: Places
Development Criteria
Delivering the Environment Strategy:
Noise; Contaminated Land; Air Quality
and; Pipelines and Controls of Major
Accident Hazards

Material considerations

Scottish Government Planning Policy
(SPP)
Renfrewshire Council's Residential Design
Supplementary Guidance
Renfrewshire Councils Housing Land
Supply Supplementary Guidance

Planning legislation requires that planning decisions are made in accordance with the Development Plan unless material considerations indicate otherwise. In this case the proposals require to be considered against the policies and guidance set out above, the comments of the consultees, any objections received, the approved use of the site and the potential benefits of developing this vacant brownfield site, and any other material considerations.

Publicity

Neighbour notification has been carried out in accordance with statute. The application was also advertised in the Paisley Daily Express on 28 September 2016, with a deadline for representations to be received of 14 October 2016.

Objections/
Representations

Two letters of objection have been received, the substance of which can be summarised as follows:-

1. Queries whether resources in the area such as wi-fi will be improved as a result of this development.

2. Concern that the development will result in a loss of open space given the recent and continued development in the area and questions whether there is there a need to develop at this location; and again so soon after recent development.

3. Concern that the height of units will result in overshadowing and that the proximity of development will result in overlooking of private garden space.

Consultations

Health and Safety Executive - Do not advise against.

Director of Community Resources (Environmental Services) - No objections subject to the submission of noise assessments, an air quality assessment, a site investigation and remediation report and a verification statement.

Director of Community Resources (Design Services) - No objections, subject to the submission of a Drainage Impact Assessment.

Director of Community Resources (Roads Traffic) - No objections.

Glasgow Airport Safeguarding - No formal consultation response received within the consultation period.

West of Scotland Archaeology Service - No objections.

SEPA - No objections.

Summary of main issues

Environmental Statement - The proposed development was previously screened against the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011 (application ref: 12/0211/EO) in order to establish whether the development would require an Environmental Impact Assessment. It was determined that the proposed development would not have a significant environmental impact. An Environmental

Impact Assessment was not therefore required. As the characteristics of the site and residential nature of the development proposal remain, no new environmental issues have been identified, it is therefore again considered that an Environmental Impact Assessment is not required.

Proposal of Application Consultation Report - The applicant submitted a proposal of application notice (16/0388/NO) to the Council on 24 May 2016. This required a public consultation process prior to the submission of a planning application. The PAC report provides an overview of all pre-application consultations which have been undertaken, including details of a pre-application consultation event held on 21 July 2016 at Beechwood Community Centre, with the Local Community Council and Local Members invited and the event open to all interested parties. The summary states that attendees were generally supportive of the development.

Design and Access Statement - The applicant's Design and Access Statement provides a brief history to the site and its location accompanied by a site analysis. The document also considers design principles, including the use of materials, landscaping and scale of development as well as accessibility.

Preliminary Ecological Appraisal - The Preliminary Ecological Appraisal of the site identifies that no further habitat survey would be necessary due to the low value and common nature of the habitats recorded. It is however recommended that any vegetation clearance be undertaken outside the bird nesting season.

Appropriate Assessment - N/A

Planning Obligation Summary - N/A

Scottish Ministers Direction - N/A

Assessment

Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. In this case the proposal requires to be assessed against the Glasgow and the Clyde Valley Strategic Development Plan (GCVSDP), the Adopted Renfrewshire Local Development Plan and associated New Development Supplementary Guidance and Scottish Planning Policy. In addition, the Council's Residential Design Supplementary Guidance and Housing Land Supply Supplementary Guidance and the comments of the consultees are material considerations in the assessment of the application.

It should be noted that although contrary to the Adopted Local Development Plan 2014, consent has been granted for the development of this site for mixed use development, including residential use (in principle), through the granting of planning consent 12/0487/PP and the subsequent renewal of this consent through planning application 15/0641/PP. The principle of residential use of this site is therefore established.

Scottish Planning Policy (SPP)

Scottish Planning Policy (SPP) sets out national planning policies which reflect Scottish Ministers' priorities for the operation of the planning system and for the development and use of land. SPP aims to support sustainable development and the creation of high quality places. It sets out two overarching policy principles namely a presumption in favour of development that contributes to sustainable development; and, placemaking which seeks the creation of high quality places. It considers that the planning system should support economically, environmentally and socially sustainable places by enabling development that balances the costs and benefits of a proposal over the longer

term. The aim is to achieve the right development in the right place.

For proposals that do not accord with development plans, the primacy of the plan is maintained. The presumption in favour of development that contributes to sustainable development is a material consideration. The proposal subject of this application comprises a significant housing development on a brownfield site where services are available and a supporting infrastructure network exists. The proposal is therefore considered in principle to be sustainable in terms of location.

With regard to placemaking, the applicant's layout demonstrates that residential development could be sensitively accommodated, complementary to the wider surrounding area. SPP also indicates that planning the right development in the right place requires the promotion of sustainable patterns of development appropriate to the area. The location chosen for this development is considered to accord with the aims of SPP in this regard.

Glasgow and the Clyde Valley Strategic Development Plan (GCVSDP)

The Approved Glasgow and the Clyde Valley Strategic Development Plan 2012 provides the framework for local authority development management decisions and outlines a Spatial Vision for the city-region to 2035 along with a Spatial Development Strategy (SDS) to deliver that vision. The Approved SDP establishes the principle of development where development proposals conform to its policy direction and provisions. Strategy Support Measure 1 'Delivering the Spatial Development Priorities' states that the Spatial Development Strategy is clear and consistent in its intent, to support sustainable economic growth and development.

The Strategic Development Plan (SDP) requires local authorities to continue to

audit their housing land supply, with a view to maintaining a five year effective housing land supply across all tenures throughout the period to 2020. If further sites are needed, their identification for release should be guided by the use of the Criteria set out in Diagram 4, to find the most suitable locations; the absence of insurmountable infrastructure constraints and availability of the necessary funding for any new infrastructure needed; the site being of a scale which is capable of delivering its house completions in the next five years; and, the vision and planning principles of both the Strategic Development Plan and Local Development Plan.

With regard to the SDP, the site comprises a cleared industrial/business (brownfield) location, in close proximity to Paisley town centre with good public transport links. The applicant has also detailed in their supporting information that they intend to commence development shortly after any grant of consent, as a continuation of their existing development to the south at Springbank Road. With the development commencing within the next five years, the proposal would contribute to the Council's housing land deficit and given the brownfield status, is considered to accord with the Spatial Development Strategy of the SDP outlined in Diagram 4.

Taking the above into consideration, although the site has not been identified as a housing development site through the preparation of the Adopted Local Development Plan or as one of the additional housing sites identified by the Reporter following Examination of the Local Development Plan, the proposals are assessed as having no significant implications for the Spatial Development Strategy. The SDP requires that such applications are to be considered within the context of the local development plan and that the assessment is a matter for the Local Planning Authority.

Clydeplan's - Strategic Development Plan
Proposed Plan (2016)

The Proposed SDP 2016 was submitted to the Scottish Ministers for Examination on 26th May 2016 and represents the settled view of Clydeplan, the Strategic Development Planning Authority of which Renfrewshire is a constituent part and therefore it has to be considered in the assessment of this proposal.

The Proposed SDP 2016 sets out a Spatial Development Strategy which supports a presumption in favour of sustainable development that contributes to economic growth. It acknowledges the city region's legacy of development and infrastructure and recognises that maximising the benefit of those resources is fundamental to ensuring the long term success of the city region.

Adopted Local Development Plan and
New Development Supplementary
Guidance

The site is identified in the adopted plan as being a Local Industrial Area and Policy E1 applies, however despite the marketing of the site for a significant number of years for business / industrial use (also associated with Glasgow Airport, given its proximity) little interest has been generated. As such planning permission was sought in principle in 2012 for a mixed use development at this location. Subsequent to this, interest in redevelopment was generated solely in relation to residential use, which was the former use of the land.

Whilst the preferred use of the site would be in accordance with its land use allocation, Renfrewshire Council's Industrial and Business Land Supply Update 2015, confirms that Renfrewshire has 130.1 hectares of marketable industrial land supply and an estimated 10 year demand of only 31 hectares to 2025, with supply significantly exceeding demand in the region. The removal of the application site from the industrial land supply would therefore have a low impact

on supply, whilst allowing a brownfield site to be brought forward for redevelopment which would contribute to the identified housing land supply deficit in the area.

Considering the New Development Supplementary Guidance criteria, the extent of the Local Industrial Area would remain functional across Inchinnan Road and along Marchburn Drive, which cumulatively extends to over half of the allocated area for business and industry. It is therefore not considered that the proposal would significantly impact upon the existing industrial/business use in the area.

Overall, the loss of the site from the Renfrewshire's industrial land supply is considered acceptable in principle, subject to consideration of the proposal against the relevant Places policies and guidance.

Policy P2 considers housing land supply and advises that planning permission will be granted, in accordance with detailed guidance, providing the site is shown to be effective and can be delivered to address the identified shortfall. In addition, it should not undermine the spatial strategy of the plan and its design would comply with the criteria for implementing the spatial strategy. In this regard, it is not considered that the proposal would undermine the spatial strategy of the LDP and the layout and configuration of the site, utilising existing infrastructure as far as possible is considered to be appropriate. The proposal is therefore considered to satisfy the framework set out within the Council's Housing Land Supply Supplementary Guidance.

Policy P1 and the New Development Supplementary Guidance, Places Development Criteria, set out a number of criteria which new residential developments are required to meet. It considers that development proposals require to ensure that the layout, built form, design and materials of all new developments will be of a high quality. In

addition, density will require to be in keeping with the density of surrounding areas, surrounding land uses should not have an adverse effect on the proposed residential development and development proposals should create attractive and well connected street networks which will facilitate movement. In addition, Renfrewshire Places Design Guide sets out standards in relation to separation distances, layouts, parking provision and open space. Assessing the development in terms of these criteria, the following conclusions can be made.

The proposed layout of the site concentrates higher density development in closer proximity to the airport campus, where multi storey hotel accommodation exists, with lower density development located to the south of the site, adjacent to existing residential development of a similar density. This approach is considered to suitably respect the established pattern of development.

With regard to layout, built form, design and materials, the applicant's layout respects the established road layout with dwellings promoting an active street frontage in the main to Inchinnan Road. Whilst Inchinnan Road itself is not directly overlooked along the entire site frontage this approach is considered acceptable given the potential for nuisance and lack of outlook for residents due to the presence of the existing industrial operations to the east. In addition, as future City Deal proposals within this area include a cycle way, to run in parallel to the development at Inchinnan Road, in order to ensure any land requirements associated with this provision can be accommodated it is considered prudent to include an increased buffer area at this location.

The design and use of materials for the dwellings themselves respects the recently approved development, also by Keepmoat to the south and overall the development is considered to create

attractive and well connected street networks which will facilitate movement.

Given the positioning of the units, adequate separation distances have been achieved to ensure that the privacy of residents is in accordance with accepted standards and appropriate depths of private garden space are provided.

Following consultation with the Director of Community Resources (Roads Traffic) access arrangements and parking provision are considered to be acceptable.

Open space provision has been demonstrated within the development at a suitable scale and it is considered appropriate, given the scale of the development proposed for this area to be equipped. Delivery of this element can be ensured through the use of a planning condition should consent be granted. The proposed play area is centrally located, and has the potential for overlooking and a good level of passive supervision. A safeguarding condition is recommended to ensure that the layout, access and equipment are suitable for use by children of all abilities and that an appropriate number of inclusive items of play equipment are installed.

Through consultation with the Director of Community Resources it is considered necessary for a noise assessment to be submitted in support of the application as a condition of any consent given to determine impact from surrounding land uses. Given the proximity of existing residential development however, it was not considered necessary to seek this information in advance of determination of the application.

Given the previous residential nature of the site, adequate provision for service delivery shall be achievable to serve the development.

Policy I5, and the Flooding and Drainage SG, set out a series of criteria which

require to be considered. These generally require minimum standards to reduce the risk of flooding in new developments and to ensure that the risk of flooding is fully considered in the assessment of new development proposals. To ensure the buildings and persons occupying the developed site would not be put at risk from flooding, the Director of Community Resources (Design Services) has requested the submission of a Drainage Impact Assessment in advance of any construction works commencing on site, which can be ensured through the use of a planning condition.

In terms of contamination, the Director of Community Resources (Environmental Services) is satisfied that conditions could be imposed on any consent given requiring the submission of a site investigation, including remediation measures and a verification report (prior to the commencement of development of the site for residential purposes and subsequently occupation of any dwelling) to ensure the site is suitable to accommodate development of the nature proposed.

Considering the points raised by representees above which have not been addressed within the main body of the report, the provision of services such as wifi would be for the provider to consider as they deem necessary for their potential customer base. The land proposed for development does not constitute allocated open space provision in accordance with the Adopted Local Development Plan. Indeed the proposed development would see the delivery of enhanced, specific open space provision for the area. The height of the development is considered to be appropriate for the location without the potential for unacceptable overlooking.

Recommendation and Reasons for Decision

The proposal has been assessed against the relevant policies in the Development Plan and the relevant material

considerations. The above assessment has shown that while there are elements of the proposal which are contrary to policy it can be demonstrated that the proposed use can be accommodated at this location, subject to conditions, without significant detrimental impacts. It is also acknowledged that the proposed development will result in the re-use of a vacant site and an enhancement in the visual amenity of the area by creating an attractive landscaped development.

It is therefore recommended that planning permission be granted subject to conditions.

Recommendation

GRANT SUBJECT TO CONDITIONS

Conditions & Reasons

Reason for Decision.

1. The proposal accords with the provisions of the Development Plan and there were no material considerations which outweighed the presumption in favour of development according with the Development Plan.

2. That before any development of the site commences, a scheme of landscaping for the application site, as shown on the approved plans, shall be submitted to, and approved in writing by, the Planning Authority; the scheme shall include:- (a) details of any earth moulding and hard landscaping, grass seeding and turfing; (b) a scheme of tree and shrub planting, incorporating details of the number, variety and size of trees and shrubs to be planted; (c) details of the phasing of these works.

Reason: In the interests of the visual amenity of the area.

3. That prior to occupation of the last dwelling within the development hereby permitted, all planting, seeding turfing and earth moulding included in the scheme of landscaping and planting, approved under the terms of condition 2 above, shall be completed; and

any trees, shrubs, or areas of grass which die, are removed, damaged, or diseased within 5 years of the completion of the development, shall be replaced in the next planting season with others of a similar size and species.

Reason: In the interests of amenity.

4. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority, elevational details of the bin storage facilities to be provided. Thereafter the bin store(s) shall be provided in accordance with the approved detail prior to occupation of any residential unit within that bin storage catchment location.

Reason: In the interests of visual and residential amenity.

5. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority full details of the Locally Equipped Area for Play (LEAP) hereby approved, as shown on Drawing No. IRP(10)011 Rev B 'Inchinnan Road Paisley Site B Proposed Development Plan'. The details shall demonstrate that the layout, access and equipment are suitable for use by children of all abilities and that an appropriate number of inclusive items of play equipment are installed. Thereafter, prior to occupation of the final residential unit, hereby approved, the developer shall complete for use, the provision of the LEAP area in accordance with the detail finally approved. Maintenance of the play area finally approved, shall be in accordance with a scheme to be agreed between the developer and the individual occupiers of the development or a factor appointed to act on their behalf.

Reason: In the interests of residential amenity.

6. That no unit hereby approved shall be occupied until the developer has undertaken a Noise Assessment, to determine the impact of road/rail/other transportation noise sources on the development, which has been submitted to and received approval in writing by the Planning Authority. The noise assessment shall be undertaken using appropriate methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. Appropriate mitigation

shall be included as part of the noise assessment to ensure that internal noise levels, with windows closed, do not exceed 40dB daytime and 30dB night-time, measured as $L_{Aeq,T}$. Notwithstanding this, where the L_{Amax} level is predicted to exceed 60dB (external) during the night period at the facade of any property, the development proposals shall include appropriate mitigation. The applicant shall demonstrate that noise levels within any garden will not exceed 55dB(A), measured as $L_{Aeq,T}$. The quoted levels shall be achieved as described, unless otherwise agreed in writing with the Planning Authority.

Reason: In the interests of residential amenity.

7. That no unit hereby approved shall be occupied until the developer has undertaken a Noise Assessment, to determine the impact of the parking development at 105 Inchinnan Road, Paisley, which has been submitted to and received the approval in writing of the Planning Authority. The noise assessment shall be undertaken using appropriate methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. The assessment should normally assume open windows for ventilation purposes. Where the maximum rating levels of noise exceed the external site standards as below, a scheme for protecting the proposed dwelling(s) from industrial / stationary noise shall be included as part of the noise survey with no dwelling being constructed at any location at which the Rating Levels cannot be met. Additionally, the scheme shall ensure that internal noise levels do not exceed 40dB daytime and 30dB night-time. Notwithstanding this, where the L_{Amax} level is predicted to exceed 45dB (internal) during the night period within the property the survey shall include appropriate mitigation.

Site Standard - Rating Level($L_{Ar,T}$)dB

Open site / external Day - 55dB

Open site / external Night - 45dB

The quoted levels shall be achieved as described, unless otherwise agreed in writing with the Planning Authority.

Reason: In the interests of residential amenity.

8. That no unit hereby approved shall be occupied until the developer undertakes, submits and has received approved in writing by the Planning Authority, of a report which satisfies the Planning Authority that the Local Air Quality Management Objectives for the pollutants specified in the relevant Air Quality Regulations, made under Part IV of the Environment Act 1995, shall not be exceeded at any location at or in the vicinity of the development where "relevant exposure" is liable to occur. In addition, the overall significance of the air quality impacts from the development shall be assessed and clearly defined within the report with mitigation proposed where required. The survey and report shall adhere to the methods and principles set out in the Scottish Government publication "Local Air Quality Management Technical Guidance LAQM.TG(09)" and the EPUK guidance document "Development Control: Planning for Air Quality (2010 Update)" or a method that has been agreed with the Planning Authority.

Reason: In the interests of residential amenity.

9. That no development shall commence on site until the developer submits for the written approval of the Planning Authority:-

- a) a site investigation report (characterising the nature and extent of any soil, water and gas contamination within the site); and, if remedial works are recommended therein
- b) a remediation strategy/method statement identifying the proposed methods for implementing all remedial recommendations contained with the site investigation report, all prepared in accordance with current authoritative technical guidance.

Reason: To ensure that the site will be made suitable for its proposed use.

10. Prior to occupation of any unit within each identified phase of development, the developer shall provide for the written approval of the Planning Authority:-

- a) a Verification Report confirming completion of the works specified within the approved Remediation Strategy for that phase of development; or
- b) if remediation works are not required but soils are to be imported to site, a Verification Report confirming imported soils are suitable for use on the site

Reason: To demonstrate that the works necessary to make the site suitable for use have been completed.

11. That prior to the commencement of development on site a Drainage Impact Assessment prepared in line with Renfrewshire Council's Drainage Assessment Notes for Guidance, shall be submitted for the written approval of the Planning Authority. Thereafter and following written approval the development shall proceed in accordance with the approved details.

Reason : In the interests of residential amenity and to ensure that the site drainage arrangements are implemented in a sustainable manner.

12. Prior to the commencement of development, revised details shall be submitted for the written approval of the Planning Authority demonstrating

- the provision of a cycleway along the eastern site boundary with Inchinnan Road. The details shall include all boundary treatments to the rear domestic curtilages and landscaping proposals for any ground situated between the cycleway and the residential curtilages;
- existing access points throughout the site(s) which have become redundant being reinstated to footway;
- the relocation of the parking bays on Fleming Street to the front of the footway and moved further from the junction with New Inchinnan Road; and
- a footpath link onto Fleming Street being established.

The details thereafter agreed shall be implemented on site in the approved manner prior to the occupation of the last residential unit in the development hereby approved.

Reason: In the interests of residential amenity and as these details have not been submitted.

13. Prior to the commencement of any construction works on site, full details and/or samples of the facing materials to be used on all external walls and roofs of the flats hereby approved, shall be submitted to, and approved in writing by, the Planning Authority. Thereafter only the approved materials shall be used in the development of the site.

Reason: These details have not been submitted.

14. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority, full details of the design and location of all fences and walls to be erected on the site. Thereafter all fences and walls to be erected shall be constructed / erected in accordance with the finally approved detail, prior to occupation of the final residential unit hereby approved.

Reason: These details have not been submitted.

Local Government (Access to Information) Act 1985 -
Background Papers: For further information or to inspect
any letters of objection and other background papers,
please contact David Bryce on 0141 618 7892.

The site has been visited and the photographs archived.

