

Planning Application: Report of Handling

Application No. 17/0903/PP



Renfrewshire
Council

KEY INFORMATION

Ward

1 Renfrew North and
Braehead

Applicant

Ambassador Homes
(Scotland) Ltd & Renfrew
Golf Club
231 St Vincent Street
Glasgow
G2 5QY

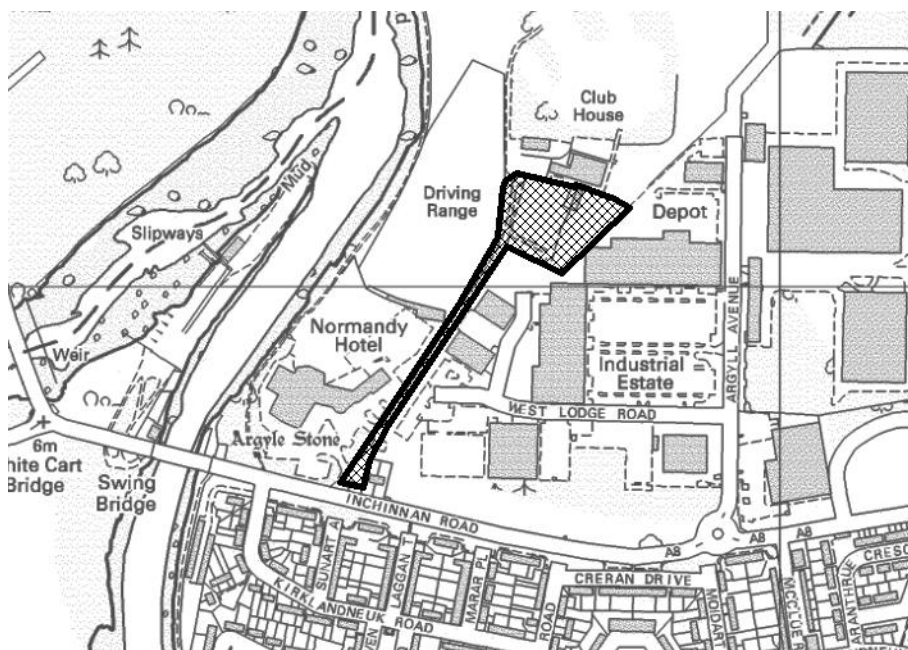
Registered: 20/12/2017

Report by Director of Development and Housing Services

PROPOSAL: DEMOLITION OF TWO DWELLINGHOUSES, AND
THE ERECTION OF RESIDENTIAL DEVELOPMENT
COMPRISING 10 DWELLINGHOUSES WITH ASSOCIATED
INFRASTRUCTURE AND LANDSCAPING

LOCATION: RENFREW GOLF CLUB, INCHINNAN ROAD,
RENFREW

APPLICATION FOR: FULL PLANNING PERMISSION



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RECOMMENDATION

Refuse.

Fraser Carlin
Head of Planning and
Housing

SUMMARY OF REPORT

- The proposal is contrary to Policy ENV1 'Green Belt' and Policy P2 'Housing Land Supply' as it would undermine the Spatial Strategy of the Renfrewshire Local Development Plan as well as the Renfrewshire Local Development Plan New Development Supplementary Guidance in Delivering the Environmental Strategy.
- The proposal is considered premature in respect of the emerging Renfrewshire Local Development Plan and would undermine the plan making process.
- One letter of representation received in relation to discrepancies in the supporting statement and plans.
- There have been no objections, subject to conditions, from the various statutory consultees.

