

Planning Application: Report of Handling

Reference No. 18/0462/PP



Renfrewshire
Council

KEY INFORMATION

Ward 1:

Renfrew North and
Braehead

Applicant:

Braehead Glasgow Ltd
40 Broadway
London
SW1H 0BU

Registered: 22/06/2018

Report by Director of Communities, Housing and Planning
Services

PROSPECTIVE PROPOSAL:

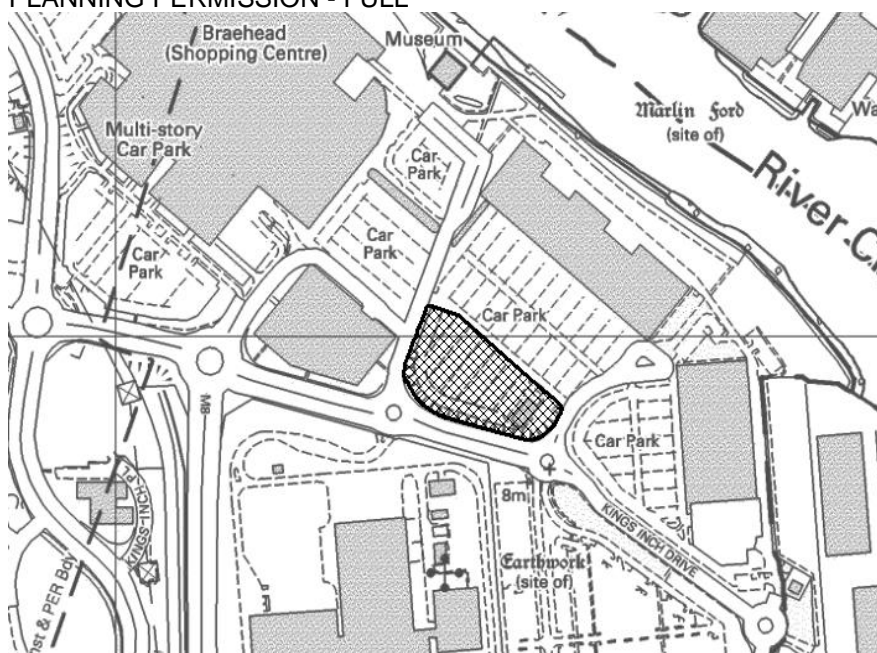
ERECTION OF (NON-FOOD) RETAIL WAREHOUSE
DEVELOPMENT INCLUDING SPRINKLER TANK, SUB-
STATION AND PUMP ROOM, AND PROVISION OF
PARKING, ACCESS, LANDSCAPING AND PUBLIC REALM

LOCATION:

BRAEHEAD RETAIL PARK, KING'S INCH DRIVE, RENFREW

APPLICATION FOR:

PLANNING PERMISSION - FULL



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RECOMMENDATION

Disposed to Grant

Fraser Carlin
Head of Planning and
Housing

IDENTIFIED KEY ISSUES

- The proposals accord with the approved Strategic Development Plan Clydeplan (2017) and the Adopted Renfrewshire Local Development Plan (2014).
- The proposal is not considered to unacceptably conflict with retail policy.
- There has been one letter of objection the substance of which relates to retail impact and retail policy.
- West Dunbartonshire Council have objected on the basis of the perceived impact on centres within their area, in particular Clydebank and Dumbarton.
- The form, design, layout and external finish of the development are considered to be acceptable.

