

RENFREWSHIRE COUNCIL

Application No: 17/0394/PP

DEVELOPMENT AND HOUSING SERVICES

Regd: 26/05/2017

PLANNING APPLICATION PRE-DETERMINATION HEARING

Applicant

BAE Systems
Georgetown Reception Centre
Houston Road
Houston
PA6 7BG

Agent

Cass Associates
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Nature of proposals:

Use of land within the Core Development Area for residential development (in principle).

Site:

Royal Ordnance, Station Road, Bishopton, PA7 5NJ

Application for:

Planning Permission in Principle

Introduction

This application is the subject of a Pre-Determination Hearing in line with the requirements set out in Section 38A of the Planning etc. (Scotland) Act 2006 and the related Development Management Regulations.

Section 38A requires that the applicants for, and any party making representations on, proposals for developments falling within the category of 'major' and which are considered to be significantly contrary to the Development Plan, are to be given the opportunity for appearing at a pre-determination hearing. The purpose of the hearing is to ingather information and Members are reminded that they should not express a view either in favour of, or against the proposals as this may preclude them from participating in making a decision on the application when it comes before the meeting of the Council for formal determination.

Renfrewshire Councils Pre-determination Hearing Procedures are appended to this report for Member guidance (refer to Appendix 1).

The following information is provided to brief Members on the content of the proposed development.

Description

Planning permission in principle is sought for the redevelopment of land (previously identified for industrial purposes) for housing. The site area extends to some 37 hectares of development land with an indicative capacity for some 1000 housing units (and a further 6 hectares of strategic landscape corridors). A further, separate application has been submitted for the expansion of the northern residential areas for approximately 350 units (and this is being considered under reference 17/0393/PP).

The site lies to the west of, and forms part of, the Core Development Area which is the central/east portion of the former Royal Ordnance Factory (ROF) site in Bishopton. The Core Development Area is the part of the site on which most physical development is to be concentrated and which has been the subject of previous approvals for various development land uses. The area surrounding the Core Development Area comprises the proposed Community Woodland Park. BAe Systems Environmental Test Facility is located to the south and east of the site.

Outline planning permission (06/0602/PP) was granted subject to a Section 75 Agreement for the formation of a mixed use Community Growth Area in 2009. The outline consent was for the erection of

a residential development of 2500 units; 150,000m² of commercial/employment related floorspace; a community woodland park; recreation and open space areas; community facilities; local services and retail and educational provision; infrastructure works; Northern and Southern Access Roads; improvements to station approach and park and ride facilities and the construction of a motorway junction off the M8.

Considerable progress has been made including the implementation of very significant elements of advance infrastructure including the northern and southern access roads (the latter including a rail bridge spanning the Glasgow - Gourock - Wemyss Bay rail line), the main internal distributor road linking the northern and southern access roads; residential access roads and services, structural landscaping, core paths and pedestrian links, upgrading of perimeter routes (Birch Road) and off-site junction improvements, strategic drainage infrastructure and SUDS ponds, landfill containment, park and ride facilities, and preparatory land engineering for the new motorway junction. Extensive earthworks and remediation activities, site levelling and platforming have also been concluded for much of the core development area to make the land suitable for the new uses and in anticipation of receiving new development. Detailed consent is already in place for some 1430 new private houses many of which are either occupied, nearing completion or under construction. By the end of 2016 some 569 houses were occupied representing a completion rate of approximately 200 units per annum. Two phases of affordable, social rented housing units are expected to commence on site in the near future.

History

06/0602/PP - Regeneration of the site to form a mixed use community growth area. Granted subject to conditions/Section 75 Agreement 10 August 2009.

06/1065/PP - Construction of a motorway junction. Granted subject to conditions 6 February, 2009.

09/0527/PP - Engineering operations comprising remediation and bulk earthworks. Granted subject to conditions 24/03/2010.

09/0456/PP - Construction of a landfill facility. Granted subject to conditions 24 March, 2010.

09/0796/PP - Construction of an access road (Northern Access Road. Granted subject to conditions 18 January, 2010.

11/0630/PP - Construction of an access road, including the formation of a railway bridge, and associated landscaping and SUDS pond (Southern Access Road). Granted subject to conditions 31 October, 2011.