RENFREWSHIRE COUNCIL

DEVELOPMENT AND HOUSING SERVICES REPORT OF HANDLING FOR APPLICATION 17/0903/PP

APPLICANT:	Ambassador Homes (Scotland) Ltd and Renfrew Golf Club
SITE ADDRESS:	Renfrew Golf Club, Inchinnan Road, Renfrew, PA4 9EG
PROPOSAL:	Demolition of two dwellinghouses and erection of residential development comprising 10 dwellinghouses with associated infrastructure and landscaping
APPLICATION FOR:	Planning Permission - Full

NUMBER OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED:	<p>One letter of representation has been received. The points raised in the letter can be summarised as follows:</p> <ol style="list-style-type: none"> (1) Proposal does not deliver a good financial return for the club; (2) Discrepancies within the supporting statement including inconsistencies in the red line site boundary, size of gardens and position of plots in relation to the existing car park; (3) Query as to what the red line signifies on plan 118994/7001 'Refuse Vehicle Tracking'. <p>In response to the points raised in the letter of representation:</p> <ol style="list-style-type: none"> (1) Anticipated financial return is not a material planning consideration; (2) The supporting information is considered to be sufficient with respect to determining the application; (3) The line on the plan indicates the outline of the vehicle swept path.
CONSULTATIONS:	<p>Glasgow Airport Safeguarding - No objection subject to condition regarding full details of soft and water landscaping to be submitted to ensure compliance with Advice Note 3 'Potential Bird Hazards from Amenity Landscaping and Building Design'. Also recommend that development on the site is insulated to appropriate standards.</p> <p>The Coal Authority - No objection.</p> <p>Health and Safety Executive - Do Not Advise Against.</p> <p>West of Scotland Archaeology Society - No objection subject to a condition requiring the developer to secure the implementation of a programme of archaeological works in accordance with a written scheme of investigation.</p> <p>Director of Environment and Communities (Traffic) - No objections.</p> <p>(Design) - Further clarification on Drainage Impact Assessment required with regard to connection to existing watercourse, calculations for network performance, and calculations for treatment volumes.</p> <p>(Environmental Services) - No objection subject to conditions regarding ground contamination noise.</p>

PRE-APPLICATION COMMENTS:	<p>An initial pre-application enquiry was made to the Council in October 2016 in relation to residential development in principle on the application site. The response issued made reference to the sites green belt and drew attention to the relevant policies within the Renfrewshire Local Development Plan which relate to new housing within the green belt.</p> <p>The applicants sought to provide justification for the proposal on the basis that the development of the site would generate funds for the Golf Club.</p>
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ENVIRONMENTAL STATEMENT	Not applicable.
APPROPRIATE ASSESSMENT	Not applicable.
PLANNING STATEMENT -	<p>A development framework has been submitted by the applicant to address detailed matters in support of the proposed development. The framework advises that the proposed development represents an opportunity for the club to generate funds which can be invested in the club with the view to addressing a decline in membership.</p> <p>The existing dwellinghouses on the site are in disrepair and no money is available to renovate the properties. It is stated that 'if the Golf Club was able to sell the land and improve the car park then it will be able to move forward and invest in the course'.</p> <p>The framework further advises that while the site is located within the green belt, it does not function as green belt. The site is contained on three sides, is partially brownfield, and development will not result in sporadic or isolated development, will not impact on the amenity value of the land, and will not result in encroachment into the countryside.</p> <p>Removal of the site from the green belt is not therefore considered to be inconsistent with policy objectives. It is also stated that significant change and regeneration in the area is likely given the proposed Clyde Waterfront and Renfrew Riverside City Deal projects.</p> <p>Further written submission were received by the applicant providing justification for the proposal on the basis that the development of the site would generate funds for the Golf Club.</p>
ACCESS STATEMENT –	Not applicable.
OTHER ASSESSMENTS –	Not applicable.
CLYDEPLAN POLICIES:	The proposal is not considered to be of a strategic scale of development. The policies of Clydeplan are not therefore considered to be relevant in the assessment of the application.
LOCAL DEVELOPMENT PLAN POLICIES/ OTHER MATERIAL CONSIDERATIONS	<p><u>Scottish Planning Policy</u></p> <p><u>Adopted Renfrewshire Local Development Plan August 2014</u></p> <p>Policy ENV1: Green Belt</p> <p>Policy ENV2: Natural Heritage</p> <p>Policy P2: Housing Land Supply</p>