RENFREWSHIRE COUNCIL

COMMUNITIES, HOUSING AND PLANNING SERVICES REPORT OF HANDLING FOR APPLICATION 18/0462/PP

APPLICANT:	Braehead Glasgow Limited
SITE ADDRESS:	Braehead Retail Park, King's Inch Drive, Renfrew
PROPOSAL:	Erection of (non-food) retail warehouse development including sprinkler tank, sub-station and pump room, and provision of parking, access, landscaping and public realm
APPLICATION FOR:	Planning Permission-Full

NUMBER OF REPRESENTATIONS AND SUMMARY OF ISSUES RAISED:	<p>One representation received, the points raised in the objection are as follows:</p> <ol style="list-style-type: none"> Note that the previous application was refused and that there has been no material change in circumstances from the previous application. Proposal is not in accordance with the Local Development Plan. The additional floorspace is not ancillary to the existing Retail Park, will not complement existing uses, and will dilute intended function of the retail park as a specialist bulky goods retail destination due to the unrestricted nature of the floorspace. Clydeplan has identified a need for analysis to be undertaken on the potential impact on town centres as a result of the Braehead expansion. Permitting further retail floorspace in advance of this analysis being undertaken is considered to be premature. The applicant's Retail Assessment is considered to be based on outdated and limited data, and does not take account of significant committed developments both within Braehead and the surrounding area. No explanation has been provided as to why the proposed floorspace cannot be accommodated within existing permissions, or justification provided for the requirement for additional floorspace. The application proposals fail the sequential test as it is possible to accommodate the proposed development at an alternative location either within Renfrewshire or Glasgow. The proposed development will increase the attractiveness of Braehead relative to other retail destinations. This is in direct conflict with Figure 11 within the Local Development Plan which requires the Council to ensure that each centre continues to support the network, and that there is no significant impact on town centres. <p>In response to the points of objection:</p> <ol style="list-style-type: none"> Differences between the previous application and the current application have been summarised in the main body of the report. The applicant has also extended the scope of their supporting documentation to take into account the reason
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	<p>for refusing the previous application, with the supporting information again used in the assessment and consideration of the current application.</p> <ol style="list-style-type: none"> 2. The proposed development is considered to accord with the Local Development Plan as detailed in the main body of the report. The proposal would support the role and function of Braehead Retail Park, and will complement existing uses by providing large format retail floorspace consistent with the current scale and nature of existing operators in line with the opportunities set out in figure 11. The applicant has sought flexibility to accommodate both bulky and non-bulky retailers, and assessment as to whether a restriction is required in this regard is considered in the main body of the report. 3. Analysis of the potential impact on other strategic centres associated with the Braehead Masterplan scheme was undertaken during assessment of the relevant planning application. It was demonstrated, and accepted, that the Masterplan would not have a significant adverse impact upon town centres. On this basis it is considered that further expansion of the Retail Park would not be premature with respect to any further analysis required by Clydeplan provided that the relevant policies within Clydeplan and the Local Development Plan are complied with. 4. The Retail Impact Assessment submitted as part of the application is based on the work undertaken to accompany the Braehead Masterplan scheme. The methodology, data and scope of the assessment is considered to be sufficient for the purposes of assessing the current application. Committed developments are factored into the Retail Impact Assessment on the basis of projected turnover at the relevant sites. 5. Implementation of the extant planning permissions is a matter for the developer. For the purposes of this application, full consideration has been given to the cumulative impact on other centres of both the approved and proposed floorspace at Braehead. 6. The findings of the sequential test are accepted on the basis that available sites are within centres which have a more localised role and function, and would not therefore be suitable for the large format retail floorspace proposed in this instance. 7. The role and function of each centre within the network is discussed in detail within the main body of the report. The proposed development is considered to accord with the Local Development Plan, and will support the role and function of Braehead Retail Park without having a significant impact on other centres within the network.
CONSULTATIONS:	<p>Glasgow Airport Safeguarding - No objections subject to the submission of a Bird Hazard Management Plan.</p>

Environment & Infrastructure Service (Design Services) - No objections.

Environment & Infrastructure Service (Roads/Traffic) – No objections subject to a condition.

Environmental Protection Section - No objections, subject to the submission of a Site Investigation Report, Remediation Strategy and Verification Report.

Glasgow City Council – No comments received.