There have been numerous subsequent applications to address detailed matters such as remediation activities, the provision of strategic infrastructure in the form of SUDS ponds, roads, landscaping, the realignment of the Cordite and Craigton Burns, and residential layouts.

16/0818/NO - Proposal of Application Notice relating to the use of land within the Core Development Area for residential development. Accepted 12 December, 2016.

16/0819/EO - Request for screening opinion as to the requirement for an Environmental Impact Assessment for the use of land within the Core Development Area for residential development. Determined that an EIA was not required. 6 January, 2017.

Policy & Material Considerations

National Planning Framework 3

Scottish Planning Policy

Scottish Planning Policy highlights the primacy of the Development Plan. The extant Development Plan is Clydeplan's Strategic Development Plan (2017) and the Adopted Renfrewshire Local Development Plan 2014 as detailed below with relevant policies identified.

Clydeplan's - Strategic Development Plan (2017)

The SDP is a material consideration and was approved, subject to modifications, by the Scottish Ministers on 24 July, 2017.

Policy 1: Placemaking

Policy 7: Joint Action Towards the Delivery of New Homes

Policy 8: Housing Land Requirement

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 P3: Additional Housing Sites

Policy P1: Renfrewshire's Places

Policy ENV1: Green Belt

Policy I5: Flooding and Drainage

Policy ENV2: Natural Heritage

New Development Supplementary Guidance

Delivering the Places Strategy: Places Development Criteria and Places Checklist

Delivering the Environment Strategy: Green Belt; Trees, Woodland and Forestry; Local Designations: Sites of Importance for Nature Conservation (SINCs)/Local Nature Reserves (LNR); and Scheduled Ancient Monuments & Archaeological Sites

Delivering the Infrastructure Strategy: Flooding and Drainage

Material considerations

Renfrewshire's Places Residential Design Guide is non-statutory guidance and sets out the objectives of sustainable placemaking, design considerations and the process through which high quality designs can be achieved. In addition, Renfrewshire's Housing Land Supply Supplementary Guidance 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 carried out in accordance with statute. The application was also advertised in the Paisley and Renfrewshire Gazette, with a deadline for representations to be received of 5 July, 2017.

Objections/Representations

Two letters of representation have been received, one from Dargavel Residents Association and one from an individual; the former indicating no objection in principle, and the latter expressing support. Both are caveated to the effect that those elements of infrastructure and supporting amenities set out in the Section 75 Agreement should be implemented.

One letter of objection has been received, from Bishopton Action Group, the substance of which is that the current application and the proposed northern expansion (17/0393/PP) should not be treated as separate applications; that the applicant has not demonstrated the need for additional housing in Renfrewshire; a full Environmental Impact Assessment of the whole Community Growth Area (CGA) has not been provided; brownfield land should be developed ahead of green belt land; reducing the employment area and increasing housing means that the CGA is not sustainable; and that the applicant has repeatedly requested postponement of fulfilling planning conditions and mitigation measures.

Consultations

Transport Scotland - No objection subject to conditions in respect of junction improvements, contributions to M8 capacity improvement, bus service delivery strategy, and a Travel Plan.

Director of Community Resources (Roads Traffic) - No objection subject to conditions in respect of the submission of a Travel Plan and the introduction of junction/traffic signalling.

Director of Community Resources (Design Services) – No response at time of writing.

Director of Community Resources (Environmental Services) - No objection subject to conditions in respect of site investigation, remediation strategy and verification reporting to ensure that the land is suitable for the proposed use.

Glasgow Airport Safeguarding - No objection subject to conditions in respect of soft and water landscaping and bird hazard.

NATS Safeguarding - No objection. Further consultation was welcomed once more details on the proposed mix of buildings becomes available to ensure that large buildings do not degrade the performance of the technical infrastructure used to provide air traffic services.

Scottish Environmental Protection Agency - No objection subject to a condition in respect of the submission of a Surface Water Management Plan.

Scottish Water - No comment.

Scottish Natural Heritage - No objection subject to appropriate mitigation being carried out in respect of potential impacts on protected species.

Forestry Commission - No comment.