Planning Application: Report of Handling

Application No. 16/0644/PP



Renfrewshire
Council

KEY INFORMATION

Ward

4 Paisley North West

Applicant

SC TS Scotland Limited
London and Scottish
Developments
8 Elmbank Gardens
Glasgow
G2 4NQ

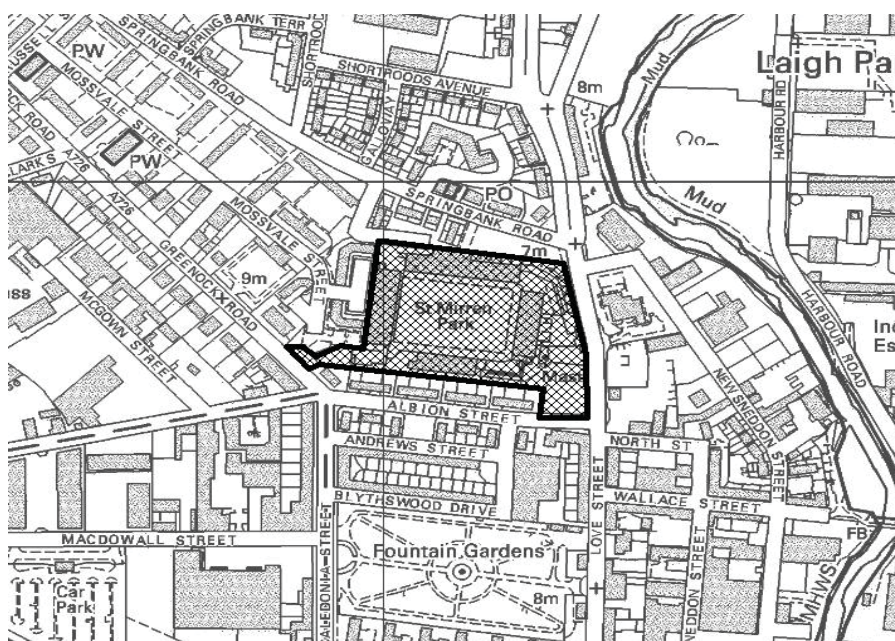
Registered: 12/09/2016

Report by Director of Development and Housing Services

PROPOSAL: ERECTION OF RESIDENTIAL DEVELOPMENT WITH ASSOCIATED CAR PARKING, LANDSCAPING AND VEHICULAR AND PEDESTRIAN ACCESS (IN PRINCIPLE) – REGULATION 11 APPLICATION TO RENEW PLANNING PERMISSION 13/0431/PP

LOCATION: FOOTBALL GROUND, ST MIRREN FOOTBALL CLUB, LOVE STREET, PAISLEY, PA3 2EA

APPLICATION FOR: RENEWAL OF PLANNING CONSENT (IN PRINCIPLE)



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RECOMMENDATION

Disposed to Grant.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The proposals relate to residential development, the principle of which has previously been assessed as being appropriate.
- There have been no letters of representation.
- There have been no material changes in the circumstances surrounding the site which would alter the acceptability of residential development at this location.
- Whilst the previous approval was made prior to the adoption of the Renfrewshire Local Development Plan, the previous assessment was made in the context of what at that time was the proposed plan and was assessed to be compatible. The proposed plan has since been adopted.

Description

This application seeks the renewal of planning approval 13/0431/PP (originally consented under planning approval 08/1055/PP), for the erection of a residential development at the former St. Mirren football stadium at Love Street, Paisley.

The stadium has been dismantled and the debris largely removed off-site leaving the site accommodating a number of grassed mounds. The site is bounded to the north, south and west by residential development and to the east by a resource centre and business and industrial uses.

History

04/0599/PP - Class 1 retail superstore & ancillary car parking, landscaping, petrol filling station & ancillary works. Granted subject to conditions August 2006. This permission was subsequently revoked as a pre-requisite of the approval of the retail consent (08/1056/PP) for Wallneuk Road.

04/0600/PP - Erection of football stadium with ancillary services, including 5 a side football pitches, ancillary car parking, planting and landscaping, means of access and ancillary works. Granted subject to conditions October 2006. (This related to the re-location of the football ground to Greenhill Road).

08/1055/PP - Redevelopment of football stadium to form residential development with associated car parking, landscaping and new vehicular and pedestrian access. (Planning permission in principle). Granted subject to conditions July 2010.

08/1056/PP - Erection of Class 1 retail store and associated servicing, car parking, access, environmental improvements/landscaping, including town centre shoppers' car park at Wallneuk Road. Granted subject to conditions April 2011 and a Section 75 Agreement which required, inter alia, the revocation of the

earlier consent for retail development at Love Street (04/0599/PP above).

13/0013/NO - Proposal of Application Notice relating to varying condition one of consent 08/1055/PP to extend the period for lodging matters specified in conditions applications from three to six years. Accepted January 2013.

13/0431/PP - Regulation 11 Renewal Application to allow an extension of 3 years for the submission of Approval of Matters Specified in Conditions applications, as referred to in Condition 1 of planning approval 08/1055/PP for the redevelopment of football stadium to form residential development with associated car parking, landscaping and new vehicular and pedestrian access in principle. Granted subject to conditions September 2013.

16/0219/NO - Residential development. Accepted April 2016.

Policy and Material Considerations

Adopted Renfrewshire Local Development Plan 2014

Policy P1: Renfrewshire's Places

New Development Supplementary Guidance

Delivering the Place's Strategy: Places Development Criteria and Places Checklist

Material considerations

Planning legislation requires that planning decisions are made in accordance with the Development Plan unless material considerations indicate otherwise. In this case, the proposal requires to be considered against the policies and guidance set out above, the comments of the consultees, the history and physical attributes of the site and any objections received.

Publicity

Neighbour notification has been carried out in accordance with statute. The application was also advertised in the Paisley Daily Express on 05 October 2016, with a deadline for representations to be received of 21 October 2016.

**Objections/
Representations**

One letter of representation has been received, seeking additional information prior to making a decision as to whether or not to submit a formal objection to the application. Following receipt of the Council's response in relation to these initial queries no further formal representation has been submitted by this party.

Consultations**Director of Community Resources
(Environmental Services) -**

Recommends that the application is not determined until the applicant undertakes a noise assessment to determine potential impact from road traffic noise and nearby commercial activities. Prior to the commencement of any construction works on site it is also recommended that the applicant submit an air quality survey, site investigation report and remediation method statement.

**Director of Community Resources
(Design Services) -** No objections.

**Director of Community Resources
(Roads Traffic) -** No objections, subject to conditions.

Glasgow Airport Safeguarding - No objections.

Health and Safety Executive - Advise against.

Summary of main issues

Environmental Statement - N/A

Appropriate Assessment - N/A

Design and Access Statement - The applicant's Design and Access Statement provides a brief history to the site and the context of applying for a further renewal consent. The document further advises that the site is capable of accommodating a residential development of the scale proposed and that off-site junction improvements have taken place around Love Street to accommodate development.

Pre-Application Consultation Report - The applicant submitted a proposal of application notice (16/0219/NO) to the Council on 31 March 2016. This required a public consultation process prior to the submission of a planning application. The PAC report provides an overview of all pre-application consultations which have been undertaken, including details of a pre-application consultation event held on 28 July 2016. The public consultation event was held at Beechwood Community Centre, with the Local Community Council and Local Members invited and the event open to all interested parties. The summary states that two parties attended the event, one in support of the proposals and one concerned about access arrangements from Springbank Road.

Other Assessments - N/A

Planning Obligation Summary - N/A

Scottish Ministers Direction - N/A

Assessment

As the current application seeks the renewal of a permission for residential development the matters to be considered are whether there has been any change in the characteristics or physical circumstances surrounding the site, or in terms of existing or emerging planning policy, which would have a material bearing on the continued acceptability of the site for residential development.

The application site is covered by Policy P1 of the Adopted Local Development Plan which presumes in favour of the continuance of the built form, where that built form would be complementary to and compatible with existing surrounding development and is also identified within the Council's Effective/Established Land Supply Housing Land Audit as suitable for Housing. As such the proposal is considered to remain consistent with the provisions of the Adopted Renfrewshire Local Development Plan.

With regard to the comments of the Director of Community Resources (Environmental Services), whilst noise impact assessments have been requested, as the site is surrounded on three of its boundaries by residential development, the application is for a renewal of an existing consent and the site is identified as suitable for development of this nature in the Adopted Local Development Plan, it is considered appropriate to seek this information as a condition of any consent given.

In terms of drainage impact, the Director of Community Resources (Design Services) has no objection to the development as the Drainage Impact Assessment approved for the original consent remains acceptable.

The Director of Community Resources (Roads Traffic), is also satisfied that the surrounding road network can continue to accommodate residential development at this location and has raised no objection to the application subject to conditions.

The site remains within the consultation zone surrounding the Control of Major Accidents Hazard (COMAH) operation at Murray Street. An assessment of risk carried out using the established software processes resulted in an 'advise against' recommendation from Health and Safety Executive. As such, should the Council be minded to grant consent, the application would again require to be referred to the

Scottish Ministers. When previous applications were considered, the Scottish Ministers responded confirming that they did not intend to intervene and authorised the Council to deal with the application. On the basis of the information currently available, there is no reason to suppose that this view would not be re-stated.

Recommendation and Reasons for Decision

In light of the above assessment it is considered acceptable to allow the renewal of planning consent for the development of this site for residential purposes as the proposals remain consistent with the provisions of the Adopted Local Development Plan and New Development Supplementary Guidance.

Notwithstanding the response from HSE, I have concluded that from a land use perspective, all other aspects of the development remain acceptable, and I would therefore recommend that the Planning and Property Policy Board be disposed to grant planning permission subject to conditions.

Recommendation

DISPOSED TO GRANT

Conditions & Reasons

Other Action

1. This application requires to be referred to the Scottish Ministers because the Health and Safety Executive have advised against development.

Reason for Decision.

1. The proposal accords with the provisions of the Development Plan and there were no material considerations which outweighed the presumption in favour of development according with the Development Plan.

2. That before development starts a written application and plans in respect of the

following matters, shall be submitted to, and approved in writing by, the Planning Authority;

- (a) the siting, design and external appearance of all buildings and other structures;
- (b) the means of access to the site;
- (c) the layout of the site, including all roads, footways, and parking areas;
- (d) the provision of equipped play areas (the layout, access and equipment of which are suitable for use by children of all abilities and that an appropriate number of inclusive items of play equipment are installed) and amenity open space;
- (e) the details of, and timetable for, the hard and soft landscaping of the site;
- (f) the design and location of all boundary walls and fences;
- (g) the phasing of the development;
- (h) the provision of drainage works;
- (i) the disposal of sewage;

Reason: The approval is in principle only.

3. Prior to the commencement of any development works on site, the developer shall provide for the written approval of the Planning Authority a Noise Impact Assessment which considers the potential impact of road traffic noise on the development from Greenock Road, Love Street and Albion Street. The noise assessment shall be undertaken using appropriate methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. Appropriate mitigation shall be included as part of the noise assessment to ensure that internal noise levels, with windows closed, do not exceed 40dB daytime and 30dB night-time, measured as LAeq,T. Notwithstanding this, where the LAmax level is predicted to exceed 60dB (external) during the night period at the facade of any property, the development proposals shall include appropriate mitigation. The applicant shall demonstrate that noise levels within any garden will not exceed 55dB(A), measured as LAeq,T. The quoted levels shall be achieved as described, unless otherwise agreed in writing with the Planning Authority.

Reason: In the interests of residential amenity.

4. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority, a Noise Impact Assessment, which

considers potential impact on the development from nearby commercial property on the proposed residential development. The noise assessment shall be undertaken using appropriate methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. The assessment should normally assume windows open for ventilation purposes. Where the maximum rating levels of noise exceed the external site standards as below, a scheme for protecting the proposed dwelling(s) from industrial / stationary noise shall be included as part of the noise survey with no dwelling being constructed at any location at which the Rating Levels cannot be met. Additionally, the scheme shall ensure that internal noise levels do not exceed 40dB daytime and 30dB night-time. Notwithstanding this, where the LAmax level is predicted to exceed 45dB (internal) during the night period within the property the survey shall include appropriate mitigation.

Site Standard - Rating Level (LA_{r,T})dB

Day Open Site / external - 55dB and Night Open Site / External - 45dB

Reason: In the interests of residential amenity.

5. That no construction works shall commence on site until the developer submits and has approved in writing, a survey report which satisfies the Planning Authority that the Local Air Quality Management Objectives for the pollutants specified in the relevant Air Quality Regulations, made under Part IV of the Environment Act 1995, shall not be exceeded at any location at or in the vicinity of the development where "relevant exposure" is liable to occur. The survey and report shall use a method based on the principles set out in the Scottish Government publication "Local Air Quality Management Technical Guidance LAQM.TG(09)" or a method that has been agreed with the Planning Authority.

Reason: In the interests of residential amenity.

6. That no development works shall commence on site until the developer submits and has approved in writing:-

- a) a site investigation report (characterising the nature and extent of any soil, water and gas contamination within the site); and, if remedial works are recommended therein

b) a remediation strategy/method statement identifying the proposed methods for implementing all remedial recommendations contained within the site investigation report all prepared in accordance with current authoritative technical guidance, has been provided by the Planning Authority.

Reason: To ensure that the site will be made suitable for its proposed use.

7. Prior to occupation of any unit within an identified phase of development:-

a) a Verification Report confirming completion of the works specified within the approved Remediation Strategy for that phase of development; or

b) if remediation works are not required but soils are to be imported to site, a Verification Report confirming imported soils are suitable for use on the site shall be submitted to the Planning Authority and approved in writing.

Reason: To demonstrate that the works necessary to make the site suitable for use have been completed.

8. That the application submitted for the matters specified in condition 2(b) and 2(c) above shall detail a site access which accords with the Council's Guidelines for Development Roads and the Design Manual for Roads and Bridges.

Reason: In the interests of vehicular and pedestrian safety.

9. That prior to the completion of the development hereby permitted, all planting seeding, turfing and earth moulding included in the schemes of landscaping and planting, approved under the terms of Condition 2 (e) above, shall be completed; and any trees, shrubs or areas of grass which die, are removed, damaged, or diseased, within 5 years of the completion of the development, shall be replaced in the next planting season with others of a similar size and species;

Reason: In the interests of amenity.

10. That the application submitted for matters specified in condition 2(e) shall comprise a scheme of landscaping which shall comply with Advice Note 3 'Potential Bird Hazards from Amenity Landscaping and Building Design' and which shall include:-

(a) details of any earth moulding and hard landscaping, grass seeding and turfing;

(b) a scheme of tree and shrub planting, incorporating details of the number, variety and size of trees and shrubs to be planted; and

(c) details of the phasing of these works;

Reason: In the interests of the visual amenity of the area and to avoid endangering the safe movement of aircraft and the operation of Glasgow Airport through the attraction of birds and an increase in the bird hazard risk of the application site.

11. That any detailed submission required by Condition 2 above, shall ensure that no development within any part of the application site boundary, hereby approved, exceeds 12.5m in height above ground level.

Reason: In the interests of amenity and Glasgow Airport safeguarding.

12. That the application submitted for matters specified in condition 2(h) and 2(i) shall comprise a Drainage Assessment which is derived from the submission hereby approved and which is based on the Council's approved Guidelines for Drainage Assessment.

Reason: To comply with Council policy as contained in the Renfrewshire Local Plan and approved guidelines, and Scottish Planning Policy.

Local Government (Access to Information) Act 1985 - Background Papers: For further information or to inspect any letters of objection and other background papers, please contact David Bryce on 0141 618 7892.

The site has been visited and the photographs archived.

Planning Application: Report of Handling

Application No. 16/0423/PP



Renfrewshire
Council

KEY INFORMATION

Ward

9 Houston, Crosslee & Linwood

10 Bishopton, Bridge of Weir & Langbank

Applicant

Paterson Partners
East Dykes
Gilmourton
Strathaven
ML10 6RH

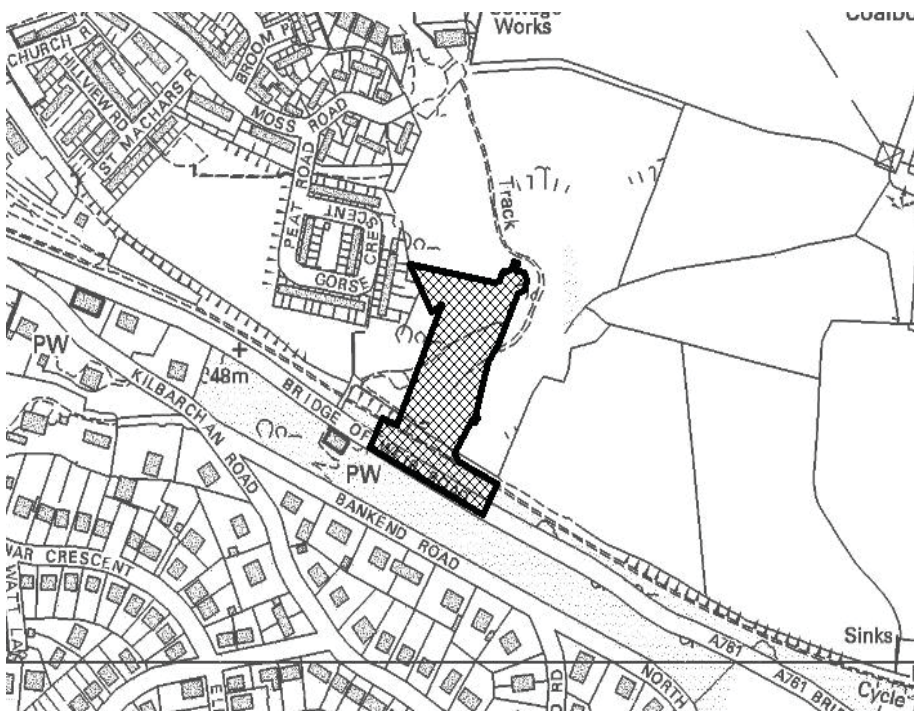
Registered: 07/06/2016

Report by Director of Development and Housing Services

PROPOSAL: ERECTION OF A RETAIL STORE INCLUDING NEW ACCESS, PETROL FILLING STATION AND CYCLE HUB (IN PRINCIPLE)

LOCATION: SITE AT WHITELINT GATE, JOHNSTONE ROAD, BRIDGE OF WEIR

APPLICATION FOR: PLANNING PERMISSION IN PRINCIPLE



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RECOMMENDATION

Refuse.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The proposals relate to retail/petrol filling station development on land designated as Green Belt in the Adopted Renfrewshire Local Development Plan.
- There have been 247 letters of objection and an objection from Bridge of Weir Community Council.
- The proposals are assessed as being contrary to the approved Glasgow and the Clyde Valley Strategic Development Plan 2012 and Clydeplan's Strategic Development Plan Proposed Plan 2016; and the Adopted Renfrewshire Local Development Plan 2014.

Description

Planning permission (in principle) is sought for the erection of a retail store including new access, petrol filling station and cycle hub. Although the application is in principle only, it is indicated through drawings submitted and supporting information that the store would extend to 2,200sqm (gross) with a sales area of 1,540 sqm. It is indicated that the sales area will be split into 1,232 sqm (80%) for the sale of convenience (food) goods and 308 sqm (20%) for the sale of ancillary comparison (non food) items. Planning permission in principle is also sought for a four pump petrol filling station. The site extends to approximately 1.9 hectares including access arrangements over the adjacent Sustrans Cycle Route and forms part of a larger landholding within the ownership of the applicant a section of which, located to the north east of the application site, is currently subject of a planning application (in principle) for the erection of a residential development (16/0571/PP). It is indicated that the site will be accessed via an upgraded junction, including roundabout off the A761 Bridge of Weir Road.

The site is located to the south east of Bridge of Weir and is bounded to the south by the A761 Bridge of Weir Road and a former railway line, now part of the National Cycle Network, to the north and east by open self seeded land and open agricultural land beyond that, and to the west by housing accessed from Moss Road and Gorse Crescent.

History

04/0547/PP - Removal of landfill material to create 5.4 hectares of land for housing, with associated 12 hectares of community woodland. Appeal Dismissed 21/11/2005.

15/0261/NO - Erection of mixed use development comprising retail development of 25,000sqft with ancillary petrol filling station, residential development of 200 dwellings, cycle

facilities, landscaping and access. Accepted 06/05/2015.

Policy and Material

Considerations

Scottish Planning Policy

Scottish Planning Policy highlights the primacy of the Development Plan. The extant Development Plan is the Glasgow and the Clyde Valley Strategic Development Plan 2012, Clydeplan's Strategic Development Plan Proposed Plan (2016) and the Adopted Renfrewshire Local Development Plan 2014 as detailed below with relevant policies identified.

Glasgow and the Clyde Valley Strategic Development Plan 2012

Strategy Support Measure 1: Delivering the Spatial Development Priorities
Strategy Support Measure 8: Green Infrastructure: An Economic Necessity
Diagram 3: Spatial Development Strategy and Indicative Compatible Development
Diagram 4: Sustainable location assessment

Clydeplan's - Strategic Development Plan Proposed Plan (2016)

The Proposed SDP is a material consideration as it is the settled view of the Clydeplan Authority.