West Dunbartonshire Council – object to the planning application on the following grounds:

1. The Planning & Retail Statement submitted by the applicants set out an on-street survey to highlight the different functions and relationships of centres which did not include an assessment for the centres in West Dunbartonshire, despite the likely impact on these centres;
2. West Dunbartonshire Council does not agree with the outcomes of the sequential assessment, as Clydebank and Dumbarton are considered to be sequentially preferable to Braehead Retail Park;
3. Additional unrestricted retail floorspace at Braehead Retail Park does not accord with the challenges set out in Clydeplan;
4. The proposal is considered to be contrary to Policy 4 of Clydeplan as it will adversely impact on the vitality and viability of Clydebank and Dumbarton Town Centres and does not accord with the sequential test set out in Scottish Planning Policy and Clydeplan;
5. The proposal does not accord with the criteria within diagram 10 as there is more sustainable and sequentially preferable sites within Clydebank and Dumbarton;
6. The proposal runs counter to the Strategic Development Plan's support for Glasgow City Centre and the wider Network of Centres;
7. West Dunbartonshire Council do not agree with the findings of the Retail Impact Assessment, it is considered that the retail impact on Clydebank and Dumbarton is well underestimated;
8. Should Renfrewshire Council continue to restrict the proposed units to 'bulky goods' in accordance with the original consent for the Retail Park, West Dunbartonshire Council would withdraw its objection to the current proposals as this is unlikely to result in an adverse impact on the vitality and viability of West Dunbartonshire's town centres.

	<p>In response to the points raised by West Dunbartonshire Council:</p> <ol style="list-style-type: none"> 1. The additional work undertaken by the applicant in relation to the on-street surveys was to address the reasons for refusal in relation to the impact on Renfrewshire's Network of Centres. Therefore, it would not have been necessary to extend this assessment to Clydebank and Dumbarton Centres. 2. It is considered that the applicant has demonstrated that the proposed development will not have a significant impact on the Network of Strategic Centres and that there are no sequentially preferable locations. The applicant's supporting information considers other sites including both Clydebank and Dumbarton and it was found that these were not sequentially preferable. 3. The challenges set out in Clydeplan are in relation to Braehead Strategic Centre not Braehead Retail Park. 4. Clydeplan sets out a number of requirements to be met by all strategic development proposals. It is considered that the potential impact on both Clydebank and Dumbarton is not significant and therefore the proposal is not contrary to Policy 4 in this regard. 5. The proposal has been assessed in relation to all relevant sections within Clydeplan and it is considered that the proposal would not conflict with the Development Plan. 6. In relation to the long term health of Glasgow City Centre and the wider Network of Centres, the submitted supporting information has outlined that the proposal would not have a significant unacceptable impact on the vitality and viability of Glasgow City Centre or the other centres in the Network of Centres. 7. The Planning and Retail Statement submitted in support of proposals demonstrates that the development would not have an unacceptable impact on the Network of Centres such as Clydebank and Dumbarton. West Dunbartonshire Council have provided no information to demonstrate that these conclusions are not valid or evidence to counter the robustness of the assessment. 8. There is no planning justification for imposing a planning condition restricting the development to the sale of bulky non-food goods only. Again, there has been no evidence put forward from West Dunbartonshire Council to demonstrate why the proposed development would have a significant adverse effect upon Clydebank and Dumbarton in relation to whether the floorspace is occupied by bulky or non-bulky non-food retailers.
PRE-APPLICATION COMMENTS:	Discussions centred on the format of a revised application, and the rescinding of existing permissions via a legal agreement.

