

# Planning Application: Report of Handling

Application No. 17/0876/PP



Renfrewshire  
Council

## KEY INFORMATION

### Ward

11 Bishopton, Bridge of Weir and Langbank

### Applicant

Erskine Developments Ltd  
(Paisley)  
Erskine  
Bishopton  
PA7 5PU

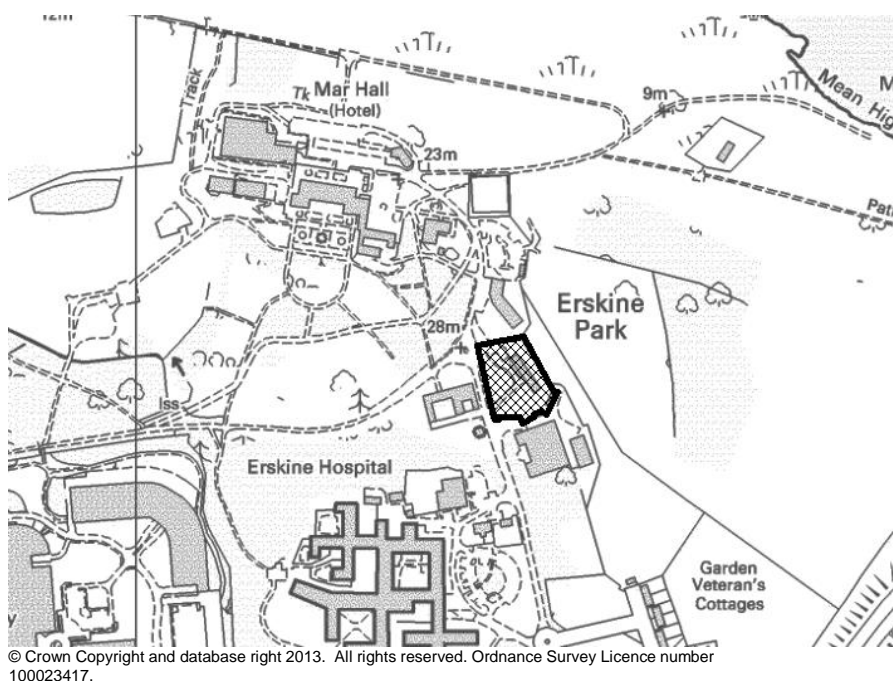
**Registered:** 06/02/2018

Report by Director of Development and Housing Services

**PROPOSAL:** ERECTION OF 24 FLATS WITH ASSOCIATED COMMUNAL ROOMS, COURTYARD AND PARKING

**LOCATION:** ENCHANTED FOREST NURSERY, ERSKINE HOSPITAL, BISHOPTON

**APPLICATION FOR:** FULL PLANNING PERMISSION



## RECOMMENDATION

Grant subject to conditions.

Fraser Carlin  
Head of Planning and  
Housing

## SUMMARY OF REPORT

- The proposals accord with the Renfrewshire Local Development Plan; Policy ENV1 'Green Belt' as an acceptable form of development in the Green Belt.
- One letter of representation submitted on the intended occupiers of the proposed flats. Erskine Hospital confirmed the flats will be for veterans where support can be provided by existing facilities on-site.
- There have been no objections, subject to conditions, from the various statutory consultees.
- The development is assessed to be acceptable in terms of design, layout, material and finishes.