Policy 1: Placemaking

Policy 14: Green Belt

Policy 16: Managing Flood Risk and Drainage

Policy 18: Strategic Walking and Cycling Network

Table 1: Placemaking Principles

Schedule 14: Strategic Scales of Development

Diagram 11: Assessment of Development Proposals

Adopted Renfrewshire Local Development Plan 2014

Policy ENV1: Green Belt

Policy C1: Renfrewshire Network of Centres

Policy C2: Development Outwith the Network of Centres

Policy I5: Flooding and Drainage

New Development Supplementary Guidance

Delivering the Environment Strategy: Green Belt; Housing in the Green Belt; Contaminated Land and;

Delivering the Places Strategy: Places Development Criteria

Delivering the Centre Strategy: Centre Development Criteria and Commercial Centres

Delivering the Infrastructure Strategy: Flooding and Drainage and Infrastructure Development Criteria

Material considerations

Planning legislation requires that planning decisions are made in accordance with the Development Plan unless material considerations indicate otherwise. In this case, the proposal requires to be assessed in terms of the policies set out above, the history of the site, the supporting information submitted, the comments of the consultees, the views of representees and any other material considerations.

Publicity

Neighbour notification has been undertaken in accordance with statute. The application was also advertised in the Paisley and Renfrewshire Gazette on 29th June 2016, with a deadline for representations to be received by 20th July 2016.

**Objections/
Representations**

There has been 247 letters of objection submitted in relation to this application. The issues raised can be summarised as follows:

1. The proposal is contrary to Policy ENV 1 'Green Belt' of the Renfrewshire Local Development Plan (LDP) and the character of the village would forever be changed by additional commercial development.

2. The proposal will have an irreversible damage on the identity of Bridge of Weir on what is an important arterial route into the village.

3. Bridge of Weir is a village. A supermarket and fuel outlet of the size proposed is not compatible with the size of the village.

4. The proposed development does not integrate within the surrounding neighbouring land uses and would have a detrimental impact by way of congestion and increased traffic volumes accessing the site from Bridge of Weir Road.

5. There already exists within Bridge of Weir, a derelict garage site, much nearer to the core of the village which would be quite capable of providing for any 'retail development with filling station' needs should they be proved to be justified.

6. There is adequate retail and fuel provision within a very short distance with major retail developments in Linwood (Tesco), Johnstone (Morrisons), Phoenix Retail Park (Asda).

7. The proposed development is not within a town centre and it is considered would have a significant impact on the function, character and amenity of the area.

8. Scottish Planning Policy (SPP) identifies town centres as a key element of the economic and social fabric of Scotland, acting as centres of employment and services for local communities and a focus for civic activity, which make an important contribution to sustainable economic growth. There is no justification from the applicant as to why there is a need for further retail floorspace outwith the town centre.

9. There is already a co-op and other shops in the village centre, located in a central accessible place.

10. The retail development will draw business out of the village centre and impact on the viability of the existing village businesses. This will damage the character of the village and no doubt lead to empty retail units.

11. The current Bridge of Weir centre must be protected and the estimated impact levels detailed in the application are not

acceptable. Comments in the application about linked journeys are not supported by evidence or research.

12. This development would lead to the closure of shops and businesses in the centre of the village, which would cause a problem for the elderly and all those without their own transport.

13. The proposal will have a material and adverse impact on the vitality and viability of existing retail businesses in Bridge of Weir Town Centre contrary to Scottish planning Policy.

14. The access roundabout from Johnstone Road would lead to continuous hold-ups and delays in and out of the village. The infrastructure in and around Bridge of Weir could not accommodate an increase in vehicular traffic. Currently its difficult to enter and leave the village and the road through the village is very narrow and was never designed to take current traffic volumes.

15. This development will create a precedent for an expansion in housing development both to the adjacent land as well as similar sites within the local community which will have an impact on the area's schools and services, including health provision all of which are already near capacity.

16. There is already an approved development of about 200 houses near Brookfield as well as the building of 40 houses at Shillingworth within Bridge of Weir. These developments combined increase traffic volumes already reaching unsupportable levels particularly trying to access the M8 from the junction at Johnstone.

17. Even without the Shillingworth Farm housing development coming on stream, the development at Gryffe Castle, the developments at Deafhillock and 2 others in Brookfield and Kilbarchan, will add pressure in the roads in and around the village. These additional homes could produce up to an extra 1200 - 1500 cars using the local roads on a daily basis.

18. The old railway trackbed should be protected to ensure that there remains the

opportunity of reinstating a railway service between Kilmacolm and Glasgow.

19. There are wider environmental concerns raised by this proposal including the possible removal of trees and change to wildlife habitat, and the potential of the development to pollute the nearby river.

20. The proposed car park would cause considerable noise and disruption to the residents in Gorse Crescent.

21. The site is contaminated land and any disturbance could cause chemicals from the old tanneries to seep into the salmon fished River Gryffe.

22. The cycle path is a very safe and sustainable transport route for many people and a roundabout will make this route less safe.

23. The proposed roundabout will cut through an established right of way.

24. The planned roundabout will require engineering work which will affect the setting of the entrance to the village and compromise the old railway track and therefore any future opportunity to bring back rail access between Kilmacolm and Glasgow.

25. Bridge of Weir has several vacant properties that could house any new retail units, or indeed restaurants, if desirable. New retail chain stores will add little.

26. The proposed development site is not in a sustainable location. The bus service is infrequent, there is no pedestrian crossing to ensure a safe access route to the bus stop on the opposite side of the road. There is a pavement on one side of the road only which is narrow permitting single file pedestrian traffic only. The only way to access the proposed development would be by vehicle.

27. When first proposed the developer also aimed to build a large number of houses. By omitting these on this application is a cynical attempt to first gain approval and later use the remaining land for housing. This would create additional pressure on village services such as schools, GP's and road congestion.

Consultations

The Director of Community Resources (Design Services) - State that an outline Drainage Impact Assessment is required to demonstrate that the site can be appropriately drained.

The Director of Community Resources (Environmental Services) - It is recommended that the application is not determined until an Air Quality Assessment is undertaken which demonstrates that the Local Air Quality Management Objectives are not exceeded, outlining mitigation proposals where required. It is further recommended that the application is not determined until the applicant submits and the Planning Authority approves, a noise assessment to determine the impact of plant and equipment on adjacent property and mitigation measures as appropriate. With regard to contamination it is recommended that a number of conditions will be required in relation to site investigation, remediation strategy and/or method statement and verification reports.

The Director of Community Resources (Roads) - It is stated that whilst the proposal confirms previous satisfaction with the roundabout size and vehicular access, this was before Designing Streets became a national policy document. It is considered that the proposal is weak as there is only a single pedestrian link to the village and a token mention of buses and cycles but no mention of the level of difficulty to be overcome, and a single vehicular link to the main arterial route which passes alongside but not to the neighbouring community. It is considered that the scheme illustrated through the traffic statement is unacceptable as it does not provide the inter connectivity sought by the Designing Streets policy. It is recommended that a decision on the application be deferred until this is addressed.

Inverclyde Council - State that while the proposal presents no conflict with the

Inverclyde Local Development Plan nor does the Council have any policies in place with the intent of protecting the former railway line for the purpose of facilitating its potential reinstatement, the development should not be allowed to compromise the reinstatement of a branch line, using the existing line of the redundant infrastructure, at some stage in the future.

Strathclyde Passenger Transport - It is stated that it is likely that a bus stop will have to be relocated to allow the provision of a roundabout. The amended location of the bus stop should be agreed by SPT and the Councils Roads and Transportation section and internal layout should be designed to accommodate a MyBus service.

Bridge of Weir Community Council - States that the proposal is contrary to Renfrewshire Council's Local Development Plan which designates the land as Green Belt and not as brownfield as claimed by the applicant; a development of this scale would be an unacceptable intrusion into the Green Belt changing the overall character of this edge of the village and lead to pressure to develop the adjacent land for residential; the development would put undue pressure on village services.

The application discounts the brownfield site at CH Bulls, partly on the grounds of size and partly on grounds of multiple ownership and neither of these concerns would warrant support of an out of centre location.

The proposed road access fails to integrate the development with the village centre, creating an out of town style supermarket; the proposal will have a detrimental effect on existing businesses; the impact of this development is highly likely to affect the opportunity for rail transport returning to the village as the roundabout would be constructed over the existing rail bed reducing head-room as a

consequence; the evidence offered on the need for additional retail capacity is not shared by local residents who have access to major supermarkets in Johnstone, Linwood and Port Glasgow; the noise impact of proposed car parking is of concern to nearby residents; concern over the possibility of contaminants leaching into the River Gryffe during construction work; an informal path running through the site should be considered as having right of way status; a diverse population of wildlife has made this site their habitat and the premature clearance of the site has destroyed this.

Scottish Water - No response.

Summary of main issues

Environmental Statement - N/A

Appropriate Assessment - N/A

Design Statement - N/A

Access Statement - N/A

Other Assessments

Transport Statement - The report claims to have assessed the transport issues surrounding the proposed development and concludes that the development site is located in close proximity to well established pedestrian routes and a significant number of measures will be provided to connect the site with them effectively. A National Cycle Route passes through the south of the site and the development proposals include an intention to link the site directly to the route and provide a number of dedicated car parking spaces for users of the route. It is claimed that existing bus stops are located within walking distance of the proposed development providing access to a range of services.

The report states that it is proposed that the development will be accessed via a new roundabout junction from Bridge of Weir Road to the south east of St Mary's

Church. It is claimed that the roundabout junction will act as a gateway feature to Bridge of Weir which will assist in slowing traffic on the approach to the village and that the final design of the roundabout will include a landscape strategy to ensure that as a gateway it is appropriate to its particular surroundings. It is claimed that via a new connection with the main road into the development site, the junction would also provide access to the St Mary's Church car park and so allow the substandard bridge access to be permanently closed to vehicular traffic. It is stated that the access roundabout will be required to bridge over the National Cycle Route that runs through the southern boundary of the site. The land crossed by the cycle route and the airspace above it are within the control of the applicant.

Retail Impact Assessment (RIA) - It is stated in the report that the proposal will assist in addressing qualitative deficiencies by being of a scale that would increase choice and competition. It is stated that given that the application site is located in an 'out of centre' location it requires to be tested both in terms of the sequential approach and retail impact. It states that the application site is located in an easily accessible location and one where it seeks to address significant and growing retail deficiencies. It further states that the convenience position that does exist is limited in scale and of a top up nature, the result of which is that most people are leaving the catchment entirely to the detriment of the area. It is claimed that as the application site is positioned on the same road as the Town Centre and is accessible by a number of transport modes other than the private car, it is expected that linked trips between the two destinations will take place and that the proposal will clawback a significant level of lost expenditure. It is claimed that the Reporter in the review of the Local Development Plan (LDP) accepts that the subject site is brownfield and that this does give it some advantage in terms of

any redevelopment proposal. It is claimed that there are no town centre sites capable of accommodating the proposal and that the former station site has been discounted due to its scale, topography and access constraints. It is stated that careful consideration of the Bulls Garage site was given but ultimately it was concluded that it was not available/effective (as a whole), viable or suitable for the proposed development.

It is claimed that the RIA has provided an assessment of retail impact on BoW Town Centre and that it demonstrates that the proposed development will not undermine the vitality or viability of the town centre with an impact level of approximately 11% and will claw back a significant level of local expenditure. It is claimed that the Reporters report into the LDP agreed with the Council that there is capacity within Bridge of Weir to support a local convenience retail development and notes in his findings that "retail development within Bridge of Weir would reduce the current leakage of retail expenditure which gives rise to unsustainable travel patterns in the area". It is further claimed that even were the application proposal to be approved, there would remain a significant quantitative retail deficiency given the lack of local main food provision and, beyond this, competition and choice.

It is claimed within the report that the proposed development will result in the direct employment of up to 40 full-time and part-time jobs, with additional employment created during the construction process.

Planning Overview - The report states that the adopted LDP currently identifies the site as being within the Green Belt. It is claimed that there are significant material considerations which suggest that the application on balance, complies with the key policies of the LDP. It is claimed within the report that the site is recognised as a brownfield site self evidenced from its previous history as a builder's yard and its current condition. The report further claims

that the site was promoted through the LDP on the basis that there is retail capacity for a local convenience store, three sites were considered for retail use, of which the application site is the only effective one and that the Reporter through the decision letter on the LDP accepted that the site is brownfield which it is claimed should give it some advantage in terms of any development proposal. The report further states that the application is supported by a RIA and a TS which it is claimed confirms that the site can be effectively developed and is compliant with guidelines and policies. The report concludes that there is a need for a local convenience store; there would be no adverse impact on the town centre; that this is a suitable use for a brownfield site on the edge of the settlement boundary; the site can be readily accessed; the site is in a sustainable location and that the proposal is effective and viable.

Desk Study: Geological, Mining and Environmental Appraisal - The report summarises various remediation measures required for contamination and in relation to gas. It concludes that the constraints at this site include: made ground chemical contamination, gas emissions, shallow abandoned mineworkings, mine shafts, poor ground conditions, quarrying, former landfill and that the proposed remediation measures should allow the development of either residential or commercial land uses to take place.

With regard to mining activity the report states that there are records of at least 3 former quarries located within the site and that the site is located in an area of known previous mining activity. The report claims that there is no current mining within influencing distance, and although reserves of coal and related minerals may exist beneath the site, the possibility of future exploitation is at present considered to be unlikely. The report concludes that there is therefore potential for mining

constraints at the site and the available plans indicate at least three mine shafts to be present on the site.

Ecological Constraints Survey - The report states that surveys have concluded that the site was suitable for foraging and commuting bat species and for otters, badgers and nesting birds but that no protected species were recorded. The report states that the site is dominated by broad-leaved woodland and dense scrub, which are not complex and have limited ground flora, primarily dominated by bramble and rank grasses. The report also notes that foxes, rabbits and deer are using the site. The report recommends that further survey for bats is required prior to the removal of any mature trees during the optimum season (May to September). It is further recommended that should it be confirmed that there is a bat roost on site, a licence from SHN will be required before the tree is removed and the level of mitigation will depend on the species found, the type of roost and extent of work proposed. The report recommends that a precautionary method of working statement is produced and followed to prevent harm to reptiles that are potentially present on the site. With regard to mammals, the report recommends that pre construction surveys are undertaken and should include a dedicated badger and otter survey. The report discusses enhancement and considers that the retention and improvement of hedgerows could help compensate for the loss of trees and that the retention and enhancement of plant species along the river bank could benefit the wildlife corridor. The report states that the installation of bat boxes in the adjacent habitat or the incorporation of bat bricks into the design should be considered and that bird boxes could be used to provide further nesting habitats for birds.

Landscape Statement - The report sets out landscape principles for development of the site, including that a new native woodland belt 50m wide will be planted to

the east at the highest part of the site and bounded by a mixed native species hedge, to provide early screening. The report states that this will provide a robust, long term defensible edge to Bridge of Weir greenbelt. The report further states that along the River Gryffe corridor landscape management will be undertaken to thin scrub and remove non-native invasive vegetation to open up the river's edge and that high quality open spaces will be provided within the development which will form green corridor connections between habitats. With regard to pedestrian and cycle links, it is stated that new path linkages to existing housing, to the NCN 75 cycle path and to Crosslee road will be created. It is also stated within the report that the southern boundary will be strengthened by additional planting.

Planning Obligation Summary - N/A

Scottish Ministers Direction - N/A

Assessment

Section 25 of the Town and Country Planning (Scotland) Act 1997, requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. In this case, the Development Plan comprises the Approved Glasgow and Clyde Valley Strategic Development Plan (GCVSDP) 2012 and the Adopted Renfrewshire Local Development Plan 2014 and associated New Development Supplementary Guidance, including the Housing Land Supply Supplementary Guidance. The proposal also requires to be assessed taking account of the Scottish Planning Policy and the Proposed Strategic Development Plan 2016 (Clydeplan). In addition, the comments of consultees and the issues raised through representations are material considerations in the assessment of the application.

The determining issues in this case are whether there is a need for further retail

development within this area ; whether the proposal would have an unacceptable impact on the network of centres; the ability of the proposed development to meet this need; and whether the benefits of doing so would justify the use of green belt land and the effects on the surrounding area having regard to the development plan and other material considerations.

Scottish Planning Policy

Scottish Planning Policy (SPP) sets out national planning policies which reflect Scottish Ministers' priorities for the operation of the planning system and for the development and use of land. SPP aims to support sustainable development and the creation of high quality places. It sets out two overarching policy principles namely a presumption in favour of development that contributes to sustainable development; and placemaking which seeks the creation of high quality places. It considers that the planning system should support economically, environmentally and socially sustainable places by enabling development that balances the costs and benefits of a proposal over the longer term. The aim is to achieve the right development in the right place. It is not to allow development at any cost.

The presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making. For proposals that do not accord with development plans, the primacy of the plan is maintained. Then the presumption in favour of development that contributes to sustainable development is a material consideration. The proposal subject of this application comprises a large retail development on green belt land with no defensible green belt boundary and neither comprises sustainable development nor will it enhance the existing village of Bridge of Weir.

In terms of retail development SPP states that town centres are a key element of the economic and social fabric of Scotland and should be a focus for a mix of uses including retail; that the development plan should identify gaps and deficiencies in the provision of shopping and other uses to be remedied by identifying appropriate locations for new development and that all retail developments should be accessible by walking, cycling and public transport. It states that where a proposal is contrary to the development plan, planning authorities should ensure that the sequential approach has been applied; there is no unacceptable impact on the network of centres; the proposal will help to meet deficiencies identified in the development plan; and there is no conflict with other significant development plan objectives. The development proposed will neither help to meet deficiencies identified in the development plan and will conflict with the development plan objective of maintaining the integrity of the green belt.

Strategic Development Plan Policy Glasgow and the Clyde Valley Strategic Development Plan 2012

The Approved Glasgow and the Clyde Valley Strategic Development Plan 2012 provides the framework for local authority development management decisions and outlines a Spatial Vision for the city-region to 2035 along with a Spatial Development Strategy (SDS) to deliver that vision. The Approved SDP establishes the principle of development where development proposals conform to its policy direction and provisions. Strategy support Measure 1 'Delivering the Spatial Development Priorities' states that the Spatial Development Strategy is clear and consistent in its intent, to support sustainable economic growth and development.

The Fundamental Principles of the Strategic Development Plan include the acceptance that development and investment proposals whose location and development compatibility accords with

the Spatial Development Strategy and its related frameworks, will be deemed to support the Spatial Vision and Strategy. Diagram 3 sets out the range and type of development which the Authority would expect as part of the Spatial Development Strategy and with regard to Green Belt indicative forms of development considered to be in line with the strategy include: green infrastructure; woodland creation; sustainable access and natural leisure facilities; biodiversity and biomass planting. This proposal for a significant retail development within the green belt is therefore not a development considered to conform to the Spatial Development Strategy.

It further considers that new strategic development proposals which do not reflect the Spatial Development Strategy and its related frameworks are deemed not supportive of the Spatial Vision and Strategy. Where this is the case, it states that proposals will require to be assessed upon their own merits by the relevant local authority adopting the sustainable location assessment set out in Diagram 4. When the proposal is assessed against Diagram 4, the following conclusions can be made:

Climate Change - Minimising the Development footprint of the city-region/minimising the carbon footprint of the city-region/mitigating greenhouse gas emissions - The development of the site subject of this application, due to its size, and location in the green belt will not contribute toward the aims of minimising the development footprint or carbon footprint of the city-region or mitigating greenhouse gas emissions.

Low Carbon Economy - Supporting sustainable economic competitiveness/supporting key economic sectors and new environmental technology sectors/supporting the farming and rural economy - The application site is brownfield in as much as it was previously used land over 20 years ago which had naturally regenerated until the vegetation

was cleared recently. The site remains undeveloped and together with surrounding land which contains a range of vegetation and trees has remained within the green belt and helps create a natural setting to the edge of Bridge of Weir. Therefore the development of this site would neither support sustainable economic competitiveness, new environmental technology sectors nor farming and the rural economy.

Sustainable Transport - Supporting sustainable access and active travel/providing appropriate public transport access/supporting future public transport services - The application was accompanied by a Transport Assessment which generally demonstrates that access to public transport provision from the site is currently substandard. The Director of Community Resources (Traffic) considered that the proposal is weak as there is only a single pedestrian link to the village, a token mention of buses and cycles but no mention of the level of difficulty to be overcome.