DESIGN AND ACCESS STATEMENT	<p>A Design and Access statement was submitted which provides a brief history to the site, as well as a site analysis and an overview of the site layout as proposed including access arrangements, design concept and massing, enhanced public realm and landscaping, and sustainability. Materials to be used within the development are also considered.</p> <p>The statement concludes that the proposed development will revitalise the southern edge of Braehead with modern retail provision that will complement the experience of Braehead.</p>
TRANSPORT STATEMENT	<p>In order to cater for potential increase in pedestrian movements across the Braehead Access Road from west to east, and to improve pedestrian connectivity within the retail park, the proposals include the formation of a new pedestrian crossing facility comprising of refuge island with associated tactile paving and dropped kerb.</p> <p>Proposal will result in the loss of 271 spaces from the retail park. It is considered that there is capacity for parking to be displaced to adjacent parking areas, specifically the multi storey car park to the west which has significant spare capacity during peak times.</p>
PRE-APPLICATION CONSULTATION REPORT	<p>Consultation event was held on Friday 11th and Saturday 12th May 2018 in the Braehead's Shopping Centre central atrium.</p> <p>Questionnaire responses indicate a high level of support for the proposals, with very few negative responses focused on loss of parking and increased pressure on the surrounding road network.</p>
PLANNING AND RETAIL STATEMENT JUNE 2018	<p>Provides background to the site, planning policy and retail context. A retail impact assessment and sequential site assessment are set out, with modelling of the potential impact undertaken both with and without mezzanines added to the proposed units.</p> <p>The retail assessment states that the proposals will not have a significant adverse impact upon the vitality and viability of existing centres both for the with and without mezzanine scenarios.</p> <p>The nature and scale of likely operators for these units would compete most directly against commercial centres such as Abbotsinch and the Phoenix. Trade diversion would be spread across a range of centres.</p> <p>The sequential site assessment provides an assessment of designated town centres in the surrounding area and their ability to accommodate a development comparable to that proposed.</p> <p>The assessment concludes that there are no sequentially preferable sites available to accommodate the proposed development either due to their size, allocation within development plans for alternative uses, and inability to serve the same catchment as that proposed given the different and</p>

	<p>more localised role and function.</p> <p>The statement concludes that the proposal conforms with Development Plan policy, would secure economic benefits for the area, and would not have a significant detrimental impact on any other centre in Renfrewshire's Network of Centres.</p>
DRAINAGE STRATEGY REPORT	A Drainage Strategy Report submitted by the applicant advises that the site surface water drainage system has been designed to ensure that flood risk elsewhere is not made worse by runoff from the proposed development and that water is treated prior to controlled discharge, with the proposed treatment considered to be sufficient.
S75 LEGAL OBLIGATION	Draft legal agreement has been prepared which states that should the application be approved, development in relation to the Eastern (application ref 17/0228/PP) and Western (application ref 16/0200/PP) extensions will not commence. The draft agreement also commits to the Fastlink contribution.
CLYDEPLAN POLICIES:	<p><u>Clydeplan's - Approved Strategic Development Plan 2017</u></p> <p>Policy P1: Placemaking</p> <p>Table 1: Placemaking Principles</p> <p>Schedule 14: Strategic Scales of Development</p> <p>Diagram 10: Assessment of Development Proposals</p> <p>Policy 4: Network of Strategic Centres</p> <p>Schedule 2: Network of Strategic Centres</p> <p>Diagram 3: Network of Strategic Centres</p>
LOCAL DEVELOPMENT PLAN POLICIES/ OTHER MATERIAL CONSIDERATIONS	<p><u>Adopted Renfrewshire Local Development Plan 2014</u></p> <p>Policy C1: Renfrewshire Network of Centres - Commercial Centres</p> <p>Policy I1: Connecting Places</p> <p>Policy I4: Fastlink</p> <p>Policy I5: Flooding and Drainage</p> <p><u>New Development Supplementary Guidance</u></p> <p>Delivering the Centre Strategy: Centre Development Criteria and Commercial Centres</p> <p>Delivering the Infrastructure Strategy: Connecting Places; Fastlink; and Drainage and Flooding</p> <p>Delivering the Environment Strategy: Contaminated Land</p> <p><u>Material considerations</u></p> <p>Scottish Government Planning Policy (SPP)</p> <p>Scottish Government Publication on Designing Places</p>
PLANNING HISTORY	<p>87/260/RF & 87/0977/GG (original outline applications) – Erection of retail mall, retail warehousing, leisure, heritage, warehousing, workshop, hotel, and business park. Approved on Appeal June 1990.</p> <p>93/0570/PP - Erection of development comprising (A) shopping, retail warehousing, distribution, leisure, managed workshops, hi-tech park, riverside park, and (B) hotel. Approved December 1994.</p>