	<p>Policy I1: Connecting Places Policy I5: Flooding and Drainage</p> <p><u>New Development Supplementary Guidance</u> Delivering the Environment Strategy - Environment Development Criteria, Green Belt and Housing in the Green Belt, Trees, Woodland and Forestry, Noise and Control of Major Accident Hazards Delivering the Infrastructure Strategy - Infrastructure Development Criteria, Connecting Places and Flooding and Drainage</p> <p><u>Material considerations</u> Renfrewshire's Places Residential Design Guide - March 2015 Renfrewshire Local Development Plan Housing Land Supply Supplementary Guidance (2015)</p>
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	COMMENTS
PLANNING HISTORY	None relevant.
SITE VISIT	31/01/2018
DESCRIPTION	<p>This application seeks planning permission for the demolition of two dwellinghouses and the erection of a residential development comprising 10 dwellinghouses with associated infrastructure and landscaping on a vacant site within the grounds of Renfrew Golf Club on the north western edge of Renfrew.</p> <p>The application site extends to approx. 1.12 hectares in area and includes the residential development site (0.26 hectares of the site), the existing Golf Club car park, and the access road which connects the site with Inchinnan Road to the south west. The application site is bound by Blythswood Retail Park to the east and south, the club house and golf course to the north, and the Normandy Hotel to the west.</p> <p>The proposed residential development would be located on a triangular site immediately to the east of the existing Golf Club car park, and to the south east of the club house. The area is currently used as storage for materials associated with maintenance of the golf course, and includes semi detached period properties which are vacant and derelict. The eastern half of the site forms part of a woodland area.</p> <p>The proposed development also includes upgrading of the existing golf club car park comprising re-surfacing and demarcation of 96 spaces, provision of feature entrance walling, and upgrading of the existing tree lined access road to provide an additional passing place.</p>
DESIGN AND MATERIALS	<p>The proposal comprises of ten dwellinghouses arranged in three terraced blocks. The dwellinghouses incorporate dual pitched gable roofs and are finished in reconstituted ashlar stone to the front and sides, drydash render to the rear, concrete interlocking tiles to the roof and white pvc windows. Design and finish is considered to be of a good standard.</p>

SCALE AND POSITIONING	The proposed layout would comprise of an L shaped road, with 7 dwellinghouses (a block of four terraced and a block of three terraced) orientated east to west and a block of three terraced dwellinghouses orientated north to south. A 2.0m high feature wall and fence will separate the residential development from the car park.
PRIVACY AND OVERLOOKING	Considered on a plot to plot basis. No issues raised.
DAYLIGHT AND OVERSHADOWING	Considered on a plot to plot basis. No issues raised.
LANDSCAPING (INCLUDING GARDEN GROUND)	Each dwellinghouse is considered to benefit from sufficient garden ground. An acceptable landscaping scheme has also been submitted.
ACCESS AND PARKING	Access into the residential area will be taken from the existing road network associated with the Golf Club car park.
SITE CONSTRAINTS	The site is within a Control of Major Accident Hazard Zone (COMAH). Some areas of woodland and associated trees which line the access road are protected by Tree Preservation Order. The site is within an archaeological consultation trigger zone.
OTHER COMMENTS	<p>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 addition, the comments of consultees and the issues raised through representations are material considerations in the assessment of the application.</p> <p><u>Scottish Planning Policy</u> Scottish Planning Policy 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. Scottish Planning Policy 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.</p> <p>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.</p> <p>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.</p> <p>In considering whether the proposal constitutes sustainable development, the site is firstly located on green belt land on the north western edge of Renfrew. Residential development would</p>

not reflect the prevailing character of the surrounding area which is predominantly commercial and industrial in nature.

Integration with existing residential areas would be difficult given proximity and intervening land uses. However, it is noted that the site is within 400m of a public transport corridor which provides connectivity to nearby residential, employment and retail opportunities. Proximity to a public transport corridor contributes to the sustainability of the site.