Green Network - Developing green infrastructure/supporting green belt objectives/ supporting biodiversity networks and designations - Paragraph 4.48 of the Approved SDP and Strategy Support Measure 8 'Green Infrastructure: an economic necessity' establishes that the green belt is central to the sustainable planning of the city-region, that it is an important strategic tool and has a significant role to play in achieving key environmental objectives by directing planned growth to the most appropriate locations, supporting regeneration, creating and safeguarding identity through place-setting and protecting the separation between communities. Although the application site is located on the edge of Bridge of Weir close to existing areas of housing, it comprises, in the main, of a large area of naturally regenerated land now partially cleared, in a prominent green belt location on one of the most important approaches to Bridge

of Weir, which adds to its local landscape character and setting. While it is noted that the site has had a variety of previous uses including as a landfill site/builders yard, these uses ceased approximately 20 years ago and the site has remained in the green belt through two successive local plan reviews. Over that time the site had become re-established with trees and vegetation and although was cleared of vegetation recently, it remains undeveloped and as such makes an important contribution to the natural setting of Bridge of Weir. Although the site does have a degree of containment, the fields to the east have a very open aspect to the other surrounding grazing fields with poor containment. Allowing development at this location would result in the possibility of development spreading along these fields which in turn would have an adverse impact on the landscape character as well as the visual profile of the area. Development of this site would not therefore support the green belt objectives of maintaining the identity of settlements and protecting and enhancing their landscape setting.

Water Environment - Managing flood-risk/improving and safeguarding water quality - The Director of Community Resources has commented that an outline DIA is required. An outline DIA has not been submitted and therefore it has not been adequately demonstrated that an acceptable drainage scheme can be provided. It is not evident that there will be an unacceptable impact on water quality.

Network of Centres - Respecting the scale of the centre, supporting the network of centres, keeping the impact of the City Region, including cumulative impact to an acceptable level - With regard to retail developments, while re-affirming the need to arrest the decline of traditional town centres, the Strategic Development Plan states that Local Development Plans should be the primary vehicle to assess such developments and to manage

strategic centres. This view essentially places reliance on local development plans to provide the necessary assessment for retail developments. The LDP does not identify a specific deficiency in retail provision within Bridge of Weir and neither does it designate any potential retail sites to expand the Local Service Centre.

Low Carbon Energy - Developing green energy and/or energy smart-grids/contributing to a low carbon energy and technology future - It is not evident that the proposal would contribute to developing green energy or that it would contribute to a low carbon energy and technology future.

Taking all of the above considerations together leads to the conclusion that the application site is not a sustainable location, and as such the set tests under Diagram 4 are not satisfied.

Proposed Strategic Development Plan 2016(SDP)

The Proposed SDP 2016 was submitted to the Scottish Ministers for Examination on 26th May 2016 and represents the settled view of Clydeplan, the Strategic Development Planning Authority of which Renfrewshire is a constituent part and therefore it has to be considered in the assessment of this proposal.

The Proposed SDP 2016 sets out a Spatial Development Strategy which supports a presumption in favour of sustainable development that contributes to economic growth. It acknowledges the city region's legacy of development and infrastructure and recognises that maximising the benefit of those resources is fundamental to ensuring the long term success of the city region. Through Policy 1 'Placemaking', it seeks to embed the creation of high quality places firmly as part of its Vision and Spatial Strategy.

It considers that in support of the Vision and Spatial Development Strategy, new development proposals should take

account of the Placemaking Principles set out in Table 1, including maintaining and enhancing an areas' landscape character and supporting the objectives of the Glasgow and Clyde Valley Green Belt. The application proposal would neither maintain nor enhance the landscape character of Bridge of Weir nor support the objectives of the Green Belt in this location and therefore does not comply with Policy 1 Placemaking.

The Proposed SDP advocates a consistent approach to the consideration of development proposals across the city region and considers that proposals which are in locations or at a scale or of a nature not identified in the SDP could undermine the Vision and Spatial Development Strategy. To assist in the development management process Section 10 of the Plan 'Implementing the Plan and Development Management' sets out 'thresholds for strategic scales of development', within Schedule 14. With regard to Retail Development Schedule 14 considers that retail developments of over 5,000 sqm within or 2,500 sqm, outwith the network of strategic centres is considered to be strategic. Given that the proposal comprises a retail development where an indicative floorpace of 2,200sqm gross is proposed, on a site located outwith a strategic centre, it is considered to fall outwith the definition of strategic scale of development, and the Local Development Plan should be used to assess the retail aspects of the proposal.

Policy 14 'Green Belt' states that in support of the Vision and Spatial Development Strategy, Local Authorities should designate within Local Development Plans, the boundaries of the Green Belts to ensure that the objectives set out in paragraph 8.15 are achieved. Paragraph 8.15 considers that the Green Belt is an important strategic tool which has a significant role to play in supporting the delivery of the Spatial Development Strategy and achieving the objectives set

out below. When the potential impact of the application proposal is considered against these objectives, the following conclusions can be made:

Directing planned growth to the most appropriate locations - the application site is located within the designated Green Belt and has not been identified through the LDP as an appropriate location for planned growth.

Supporting regeneration- the application site is located within the designated Green Belt and will not therefore support the regeneration of Renfrewshire or the city-region as a whole.

Creating and safeguarding identity through place-setting and protecting the separation between communities/landscape setting and identity of settlements - the application site is a large green belt site in a prominent location, which, notwithstanding its previous use as a landfill site/ builders yard some 20 years ago, currently adds to the local landscape character and setting of Bridge of Weir. Development of the site would not therefore safeguard the setting of Bridge of Weir. Additionally, much of the site has no obvious spatial connection to the village and no defensible green belt boundary, especially to its eastern edge.

Protecting open space and sustainable access and opportunities for countryside recreation - the application proposal will not result in the protection of open space nor would it protect sustainable access opportunities for countryside recreation.

Maintaining the natural role on the environment - the proposal for a large retail development will not maintain the natural role of the environment in this location but will impact on the setting of Bridge of Weir and the surrounding agricultural landscape.

Supporting the farming economy of the city region - the proposal is for retail

development and will not support the farming economy of the city-region.

Meeting requirements for the sustainable location of rural industries including renewable energy, mineral extraction and timber production - the application proposal does not comprise a rural industry.

The application site is designated as Green Belt within the Adopted LDP and currently performs the functions set out in paragraph 8.15 of the Proposed SDP. Development of the site for retail would undermine many of these functions including protection of the identity of Bridge of Weir, and its landscape setting and would not therefore support the delivery of the Spatial Development Strategy.

Policy 16 'Improving the Water Quality Environment and Managing Flood Risk and Drainage'. This policy seeks to support the Vision and Spatial Development Strategy and to achieve the objectives set out in paragraph 8.28 which include securing improvements to water and drainage capacity and reducing flood risk. The Director of Community Resources (Design Services) had requested that it be demonstrated, through the submission of an outline DIA, that an appropriate drainage scheme can be provided, however, this has not been submitted. It has not been demonstrated therefore, that an acceptable drainage scheme is achievable in principle. It is not evident that there will be an unacceptable impact on water quality. The objectives set out in paragraph 8.28 are not therefore met and the proposal does not support the Vision and Spatial Development Strategy.

Policy 18 'Strategic Walking and Cycling Network' requires that development proposals should maintain and enhance the strategic walking and cycling network. The application proposal will not impact on the strategic network but neither will it enhance it.

Taking all of the above considerations together leads to the conclusion that the application proposal does not meet the relevant criteria in Box 1 and is therefore regarded as a Departure from the Strategic Development Plan. To ascertain whether this Departure is acceptable, the proposal requires to be assessed against the criteria of Box 2. When the proposal is assessed against these criteria, the following conclusions can be made:

Given its location in the designated Green Belt, with no defensible green belt boundary, the proposal will not make a significant or positive contribution to sustainable development through either a modal shift or contribution to carbon reduction;

The proposal will not provide significant economic benefit which would otherwise be lost to the city region or Scotland;

The proposal would not respond to economic issues, including the protection of jobs or create a significant number of net additional permanent jobs to the city region;

There is no specific locational need for the proposal;

The proposal would not enhance nor promote natural or cultural heritage, including green infrastructure, landscape and the wider environment.

The proposal would not improve health and well-being by offering opportunities for social interaction and physical activity, including sport and recreation.

It is not evident that the proposal would support the digital connectivity to a rural area which does not presently benefit from such connectivity.

It can be concluded therefore that the development proposal is an unacceptable departure from the Strategic Development Plan and it is therefore deemed contrary to

the Proposed Strategic Development Plan 2016.

Adopted Renfrewshire Local Development Plan 2014

When the proposal is assessed against the relevant policies of the LDP and New Development Supplementary Guidance, the following conclusions can be made.

The application site is located in the green belt and is subject to assessment against Policy ENV1 'Green Belt'. Policy ENV 1 states that, amongst others, the green belt in Renfrewshire aims to identify appropriate locations to support planned growth, where required, as well as maintaining the identity of settlements and protecting and enhancing the landscape setting of an area. It states that appropriate development within the green belt will be acceptable where it can be demonstrated that it is compatible with the provisions of the New Development SG.

The New Development SG 'Delivering the Environment Strategy – Green Belt' considers that development within the green belt is appropriate in principle where it is for the purposes of or in support of a use which requires a green belt location including agriculture, forestry and recreational uses. The application proposal for retail development does not support one of these purposes and is not an acceptable form of development in the green belt.

Policy C1 states that the council will welcome development that will strengthen the network and enhance its centres, ensuring they are places which are vibrant, inclusive, accessible and complementary as well as compatible with surrounding land uses. The Local Development Plan defines Bridge of Weir as a Local Service Centre (LSC), however, as the application site is located outwith this centre, it is located outwith the network of centres and requires to be assessed against the requirements of

Policy C2 'Development Outwith the Network of Centres'.

Policy C2 'Development Outwith the Network of Centres' states that proposals for retail and commercial developments outwith the network of centres should meet a number of criteria. When the proposal is assessed against the relevant criteria, the following conclusions can be made :

Provide clear justification as to why sites within the network of centres have been discounted, demonstrating a sequential approach has been undertaken to site selection- The applicant has discounted one other site, Bulls Garage, located on the edge of the centre but within the village envelope. It has been discounted as unavailable, unsuitable and not viable due to ownership, contamination, flooding and access constraints. It is the Council's understanding, however, that the site is currently being marketed on the open market for retail or other uses that can demonstrate compatibility with the surrounding area and subject to the detailed assessment of issues raised through public consultation and the satisfactory consideration of technical matters such as traffic, access, flooding, drainage and ground conditions. The application site is not located within the Local Service Centre of Bridge of Weir neither is it located within the village envelope but is located on the edge of the village separated from the centre by intervening residential development, and is within the designated green belt.

Demonstrate that development will contribute to the area without significantly impacting on the vitality and viability of the centres within the defined network - Bridge of Weir Local Service Centre (LSC) is in good health and provides a range of convenience and non convenience stores. While there may be a degree of spare capacity within the catchment area there is concern that the application proposal located outwith the town centre and

outwith the village envelope on a site which is clearly separate from the retail centre would have little connection to the village shopping centre, physically, visually and in a commercial capacity. This could draw trade away from the centre and given that one of the key factors that influence the vitality and viability of a town centre is pedestrian footfall any diversion of this footfall to a location which is physically and visually distant from the centre could impact significantly on its viability and vitality.

Demonstrate that proposals are of an appropriate scale and do not significantly impact upon the function, character and amenity of the surrounding area - The application proposal concerns the erection of a large retail store and associated development, out with the centre of Bridge of Weir and outwith the village envelope. The application site is located within the greenbelt and is separated from the commercial uses of the centre both physically and visually. The application site is in a green belt location bounded to the north and east by open undeveloped land which is partially self seeded with vegetation and trees and areas of open agricultural land. The green belt in this prominent location has the important function of protecting the setting of Bridge of Weir and the application site contributes to a defensible boundary. It is considered that a development of this nature will significantly impact on the function of the green belt in this location and the character and amenity of the surrounding area.

Demonstrate that the development would tackle deficiencies in qualitative or quantitative terms that cannot be met in the network of centres - Bridge of Weir's centre provides a diverse mix of specialist independent convenience and comparison retailers, as well as local commercial uses that contribute to and meet the needs of Bridge of Weir and the neighbouring villages. Although there are moderate levels of space capacity within the

catchment area as a whole this is more likely to support smaller convenience store developments and extensions to existing stores. However, with most residents undertaking food shopping within the wider area mostly at Morrisons in Johnstone or at Asda Phoenix, it is unlikely that a retail development of the type proposed would persuade against visits to these other stores. It has not been demonstrated that there is an overriding need to provide an additional retail offer, of the type proposed through this application, which cannot be met within the network of existing centres. In this regard, the applicant has not suitably demonstrated compliance with the criteria outlined above.

Thereafter, all development proposals require to be assessed against the relevant criteria detailed in the New Development SG, as follows:

Due to its location in the green belt separated both physically and visually from Bridge of Weir LSC, it is considered that the proposal would undermine the retail function of that centre and would not be complementary to its existing uses and activities.

Located in the green belt and set apart from the centre, the proposal neither reflects the character and form of the centre nor the character or form of its green belt location.

Bridge of Weir's LSC currently provides a diverse mix of convenience and comparison retailers including specialist and independent uses that contribute to and meet the needs of Bridge of Weir and the neighbouring villages. It is not considered that the proposal, due to its location outwith Bridge of Weir LSC, and separated from it both physically and visually would contribute towards the inclusiveness or economic viability of the centre while providing a balanced provision to cater for varied needs which are not already satisfied.

Although the application is in principle and the details of its siting and design are not known at this stage, given its location in a prominent green belt site which currently contributes to the setting of Bridge of Weir, the nature of the development proposed would neither contribute towards nor complement the surrounding area.

The Director of Community Resources (Roads) considers that the proposal is weak as there is only a single pedestrian link to the village and a token mention of buses and cycles. As such it is considered that the scheme illustrated through the traffic statement is unacceptable and that it does not provide an acceptable level of inter connectivity.

It is concluded therefore that planning authorities are required to assess and plan to meet the needs of main town centre uses in full adopting a town centre first approach and that the development plan should identify gaps and deficiencies in the provision of shopping. The LDP is an up to date expression of policy and does not identify a specific deficiency of convenience retail provision within Bridge of Weir but rather recognises opportunities for improvements in the public realm as well as the development of gap sites with appropriate uses to strengthen the quality of the centres environment. The application site is not located within the Local Service Centre of Bridge of Weir neither is it located within the village envelope but is located on the edge of the village separated from the centre by intervening residential development, and is within the designated green belt. To release land from the green belt requires special circumstances and the LDP has not identified any quantitative or qualitative deficiencies in retail provision which would justify development of a green belt site.

Policy I5, 'Flooding and Drainage' considers that new development must not have an impact on existing drainage infrastructure or increase the risk of flooding elsewhere and requires to be

assessed against the criteria and guidance set out in the New Development SG which sets out a number of criteria which require to be considered. These generally require minimum standards to reduce the risk of flooding in new developments and to ensure that the risk of flooding is fully considered in the assessment of new development proposals. In this regard, the Director of Community Resources was satisfied that an FRA was not required but requested that an outline Drainage Impact Assessment be submitted to demonstrate that an acceptable drainage scheme could be achieved, in principle. The applicant has not therefore demonstrated that the requirements of Policy I5 and the associated SG can be achieved.

In relation to the Infrastructure Development Criteria it has not been demonstrated through the Traffic Assessment (TA) that appropriate access and pedestrian arrangements could be achieved. The Director of Community Resources considers that a decision on the application should be deferred until these issues are addressed.

The SG on 'Contaminated Land' requires sufficient information to be submitted to establish whether contamination is present on an application site so that appropriate conditions can be attached to ensure that the necessary remediation action will be undertaken to prevent unacceptable risks to human health or the environment. In this regard the Director of Community Resources (Environmental Services) is satisfied that conditions can be attached which will ensure that any potential contamination of the site can be adequately addressed.

With regard to the issues raised through objection which have not been dealt with in the above assessment, the following conclusions can be made.

It is acknowledged that the applicant has submitted two separate applications for

planning permission (in principle) for retail development and for residential development on adjoining sites, and in so doing both applications have come within the category of 'local' development where there is no statutory requirement that such applications be presented to the Planning and Property Policy Board for determination. There is no restriction on the submission of two separate applications and indeed the applicant may have chosen this route given the differing issues related to both applications. Notwithstanding this, given the volume of public interest in these applications and the wider planning implications of the proposals, the Head of Planning and Housing Services has referred both applications to the Planning and Property Policy Board for determination.

A large volume of objection relates to matters of the principle of the development, i.e. loss of green belt land and detailed matters which are not known at this time. The site has not been identified through the Adopted Local Development Plan 2014 as a retail development site and, for the reasons already outlined, its release from the green belt would not comply with the Spatial Strategy of the Development Plan.

There is concern that the road access/roundabout would cut across the cycle track and old single track railway line and make it impossible to plan for the return of trains to Bridge of Weir and Kilmacolm. The status of the former rail line solemn being/not being retained for future rail use is unclear and its status should be confirmed by the applicant. It has been accepted previously that the rail line plan shape and cross-sectional headroom (kinematic envelope) should be retained so as not to prohibit re-opening the line to trains. The drawings submitted with the application do not indicate that this is proposed or in principal can be achieved.

Although it is indicated that planting is proposed it is considered that there would be no robust, established and defensible green belt boundary. Development of this site is therefore unacceptable and would not comply with the Spatial Development Strategy of the Approved Strategic Development Plan 2012, Proposed Strategic Development Plan 2016 and Adopted Local Development Plan 2014.

Recommendation and Reasons for Decision

In light of the above assessment, it is concluded that notwithstanding the supporting information submitted with the application and the justification provided for the development, it has not been demonstrated that this is an appropriate site for retail development, which would not impact unacceptably on the vitality and viability of Bridge of Weir Local Service Centre. Neither has it been demonstrated that this is an appropriate site for retail development which would not impact unacceptably on the purposes of the green belt in this location and which can be developed with a defensible green belt boundary. The proposal is therefore considered to be contrary Policy ENV1 and C2 and associated New Development Supplementary Guidance. For these reasons it is considered that the proposal would not comply with the Spatial Strategy of the LDP.

There is no justification for setting aside the policies of the SDP and LDP for a site which is in an unsustainable location and greater weight should be given to the development plan at both strategic and local levels.

Recommendation

REFUSE

Conditions & Reasons

Reason(s) for Decision.

1. The proposal does not accord with the Spatial Development Strategy and related Spatial Frameworks of the approved Glasgow and the Clyde Valley Strategic Development Plan and Clydeplan's Strategic Development Plan Proposed Plan 2016 in terms of its location and development compatibility and therefore fails to support the Spatial Vision of the Plan.

2. The proposal is contrary to Policy ENV 1 of the Adopted Renfrewshire Local Development Plan in that it would result in development within the designated Green Belt without appropriate justification and due to its location and scale would not be commensurate with the aims of maintaining the identity of settlements and protecting and enhancing the landscape setting of an area.

3. The proposal is contrary to the Adopted Renfrewshire Local Development Plan New Development Supplementary Guidance - Delivering the Environment Strategy as it does not require a specific green belt location and does not maintain or support an established activity which is suitable in the green belt. The proposal would thereby introduce an inappropriate form of development into the Green Belt, result in an unacceptable erosion of the Green Belt and result in an adverse and detrimental impact on its character.

4. The proposal is contrary to Policy C2 of the Adopted Renfrewshire Local Development Plan as it has not been demonstrated that the development will contribute to the area without impacting on the vitality and viability of the centres within the network, that there are other more appropriate sites for a development of this nature, that the proposal would tackle deficiencies in qualitative and quantitative terms that cannot be met in other centres and that the development will not impact on the function, character and amenity of the surrounding area and that due to its scale and location, the proposed development would undermine the Spatial Strategy of the Adopted Renfrewshire Local Development Plan.

Local Government (Access to Information) Act 1985 - Background Papers: For further information or to inspect any letters of objection and other background papers, please contact David Bryce on 0141 618 7892.

The site has been visited and the photographs archived.