RENFREWSHIRE COUNCIL

DEVELOPMENT AND HOUSING SERVICES  
REPORT OF HANDLING FOR APPLICATION 17/0876/PP

APPLICANT:	Erskine Developments Ltd (Paisley)
SITE ADDRESS:	Enchanted Forest Nursery, Erskine Hospital, Bishopton, PA7 5PU
PROPOSAL:	Erection of 24 No. flats with associated communal rooms, courtyard and parking
APPLICATION FOR:	Planning Permission-Full

NUMBER OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED:	<p>There has been one representation submitted which has raised the issue of the intended occupiers of the flats proposed and whether they will be restricted to ex-military personnel only.</p> <p>The information submitted in support of the application makes it clear that these flats will be for the accommodation of veterans/armed forces personnel only.</p> <p>It is anticipated that the veterans who will occupy these flats will need support either mentally, physically or socially and require a location which offers this specific support.</p>
CONSULTATIONS:	<p><b>Glasgow Airport Authority</b> - No objection.</p> <p><b>NATS</b> - No objection</p> <p><b>Director of Environment and Communities</b></p> <p>(Environmental Services) - No objection subject to the submission of a Site Investigation Report and Remediation Strategy.</p> <p>(Roads/Traffic) - No objection.</p> <p>(Design Services) - No objection subject to compliance with Drainage Impact Assessment.</p>
PRE-APPLICATION COMMENTS:	Pre- application discussion took place on the overall masterplan for the site. There were no detailed discussions on this particular proposal during the pre-application discussions.

ENVIRONMENTAL STATEMENT -	Not Applicable
APPROPRIATE ASSESSMENT -	Not Applicable
DESIGN STATEMENT -	The applicant has provided a report which states that the development comprises 24 single living flatted units to be developed in two, 12 flat phases. It is stated that the two storey flatted development proposed does have street frontage and set amongst soft landscaping where a sense of place will be provided. The report accepts that the Reid McEwan building (Grade B listed) is the most prominent building immediately adjacent to the site which has distinct courtyard elements and

	<p>that the site layout and design has been developed in response to the form, scale and mass of the existing context.</p> <p>It is stated that to provide screening from adjacent roads, dense native woodland will be planted to the border of the development, providing shelter and a definitive green boundary to the site.</p>
ACCESS STATEMENT -	Barrier free access to all properties will be provided from the new street and car parking areas.
SUPPORTING STATEMENT:	<p>Erskine Hospital's own market research shows that there is a total of 26,400 veterans believed to be living in the Local Authority areas local to Erskine of whom 9,500 or 36% are of working age. Of these 1330 or 14% are unemployed and actively seeking work. It has also been established that the average number of veterans identified each year as being homeless in this area is 65. Of these 37 or 57% are single men.</p> <p>It is stated that eligibility criteria to occupy the flats would be restricted to veterans who completed basic training in the armed forces and focussed on those of working age, where priority will be given to disabled service men and women who have been injured on duty and are about to leave the forces, service men and women who are about to leave the forces and have a housing need and finally veterans who have a housing need.</p>
CLYDEPLAN POLICIES:	Clydeplan's - Strategic Development Plan (2017) set the strategic context.
LOCAL DEVELOPMENT PLAN POLICIES/ OTHER MATERIAL CONSIDERATIONS	<p><u>Scottish Planning Policy</u></p> <p><u>Adopted Renfrewshire Local Development Plan 2014</u> Policy ENV1: Green Belt Policy P2: Housing Land Supply Policy I5: Flooding and Drainage</p> <p><u>New Development Supplementary Guidance</u> Delivering the Environment Strategy: Green Belt; Housing in the Green Belt; Contaminated Land; Delivering the Places Strategy: Places Development Criteria Delivering the Infrastructure Strategy: Flooding and Drainage and Infrastructure Development Criteria.</p>

	COMMENTS
PLANNING HISTORY	<p>09/0902/PP - Erection of 46 single storey semi-detached dwellings with associated access and parking over 5 phases and demolition of 56 existing estate cottages. Granted subject to conditions on 02/06/2010.</p> <p>08/1029/PP - Reserved matters consent for the erection of a garden centre. Approved on 02/06/09.</p> <p>08/0889/PP - Reserved matters consent for the erection of 6 dwellinghouses. Approved on 05/03/09.</p>