	<p>96/0581/PP – Erection of mixed use development comprising shopping, leisure, high tech park, riverside park and associated parking and landscaping. Approved March 1997.</p> <p>00/988/PP - Mixed use development comprising hotel and leisure uses (including indoor snow slope, cinema, health club, nightclub and family entertainment centre) with ancillary retail, restaurant and bar facilities, business development, residential development and associated works including the raising of ground levels and landscape and highway infrastructure. Outline planning permission granted subject to conditions, September 2003.</p> <p>13/0049/PP - Erection of mixed use development comprising Class 1 (retail use), Class 2 (financial, professional and other services), Class 3 (food & drink use), Class 7 (hotel use), Class 11 (assembly & leisure), including an events arena and other ancillary uses; construction of transport interchanges and route for Fastlink bus service, car parking, roads & accesses, footpaths and covered walkways, public realm works (including provision of open space & civic square), together with landscaping, all associated works and necessary infrastructure; and demolition of some buildings. Granted subject to conditions June 2016.</p> <p>16/0200/PP – Erection of retail unit as eastern extension to existing retail warehouse units and provision of landscaping. (Section 42 application for the deletion of Condition 1 of planning approval 10/0318/PP). Granted subject to conditions 06/06/2016.</p> <p>17/0228/PP – Renewal of planning permission 14/0160/PP 'Erection of end-terrace retail unit as western extension to existing retail warehouse units, alteration to road layout and additional landscaping. Granted subject to conditions 26/04/2017.</p> <p>17/0666/PP – Erection of (non-food) retail development comprising three units, sprinkler tank, sub-station and pump room, with associated parking, access, landscaping and public realm. Refused 17/01/2018.</p> <p>18/0204/NO – Erection of (non-food) retail warehouse development including sprinkler tank, sub-station and pump room, and provision of parking, access, landscaping and public realm. Accepted 10/05/2018.</p>
SITE VISIT	17/07/2018
DESCRIPTION	<p>This application seeks planning permission for the erection of a (non-food) retail warehouse development including sprinkler tank, sub-station and pump room with associated parking, access, landscaping and public realm on an area of car parking associated with Braehead Retail Park, Renfrew.</p> <p>The site is situated to the south west of the existing parade of retail warehouse units, and currently accommodates a McDonalds drive through restaurant.</p>

	<p>It is flat in nature, and extends to an area of approx 1.2 hectares.</p> <p>The site is bounded to the north and east and west by car parking associated with a range of uses within the overall Braehead development and to the south by a whisky distillery.</p> <p>There is a landscaped edge to the southern, eastern and western boundaries of the site.</p> <p>The proposal would see the erection of further non-food retail development opposing the current Braehead Retail Park parade of stores to the north east, across the car parking area.</p> <p>Access arrangements would accord with the currently established routing system at this location, with servicing to the rear of the proposed stores.</p> <p>The development would be split into four units with a combined floorspace of 4200 square metres.</p> <p>It is noted that the proposal would also have the potential to accommodate internal mezzanine floor levels which, if implemented, would increase the total floorspace to 8200 square metres.</p> <p>The proposed buildings are of a modern design, with flat roofs, comprising metal cladding panels in a colour to match the wider retail park development. Public entrances would be finished in aluminium curtain walling with transparent opaque glazing panels.</p> <p>It is noted that a similar development proposal for 4800 square metres of floorspace (application ref 17/0666/PP) was refused.</p> <p>The applicant has again submitted a number of supporting documents with the application. These include reports in respect of retail impact, traffic, accessibility and connectivity and drainage. These are summarised above.</p>
DESIGN AND MATERIALS	<p>The design and finish of the proposed retail units will complement the existing character of the area.</p> <p>Public realm enhancements will be delivered via the introduction of feature paving, and the introduction of a landscape plan which reinforces existing planting on the periphery of the site.</p>
SCALE AND POSITIONING	<p>The scale of the units is again in keeping with the character of the area.</p> <p>The principal frontage of the units will be orientated to face the car parking area and existing parade of units to the north east.</p> <p>The relationship between the proposed and existing units will reinforce and enhance the character of the area.</p> <p>Service doors and yard area to the rear of the units will largely be screened from Kings Inch Road by planting.</p>