Planning Application: Report of Handling

Application No. 16/0571/PP



Renfrewshire
Council

KEY INFORMATION

Ward

9 Houston, Crosslee &
Linwood

10 Bishopton, Bridge of
Weir & Langbank

Applicant

Paterson Partners &
Barratt/David Wilson
Homes
c/o East Dykes
Gilmourton
Strathaven
ML10 6RH

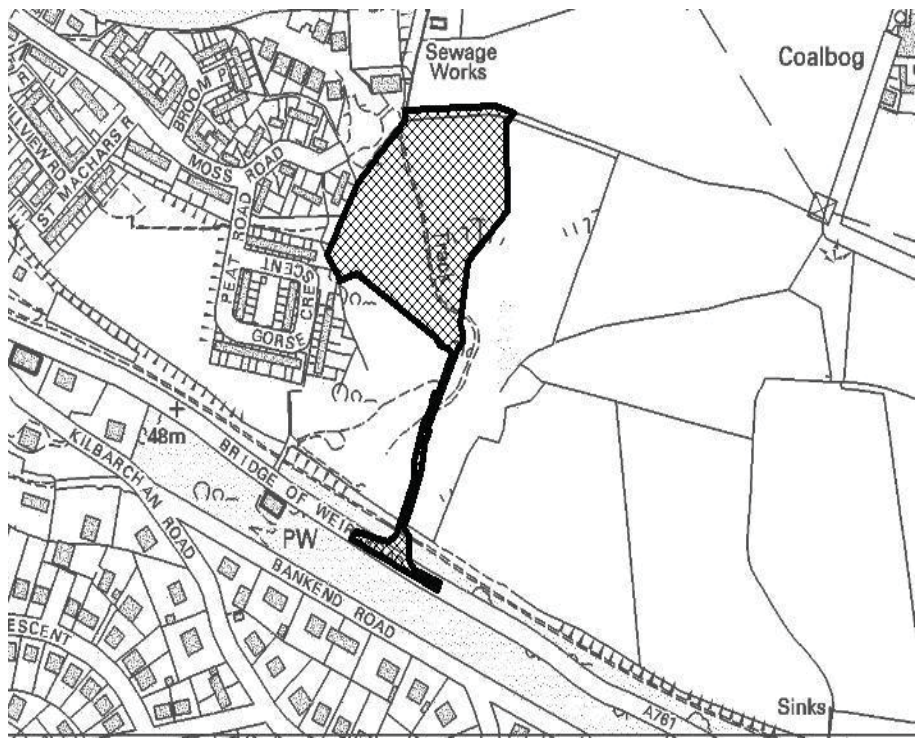
Registered: 15/08/2016

Report by Director of Development and Housing Services

PROPOSAL: ERECTION OF RESIDENTIAL DEVELOPMENT (IN PRINCIPLE)

LOCATION: SITE AT WHITELINT GATE, JOHNSTONE ROAD, BRIDGE OF WEIR

APPLICATION FOR: PLANNING PERMISSION IN PRINCIPLE



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RECOMMENDATION

Refuse.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The proposals relate to residential development on land designated as Green Belt in the Adopted Renfrewshire Local Development Plan.
- There have been 120 letters of objection and an objection from Bridge of Weir Community Council.
- The proposals are assessed as being contrary to the approved Glasgow and the Clyde Valley Strategic Development Plan 2012 and Clydeplan's Strategic Development Plan Proposed Plan 2016; and the Adopted Renfrewshire Local Development Plan 2014.

Description

Planning permission (in principle) is sought, for the erection of a residential development on a site located within the Green Belt, on the eastern boundary of Bridge of Weir. The application site extends to approximately 1.9 hectares and forms part of a larger landholding within the ownership of the applicant a section of which, located to the south west of the application site, is currently subject of a planning application (in principle) for the erection of a retail development (16/0423/PP).

While the application seeks planning permission in principle, indicative plans and documents submitted in support of the application indicate a residential development of approximately 49 dwellinghouses. It is proposed that access to the site will be via a new roundabout on Bridge of Weir Road, which would also provide access to the retail proposal. The new access will cut across the National Cycle Route path which is in the railway trackbed of the former Glasgow to Kilmacolm railway in this location.

The site is bounded to the north by agricultural fields and the River Gryffe beyond, to the south by an area of open cleared land which until recently was covered by self seeded trees and bushes (site of application for retail development), to the east by open self seeded land and open agricultural land beyond and to the west by existing housing.

History

15/0261/NO - Proposal of Application Notice for the erection of mixed use development comprising retail development of 25,000 sqft, with ancillary petrol filling station, residential development of 200 dwellings, cycle facilities, landscaping and access.

04/0547/PP - Removal of landfill material to create 5.4 hectares of land for housing, with associated 12 hectares of community woodlands. Deemed refusal and

subsequent appeal dismissed November, 2005.

Policy and Material**Considerations**Scottish Planning Policy

Scottish Planning Policy highlights the primacy of the Development Plan. The extant Development Plan is the Glasgow and the Clyde Valley Strategic Development Plan 2012, Clydeplan's Strategic Development Plan Proposed Plan (2016) and the Adopted Renfrewshire Local Development Plan 2014 as detailed below with relevant policies identified.

Glasgow and the Clyde Valley Strategic Development Plan 2012

Strategy Support Measure 1: Delivering the Spatial Development Priorities
Strategy Support Measure 8: Green Infrastructure: An Economic Necessity
Strategy Support Measure 10: Housing Development and Local Flexibility
Diagram 3: Spatial Development Strategy and Indicative Compatible Development
Diagram 4: Sustainable location assessment

Clydeplan's - Strategic Development Plan Proposed Plan (2016)

The Proposed SDP is a material consideration as it is the settled view of the Clydeplan Authority.

Policy 1: Placemaking

Policy 7: Joint Action Towards the Delivery of New Homes

Policy 8: Housing Land Requirement

Policy 14: Green Belt

Policy 16: Managing Flood Risk and Drainage

Policy 18: Strategic Walking and Cycling Network

Table 1: Placemaking Principles

Schedule 14: Strategic Scales of Development

Diagram 11: Assessment of Development Proposals

Adopted Renfrewshire Local Development Plan 2014

Policy ENV1: Green Belt

Policy P2: Housing Land Supply

Policy I5: Flooding and Drainage

New Development Supplementary Guidance

Delivering the Environment Strategy: Green Belt; Housing in the Green Belt; Contaminated Land and;

Delivering the Places Strategy: Places Development Criteria

Delivering the Infrastructure Strategy: Flooding and Drainage and Infrastructure Development Criteria

Material considerations

Renfrewshire's Housing Land Supply Supplementary Guidance 2015 requires to be considered in addressing the Council's shortfall in housing land supply. The replacement Renfrewshire Local Development Plan will set out a framework for new and appropriate housing sites for meeting housing need and demand in Renfrewshire.

Planning legislation requires that planning decisions are made in accordance with the Development Plan unless material considerations indicate otherwise. In this case the proposal requires to be considered against the policies and guidance set out above, the supporting information submitted, the comments of the consultees, any objections received and any other relevant material considerations.

Publicity

Neighbour notification has been undertaken in accordance with statute. The application was also advertised in the Paisley and Renfrewshire Gazette on 24th August 2016, with a deadline for representations to be received by 14th September 2016.

Objections/
Representations

120 letters of objection have been received and the issues raised have been summarised below.

1. The site is located within the green belt and is subject to Policy ENV 1 which states that only appropriate development which is compatible with the provisions of the New Development Supplementary Guidance is acceptable. Housing is not an acceptable use.

2. The site is not in a sustainable location. The site does not have good access to public transport and is not within easy walking distance of schools, local shops and community facilities.

5. Through its spatial strategy, the LDP identifies Bridge of Weir as part of the green network. The proposal does not accord with the spatial strategy as the development would not maintain and enhance the local landscape character and have a significant detrimental effect on the village setting. Building a roundabout at the entrance to the village would impact on the character of the village and be inappropriate at the entrance to the village.

6. The development proposed would significantly undermine the core role of the existing green belt a site with a strong defensible green belt boundary.

7. The application proposal does not meet any of the criteria laid down in LDP New Development SG for housing in the green belt and was not identified as a possible housing development site when the current LDP was prepared.

9. The local secondary school has no spare capacity and the accessibility issues that would arise due to space not being available at the nearest school are not considered.

10. The proposal would have an unacceptable impact on village services including the medical practice, dentist and schools.

11. The applicants have attempted to mislead both the public and the council by claiming the Council had already approved the concept of a roundabout junction off the Bridge of Weir/Johnstone Road during the course of an earlier planning application. The council rejected that application and in so doing rejected the concept of that previous roundabout which in any case was in a different location along the road.

12. The road access/roundabout would cut across the cycle track and old single track railway line and make it impossible to plan for the return of trains to Bridge of Weir and Kilmacolm.

13. The existing road system through the village and through Brookfield to the A737 is totally inadequate for the traffic it has to carry, and the extra pressure which would be put on it by further car-owning households would be unmanageable.

14. The increased strain on the railway bridge (the bridge over the existing cycle path/old railway) at the entrance to the village from the east side would have a detrimental effect on the bridge which is already under duress.

15. The failure to include the intention to build up to 50 houses in the 16/0423/PP application is an attempt to mislead the Council and public of the applicants true intentions.

16. The site was for many years a builders dump and any movement of the ground could result in the leaching of dangerous substances through the soil.

17. The village is already subject to several other housing development applications if they go ahead it will impact on schooling, and community facilities.

18. A large area of formerly regenerated land has already been cleared. This land was supporting various types of wildlife including bats and deer. Future development in this area will further disrupt local wildlife.

19. There is a 'right of way' path along the north boundary of the site.

20. The granting of either this application or the application for a retail development will create a precedent for building on this area of the green belt.

21. There is a footpath through this area leading to Johnstone Road, which has been used for more than 20 years, and should be considered as a 'right of Way'.

Consultations

The Director of Community Resources (Roads) - Has raised a number of concerns which require to be addressed and additionally recommends a suite of conditions to deal with detailed matters.

The Director of Community Resources (Design Services) - States that an outline Drainage Impact Assessment is required to demonstrate that the site can be appropriately drained.

The Director of Community Resources (Environmental Services) - It is recommended that the application is not determined until the applicant submits and the Planning Authority approves, a noise assessment to determine the impact of plant and equipment and delivery vehicle noise from a retail proposal on an adjacent site and mitigation measures as appropriate. With regard to contamination it is recommended that a number of conditions are imposed in relation to site investigation, remediation strategy and/or method statement and verification reports.

The Director of Education and Leisure - States that any development at this site would impact negatively on the accommodation and provision of curricular

and social spaces within Bridge of Weir Primary School.

SEPA - No objection, however, highlight co-locational issues given that the site lies within the prevailing wind corridor of regulated sites including a waste plant, tannery and leather coating/cutting plant. Express concern that this could result in the residential development experiencing odour nuisance at times.

Strathclyde Passenger Transport - It is stated that it is likely that a bus stop will have to be relocated to allow the provision of the roundabout and the amended location of the bus stop should be agreed by SPT and the Councils Roads and Transportation section and internal layout should be designed to accommodate a MyBus service.

Scottish Water - No response.

Bridge of Weir Community Council - The Community Council (CC) object on the basis that the proposal is contrary to Policy ENV 1 'Green Belt' of the LDP and consider that premature clearance of the site by the applicant appears to be an attempt to redefine the green belt boundary. The CC state that this proposal combined with the earlier retail proposal would be an inappropriate erosion of the green belt resulting in a substantial and adverse impact on the setting of the edge of the village. Concern has been expressed over the potential for leaching of chemicals to the River Gryffe. The CC state that the proposed access fails to integrate the development with the village and that the roundabout would impact the setting of the village and lead to further pressure for housing in the green belt.

In addition, there is concern that the engineering works required for the roundabout would compromise the old railway trackbed and any future opportunity to bring back rail travel between Glasgow and Kilmacolm. The CC is concerned that the proposals for

housing and retail development have been separated and see this as an attempt to circumvent the planning process.

Summary of main issues

Environmental Statement - A screening opinion, undertaken as part of this application, determined that although the proposal would fall within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011, it was not considered likely that the proposed works would have a significant environmental impact which would require an Environmental Impact Assessment be undertaken on the basis of no significant long term impacts on the environment having had regard to the characteristics of the development, the location of the development, and the characteristics of the potential impact.

Appropriate Assessment - N/A

Design Statement & Access Statement - N/A

Other Assessments

Transport Assessment - The traffic statement claims that the site is located in close proximity to well established pedestrian routes and a significant number of measures will be provided to connect the site with them effectively. It is stated that a national cycle route passes to the south of the site and development proposals include an intention to link the site directly to the route and to provide additional connections that will be accessible for cyclists. It is claimed that existing bus stops are located within walking distance of the proposal providing access to a range of services.

Planning Statement - It is stated within the report that Renfrewshire Council does not have an effective 5 year supply of housing land as required by SPP, made clear by the 2015 Housing Land Audit and through the recommendations and

conclusions of the Reporter subsequent to the Examination in Public of the Local Development Plan. It is further stated by the applicant that published figures and calculations suggest that Renfrewshire Council has only a 2 year effective housing land supply and that there is a necessary requirement to address this shortfall by the release of effective housing sites in accordance with the key objectives of the Strategic Development Plan (SDP).

It is further claimed that; the spatial policy of the SDP focuses on sustainable development and that the premise is that brownfield sites within settlement boundaries are to be released for housing, particularly where they are proven to be effective; the next sequence is for brownfield sites within the green belt and lastly greenfield sites; substantial information has been submitted in support of the application confirming the previous use of the site and its brownfield character; the site is sustainable and can be effectively developed; the site, in landscape terms, is well contained and through additional planting and design to complement the mature trees to the east there would be enhanced connectivity to the green network with footpath links to the cycle route and beyond.

The applicant has stated within the Planning Statement submitted in support of the proposal that the site would be built within a 12 month period, with the likely time line being the receipt of a detailed consent, RCC and associated consents by the end of 2017, with a site start at the beginning of 2018 and completion by the end of 2018. The applicant submits that this complies with the requirement to provide effective housing by 2019.

Landscape Statement - The report sets out landscape principles for development of the site, including that a new native woodland belt 50m wide will be planted to the east at the highest part of the site and bounded by a mixed native species

hedge, to provide early screening. The report states that this will provide a robust, long term defensible edge to Bridge of Weir greenbelt. The report further states that along the River Gryffe corridor landscape management will be undertaken to thin scrub and remove non-native invasive vegetation to open up the river's edge and that high quality open spaces will be provided within the development which will form green corridor connections between habitats. With regard to pedestrian and cycle links, it is stated that new path linkages to existing housing, to the NCN 75 cycle path and to Crosslee road will be created. It is also stated within the report that the southern boundary will be strengthened by additional planting.

Ecological Constraints Survey - The report states that surveys have concluded that the site was suitable for foraging and commuting bat species and for otters, badgers and nesting birds but that no protected species were recorded. The report states that the site is dominated by broad-leaved woodland and dense scrub, which are not complex and have limited ground flora, primarily dominated by bramble and rank grasses. The report also notes that foxes, rabbits and deer are using the site. The report recommends that further survey for bats is required prior to the removal of any mature trees during the optimum season (May to September). It is further recommended that should it be confirmed that there is a bat roost on site, a licence from SHN will be required before the tree is removed and the level of mitigation will depend on the species found, the type of roost and extent of work proposed. The report recommends that a precautionary method of working statement is produced and followed to prevent harm to reptiles that are potentially present on the site. With regard to mammals, the report recommends that pre construction surveys are undertaken and should include a dedicated badger and otter survey. The report discusses enhancement and considers that the

retention and improvement of hedgerows could help compensate for the loss of trees and that the retention and enhancement of plant species along the river bank could benefit the wildlife corridor. The report states that the installation of bat boxes in the adjacent habitat or the incorporation of bat bricks into the design should be considered and that bird boxes could be used to provide further nesting habitats for birds.

Desk Study: Geological, Mining and Environmental Appraisal - The report summarises various remediation measures required for contamination and in relation to gas. It concludes that the constraints at this site include: made ground chemical contamination, gas emissions, shallow abandoned mine workings, mine shafts, poor ground conditions, quarrying, former landfill and that the proposed remediation measures should allow the development of either residential or commercial land uses to take place.

With regard to mining activity the report states that there are records of at least 3 former quarries located within the site and that the site is located in an area of known previous mining activity. The report claims that there is no current mining within influencing distance, and although reserves of coal and related minerals may exist beneath the site, the possibility of future exploitation is at present considered to be unlikely. The report concludes that there is therefore potential for mining constraints at the site and the available plans indicate at least three mine shafts to be present on the site.

Planning Obligation Summary - N/A

Scottish Ministers Direction - N/A

Assessment

Section 25 of the Town and Country Planning (Scotland) Act 1997, requires that planning applications are determined

in accordance with the Development Plan unless material considerations indicate otherwise. In this case, the Development Plan comprises the Approved Glasgow and Clyde Valley Strategic Development Plan (GCVSDP) 2012 and the Adopted Renfrewshire Local Development Plan 2014 and associated New Development Supplementary Guidance, including the Housing Land Supply Supplementary Guidance. The proposal also requires to be assessed taking account of the Scottish Planning Policy and the Proposed Strategic Development Plan 2016 (Clydeplan). In addition, the comments of consultees and the issues raised through representations are material considerations in the assessment of the application.

The determining issues in this case are whether there is a need for this site to be developed for housing in the short term; the ability of the proposed development to meet this need; and whether the benefits of doing so would justify the use of green belt land and the effects on the surrounding area having regard to the development plan and other material considerations.

Scottish Planning Policy

Scottish Planning Policy (SPP) sets out national planning policies which reflect Scottish Ministers' priorities for the operation of the planning system and for the development and use of land. SPP aims to support sustainable development and the creation of high quality places. It sets out two overarching policy principles namely a presumption in favour of development that contributes to sustainable development; and placemaking which seeks the creation of high quality places. It considers that the planning system should support economically, environmentally and socially sustainable places by enabling development that balances the costs and benefits of a proposal over the longer term. The aim is to achieve the right

development in the right place. It is not to allow development at any cost.

The presumption in favour of sustainable development does not change the statutory status of the development plan for decision making. For proposals that do not accord with development plans, the primacy of the plan is maintained. The presumption in favour of development that contributes to sustainable development is a material consideration. The proposal subject of this application comprises a significant housing development on green belt land with no defensible green belt boundary and neither comprises sustainable development nor will it enhance the existing village of Bridge of Weir.

In relation to Placemaking, it is difficult to see how this development will complement the local features such as landscape, topography and skylines when development of this site will have an adverse impact on these features, particularly at the gateway into this village.

On Enabling the Delivery of New Homes SPP indicates that the planning system should identify a generous supply of land within the plan area to support the achievement of the housing land requirement across all tenures, maintaining at least a 5 year supply of effective housing land at all times; enable provision of a range of attractive, well-designed, energy efficient, good quality housing, contributing to the creation of successful and sustainable places.

In this regard the LDP identified land across the Renfrewshire area to meet the housing land requirements with the focus on brownfield land to meet the majority of the housing land requirements along with a number of green belt release sites to help stimulate supply in the short term. However, following the examination of Renfrewshire's Local Development Plan, the Reporter concluded that there was a potential shortfall in housing land in

Renfrewshire and that the LDP did not identify sufficient land to meet the housing need and demand. In response, three additional green belt housing sites, identified by the Reporter, were released to address the potential shortfall in housing land supply. Furthermore, the Housing Land Supply Supplementary Guidance 2015 (HLSSG) was produced in order to provide a framework to assess sites which could come forward in the short term to contribute to the housing land supply. The application site under consideration is not one of those sites identified by the Reporter for release and neither does it meet all of the requirements set out in HLSSG.

Glasgow and the Clyde Valley Strategic Development Plan 2012

The Approved Glasgow and the Clyde Valley Strategic Development Plan 2012 provides the framework for local authority development management decisions and outlines a Spatial Vision for the city-region to 2035 along with a Spatial Development Strategy (SDS) to deliver that vision. The Approved SDP establishes the principle of development where development proposals conform to its policy direction and provisions. Strategy Support Measure 1 'Delivering the Spatial Development Priorities' states that the Spatial Development Strategy is clear and consistent in its intent, to support sustainable economic growth and development.

The Fundamental Principles of the Strategic Development Plan include the acceptance that development and investment proposals whose location and development compatibility accords with the Spatial Development Strategy and its related frameworks, will be deemed to support the Spatial Vision and Strategy. Diagram 3 sets out the range and type of development which the Authority would expect as part of the Spatial Development Strategy and with regard to Green Belt indicative forms of development considered to be in line with the strategy

include: green infrastructure; woodland creation; sustainable access and natural leisure facilities; biodiversity and biomass planting. This proposal for a significant residential development within the green belt is therefore not a development considered to conform to the Spatial Development Strategy.

It further considers that new strategic development proposals which do not reflect the Spatial Development Strategy and its related frameworks are deemed not supportive of the Spatial Vision and Strategy. Where this is the case, it states that proposals will require to be assessed upon their own merits by the relevant local authority adopting the sustainable location assessment set out in Diagram 4. When the proposal is assessed against Diagram 4, the following conclusions can be made:

Climate Change - Minimising the Development footprint of the city-region/minimising the carbon footprint of the city-region/mitigating greenhouse gas emissions - The development of the site subject of this application, due to its size, and location in the green belt will not contribute toward the aims of minimising the development footprint or carbon footprint of the city-region or mitigating greenhouse gas emissions. Notwithstanding this, Renfrewshire Council accepts that additional sites are required to facilitate the development of new homes to meet identified need and that there may be a requirement for development of green belt land, however, the application proposal, due to its size and location is not considered to be a sustainable development.

Low Carbon Economy - Supporting sustainable economic competitiveness/supporting key economic sectors and new environmental technology sectors/supporting the farming and rural economy - Although it is widely accepted that the housebuilding industry makes a significant contribution to the Scottish economy, this is not dependant

on the development of the application site. The application site currently comprises an area of cleared land which had regenerated from its former use as a landfill site and contained a range of vegetation and trees until its recent clearance. Other areas of land surrounding the site and in the ownership of the applicant contain a range of vegetation and trees. Therefore the development of this site would neither support sustainable economic competitiveness, new environmental technology sectors nor farming and the rural economy.

Sustainable Transport - Supporting sustainable access and active travel/providing appropriate public transport access/supporting future public transport services - The application was accompanied by a Transport Assessment which generally demonstrates that access to public transport provision from the site is currently substandard but can be improved and there is capability to strengthen and form additional linkages to the village, schools, local shops and community facilities.