	07/0742/PP - Renewal of permission 02/174/PP (1. Residential development and refurbishment of existing housing; 2. Erection of garden centre (as replacement of existing garden centre); 3. Erection of workshop; and 4. Erection of day care base was approved in outline on 19/12/07. The 2002 application was a renewal of permission 96/0074/PP which was approved on 08/03/96.
SITE VISIT	24/04/2018
DESCRIPTION	<p>The site extends to approximately 0.35 hectares and given the previous building, the topography is reasonably flat across the majority of the site frontage and to the east and south east the site drops steeply towards the boundary of Mar Hall Golf Course and the access road to the south.</p> <p>Planning permission is sought for the erection of 24 single living flatted units in a 2-storey building with 12 flats on each level, on the site of the former 2 storey building, within the grounds of Erskine Care Home.</p> <p>The flats are intended for veterans who are able to live independently but require access to other services on the Erskine Hospital site to assist with their assimilation back into civilian life.</p> <p>As a background to this proposal it should be noted that since its conception, Erskine Hospital charity has cared for 85,000 veterans and currently provides nursing, dementia and respite care for around 1000 veterans each year in 4 Care homes, two of which are on the Bishopton Estate. In addition, the charity has 44 modern cottages on the Bishopton Estate for veterans and their families to live independently.</p> <p>To meet the changing needs of veterans Erskine is hoping to be able to provide more adapted living accommodation for veterans of all ages who have a disability, and also an activity centre to help address the social isolation experienced by some veterans.</p> <p>The development of the 24 single living apartments will further increase the accommodation at Erskine and be instrumental in developing a 'Veterans Village' where Erskine, in partnership with other veterans' charities, will be able to offer accommodation, support services and employment.</p>
DESIGN AND MATERIALS	The building would have pitched roofs and would have a U-shaped courtyard formation, finished in facing brick, weatherboard cladding, slate roofs and would be set within natural landscaping, gardens and amenity spaces.
SCALE AND POSITIONING	The site is bounded by a mix of single and 2 storey buildings and will be positioned in the site to reflect the surrounding area and to respect the setting of the Grade B listed Reid McEwan building opposite which is also two storeys in height with a courtyard formation.

PRIVACY AND OVERLOOKING	Not Applicable.
DAYLIGHT AND OVERSHADOWING	Not Applicable.
LANDSCAPING	Not Applicable.
ACCESS AND PARKING	Barrier free access to all properties will be provided from the street and car parking areas. The existing vehicle access from Nursery Drive to the site would be upgraded and widened to current roads standards. It is not proposed to undertake any new works to Nursery Avenue and car parking is proposed in a mix of private parking areas to the front of the site.
SITE CONSTRAINTS	Proposal within the setting of a 'B' Listed Building.
OTHER COMMENTS	<p>The determining issues in this case are whether the development is appropriate to its green belt location and its effects on the surrounding area having regard to the development plan and other material considerations.</p> <p><u>Scottish Planning Policy</u>  Scottish Planning Policy sets out national planning policies which aim to support sustainable development and the creation of high quality places. The aim is to achieve the right development in the right place.</p> <p>Scottish Planning Policy requires sustainable patterns of development appropriate to areas and encourages developments which optimises the use of existing resource capacities such as infrastructure and guides the use of land to within or adjacent to settlements. It is considered that given its location in the grounds of an established residential care facility, the proposal complies with the principles of sustainable development as set out in Scottish Planning Policy.</p> <p>In relation to Placemaking, it is considered that this development will complement local features such as landscape, topography and skylines given its design, layout, form and location on a site which is both physically and visually well contained within the Erskine Hospital Estate.</p> <p>This proposal for veterans' apartments would contribute to Renfrewshire Housing Land Supply providing good quality and well designed homes, with appropriate support in an area of need for this specific client group. It is considered that the proposal complies with the principles set out in Scottish Planning Policy.</p> <p><u>Approved Strategic Development Plan - Clydeplan 2017</u>  The Approved Clydeplan 2017 sets out a Spatial Development Strategy which supports a presumption in favour of sustainable development. It seeks to embed the creation of high quality places firmly as part of its Strategy.</p> <p>It is considered that the proposal meets the relevant criteria of Clydeplan and is therefore regarded as being in compliance with the Strategic Development Plan for the reasons that the</p>

proposal is for a specific client group within a site which already offers support facilities for this client group.