Health and Safety Executive - No consultation required as the site does not lie within the consultation distance of a major hazard or major accident hazard pipeline.

Health and Safety Executive (Explosives Inspectorate) - No response at time of writing.

Bishopton Community Council - No objection. It was commented that the increase in the overall number of houses should be addressed in a new Section 75 Agreement which should ensure that school provision is increased proportionally, as should the community/resource centre facility. The Community Council comment that all original Section 75 Agreement items should be increased proportionally including development trust payments; and that the health centre provision/contribution should be brought forward and increased. It is also suggested that some land for industrial use should also be retained and that the proposed 're-zoned' land should be developed last for housing.

Strathclyde Partnership for Transport - No objection. SPT welcomes the recognition given to the commitments on the previous version of the Public Transport Strategy that any new bus service to Dargavel should not duplicate or abstract passengers from existing bus services and that the new bus service should be freestanding. SPT is broadly in agreement with the proposed bus service level but notes that no evening or Sunday provision is proposed and are of the view that it is required. It is commented that it is essential that the road layout is favourable for bus operations. SPT is disappointed to note that there is no further increase in park and ride or cycle parking capacity proposed at Bishopton Station to accommodate the increase in residential units. SPT would welcome further discussion as the project moves forward.

Summary of Main Issues

Environmental Statement - A request for a screening opinion 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

Other Assessments

Design Statement and Access Statement - Assesses the context of the development and demonstrates how the design of development takes that context into account. It recognises local and national policy principles including placemaking. The design is proposed to create a strong urban edge to housing blocks; enhance the landscape framework along road and pedestrian corridors, create high

quality useable open space, create permeability and connectivity through the new neighbourhoods, create a framework for new development, and provide high quality new homes in line with latest guidance on carbon reduction.

Planning Statement and Planning Obligation - Considers the need for comprehensive regeneration through a Masterplan approach, considers the key parameters for the development and a review of the original Masterplan, sets out the planning policy context, provides a planning justification in terms of housing and industrial/business land supply and sets out the applicants views of the key benefits and the planning obligation. The key revision to the Masterplan locates the proposed primary school and community facility more centrally within the core development area. Indicative phasing suggests that following completion of development originally consented within the core development area, the northern expansion land would follow with much of the re-zoned, former industrial land being developed in the later phases of the development. The applicant's justification relies on a focus on Community Growth Areas, strengthening the population base in Renfrewshire through a better choice of housing, effective use of planned physical infrastructure and services, priority being given to previously developed land and regeneration, through the creation of strong and sustainable communities, and, through access to a range of transport and travel networks.

The Planning Statement notes both national and local objectives to provide a generous supply of land for new housing and advances the potential contribution that the proposal site could make to achieving these effective land requirements. It emphasises the potential for ROF Bishopton, as a formerly developed brownfield site, to be developed in preference to other green field or green belt sites.

In addition to an opportunity to review the Masterplan, it is suggested that an opportunity exists to refresh the planning obligation so that it is more closely aligned with the Masterplan. The refreshed Section 75 offers a mechanism to assist with the delivery of affordable housing in Renfrewshire; to increase the size of the proposed primary school, locate it more centrally within the core development site and to integrate community facilities; to set out how and when facilities for recreation and play will be delivered with the focal point on Central Park (which is conceived as a general purpose, amenity based parkland containing footpaths, play areas and open grass for informal games and village events); improved bus services; health care facilities; M8 capacity improvements; the Community Woodland Park; and the Community Development Fund and the infrastructure for sporting facilities.

Surface Water Drainage and SUDS - Notes that the basis of the design of the SUDS ponds is addressed in the original SUDS Design and Maintenance Manual. It is commented that each SUDS pond has been sized to attenuate up to and including a 1 in 200 year storm event. Flow control devices are in place at the outlet structure for each pond. This is to reduce the discharge flow rate from the ponds to a calculated greenfield runoff rate to mirror discharge rates previously seen prior to site development and manage the impact of development on the receiving watercourses. Although catchments have altered the discharge rates agreed with SEPA for each SUDS pond has been maintained.