Green Network - Developing green infrastructure/supporting green belt objectives/supporting biodiversity networks and designations - Paragraph 4.48 of the Approved SDP and Strategy Support Measure 8 'Green Infrastructure: an economic necessity' establishes that the green belt is central to the sustainable planning of the city-region, that it is an important strategic tool and has a significant role to play in achieving key environmental objectives by directing planned growth to the most appropriate locations, supporting regeneration, creating and safeguarding identity through place-setting and protecting the separation between communities. Although the application site is located on the edge of Bridge of Weir close to existing areas of housing, it comprises, in the main, of a large area of regenerated land now partially cleared, in a prominent

green belt location on one of the most important approaches to Bridge of Weir, which currently adds to the local landscape character and setting of Bridge of Weir. In this regard while it is noted that the site has had a variety of previous uses including as a landfill site, these uses ceased approximately 20 years ago and the site has remained in the green belt through two successive local plan reviews. Over that time the site had become re-established with trees and vegetation and although was cleared of vegetation recently, it remains undeveloped and as such makes an important contribution to the natural setting of Bridge of Weir. Additionally, the majority of the site has no obvious spatial connection to the village and no defensible green belt boundary, especially to the south and east. The application site is not considered to be an infill site as much of it is not well contained and could set an undesirable precedent to extend development further east. The development of this site does not therefore support the green belt objectives of maintaining the identity of settlements and protecting and enhancing their landscape setting.

Water Environment - Managing flood-risk/improving and safeguarding water quality - The Director of Community Resources has commented that an outline DIA is required. An outline DIA has not been submitted and therefore it has not been adequately demonstrated that an acceptable drainage scheme can be provided. It is not evident that there will be an unacceptable impact on water quality.

Network of Centres - The application is for residential development and it is not therefore considered that this part of the assessment criteria is directly relevant.

Low Carbon Energy - Developing green energy and/or energy smart-grids/contributing to a low carbon energy and technology future - It is not evident that the proposal would contribute to

developing green energy or that it would contribute to a low carbon energy and technology future.

Taking all of the above considerations together leads to the conclusion that the application site is not a sustainable location, and as such the set tests under Diagram 4 are not satisfied.

With regard to housing land supply the Approved SDP indicates that Local Development Plans should allocate sufficient land which is effective, or likely to be capable of becoming effective, so as to deliver the scale of house completions required across all tenures both in the period to 2020, and from 2020 to 2025.

It is stated in Strategy Support Measure 10 that where the supply needs to be augmented, priority should be given to bringing forward for earlier development any sites which have been allocated in the Local Development Plan for construction in the period 2020 to 2025. It continues that if further sites are needed, their identification for release should be guided by the criteria in Diagram 4 to find the most suitable locations. It considers that these sites must be absent of insurmountable infrastructure constraints and be of a scale which is capable of delivering its house completions in the next five years. Such sites should also be compatible with the vision and planning principles of both the Strategic Development Plan and the Local Development Plan. It is accepted that there remains a potential Housing Land Supply shortfall within Renfrewshire and that additional housing sites are required. However, such sites require to be in sustainable locations.

The application site as part of a larger site was submitted for consideration as a housing development site during the preparation of the Renfrewshire Local Development Plan 2014, and was rejected. It was concluded that although the site adjoins existing residential units

on the edge of the village and also contains an element of previously used land, it had developed into a woodland area on the edge of the settlement, creating a ready-made natural setting for the western edge of the village and that development of the site would remove most, if not all of the existing vegetation requiring establishment of a defensible green belt boundary. Even recognising that the current proposal concerns a smaller site, it is considered that allowing the development of this site has the potential to present pressure on further future development and there continues to be no defensible green belt boundary to the east of the site. The application site has been assessed against the criteria of Diagram 4 but fails to satisfy the set tests. It is considered that the proposal does not contribute to sustainable development nor accord with the Vision and Spatial Development Strategy of the Approved SDP.

Proposed Strategic Development Plan 2016(SDP)

The Proposed SDP 2016 was submitted to the Scottish Ministers for Examination on 26th May 2016 and represents the settled view of Clydeplan, the Strategic Development Planning Authority of which Renfrewshire is a constituent part and therefore it has to be considered in the assessment of this proposal.

The Proposed SDP 2016 sets out a Spatial Development Strategy which supports a presumption in favour of sustainable development that contributes to economic growth. It acknowledges the city region's legacy of development and infrastructure and recognises that maximising the benefit of those resources is fundamental to ensuring the long term success of the city region. Through Policy 1 'Placemaking', it seeks to embed the creation of high quality places firmly as part of its Vision and Spatial Strategy. It considers that in support of the Vision and Spatial Development Strategy, new development proposals should take

account of the Placemaking Principles set out in Table 1, including maintaining and enhancing an areas' landscape character and supporting the objectives of the Glasgow and Clyde Valley Green Belt. The application proposal would neither maintain nor enhance the landscape character of Bridge of Weir nor support the objectives of the Green Belt in this location and therefore does not comply with Policy 1 Placemaking.

The Proposed SDP advocates a consistent approach to the consideration of development proposals across the city region and considers that proposals which are in locations or at a scale or of a nature not identified in the SDP could undermine the Vision and Spatial Development Strategy. To assist in the development management process Section 10 of the Plan 'Implementing the Plan and Development Management' sets out 'thresholds for strategic scales of development ', within Schedule 14. With regard to Greenfield Housing Schedule 14 considers that 10 or more units outwith the Community Growth Areas or sites outwith those identified in LDP's are considered to be strategic. Given that the proposal comprises a housing development where an indicative number of 49 dwellings is proposed on a site located within the Green Belt designated through the Adopted LDP, it is considered to fall within the definition of strategic scale of development.

The Proposed SDP states that Diagram 11: 'Assessment of Development Proposals' should to be used by local authorities when assessing strategic scale development proposals or other proposals that may impact on the Plan Strategy. This Diagram will determine whether strategic scale development proposals comply with the policies, schedules and diagrams of the SDP, and Box 1, sets out the considerations relevant to each development type which will ascertain whether it supports the Vision, Spatial Development Strategy and Placemaking

Policy. When the proposal is assessed against the relevant policies and schedules, the following conclusions can be made.

Policy 8 'Housing Land Requirement', states that Local Authorities should make provisions in Local Development Plans for the Housing Land Requirement set out in Schedule 8 and Schedule 9, allocate a range of sites which are effective or expected to become effective in the plan period to meet the housing land requirements, provide for a minimum of 5 years effective land supply at all times, undertake annual monitoring of completions and through Section 10 of the Plan 'Development Management' take steps to remedy any shortfalls through the granting of planning permissions that contribute to sustainable development and accord with the Vision and Spatial Development Strategy, Local Development Plans and other local strategies. It is accepted that there is a shortage in the effective housing land supply in Renfrewshire and therefore the application proposal is being assessed against Section 10, of the Plan.

Policy 14 'Green Belt' states that in support of the Vision and Spatial Development Strategy, Local Authorities should designate within Local Development Plans, the boundaries of the Green Belts to ensure that the objectives set out in paragraph 8.15 are achieved. Paragraph 8.15 considers that the Green Belt is an important strategic tool which has a significant role to play in supporting the delivery of the Spatial Development Strategy and achieving the objectives set out below. When the potential impact of the application proposal is considered against these objectives, the following conclusions can be made:

Directing planned growth to the most appropriate locations - the application site is located within the designated Green Belt and has not been identified through

the LDP as an appropriate location for planned growth.

Supporting regeneration- the application site is located within the designated Green Belt and will not therefore support the regeneration of Renfrewshire or the city-region as a whole.

Creating and safeguarding identity through place-setting and protecting the separation between communities/landscape setting and identity of settlements - the application site is a large green belt site in a prominent green belt location, which, notwithstanding its previous use as a landfill site/ builders yard some 20 years ago, currently adds to the local landscape character and setting of Bridge of Weir. Development of the site would not therefore safeguard the setting of Bridge of Weir. Additionally, much of the site has no obvious spatial connection to the village and no defensible green belt boundary, especially to its eastern edge.

Protecting open space and sustainable access and opportunities for countryside recreation - the application proposal will not result in the protection of open space nor would it protect sustainable access opportunities for countryside recreation.

Maintaining the natural role on the environment - the proposal for a large housing development will not maintain the natural role of the environment in this location but will impact on the setting of Bridge of Weir and the surrounding agricultural landscape.

Supporting the farming economy of the city region - the proposal is for housing development and will not support the farming economy of the city-region.

Meeting requirements for the sustainable location of rural industries including renewable energy, mineral extraction and timber production - the application

proposal does not comprise a rural industry.

The application site is designated as Green Belt within the Adopted LDP and currently performs the functions set out in paragraph 8.15 of the Proposed SDP. Development of the site for housing would undermine many of these functions including protection of the identity of Bridge of Weir, and its landscape setting and would not therefore support the delivery of the Spatial Development Strategy.

Policy 16 'Improving the Water Quality Environment and Managing Flood Risk and Drainage'. This policy seeks to support the Vision and Spatial Development Strategy and to achieve the objectives set out in paragraph 8.28 which include securing improvements to water and drainage capacity and reducing flood risk. The Director of Community Resources (Design Services) had requested that it be demonstrated, through the submission of an outline DIA, that an appropriate drainage scheme can be provided, however, this has not been submitted. It has not been demonstrated therefore, that an acceptable drainage scheme is achievable in principle. It is not evident that there will be an unacceptable impact on water quality. The objectives set out in paragraph 8.28 are not therefore met and the proposal does not support the Vision and Spatial Development Strategy.

Policy 18 'Strategic Walking and Cycling Network' requires that development proposals should maintain and enhance the strategic walking and cycling network. The application proposal will not impact on the strategic network but neither will it enhance it.

Taking all of the above considerations together leads to the conclusion that the application proposal does not meet the relevant criteria in Box 1 and is therefore regarded as a Departure from the Strategic Development Plan. To ascertain

whether this Departure is acceptable, the proposal requires to be assessed against the criteria of Box 2. When the proposal is assessed against these criteria, the following conclusions can be made:

Given its location in the designated Green Belt, with no defensible green belt boundary, the proposal will not make a significant or positive contribution to sustainable development through either a modal shift or contribution to carbon reduction;

The proposal will not provide significant economic benefit which would otherwise be lost to the city region or Scotland;

The proposal would not respond to economic issues, including the protection of jobs or create a significant number of net additional permanent jobs to the city region;

There is no specific locational need for the proposal;

The proposal would not enhance nor promote natural or cultural heritage, including green infrastructure, landscape and the wider environment.

The proposal would not improve health and well-being by offering opportunities for social interaction and physical activity, including sport and recreation.

It is not evident that the proposal would support the digital connectivity to a rural area which does not presently benefit from such connectivity.

It can be concluded therefore that the development proposal is an unacceptable departure from the Strategic Development Plan and it is therefore deemed contrary to the Proposed Strategic Development Plan 2016.

Adopted Renfrewshire Local Development Plan 2014

When the proposal is assessed against the relevant policies of the LDP and New Development Supplementary Guidance, the following conclusions can be made.

The application site is located in the green belt and is subject to assessment against Policy ENV1 'Green Belt'. Policy ENV 1 states that, amongst others, the green belt in Renfrewshire aims to identify appropriate locations to support planned growth, where required, as well as maintaining the identity of settlements and protecting and enhancing the landscape setting of an area. It states that appropriate development within the green belt will be acceptable where it can be demonstrated that it is compatible with the provisions of the New Development SG.

The New Development SG 'Delivering the Environment Strategy – Green Belt' considers that development within the green belt is appropriate in principle where it is for the purposes of or in support of a use which requires a green belt location including agriculture, forestry and recreational uses. The application proposal for residential development does not support one of these purposes and is not an acceptable form of development in the green belt.

The New Development SG 'Delivering the Environment Strategy – Housing in the Green Belt', sets out a number of criteria against which proposals for residential use in the green belt require to be assessed and considers that the majority of the criteria must be met. When the application proposal is assessed against these criteria the following conclusions can be made:

The development is required to maintain and support an established activity that is suitable in the green belt; The application proposal is not required to maintain or support an established activity that is suitable in the green belt.

It is demonstrated that there is a need for the residential use to be located out with the settlement; It has not been demonstrated that there is a need for the residential use to be located outwith a settlement.

The proposal demonstrates outstanding quality of design; The application is in principle only and it has not been demonstrated that the proposal will constitute outstanding quality of design.

The proposal integrates with, complements and enhances the established character of the area and has no significant impact on the landscape character. The applicant has not provided any Landscape and Visual Impact Assessment in justification of development at this location and has not demonstrated that there will be no significant impact on landscape character. The site is in a prominent location at the eastern edge of the village with little containment on its northern and eastern boundaries which could be identified as an appropriate and defensible edge to the green belt. It is not considered therefore that the proposal integrates with, complements or enhances the established character of the area but would have a significant adverse impact.

The proposal is therefore considered to be contrary to the provisions of policy ENV 1.

Policy P2 'Housing Land Supply' states that the Council will maintain a 5 year supply of effective housing land at all times and prepare Supplementary Guidance including a framework to guide the release of additional housing land where a 5 year supply of effective housing land is not being maintained. It is accepted that there is a potential shortfall in the supply of effective housing land and the Housing Land Supply Supplementary Guidance was approved in 2015.

Policy P2 further states that the Council will grant planning permission in accordance with the detailed guidance

provided that a number of criteria are met. When the application proposal is assessed against these criteria the following conclusions can be made.

The site is shown to be effective and can be delivered to address the identified shortfall - The applicant has stated within the Planning Statement submitted in support of the proposal that the site would be built within a 12 month period, with the likely time line being the receipt of a detailed consent, RCC and associated consents by the end of 2017, with a site start at the beginning of 2018 and completion by the end of 2018. The applicant submits that this complies with the requirement to provide effective housing by 2019. This timetable would appear to be achievable and to demonstrate that the site can be delivered to address the identified potential shortfall.

It will not undermine the spatial strategy of the plan – With regard to the criteria of the Spatial Strategy, it has been demonstrated above that the proposed development will not contribute positively to the character and appearance of Bridge of Weir nor will it protect its setting or the natural environment. The proposal does not accord with the adopted LDP Spatial Strategy the focus of which is on the development of previously used sites, concentrating on existing built-up areas and key redevelopment sites, aiming to facilitate sustainable development and a low carbon economy. It is acknowledged that the site was used previously as a landfill site and builders yard but this was some 20 years ago and the site has naturally regenerated in parts and remains undeveloped. It is also acknowledged that sites have been identified outwith Renfrewshire's urban areas but these have been of a scale which are able to be supported by existing infrastructure, services and facilities.

Its design would comply with the criteria for implementing the spatial strategy – The application is in principle only and

therefore these details would require to be assessed through the submission of further planning applications.

It is concluded therefore that the application proposal does not comply with Policy P2 - Housing Land Supply.

The Housing Land Supply Supplementary Guidance 2015 (HLSSG) provides a framework for release of further housing land against which residential planning applications are to be assessed. The HLSSG sets out the circumstances within which the additional release of land for housing will be supported but demands that those sites meet the "main" and "other" considerations.

For the reasons set out earlier in this report, the proposals are not considered to satisfy the first three 'Main Considerations' set out in the HLSSG with reference to (1) Scottish Planning Policy - Sustainability and Placemaking Principles; (2) compliance with the Glasgow and the Clyde Valley Strategic Development Plan - Spatial Development Strategy, sustainable location assessment (Diagram 4) or Strategy Support Measure10; nor the adopted Renfrewshire Local Development Plan - including the Spatial Strategy, Policy P2 - Housing Land Supply, Policy ENV1 - Natural Heritage or Policy I5 - Flooding and Drainage.

Similarly, the proposals are not considered to have satisfied all of the HLSSG 'Other Considerations' and in particular with reference to failing to create or be contained within robust defensible boundaries, setting a precedent for further expansion, by having a significant effect on the character and amenity of the surrounding area and the potential to impact on the prior provision of infrastructure required by existing housing land allocations which are either not yet consented or are committed.

It is concluded therefore that the application proposal does not comply with

the framework for release as required by the HLSSG.

The New Development Supplementary Guidance 2014, Places Development Criteria, sets out a number of criteria which new residential developments are required to meet. It considers that development proposals require to ensure that the layout, built form, design and materials of all new developments will be of a high quality; density will require to be in keeping with the density of surrounding areas; surrounding land uses should not have an adverse effect on the proposed residential development and that development proposals should create attractive and well connected street networks which will facilitate movement.

Although the supporting information states that the development will be set within landscaping including landscaped edges comprising existing wooded areas and proposed landscaping, there is no robust, well defined or established defensible green belt edge and it is considered that to allow development in this location could encourage further encroachment into the designated green belt. Given that the application is in principle only, it is not possible to make an assessment in relation to density, design and materials, other than that a development of a similar density to surrounding areas could be accommodated within the site and design and materials could be reflective of the surrounding area.

With regard to surrounding uses there is some concern over the residential amenity of new residents due to the proposal for a retail development to the south and associated noise generated from such a use. In this regard, the Director of Community Resources (Environmental Services) has recommended that the application is not determined until the impact of the noise sources on development is known through the submission of a Noise Assessment.

Policy I5, 'Flooding and Drainage' considers that new development must not have an impact on existing drainage infrastructure or increase the risk of flooding elsewhere and requires to be assessed against the criteria and guidance set out in the New Development SG which sets out a number of criteria which require to be considered. These generally require minimum standards to reduce the risk of flooding in new developments and to ensure that the risk of flooding is fully considered in the assessment of new development proposals. In this regard, the Director of Community Resources was satisfied that a FRA was not required but requested that an outline Drainage Impact Assessment be submitted to demonstrate that an acceptable drainage scheme could be achieved, in principle. The applicant has not therefore demonstrated that the requirements of Policy I5 and the associated SG, can be achieved.

In relation to the Infrastructure Development Criteria it has been generally demonstrated through the Traffic Assessment (TA) that appropriate access, parking and pedestrian arrangements could be achieved. The Director of Community Resources maintains that a number of conditions are necessary to ensure this.

The SG on 'Contaminated Land' requires sufficient information to be submitted to establish whether contamination is present on an application site so that appropriate conditions can be attached to ensure that the necessary remediation action will be undertaken to prevent unacceptable risks to human health or the environment. In this regard the Director of Community Resources (Environmental Services) is satisfied that conditions can be attached which will ensure that any potential contamination of the site can be adequately addressed.

With regard to the issues raised through objection which have not been dealt with

in the above assessment, the following conclusions can be made.

It is acknowledged that the applicant has submitted two separate applications for planning permission (in principle) for retail development and for residential development on adjoining sites, and in so doing both applications have come within the category of 'local' development where there is no statutory requirement that such applications be presented to the Planning and Property Policy Board for determination. There is no restriction on the submission of two separate applications and indeed the applicant may have chosen this route given the differing issues related to both applications. Notwithstanding this, given the volume of public interest in these applications and the wider planning implications of the proposals, the Head of Planning and Housing Services has referred both applications to the Planning and Property Policy Board for determination.

A large volume of objection relates to matters of the principle of the development, i.e. loss of green belt land and detailed matters which are not known at this time. The site has not been identified through the Adopted Local Development Plan 2014 as a housing site and, for the reasons already outlined, its release from the green belt would not comply with the Spatial Strategy of the Development Plan.

There is concern that the road access/roundabout would cut across the cycle track and old single track railway line and make it impossible to plan for the return of trains to Bridge of Weir and Kilmacolm. The status of the former rail line solemn being/not being retained for future rail use is unclear and its status should be confirmed by the applicant. It has been accepted previously that the rail line plan shape and cross-sectional headroom (kinematic envelope) should be retained so as not to prohibit re-opening the line to trains. The drawings submitted

with the application do not indicate that this is proposed or in principle can be achieved.

With regard to issues raised in relation to educational capacity and other service provision, it is noted that the Director of Education has highlighted that the existing primary school provision within the area will require to be addressed.

The developer sets out a case to suggest that this site could be both deliverable and effective. However, greater weight should be given to the potential for the proposal site to set an undesirable precedent for further green belt development in the surrounding area and applications for development at Sandholes Road, Brookfield, Branscroft, Kilbarchan and a site to the west of Gryffe Castle, Bridge of Weir have recently been considered unacceptable.

Although it is indicated that planting is proposed it is considered that there would be no robust, established and defensible green belt boundary. Development of this site is therefore unacceptable and would not comply with the Spatial Development Strategy of the Approved Strategic Development Plan 2012, Proposed Strategic Development Plan 2016 and Adopted Local Development Plan 2014. Nor does it represent an exception which can be justified through the Housing Land Supply Supplementary Guidance 2015.

Recommendation and Reasons for Decision

In light of the above assessment, it is concluded that notwithstanding the potential shortfall of an effective land supply, as set out in the Housing Land Supply Supplementary Guidance 2015, the supporting information submitted with the application and the justification provided for the development, it has not been demonstrated that this is an appropriate site for residential development, which would not impact unacceptably on the purposes of the

green belt in this location and which can be developed with a defensible green belt boundary.