It will therefore enhance the existing Erskine Hospital community and make a positive contribution to the choice of housing for veterans. The development will represent sustainable development within an existing institutional setting but where an appropriate environment for the client group can be provided. It can be concluded therefore that the development accords with Clydeplan.

Adopted Renfrewshire Local Development Plan 2014

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

Policy P2 'Housing Land Supply' states that the Council will maintain a 5-year supply of effective housing land at all times. In this regard the Renfrewshire Local Development Plan identifies land across the Renfrewshire area to meet the housing need and demand 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.

In addition, the Renfrewshire Local Housing Strategy 2016, sets out the strategic approach of the Council and its partners to delivering high quality housing and housing related services across all tenures to meet identified need in Renfrewshire. Amongst others, outcome 5 concerns homelessness prevention and seeks to ensure that vulnerable people get the advice and support which they need. It is considered that effective multi agency working is required to help people with complex needs gain access to and sustain housing. The application proposal will assist in providing good quality housing with on site support services in a sustainable location for a specialist group of people and therefore helps meet the requirements of Policy P2 and outcomes of the Renfrewshire Local Housing Strategy.

The application site is located in the green belt and is subject to assessment against Policy ENV 1 '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 Supplementary Guidance.

The New Development Supplementary Guidance 'Delivering the Environment Strategy - Acceptable Forms of Development in the Green Belt' sets out a number of uses which are considered to be appropriate in principle and which require a green belt location and include development for the re-use/redevelopment of institutional premises (class 8), or

developments which support such uses.

The application proposal for residential development for a group of people with specific needs, with an element of assistance and reliance on the facilities within Erskine Hospital Estate is a development which would support and is supported by Erskine Hospital Institutional use. The proposal is therefore acceptable in principle.

Thereafter, the New Development Supplementary Guidance 'Delivering the Environmental 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 to support the role and function of Erskine Hospital and its aim to evolve further into a veterans' village, a use which has been accepted as suitable within this green belt location through the granting of previous consents and masterplans.

This location has historically provided supported accommodation for veterans to cater for those in most need and continues to evolve with the addition of practical facilities and more recently to cater for those veterans, both disabled and able bodied, who are aiming to assimilate back into civilian life but who require a degree of support. This facility requires to be located in close proximity to where facilities already exist and will enable the charity to assist greater numbers of veterans in a more efficient manner.

*It is demonstrated that there is a need for residential use to be located out with the settlement;* The applicant has submitted a number of supporting statements to illustrate the ethos behind the development and the need for it to be located at this specific location and outwith any surrounding settlement. It is anticipated that the veterans who will occupy these flats will need support either mentally, physically or socially and require a location which offers specific support for those who have been in the armed forces. The information submitted in support of the application indicates that there is high demand for such specialist accommodation within the surrounding area and further afield.

*The proposal demonstrates outstanding quality of design;* The proposal submitted demonstrates a high quality of design which reflects the massing and scale of surrounding development, the proximity of the Grade B listed Reid McEwan building and the quality of landscape which currently exists at Erskine Hospital. In addition, the proposal includes a sustainable urban drainage system, a built form which maximises solar gain through consideration of site exposure, dwelling orientation and the positioning of main living spaces and enhanced SAP ratings to

reduce CO2 emissions and energy loss.