LANDSCAPING (INCLUDING GARDEN GROUND)	The proposed landscape scheme will seek to increase the amount of planting within and around the existing landscape buffers to the east, south and west of the site. This will contribute to screening the secondary elevations of the proposed units where service doors and yards will be located.
ACCESS AND PARKING	The findings of the Transport Statement submitted in support of the application are considered acceptable to Environment and Infrastructure Services. A condition is required to ensure safe pedestrian crossing to and from the site.
ENVIRONMENTAL ASSESSMENT	<p>The proposed development has been screened against the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2017 in order to establish whether the development would require an Environmental Impact Assessment.</p> <p>On analysis, it is concluded that the proposed development would not have a significant environmental impact. An Environmental Impact Assessment is not therefore required.</p>
OTHER COMMENTS	<p>The proposed development requires to be assessed against the policies contained in the development plan which, in this case comprises the approved Strategic Development Plan 2017 (Clydeplan) and the adopted Renfrewshire Local Development Plan 2014 and associated New Development Supplementary Guidance.</p> <p>The proposal also requires to be assessed taking account of Scottish Planning Policy, the wider site history, comments of consultees and the issues raised through representations.</p> <p>The determining issues in this case are whether the proposal is in line with the role and function of the centre and whether the proposals would have an unacceptable impact on the network of centres (both within Renfrewshire and as identified within Clydeplan).</p> <p>An important material consideration in the assessment of this application is the site history, specifically application 17/0666/PP for a similar development proposal which was refused.</p> <p>It is firstly considered necessary to outline the areas in which the current application differs from the previous application. Firstly the current application makes formal reference to mezzanines which would provide for a total floorspace of 8200 square metres across the development as a whole (4200 square metres as standard within the units, with a further 4000 square metres available via the installation of mezzanine floors).</p> <p>The Retail Impact Assessment submitted with the application has modelled the potential impact of the development both with and without implementation of the mezzanine floors.</p> <p>Secondly the applicants will commit, via a Section 75 legal agreement, not to implement two existing permissions for an eastern and western extension to the Retail Park, if the current</p>

application is granted and implemented. These permissions have a consented cumulative floorspace, restricted by condition, of 3,358.4 square metres.

When removal of floorspace associated with these permissions is taken into account, the net increase in floorspace within the Retail Park, should the current application be approved, would be 841.6 square metres (without mezzanines) and 4,841.6 square metres (with mezzanines).

Previous application 17/0666/PP provided a detailed assessment of proposal against the provisions of the Scottish Planning Policy, the Strategic Development Plan and the Local Development Plan with respect to impact on other centres from a development of 4800 square metres. This application was supported by a retail impact assessment which concluded that the proposal would not have a detrimental impact on the viability or vitality of other centres within the Retail Park catchment area.

For the purposes of the current application, it is noted that while the installation of mezzanines would depend on the individual requirements of the retailer, there is potential across the development as a whole for 8200 square metres of floorspace to be delivered. The application must therefore be assessed on this basis.

Scottish Planning Policy

Scottish Planning Policy sets out national planning policies which reflect for the operation of the planning system and for the development and use of land.

Scottish Planning Policy aims to support sustainable development directing the right developments to the right locations to create high quality places.