The proposal is therefore considered to be contrary to Policy ENV1 and associated New Development Supplementary Guidance. For these reasons it is considered that the proposal cannot satisfy the requirements of Policy P2 and the Housing Land Supply Supplementary Guidance 2015, as the residential development of this site would not comply with the Spatial Strategy of the LDP.

There is no justification for setting aside the policies of the SDP and LDP for a site which is in an unsustainable location and greater weight should be given to the development plan at both strategic and local levels.

Recommendation

REFUSE

Conditions & Reasons

Reason(s) for Decision.

1. The proposal does not accord with the Spatial Development Strategy and related Spatial Frameworks of the approved Glasgow and the Clyde Valley Strategic Development Plan and Clydeplan's Strategic Development Plan Proposed Plan 2016 in terms of its location and development compatibility and therefore fails to support the Spatial Vision of the Plan.

2. The proposal is contrary to Policy ENV 1 of the Adopted Renfrewshire Local Development Plan in that it would result in development within the designated Green Belt without appropriate justification and due to its location and scale would not be commensurate with the aims of maintaining the identity of settlements and protecting and enhancing the landscape setting of an area.

3. The proposal is contrary to the Adopted Renfrewshire Local Development Plan New

Development Supplementary Guidance - Delivering the Environment Strategy as it does not require a specific green belt location and does not maintain or support an established activity which is suitable in the green belt. The proposal would thereby introduce an inappropriate form of development into the Green Belt, result in an unacceptable erosion of the Green Belt and result in an adverse and detrimental impact on its character.

4. The proposal is contrary to Policy P2 of the Adopted Renfrewshire Local Development Plan and the Housing Land Supply Supplementary Guidance 2015, and due to its scale and location, the proposed development would undermine the Spatial Strategy of the Adopted Renfrewshire Local Development Plan. The proposal would thereby introduce an inappropriate form of development into the Green Belt, result in an unacceptable erosion of the Green Belt and result in an adverse and detrimental impact on its character.

Local Government (Access to Information) Act 1985 - Background Papers: For further information or to inspect any letters of objection and other background papers, please contact David Bryce on 0141 618 7892.

The site has been visited and the photographs archived.

Planning Application: Report of Handling

Application No. 16/0568/PP



Renfrewshire
Council

KEY INFORMATION

Ward

10 Bishopton, Bridge of Weir & Langbank

Applicant

The Good Shepherd Centre
Greenock Road
Bishopton
PA7 5PF

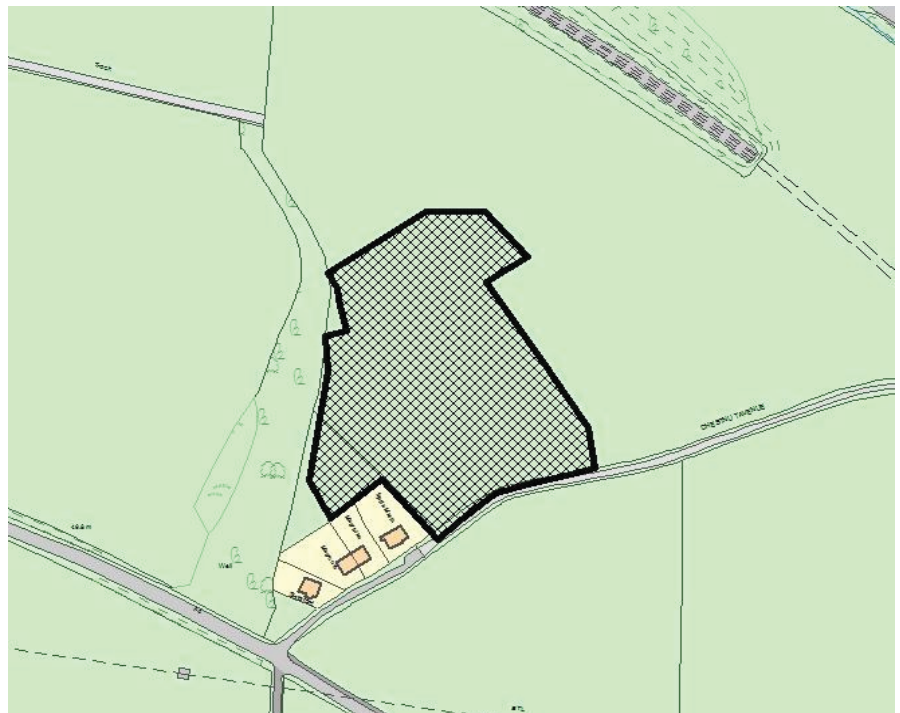
Registered: 19/08/2016

Report by Director of Development and Housing Services

PROPOSAL: ERECTION OF RESIDENTIAL DEVELOPMENT (IN PRINCIPLE)

LOCATION: RESIDENTIAL SCHOOL ACCOMMODATION, THE GOOD SHEPHERD CENTRE, GREENOCK ROAD, BISHOPTON PA7 5PF

APPLICATION FOR: PLANNING PERMISSION IN PRINCIPLE



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RECOMMENDATION

Refuse.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The proposals relate to residential development in principle on a site which is designated as Green Belt within the Adopted Renfrewshire Local Development Plan.
- There have been six letters of objection and an objection from Bishopton Community Council.
- The applicants suggest that the proposals comprise of enabling development to assist in financing further investment in the Good Shepherd Centre.
- The proposals are assessed as being contrary to the approved Glasgow and the Clyde Valley Strategic Development Plan 2012 and Clydeplan's Strategic Development Plan Proposed Plan 2016; and the Adopted Renfrewshire Local Development Plan 2014.

Description

Planning permission (in principle) is sought by The Good Shepherd Centre, for the erection of a residential development on a site located within the Green Belt, approximately 0.4km to the north west of the built up area of Bishopton and approximately 0.4km to the south east of The Good Shepherd Centre, an institutional use set within open countryside to the north west of Bishopton. The application site extends to approximately 1.9 hectares and forms part of a larger land-holding within the ownership of the applicant which extends to approximately 61 hectares.

The application site comprises part of a field on the south eastern edge of the land-holding currently utilised for agricultural purposes, separated from Bishopton by other agricultural fields. Access will be taken from Greenock Road via an existing private road known as Chestnut Avenue which currently provides access to four dwellinghouses (detached and semi-detached). Although the application seeks planning permission in principle, indicative plans submitted in support of the application illustrate a development of 29 detached dwellinghouses formed around a distributor road with two access points onto Chestnut Avenue. It is indicated that the development will be set within a scheme of landscaping which would include a degree of landscaping to the site frontage with Chestnut Avenue. Limited tree planting is illustrated around the edges of the development.

The site is bounded to the north, south and east by open agricultural land and to the west by a wooded area and open agricultural land beyond that.

A statement submitted in support of the application claims that the residential development is required to enable the existing Good Shepherd Centre to expand and two separate planning applications seeking an expansion of existing facilities

are currently under consideration. The Good Shepherd Centre comprises Cora House which is the administrative and conference centre for the CORA Group, a charity organisation who operate centres which house young people with a variety of social problems. The Good Shepherd Centre currently has a secure establishment based at this location which manages the needs of 20 young people. Expansion proposals include the development of an external sports pitch, changing areas, skills academy, swimming pool and specialist care units. It is stated that the receipts generated from the residential site would generate funds for this expansion.

Whilst the application site is not immediately adjacent to the existing centre, it is claimed that this is the most appropriate site, within the larger land-holding, in which to locate a main stream housing development.

History

16/0285/PP - Erection of skills centre/swimming pool/, provision of an external sports pitch, all with associated facilities. This application is currently under consideration.

15/0163/EO - Request for a screening opinion in respect of 2MWp solar farm. Environmental Impact Assessment not required.

Policy and Material Considerations

Scottish Planning Policy

Scottish Planning Policy highlights the primacy of the Development Plan. The extant Development Plan is the Glasgow and the Clyde Valley Strategic Development Plan 2012, Clydeplan's Strategic Development Plan Proposed Plan (2016) and the Adopted Renfrewshire Local Development Plan 2014 as detailed below with relevant policies identified.

Glasgow and the Clyde Valley Strategic Development Plan 2012

Strategy Support Measure 1: Delivering the Spatial Development Priorities
Strategy Support Measure 8: Green Infrastructure: An Economic Necessity
Strategy Support Measure 10: Housing Development and Local Flexibility
Diagram 3: Spatial Development Strategy and Indicative Compatible Development
Diagram 4: Sustainable location assessment

Clydeplan's - Strategic Development Plan Proposed Plan (2016)

The Proposed SDP is a material consideration as it is the settled view of the Clydeplan Authority.
Policy 1: Placemaking
Policy 7: Joint Action Towards the Delivery of New Homes
Policy 8: Housing Land Requirement
Policy 14: Green Belt
Policy 16: Managing Flood Risk and Drainage
Policy 18: Strategic Walking and Cycling Network
Table 1: Placemaking Principles
Schedule 14: Strategic Scales of Development
Diagram 11: Assessment of Development Proposals

Adopted Renfrewshire Local Development Plan 2014

Policy ENV1: Green Belt
Policy P2: Housing Land Supply
Policy I5: Flooding and Drainage

New Development Supplementary Guidance

Delivering the Environment Strategy: Green Belt; Housing in the Green Belt; Contaminated Land and;
Delivering the Places Strategy: Places Development Criteria
Delivering the Infrastructure Strategy: Flooding and Drainage and Infrastructure Development Criteria

Material considerations

Renfrewshire's Housing Land Supply Supplementary Guidance 2015 requires to be considered in addressing the Council's shortfall in housing land supply. The replacement Renfrewshire Local Development Plan will set out a framework for new and appropriate housing sites for meeting housing need and demand in Renfrewshire.

Planning legislation requires that planning decisions are made in accordance with the Development Plan unless material considerations indicate otherwise. In this case the proposal requires to be considered against the policies and guidance set out above, the supporting information submitted, the comments of the consultees, any objections received and any other relevant material considerations.

Publicity

Neighbour notification has been undertaken in accordance with statute. The application was also advertised in the Paisley and Renfrewshire Gazette on 14th September 2016, with a deadline for representations to be received by 28th September 2016.

**Objections/
Representations**

Six letters of objection have been received and the issues raised have been summarised below.

1. The site is located outwith the village boundary on agricultural land within the green belt used recently for the production of crops and for grazing. The proposal is contrary to the green belt policy of the Local Development Plan (LDP).
2. As stated in the Adopted Renfrewshire Local Development Plan, the boundaries of the green belt were reviewed and small amounts of green belt land were released to fulfil the needs and demands of housing requirements to 2025. The application site has not been identified and therefore has

not been released from its green belt status.

3. There is no justification for the development of housing in this location, the development is not associated with agriculture, woodland or forestry, horticulture, recreational use that are appropriate to a green belt location.

4. The application site, outwith the village envelope is in a location which is not sustainable in terms of linkages to surrounding development, infrastructure, services, transport.

5. The application site is part of a field currently utilised for agricultural purposes.

6. This area is popular with the wider population of Bishopton for informal recreation and the application would have a significant detrimental impact on the provision of an open space facility contrary to the LDP

7. There are a number of sites within or on the edge of Bishopton which could potentially fulfil housing land supply requirements.

8. The horse chestnut trees on Chestnut Avenue are subject of a tree preservation order and 16 trees would be lost if this development were to proceed.

9. The proposed developments location will generate more vehicular movements than a similar development within a village or town envelope and is in contravention of the Scottish Government's stated aim of reducing reliance on private cars and prioritising sustainable active travel choices such as walking, cycling and public transport.

10. Footpath provision in the vicinity is not of an appropriate standard to enable children to walk to school and as a result children from Chestnut Avenue have been provided with school transport. It is therefore reasonable to assume that any

primary school children resident in the proposed new development would also have to be provided with school transport. This would have ongoing budgetary implications for Renfrewshire Council.

11. The road from which access to the site will be taken is a private road in multiple ownership and it is unlikely that owners consent will be given to access this development.

12. The existing road infrastructure will be incapable of accommodating a development of this size.

13. It is not evident that appropriate sightlines will be achievable at the junction of Chestnut Avenue and Greenock Road.

14. There will be a loss of habitat due to the development and a reduction in the attractiveness, for wildlife, of the area surrounding the development due to light pollution and noise.

Consultations

Bishopton Community Council - Object on similar grounds to those set out in the individual representations noted above and also express concern that the proposals, if approved, could set an undesirable precedent for further encroachment into the green belt.

The Director of Community Resources (Roads) - Recommend that a decision on the application be deferred as it has not been demonstrated that appropriate access can be achieved.

The Director of Community Resources (Design Services) - Has requested the submission of an outline Drainage Impact Assessment.

The Director of Community Resources (Environmental Services) - No objection subject to conditions requiring site investigation.

The Director of Education and Leisure -
No objection.

Scottish Water - No response.

West of Scotland Archaeology Service -
No objection subject to conditions.

Summary of main issues

Environmental Statement - A screening opinion, undertaken as part of this application, determined that although the proposal would fall within Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011, it was not considered likely that the proposed works would have a significant environmental impact which would require an Environmental Impact Assessment be undertaken on the basis of no significant long term impacts on the environment having had regard to the characteristics of the development, the location of the development, and the characteristics of the potential impact.

Appropriate Assessment - N/A

Design Statement & Access Statement -
N/A

Other Assessments

Background Statement - The report states that the site lies within the ownership of the Good Shepherd Centre and forms part of a larger land-holding. The Good Shepherd has a secure unit based at this location which manages the needs of young people who are placed in care. The centre wishes to expand to add additional facilities for the use of the children in its care including an external sports pitch, changing areas, skills academy, swimming pool and specialist units (currently the subject of planning applications). It is claimed that the intention would be for the recreational facilities to be open for public access at various times. The report considers that these facilities will contribute towards the

creation of an inclusive environment for the children in care and as a means of integrating the centre with the local community. It is stated within the report that the application for mainstream residential development would enable this expansion. It is recognised within the report that while the proposed site is not immediately adjacent to the existing centre, the site is considered to be the most appropriate location within the applicants landholding for a new mainstream residential development. The applicants claim that the dwellinghouses proposed will assist in meeting the identified shortfall of effective housing sites within Renfrewshire.

Planning Obligation Summary - N/A

Scottish Ministers Direction - N/A

Assessment

Section 25 of the Town and Country Planning (Scotland) Act 1997, requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. In this case, the Development Plan comprises the Approved Glasgow and Clyde Valley Strategic Development Plan (GCVSDP) 2012 and the Adopted Renfrewshire Local Development Plan 2014 and associated New Development Supplementary Guidance, including the Housing Land Supply Supplementary Guidance. The proposal also requires to be assessed taking account of the Scottish Planning Policy and the Proposed Strategic Development Plan 2016 (Clydeplan). In addition, the comments of consultees and the issues raised through representations are material considerations in the assessment of the application.

The determining issues in this case are whether there is a need for this site to be developed for housing in the short term; the ability of the proposed development to meet this need; whether the claims of the applicant in relation to enabling

development have been justified and whether the benefits of releasing the site for residential development would justify the use of green belt land and the effects on the surrounding area having regard to the development plan and other material considerations.

Scottish Planning Policy

Scottish Planning Policy (SPP) sets out national planning policies which reflect Scottish Ministers' priorities for the operation of the planning system and for the development and use of land. SPP aims to support sustainable development and the creation of high quality places. It sets out two overarching policy principles namely a presumption in favour of development that contributes to sustainable development; and placemaking which seeks the creation of high quality places. It considers that the planning system should support economically, environmentally and socially sustainable places by enabling development that balances the costs and benefits of a proposal over the longer term. The aim is to achieve the right development in the right place. It is not to allow development at any cost.

The presumption in favour of sustainable development does not change the statutory status of the development plan for decision making. For proposals that do not accord with development plans, the primacy of the plan is maintained. The presumption in favour of development that contributes to sustainable development is a material consideration. The proposal subject of this application comprises a significant housing development on an isolated site within the green belt with no defensible green belt boundary and neither comprises sustainable development nor will it enhance the existing village of Bishopton located some 0.4 km to the some east.

In relation to Placemaking, it is difficult to envisage how this development would complement the local features such as

landscape, topography and skylines when development of this site would have an adverse impact on these features, particularly given its isolated location set apart from any surrounding village or built up area.

On Enabling the Delivery of New Homes SPP indicates the planning system should identify a generous supply of land within the plan area to support the achievement of the housing land requirement across all tenures, maintaining at least a 5 year supply of effective housing land at all times; enable provision of a range of attractive, well-designed, energy efficient, good quality housing, contributing to the creation of successful and sustainable places.

In this regard the LDP identified land across the Renfrewshire area to meet the housing land requirements with the focus on brownfield land to meet the majority of the housing land requirements along with a number of green belt release sites to help stimulate supply in the short term. However, following the examination of Renfrewshire's Local Development Plan, the Reporter concluded that there was a potential shortfall in housing land in Renfrewshire and that the LDP did not identify sufficient land to meet the housing need and demand. In response, three additional green belt housing sites, identified by the Reporter, were released to address the potential shortfall in housing land supply. Furthermore, the Housing Land Supply Supplementary Guidance 2015 (HLSSG) was produced in order to provide a framework to assess sites which could come forward in the short term to contribute to the housing land supply. The application site under consideration is not one of those sites identified by the Reporter for release and neither does it meet all of the requirements set out in HLSSG.

Glasgow and the Clyde Valley Strategic Development Plan 2012

The Approved Glasgow and the Clyde Valley Strategic Development Plan 2012 provides the framework for local authority development management decisions and outlines a Spatial Vision for the city-region to 2035 along with a Spatial Development Strategy (SDS) to deliver that vision. The Approved SDP establishes the principle of development where development proposals conform to its policy direction and provisions. Strategy Support Measure 1 'Delivering the Spatial Development Priorities' states that the Spatial Development Strategy is clear and consistent in its intent, to support sustainable economic growth and development.

The Fundamental Principles of the Strategic Development Plan include the acceptance that development and investment proposals whose location and development compatibility accords with the Spatial Development Strategy and its related frameworks, will be deemed to support the Spatial Vision and Strategy. Diagram 3 sets out the range and type of development which the Authority would expect as part of the Spatial Development Strategy and with regard to Green Belt indicative forms of development considered to be in line with the strategy include: green infrastructure; woodland creation; sustainable access and natural leisure facilities; biodiversity and biomass planting. This proposal for a significant residential development within the green belt is therefore not a development considered to conform to the Spatial Development Strategy.

It further considers that new strategic development proposals which do not reflect the Spatial Development Strategy and its related frameworks are deemed not supportive of the Spatial Vision and Strategy. Where this is the case, it states that proposals will require to be assessed upon their own merits by the relevant local authority adopting the sustainable location assessment set out in Diagram 4. When

the proposal is assessed against Diagram 4, the following conclusions can be made:

Climate Change - *Minimising the Development footprint of the city-region/minimising the carbon footprint of the city- region/mitigating greenhouse gas emissions* - The development of the site subject of this application, due to its size, and location in the green belt will not contribute toward the aims of minimising the development footprint or carbon footprint of the city-region or mitigating greenhouse gas emissions. Notwithstanding this, Renfrewshire Council accepts that additional sites are required to facilitate the development of new homes to meet identified need and that there may be a requirement for development of green belt land, however, the application proposal, due to its size and location is not considered to be a sustainable development.

Low Carbon Economy - *Supporting sustainable economic competitiveness/supporting key economic sectors and new environmental technology sectors/supporting the farming and rural economy* - Although it is widely accepted that the housebuilding industry makes a significant contribution to the Scottish economy, this is not dependant on the development of the application site. The application site currently comprises of agricultural land and could be utilised for farming purposes. Although it is claimed, in supporting information submitted as part of the application, that the development is seen as enabling development which could finance an expansion of the facilities at The Good Shepherd Centre, this justification does not override land use planning considerations. Therefore the development of this site would neither support sustainable economic competitiveness, new environmental technology sectors nor farming and the rural economy.

Sustainable Transport - *Supporting sustainable access and active*

travel/providing appropriate public transport access/supporting future public transport services - The application was not accompanied by a Transport Assessment and it has not been demonstrated that access to services can be achieved in a sustainable manner, that there would be access to public transport or that appropriate public transport services are available. It is however evident that the site is not within easy walking distance of, nor does it link effectively to, the existing transport network. It is a green belt location where public transport services are limited. The site is not in close proximity to nor within easy walking distance of schools, local shops and community facilities.

Green Network - Developing green infrastructure/supporting green belt objectives/ supporting biodiversity networks and designations - Paragraph 4.48 of the Approved SDP and Strategy Support Measure 8 'Green Infrastructure: an economic necessity' establishes that the green belt is central to the sustainable planning of the city-region, that it is an important strategic tool and has a significant role to play in achieving key environmental objectives by directing planned growth to the most appropriate locations, supporting regeneration, creating and safeguarding identity through place-setting and protecting the separation between communities. The application site comprises a large isolated agricultural field in a prominent green belt location, which currently adds to the local landscape character of the area and setting of Bishopton. It has no obvious spatial connection to the village and no defensible green belt boundary. The development of this site does not therefore support the green belt objectives of maintaining the identity of settlements and protecting and enhancing their landscape setting.