On Enabling the Delivery of New Homes, Scottish Planning Policy 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 Local Development Plan 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.

While the site may benefit from some sustainable characteristics with regard to its location, significant weight cannot be attached to this as a material consideration given the relative isolation of the site with respect to other residential areas.

Granting of planning permission would therefore undermine the plan making process and be premature in respect of appropriate housing site selection through the emerging local development plan, and would therefore be contrary to Scottish Planning Policy.

Adopted Renfrewshire Local Development Plan August 2014

Policy ENV1 states that 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 on Delivering the Environment Strategy states that proposals for development of residential use in the green belt may only be permitted where it can be demonstrated that the development is justified against the majority of five assessment criteria. 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; Recreational uses such as golf clubs are considered to be an acceptable form of development in the green belt. In this instance, the applicant has sought to justify the proposed development on the basis that funds raised from the development would support the golf club and allow investment in the course. It has not been demonstrated that the development is required with respect to providing a full time site presence essential to the operation of the golf club.

There is no reason to doubt the assertions in the applicants supporting statement that membership at the golf club has dropped, and that this has placed financial pressure on the club restricting their ability to invest in the course. However, the requirements of the Local Development Plan must take primacy.

It is demonstrated that there is a need for the residential use to be located out with the settlement; Overall it has been demonstrated that there is a need for new residential units in the housing land supply however in line with policy it has not been demonstrated that there is a need, with respect to employment or other local ties, for the residential use to be located outwith a settlement.

Buildings which have a special architectural, traditional or historic character may be converted; Not relevant in this instance.

The proposal demonstrates outstanding quality of design; The layout of the proposed residential development, and the design and finish of the dwellinghouses, is considered to be of a good standard. The scale of the development is also considered to be appropriate. The development would not have a detrimental impact on the surrounding area with respect to visual amenity.

The proposal integrates with, complements and enhances the established character of the area and has no significant impact on the landscape character; The application site is located on the north western edge of Renfrew. The uses surrounding this site is predominantly industrial and commercial character with the buildings at Blythswood Retail Park, the Diageo bonded warehouses further to the east, and the Normandy Hotel.

Residential development would not readily integrate with the established character of the area. However, it is noted that the area to the south and east is in 'transition' as defined by Policy E3 within the Local Development Plan. There is considered to be an opportunity to strengthen residential offer in this area, and planning permission for residential development to the south has previously been approved.

In addition, the delivery of new infrastructure in the area as part of the Glasgow City Deal Clyde Waterfront and Renfrew Riverside projects will likely stimulate further investment in the area. The proposed residential development is therefore likely to complement the future character of the area. However, this should be plan led via the emerging Local Development Plan process and through the creation of a masterplan framework for

the area.

In view of the above, the proposed development is not considered to comply with the majority of the five assessment criteria.

All development within the green belt must also be assessed against the green belt development criteria.

In this instance, there will be no loss of prime quality agricultural land. Traffic and access infrastructure can be accommodated appropriately, and the Director of Environment and Communities has offered no objection to the application. It is not anticipated that there will be any significant effect on public water supply or water courses from pollution risk. Local landscape character will also be maintained. The development will not restrict access to open space. The development layout is considered to be acceptable, and consideration has been given to the design of the buildings. It is acknowledged that part of the woodland area within the site will be felled to accommodate the development. However, a woodland buffer along the eastern boundary of the site will be retained (and enhanced with additional planting), and there will not be a significant loss of trees with respect to overall tree coverage within the area. Adequate services will be available to serve the development. Finally, there will be no significant detrimental effect on any identified nature conservation interests including species and habitats.

In view of the above, the proposed development is considered to comply with the New Development Supplementary Guidance on green belt development. However failure to comply with the guidance on housing in the green belt means that the proposal is contrary to Policy ENV1.

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. Within the Local Development Plan Housing Land Supply Supplementary Guidance (2015), it is accepted that there is an assumed shortfall of private sector housing.