Flood Risk Addendum - Identifies that the report has been prepared to supplement the original Flood Risk Assessment which outlined the flood protection measures for the whole site. These included increasing the capacity of the Craigton Burn which runs through the development and the provision of a flood compensation area along the Dargavel Burn. In combination, these flood alleviation proposals are considered to remove the flood risk from the proposed Bishopton development and manage the flood risk downstream of the site. The proposed additional development is assessed to have no impact on the general principles of flood and surface water management of the site established by the original site wide surface water management strategy which remains applicable. The additional housing plots in the north west will require SUDS ponds to be relocated and to be re-sized to ensure that the peak discharge rates from it remain as previously designed and approved.

The conversion of employment land along the western margin has limited effect on the development area of those plots but will increase the percentage of permeable surfacing through the provision of gardens in lieu of commercial car parks and hard standings. The peak surface water discharges from the SUDS ponds serving these sites will remain unaffected but it may be possible at the detailed design stage to effect modest reductions to the pond storage requirements to reflect the increase in surface permeability of the development proposals.

Transport Assessment - Provides the background and planning history of the site, sets out the local, regional and national policy framework, assesses the existing situation and considers transport measures to support the development, and considers the development land travel characteristics (for both the expansion land and the change from industry/business to residential).

It concludes that all existing and consented junctions will operate within capacity in the year of the completed development. Mitigation measures are proposed in the form of widening works to allow for a right turn flare lane on the A8 Greenock Road west arm; and modifications to signal phasing to allow for a better no-net-detriment solution at the A8 Greenock Road/Ferry Road/Rossland Crescent junction with the junction operating within practical capacity during both the AM and PM peak periods. The Transport Assessment notes that the proposed development will be designed to ensure that pedestrians and cyclists are afforded a high quality and well linked infrastructure in the form of a mix of shared surfaces, footways, shared pedestrian/cycle paths and dedicated routes.

In terms of public transport infrastructure, it is proposed to provide a bus service between Dargavel village and Bishopton Railway Station during peak periods and with Erskine Bridgewater Shopping Centre during the inter-peak. Multiple points of vehicular access are to be provided to the expansion land and to the phases of development associated with the land currently zoned for business/industry. A network of internal roads are to be provided which will link to the adjacent residential areas and the primary road network through Dargavel Village. A Travel Plan is also to be provided which will seek to encourage travel by walking, cycling, public transport and car sharing.

Public Transport Study - Considers public transport provision, the demand for public transport, and providing access by public transport. It recognises that the village of Bishopton has a limited network of local bus services and bus is the minority form of public transport. The mechanism proposed for the delivery of the new/improved bus services to serve the proposed development at Bishopton remains management and administration by SPT using Section 75 Agreement funding. It notes the frequency rate and travel times of the train service travelling through Bishopton, with rail providing the principal and fastest means of travelling to Paisley and Glasgow city centre.

Ecological Appraisal - Sets out the background and scope of the survey, identifies the survey and evaluation methodologies, sets out the desktop and field survey results, provides an evaluation and assessment and includes recommendations. It recognises that the site and wider BAe Systems ' site ecology is monitored daily by Ecological Clerks of Works with regular up-dated protected species surveys; these under the terms of the extant consent for remediation and bulk earthworks and land engineering activities. Recommendations include mitigation activity related to habitats, otter, badger, birds, bats and general activities to minimise potential impacts and disturbance.

Arboricultural Report - Considers the site and its surrounding, the tree population, impact of the proposed development and tree protection measures. it also sets out the structural landscape proposals and outline landscape proposals for Dargavel Road and the Craigton Burn.

It is not proposed to remove any trees but removal of dead branches and piles of materials near some of the trees is proposed. Trees to be planted will be predominantly locally native species. Long terms management plans will be prepared for the retained trees. Tree protection measures are also considered and these would take the form of root protection areas, temporary protective fencing, ground protection, and ensuring that all utilities would be installed outside of the construction exclusion zone. All tree works would be undertaken outwith the bird nesting season.

Utilities Statement - Indicates that the increased unit numbers from the additional residential plots should not exceed the capacity available within the local electrical, gas, telecommunications, and potable water supply networks.