Water Environment - Managing flood-risk/improving and safeguarding water quality - No supporting documents have

been submitted to demonstrate that the buildings and persons occupying the proposed development will not be put at risk from flooding. It is not evident that there will be an unacceptable impact on water quality. The Director of Community Resources (Design Services) has requested the submission of an outline DIA to demonstrate that a suitable drainage scheme can be achieved.

Network of Centres - The application is for residential development and it is not therefore considered that this part of the assessment criteria is directly relevant.

Low Carbon Energy - Developing green energy and/or energy smart-grids/contributing to a low carbon energy and technology future - It is not evident that the proposal would contribute to developing green energy or that it would contribute to a low carbon energy and technology future.

Taking all of the above considerations together leads to the conclusion that the application site is not a sustainable location, and as such the set tests under Diagram 4 are not satisfied.

With regard to housing land supply the Approved SDP indicates that Local Development Plans should allocate sufficient land which is effective, or likely to be capable of becoming effective, so as to deliver the scale of house completions required across all tenures both in the period to 2020, and from 2020 to 2025.

It is stated in Strategy Support Measure 10 that where the supply needs to be augmented, priority should be given to bringing forward for earlier development any sites which have been allocated in the Local Development Plan for construction in the period 2020 to 2025. It continues that if further sites are needed, their identification for release should be guided by the criteria in Diagram 4 to find the most suitable locations. It considers that these sites must be absent of

insurmountable infrastructure constraints and be of a scale which is capable of delivering its house completions in the next five years. Such sites should also be compatible with the vision and planning principles of both the Strategic Development Plan and the Local Development Plan. It is accepted that there remains a potential Housing Land Supply shortfall within Renfrewshire and that additional housing sites are required. However, such sites require to be in sustainable locations.

The application site has not been identified as a housing development site through the preparation and adoption of the Local Development Plan or as one of the additional housing sites identified by the Reporter following the Examination of the Local Development Plan. The application site has been assessed against the criteria of Diagram 4 but fails to satisfy the set tests. It is considered that the proposal does not contribute to sustainable development nor accord with the Vision and Spatial Development Strategy of the Approved SDP.

Proposed Strategic Development Plan 2016(SDP)

The Proposed SDP 2016 was submitted to the Scottish Ministers for Examination on 26th May 2016 and represents the settled view of Clydeplan, the Strategic Development Planning Authority of which Renfrewshire is a constituent part and therefore it has to be considered in the assessment of this proposal.

The Proposed SDP 2016 sets out a Spatial Development Strategy which supports a presumption in favour of sustainable development that contributes to economic growth. It acknowledges the city region's legacy of development and infrastructure and recognises that maximising the benefit of those resources is fundamental to ensuring the long term success of the city region. Through Policy 1 'Placemaking', it seeks to embed the

creation of high quality places firmly as part of its Vision and Spatial Strategy.

It considers that in support of the Vision and Spatial Development Strategy, new development proposals should take account of the Placemaking Principles set out in Table 1, including maintaining and enhancing an areas' landscape character and supporting the objectives of the Glasgow and Clyde Valley Green Belt. The application proposal would neither maintain nor enhance the landscape character of Bishopton nor support the objectives of the Green Belt in this location and therefore does not comply with Policy 1 'Placemaking'.

The Proposed SDP advocates a consistent approach to the consideration of development proposals across the city region and considers that proposals which are in locations or at a scale or of a nature not identified in the SDP could undermine the Vision and Spatial Development Strategy. To assist in the development management process Section 10 of the Plan 'Implementing the Plan and Development Management' sets out 'thresholds for strategic scales of development ', within Schedule 14. With regard to Greenfield Housing Schedule 14 considers that 10 or more units outwith the Community Growth Areas or sites outwith those identified in LDP's are considered to be strategic. Given that the proposal comprises a housing development where an indicative number of 29 dwellings is proposed on a site located within the Green Belt designated through the Adopted LDP, it is considered to fall within the definition of strategic scale of development.

The Proposed SDP states that Diagram 11: 'Assessment of Development Proposals' should be used by local authorities when assessing strategic scale development proposals or other proposals that may impact on the Plan Strategy. This Diagram will determine whether strategic scale development proposals

comply with the policies, schedules and diagrams of the SDP, and Box 1, sets out the considerations relevant to each development type which will ascertain whether it supports the Vision, Spatial Development Strategy and Placemaking Policy. When the proposal is assessed against the relevant policies and schedules, the following conclusions can be made.

Policy 8 'Housing Land Requirement', states that Local Authorities should make provisions in Local Development Plans for the Housing Land Requirement set out in Schedule 8 and Schedule 9, allocate a range of sites which are effective or expected to become effective in the plan period to meet the housing land requirements, provide for a minimum of 5 years effective land supply at all times, undertake annual monitoring of completions and through Section 10 of the Plan 'Development Management' take steps to remedy any shortfalls through the granting of planning permissions that contribute to sustainable development and accord with the Vision and Spatial Development Strategy, Local Development Plans and other local strategies. It is accepted that there is a shortage in the effective housing land supply in Renfrewshire and therefore the application proposal is being assessed against Section 10, of the Plan.

Policy 14 'Green Belt' states that in support of the Vision and Spatial Development Strategy, Local Authorities should designate within Local Development Plans, the boundaries of the Green Belts to ensure that the objectives set out in paragraph 8.15 are achieved. Paragraph 8.15 considers that the Green Belt is an important strategic tool which has a significant role to play in supporting the delivery of the Spatial Development Strategy and achieving the objectives set out below. When the potential impact of the application proposal is considered against these objectives, the following conclusions can be made:

Directing planned growth to the most appropriate locations - the application site is located within the designated Green Belt and has not been identified through the LDP as an appropriate location for planned growth.

Supporting regeneration- the application site is located within the designated Green Belt and will not therefore support the regeneration of Renfrewshire or the city-region as a whole.

Creating and safeguarding identity through place-setting and protecting the separation between communities/landscape setting and identity of settlements - the application site is a large green belt site in a prominent green belt location, which currently adds to the local landscape character and setting of Bishopton. Development of the site would not therefore safeguard the setting of Bishopton. Additionally, it has no obvious spatial connection to the village and no defensible green belt boundary in any direction.

Protecting open space and sustainable access and opportunities for countryside recreation - the application proposal will not result in the protection of open space nor would it protect sustainable access opportunities for countryside recreation.

Maintaining the natural role on the environment - the proposal for a large housing development will not maintain the natural role of the environment in this location but will impact on the setting of Bishopton and the surrounding agricultural landscape.

Supporting the farming economy of the city region - the proposal is for housing development and will not support the farming economy of the city-region.

Meeting requirements for the sustainable location of rural industries including renewable energy, mineral extraction and

timber production - the application proposal does not comprise a rural industry.

The application site is designated as Green Belt within the Adopted LDP and currently performs the functions set out in paragraph 8.15 of the Proposed SDP. Development of the site for housing would undermine many of these functions including protection of the identity of Bishopton, and its landscape setting and would not therefore support the delivery of the Spatial Development Strategy.

Policy 16 'Improving the Water Quality Environment and Managing Flood Risk and Drainage'. This policy seeks to support the Vision and Spatial Development Strategy and to achieve the objectives set out in paragraph 8.28 which include securing improvements to water and drainage capacity and reducing flood risk. The Director of Community Resources (Design Services) had requested that it be demonstrated, through the submission of an outline DIA, that an appropriate drainage scheme can be provided, however, this has not been submitted. It has not been demonstrated therefore, that an acceptable drainage scheme is achievable in principle. It is not evident that there will not be an unacceptable impact on water quality. The objectives set out in paragraph 8.28 are not therefore met and the proposal does not support the Vision and Spatial Development Strategy.

Policy 18 'Strategic Walking and Cycling Network' requires that development proposals should maintain and enhance the strategic walking and cycling network. The application proposal will not impact on the strategic network but neither will it enhance it.

Taking all of the above considerations together leads to the conclusion that the application proposal does not meet the relevant criteria in Box 1 and is therefore regarded as a Departure from the

Strategic Development Plan. To ascertain whether this Departure is acceptable, the proposal requires to be assessed against the criteria of Box 2. When the proposal is assessed against these criteria, the following conclusions can be made:

Given its location in the designated Green Belt, with no defensible green belt boundary, the proposal will not make a significant or positive contribution to sustainable development through either a modal shift or contribution to carbon reduction;

The proposal will not provide significant economic benefit which would otherwise be lost to the city region or Scotland;

Notwithstanding that it is claimed, through supporting information submitted as part of the application, that the development is seen as enabling development which could finance an expansion of the facilities at The Good Shepherd Centre and thus maintain a number of existing jobs and facilitate the creation of others, the proposal would not in itself respond to specific economic issues, including the protection of jobs or create a significant number of net additional permanent jobs to the city region;

There is no specific locational need for the proposal;

The proposal would not enhance nor promote natural or cultural heritage, including green infrastructure, landscape and the wider environment.

The proposal would not improve health and well-being by offering opportunities for social interaction and physical activity, including sport and recreation.

It is not evident that the proposal would support the digital connectivity to a rural area which does not presently benefit from such connectivity.

It can be concluded therefore that the development proposal is an unacceptable departure from the Strategic Development Plan and it is therefore deemed contrary to the Proposed Strategic Development Plan 2016.

Adopted Renfrewshire Local Development Plan 2014

When the proposal is assessed against the relevant policies of the LDP and New Development Supplementary Guidance, the following conclusions can be made.

The application site is located in the green belt and is subject to assessment against Policy ENV1 'Green Belt'. Policy ENV 1 states that, amongst others, the green belt in Renfrewshire aims to identify appropriate locations to support planned growth, where required, as well as maintaining the identity of settlements and protecting and enhancing the landscape setting of an area. It states that appropriate development within the green belt will be acceptable where it can be demonstrated that it is compatible with the provisions of the New Development SG.

The New Development SG 'Delivering the Environment Strategy – Green Belt' considered that development within the green belt is appropriate in principle where it is for the purposes of or in support of a use which requires a green belt location including agriculture, forestry, recreational uses, the extension/expansion of existing industrial and business premises and the re-use/redevelopment of institutional premises. Although it is claimed that the application proposal for residential development is required as an enabling development to finance the expansion of an institutional use, it has not been demonstrated that either the development it claims to finance is necessary to resolve existing problems experienced at the centre, is required to ensure the future of the centre, that funds for the expansion plans cannot be achieved by other fundraising means and that the amount of enabling development proposed is the

minimum necessary to secure the future of the centre. Therefore, it has not been adequately demonstrated that the proposal is necessary and as such it is not an acceptable form of development in the green belt.

The New Development SG 'Delivering the Environment Strategy – Housing in the Green Belt', sets out a number of criteria against which proposals for residential use in the green belt require to be assessed and considers that the majority of the criteria must be met. When the application proposal is assessed against these criteria the following conclusions can be made:

The development is required to maintain and support an established activity that is suitable in the green belt; Although it is claimed that the application proposal for residential development is required as an enabling development to finance the expansion of an institutional use, as outlined above, it has not been adequately demonstrated that this is the only viable and justifiable option. In such circumstances it has not been demonstrated that the residential development proposed is required to maintain and support this institutional use.

It is demonstrated that there is a need for the residential use to be located out with the settlement; Other than the application site being within the ownership of the applicant, it has not been demonstrated that there is a need for the residential use to be located outwith a settlement.

The proposal demonstrates outstanding quality of design; The application is in principle only and it has not been demonstrated that the proposal will constitute outstanding quality of design.

The proposal integrates with, complements and enhances the established character of the area and has no significant impact on the landscape character. The applicant has not provided

any Landscape and Visual Impact Assessment in justification of development at this location and has not demonstrated that there will be no significant impact on landscape character. The site is in a prominent isolated location set approximately 0.4 km to the north west of Bishopton with little containment on its boundaries which could be identified as an appropriate and defensible edge to the green belt. It is not considered therefore that the proposal integrates with, complements or enhances the established character of the area but would have a significant adverse impact.

The proposal is therefore considered to be contrary to the provisions of policy ENV 1.

Policy P2 'Housing Land Supply' states that the Council will maintain a 5 year supply of effective housing land at all times and prepare Supplementary Guidance including a framework to guide the release of additional housing land where a 5 year supply of effective housing land is not being maintained. It is accepted that there is a potential shortfall in the supply of effective housing land and the Housing Land Supply Supplementary Guidance was approved in 2015.

Policy P2 further states that the Council will grant planning permission in accordance with the detailed guidance provided that a number of criteria are met. When the application proposal is assessed against these criteria the following conclusions can be made.

The site is shown to be effective and can be delivered to address the identified shortfall - The applicant has not provided any supporting information to demonstrate that the proposal could comply with the requirement to provide effective housing by 2019. It is not clear therefore that this site can be delivered to address the identified potential shortfall.

It will not undermine the spatial strategy of the plan – With regard to the criteria of the

Spatial Strategy, it has been demonstrated above that the proposed development will not contribute positively to the character and appearance of Bishopton nor will it protect its setting or the natural environment. The proposal does not accord with the adopted LDP Spatial Strategy the focus of which is on the development of previously used sites, concentrating on existing built-up areas and key redevelopment sites, aiming to facilitate sustainable development and a low carbon economy. It is acknowledged that sites have been identified outwith Renfrewshire's urban areas but these have been of a scale which are able to be supported by existing infrastructure, services and facilities.

Its design would comply with the criteria for implementing the spatial strategy – The application is in principle only and therefore these details would require to be assessed through the submission of further planning applications.

It is concluded therefore that application proposal does not comply with Policy P2 - Housing Land Supply.

The Housing Land Supply Supplementary Guidance 2015 (HLSSG) provides a framework for release of further housing land against which residential planning applications are to be assessed. The HLSSG sets out the circumstances within which the additional release of land for housing will be supported but demands that those sites meet the "main" and "other" considerations.

For the reasons set out earlier in this report, the proposals are not considered to satisfy the first three 'Main Considerations' set out in the HLSSG with reference to (1) Scottish Planning Policy - Sustainability and Placemaking Principles; (2) compliance with the Glasgow and the Clyde Valley Strategic Development Plan - Spatial Development Strategy, sustainable location assessment (Diagram 4) or Strategy Support Measure10; nor (3) the

adopted Renfrewshire Local Development Plan - including the Spatial Strategy, Policy P2 - Housing Land Supply, Policy ENV1 - Natural Heritage or Policy I5 - Flooding and Drainage.

Similarly, the proposals are not considered to have satisfied all of the HLSSG 'Other Considerations' and in particular with reference to failing to create or be contained within robust defensible boundaries, setting a precedent for further expansion, by having a significant effect on the character and amenity of the surrounding area and the potential to impact on the prior provision of infrastructure required by existing housing land allocations which are either not yet consented or are committed.

It is concluded therefore that the application proposal does not comply with the framework for release as required by the HLSSG.

The New Development Supplementary Guidance 2014, Places Development Criteria, sets out a number of criteria which new residential developments are required to meet. It considers that development proposals require to ensure that the layout, built form, design and materials of all new developments will be of a high quality; density will require to be in keeping with the density of surrounding areas; surrounding land uses should not have an adverse effect on the proposed residential development and that development proposals should create attractive and well connected street networks which will facilitate movement.

Although the supporting information states that the development will be set within landscaping including landscaped edges, there is no robust, well defined or established defensible green belt edge and it is considered that to allow development in this location could encourage further encroachment into the designated green belt. Given that the application is in principle only, it is not

possible to make an assessment in relation to density, design and materials, other than that a development of this nature would appear incongruous in the open countryside.

Policy I5, 'Flooding and Drainage' considers that new development must not have an impact on existing drainage infrastructure or increase the risk of flooding elsewhere and requires to be assessed against the criteria and guidance set out in the New Development SG which sets out a number of criteria which require to be considered. These generally require minimum standards to reduce the risk of flooding in new developments and to ensure that the risk of flooding is fully considered in the assessment of new development proposals. In this regard, the Director of Community Resources has not required the submission of an FRA but requested that an outline Drainage Impact Assessment be submitted to demonstrate that an acceptable drainage scheme could be achieved, in principle. The applicant has not submitted an outline DIA and has not demonstrated compliance with Policy I5 and the associated SG.

In relation to the Infrastructure Development Criteria it has not been adequately demonstrated that appropriate access, parking and pedestrian arrangements could be achieved. The Director of Community Resources (Roads) maintains that any decision on the application be deferred.

The SG on 'Contaminated Land' requires sufficient information to be submitted to establish whether contamination is present on an application site so that appropriate conditions can be attached to ensure that the necessary remediation action will be undertaken to prevent unacceptable risks to human health or the environment. In this regard the Director of Community Resources (Environmental Services) is satisfied that conditions can be attached which will ensure that any potential

contamination of the site can be adequately addressed.

With regard to the issues raised through objection which have not been dealt with in the above assessment, the following conclusions can be made.

A substantial focus of the objections relates to matters of the principle of the development, i.e. loss of green belt land. The site has not been identified through the Adopted Local Development Plan 2014 as a housing site and, for the reasons already outlined, its release from the green belt would not comply with the Spatial Strategy of the Development Plan.

Any detailed application could ensure that any layout could protect any existing trees and hedgerows worthy of protection and that they form the basis of any landscaping scheme. Impact on existing wildlife could be considered as part of any detailed application and could ensure that mitigation measures are undertaken where justified.

With regard to issues raised in relation to the ownership of the access road, it would be a matter for any prospective developer to secure ownership of all land required to carry out their development, whether for road works, parking, landscaping, drainage or any other aspects.

With regard to issues raised in relation to educational capacity and other service provision, it is noted that the Director of Education has no objection to the proposal and has advised that there would be no significant impact on catchment area schools.

Although it is indicated that planting is proposed it is considered that there would be no robust, established and defensible green belt boundary. Development of this site is therefore unacceptable and would not comply with the Spatial Development Strategy of the Approved Strategic Development Plan 2012, Proposed

Strategic Development Plan 2016 and Adopted Local Development Plan 2014. Nor does it represent an exception which can be justified through the Housing Land Supply Supplementary Guidance 2015.

Recommendation and Reasons for Decision

In light of the above assessment, it is concluded that notwithstanding the potential shortfall of an effective land supply, as set out in the Housing Land Supply Supplementary Guidance 2015, the supporting information submitted with the application and the justification provided in relation to enabling development, it has not been demonstrated that this is an appropriate site for residential development, which would not impact unacceptably on the purposes of the green belt in this location, can become effective by 2019 and which can be developed with a defensible green belt boundary. The proposal is therefore considered to be contrary to Policy ENV1 and associated New Development Supplementary Guidance. For these reasons it is considered that the proposal cannot satisfy the requirements of Policy P2 and the Housing Land Supply Supplementary Guidance 2015, as the residential development of this site would not comply with the Spatial Strategy of the LDP.

There is no justification for setting aside the policies of the SDP and LDP for a site which is in an unsustainable location and greater weight should be given to the development plan at both strategic and local levels.

Recommendation

REFUSE

Conditions & Reasons

Reason for Refusal.

1. The proposal does not accord with the Spatial Development Strategy and related

Spatial Frameworks of the approved Glasgow and the Clyde Valley Strategic Development Plan and Clydeplan's Strategic Development Plan Proposed Plan 2016 in terms of its location and development compatibility and therefore fails to support the Spatial Vision of the Plan.

2. The proposal is contrary to the Adopted Renfrewshire Local Development Plan New Development Supplementary Guidance - Delivering the Environment Strategy as it does not require a specific green belt location and does not maintain or support an established activity which is suitable in the green belt. The proposal would thereby introduce an inappropriate form of development into the Green Belt, result in an unacceptable erosion of the Green Belt and result in an adverse and detrimental impact on its character.

3. The proposal is contrary to Policy ENV1 of the Adopted Renfrewshire Local Development Plan and New Development Supplementary Guidance, and due to its scale and location, the proposed development would undermine the Spatial Strategy of the Adopted Renfrewshire Local Development Plan. The proposal would thereby introduce an inappropriate form of development into the Green Belt, result in an unacceptable erosion of the Green Belt and result in an adverse and detrimental impact on its character.

4. The proposal is contrary to Policy P2 of the Adopted Renfrewshire Local Development Plan and the Housing Land Supply Supplementary Guidance 2015, and due to its scale and location, the proposed development would undermine the Spatial Strategy of the Adopted Renfrewshire Local Development Plan. The proposal would thereby introduce an inappropriate form of development into the Green Belt, result in an unacceptable erosion of the Green Belt and result in an adverse and detrimental impact on its character.

Local Government (Access to Information) Act 1985 -
Background Papers: For further information or to inspect
any letters of objection and other background papers,
please contact David Bryce on 0141 618 7892.

The site has been visited and the photographs archived.