Where a 5-year supply of effective housing land is not being maintained, Policy P2 states that the Council will grant planning permission 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; Supporting information demonstrates the effectiveness of the site and guarantee delivery within the five-year period. Particularly given the size of the site and that there is a housebuilder associated with the development.

It will not undermine the spatial strategy of the plan; The focus of the Local Development Plan spatial strategy 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. Brownfield sites in urban areas are expected to contribute towards most of Renfrewshire's development requirements.

The application site is located within the green belt. Where sites beyond existing developed edges within green belt locations are required, they have been identified through the Local Development Plan process following detailed consideration against a range of criteria. The proposed development does not comply with the supplementary guidance on housing in the green belt and on this basis cannot be considered to comply with the Local Development Plan Spatial Strategy.

Its design would comply with the criteria for implementing the spatial strategy; The proposed development does not comply with the spatial strategy in principle on the basis that residential development is proposed on a green belt site.

Further to the criteria in Policy P2, the Local Development Plan Housing Land Supply Supplementary Guidance (2015) also provides a framework for release of further housing land against which residential planning applications are to be assessed. The guidance 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.

It is concluded therefore that the application proposal does not comply with Policy P2 - Housing Land Supply. As stated above, the proposals are not considered to satisfy the 'main' considerations with respect Scottish Planning Policy and the Renfrewshire Local Development Plan Spatial.

With regard to policy ENV2 and the New Development Supplementary Guidance on woodland, loss of trees from the site has been considered above. Overall it is considered that loss of trees from the site will not have a significant impact with respect to overall tree coverage within the area or loss of amenity. The proposal is therefore considered to comply with Policy ENV2.

The proposal is also considered to be acceptable with respect to the New Development Supplementary Guidance on delivering the Environment Strategy with regards to noise and control of accident hazards, taking into consideration consultation responses.

In terms of Policy I1 and I5, the site is within 400m of a high frequency bus corridor which connects the site with nearby employment, education and retail opportunities. The site is therefore considered to be in a sustainable location in this regard as there is a public transport network in close proximity which provides a viable alternative to the private car.

The site is not in an area susceptible to flooding. While the Director of Environment and Communities has requested additional clarification on matters within the DIA, it is

	<p>considered that an acceptable drainage scheme for the site can be developed. Overall, I am satisfied that the proposal complies with Policy I1 and I5 and the associated New Development Supplementary Guidance on delivering the infrastructure strategy.</p> <p>With regard to consultation responses which have not been addressed above, there has been no objection to the proposed development from Glasgow Airport Safeguarding, The Coal Authority, the Health and Safety Executive or the West of Scotland Archaeology Society. The requirement for conditions with respect to ground contamination, noise, archaeological survey and landscaping are noted.</p> <p>In conclusion, the proposed development is considered to be contrary Policy ENV1 and Policy P2 on the basis that residential development in the green belt would not be compliant with the Renfrewshire Local Development Plan Spatial Strategy.</p> <p>Decisions must be made in accordance with the development plan unless material considerations indicate otherwise. There are not considered to be any material consideration in this instance which justify a departure from the development plan. In this regard I would again reiterate that while the financial situation of the Golf Club is appreciated, it is not considered to provide sufficient justification in this instance to depart from the provisions of the Renfrewshire Local Development Plan.</p>
RECOMMENDATION	Refuse

Reasons for Refusal

- 1 The proposal is contrary to Policy ENV 1 of the Adopted Renfrewshire Local Development Plan and the Adopted Renfrewshire Local Development Plan New Development Supplementary Guidance - Delivering the Environment Strategy in that it would result in development within the designated Green Belt.
- 2 The proposal is also contrary to Policy P2 of the Adopted Renfrewshire Local Development Plan and the Housing Land Supply Supplementary Guidance 2015, and due to its location, the proposed development would undermine the Spatial Strategy of the Adopted Renfrewshire Local Development Plan.

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.