Ground Condition Report - Considers the environmental setting, the investigation works, assessment and reporting approaches and remediation works. The general approach continues that which has previously been implemented for the earlier parts of the site which involves sub-division into smaller-scale Land Quality Management Areas and treatment through site investigation, remediation method statements, remediation works and finally verification reporting.

Pre-Application Consultation Report - Outlines the process which has been undertaken and confirms that pre-application consultation set out by statute, including a public exhibition, was satisfied. Presentations were given to the Bishopton Community Liaison Group, and a public exhibition was held in Bishopton Community Centre with an attendance of 420 people. The questionnaire responses generally concluded that the majority of respondents were in favour of Dargavel village being a good location to meet the need for housing, the earlier delivery of a larger primary school, early access to areas of community woodland, a firm programme for the construction of the new motorway junction, and the new Masterplan for the village being positive. There was an equal split between those who thought the industrial zone was now appropriate and those who did not (i.e. 40% did, 40% did not and 20% did not know).

Scottish Ministers Direction - N/A

Environmental Assessment

The proposals contained within this application have been considered having regard to the requirements set out in the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011, and in particular those relating to a multi-stage consent. A request for a screening opinion 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 to 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. The substance of the proposals remains consistent with the matters assessed in the EIA submitted in support of the original outline permission and related detailed permissions. There are no changes which would materially affect the content or conclusions of the earlier EIA which is considered to have taken into account all potential environmental effects.

Conclusion

Members are advised that when the application comes before a meeting of the Council for determination, a detailed assessment of the proposals will be provided. To enable a full assessment of all the matters to be considered including those relevant issues raised at the Pre-Determination Hearing, it is not intended that the application will be reported to the next scheduled meeting of the Council.

The assessment will test the proposals against relevant Development Plan policies, housing and industrial land supply requirements, their suitability in terms of traffic, infrastructure and making the land suitable for the proposed development through remediation, and having regard to any other material planning considerations. A recommendation will be made on the basis of this detailed assessment as to whether planning permission should be granted or refused.

Fraser Carlin
Head of Planning and Housing

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 extension 7892.



Renfrewshire
Council

17/0394/PP

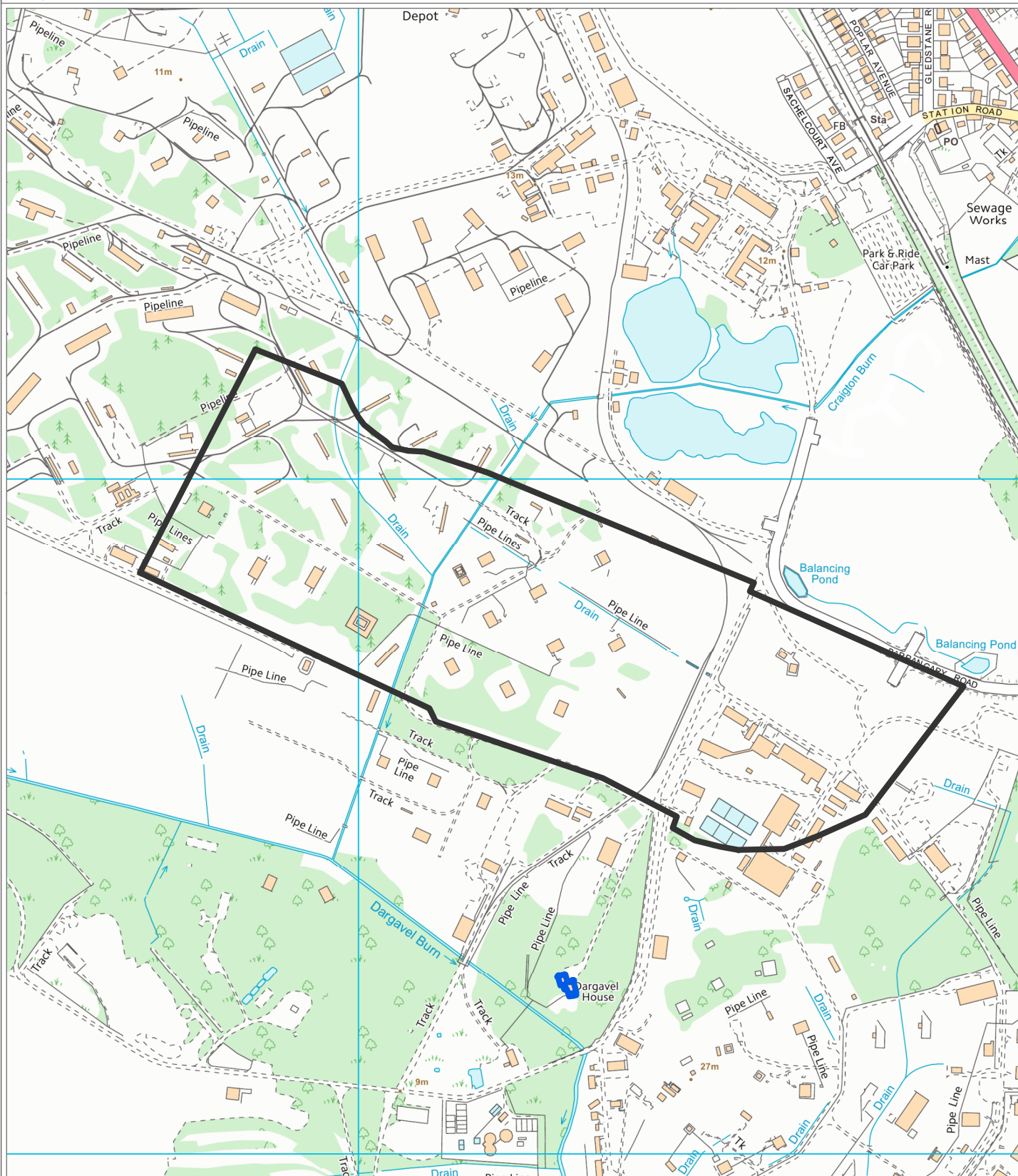
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Pre - Determination Hearing Procedures