*The proposal integrates with, complements and enhances the established character of the area and has no significant impact on the landscape character.* The site consists of an area of vacant land which previously accommodated a 2-storey building of limited design quality, which took no regard of its setting or the surrounding street scene. The site layout of the proposal has been developed in response to the form, scale and massing of the existing context in which it would be set. The Grade B listed Reid McEwen building located to the west adjacent to the site is 2 storeys in height and similarly the Furniture Workshop building to the south is 2 storey in height. The development is reflective of the massing and courtyard configuration of the Reid McEwen building and its design features. In addition, the proposed building is set back from Nursery Avenue which has enabled the building to be set behind ample amenity space and a formal landscaped courtyard which will assist in preserving and enhancing the setting of the listed building and offers improvements to the street scene generally.

The potential visual impact of the development has been considered in the design and access statement submitted by the applicant and it has been concluded that no significant visual impact will result.

It can be concluded therefore, that the proposal integrates with the established character of the area and would have no significant impact on the landscape character of the wider area. The proposal is assessed as being in compliance with the requirements of the Supplementary Guidance.

Policy I5, and the Flooding and Drainage Supplementary Guidance, are also material planning considerations and set out a series of criteria which require to be considered. The Director of Environment and Communities (Design Services) is satisfied that an appropriate condition can be imposed in relation to drainage for this proposal. Overall, the development would not be detrimental to the local area in respect of drainage and flooding.

In terms of the Supplementary Guidance on infrastructure design the proposals are considered to demonstrate an acceptable layout with appropriate access, parking and pedestrian arrangements.

In terms of the Supplementary Guidance relative to contamination, the Director of Environment and Communities (Environmental Services) has no objection to the proposals and is satisfied that any potential contamination of the site can be addressed by a condition.

In conclusion, it is considered that the proposals are appropriate to their green belt location in line with the policies of the Local Development Plan and Supplementary Guidance and would not impact unacceptably on the general character of the



	area.
RECOMMENDATION	<b>GRANT subject to conditions.</b>

### **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.

### **Conditions**

- 2 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 land, water and gas contamination within the development, and  
b) a remediation strategy/method statement, identifying the proposed measures to implement all remedial recommendations contained within site investigation reports; Reports shall be prepared in accordance with BS10175:2011 - Investigation of potentially contaminated sites - Code of Practice, Planning Advice Note 33 (PAN33) and the Council publication "An Introduction to Land Contamination and Development Management" and be submitted to, and approved in writing by, the Planning Authority; and these reports shall form part of any submission for the approval of matters specified in conditions.

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

- 3 Prior to the occupation of any residential unit within the development, a Verification Report confirming completion of the works specified within the approved Remediation Strategy, submitted under the terms of Condition above, shall be submitted to the Planning Authority for written approval.

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

- 4 That prior to the commencement of development a landscaping scheme shall be submitted for the approval of the Planning Authority, which shall include:-

(a) details of structure planting and retained landscaping  
(b) details of any earth moulding and hard landscaping, grass seeding and turfing;  
(c) a scheme of tree and shrub planting, incorporating details of the number, variety and size of trees and shrubs to be planted; and  
(d) details of the phasing of these works;

Reason: In the interests of the visual amenity of the area and to create a defensible site boundary.

- 5 That prior to the completion of the last flatted dwelling, all planting seeding, turfing and earth moulding included in the schemes of landscaping and planting, approved under the terms of condition 4 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.

- 6 That the development shall be implemented in accordance with the mitigation measures outlined in the Drainage Strategy Report by Struer dated 26/11/17 and Revision A dated 05/04/2018, all prior to the occupation of the dwellings hereby approved.

Reason: In order to meet the requirement of the Council as a flood prevention authority.

- 7 That before development starts, full details and/or samples of the facing materials to be used on all external walls and roofs 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.

- 8 That before development starts, full details of the design and location of all fences and walls to be erected on the site shall be submitted to, and approved in writing by, the Planning Authority and thereafter implemented as approved.

Reason: These details have not been submitted.

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 Sharon Marklow on 0141 618 7835.