1. Pre-determination hearings will be held when the application is of a national category or a major category where the proposal involves a planning application for development which is significantly contrary to the provisions of the Development Plan. The test which will apply would be whether an approval would be contrary to the vision or wider spatial strategy of the plan.
2. Any hearing would only be held once the period for neighbour notification or advertisement in the local press had expired.
3. The hearing will be open to the press and public but only those persons invited to make representations at the hearing will be allowed to participate.
4. The parties to be invited to participate in the hearing will be the applicant and agent acting on their behalf and any person who has submitted representations on the application.
5. The date, which shall allow for at least 14 days notice to be given to participants, and the venue for the hearing shall be agreed with the Convener of the Communities, Housing and Planning Policy Board.
6. Thereafter, members of the Board will be advised of the date and venue and formal invitations will be issued to the applicant/agent and any person who has submitted representations.
7. All parties wishing to be heard at the hearing will be asked to advise the Council of their intention to participate by 12 noon of the last working day before the hearing. Parties must advise the name(s) of those who intend to speak.
8. On the day the order of proceedings will be as follows:
 - i) The applicant, or an agent acting on their behalf, will be asked by the Convener to describe the proposal – with a limit of 15 minutes, although this could be extended to 30 minutes in cases of complexity at the discretion of the Board.
 - ii) Thereafter, individual objectors will be invited to comment. Each will be restricted to no more than 15 minutes but where there are several objectors making the same points they will be encouraged to appoint a representative to speak on their behalf. Again in cases of complexity this could be extended to 30 minutes at the discretion of the Board.
 - iii) The applicant/agent will have the right to reply to any points raised by any party to the hearing.
 - iv) The members of the Board will be invited by the Convener to question any party to the hearing to seek clarification regarding any matter raised.
 - v) The members of the Board will be able to seek guidance on factual matters relating to the proposal or hearing procedure from Council officers at any time during the hearing.
 - vi) No cross examination of any of the parties by other parties will be allowed.
 - vii) The Convener will be responsible for ensuring that the hearing is carried out efficiently while having due regard to the principles of natural justice.
 - viii) No decision on the application will be taken at the hearing.
 - ix) Details of the matters raised at the hearing will be incorporated within the Report of Handling on the planning application which will be put before the meeting of the Council for consideration.