Development plans are required to identify a network of centres setting out how each centre in the network complements each other.

Scottish Planning Policy states that decisions on development proposals should have regard to the context provided by the Network of Centres identified in the Development Plan and the sequential approach when proposals are contrary to the development plan.

This requires that locations are considered in the order of preference: town centre; edge of town centre; other commercial centres identified in the development plan; out of centre locations that are or can be made easily accessible by a choice of transport modes.

It states that Planning Authorities need to be flexible and realistic in applying the sequential approach, to ensure that different uses are developed in the most appropriate locations.

It considers that where development proposals in edge of town centre, commercial centre or out-of-town locations are contrary to the development plan, it is for the applicants to demonstrate

that more central options have been thoroughly assessed and that the impact on existing town centres is acceptable.

While the developer asserts that the proposals are not contrary to the development plan, they have undertaken a sequential test to determine whether there are sites within the surrounding network of town centres which have the ability to accommodate the proposed development. The assessment concludes that there are no sequentially preferable sites available.

Clydeplan's - Approved Strategic Development Plan (2017)

The approved Strategic Development Plan (Clydeplan) provides a 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 Spatial Development Strategy supports a presumption in favour of sustainable development that contributes to economic growth.

Through Policy 1 'Placemaking', Clydeplan seeks to embed the creation of high quality places firmly as part of its Vision and Spatial Strategy and new development proposals require to take account of the Placemaking Principles set out in the Plan.

With regard to the placemaking principles, the proposed development is considered to reflect and enhance the established character of the retail park with a modern retail development complete with enhancements to landscaping and public realm.

The development is within close proximity of a public transport hub, and there will be enhancements to pedestrian movement through the retail park.

The proposals also optimise the use of existing infrastructure in a resource efficient manner, with the sustainability of the location reinforced by its designation as a strategic centre.

It is considered therefore that the proposal complies with Policy 1 'Placemaking'.

Section 10 of Clydeplan '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 retail developments of over 5,000 sqm within or 2,500 sqm out with the network of strategic centres to be strategic. Given that the proposal comprises a retail development out with the network of strategic centres where 8200 sqm gross is proposed, the proposal is considered to fall within the definition of a strategic scale of development.

Diagram 10 'Assessment of Development Proposals' is set out to aid consistent application and implementation of Clydeplan and should be used to assess strategic scale development proposals that may impact on the Plan strategy, and to

determine whether strategic scale proposals comply with the policies, schedules and diagrams of Clydeplan.

With regard to proposals which may impact upon the Network of Strategic Centres, the proposal requires to be assessed against Policy 4, Schedule 2 and Diagram 3.

Policy 4 'Network of Strategic Centres' considers that to support the Vision and Spatial Development Strategy all strategic development proposals should:

- protect and enhance the development of the network of strategic centres in line with their role and function, challenges and future actions set out in Schedule 2;
- protect and enhance the long term health of Glasgow City Centre to ensure there is no detrimental impact on its role and function, as set out in Schedule 2 and in support of Joint Strategic Commitment – Glasgow City Centre; and,
- recognise that whilst the Network of Strategic Centres is the preferred location for strategic scale development, such proposals are subject to the sequential approach set out in Scottish Planning Policy and the assessment of impact on the other Strategic Centres in the network and town centres to ensure that there is no detrimental impact on their role and function.

Schedule 2 sets out a network of 23 Strategic Centres and lists challenges and future actions and Diagram 3 spatially sets out all of the Strategic Centres. Glasgow City Centre sits at the top of the network, with other strategic centres (including Paisley and Braehead) spread throughout the Clyde valley.

The Planning and Retail Statement (June 2018) submitted in support of the application demonstrates that the development proposals would not have an unacceptable impact on the vitality and viability of the Network of Strategic Centres or any other town centre or have an impact on their defined role and function.

In relation to the long term health of Glasgow City Centre, the submitted supporting information sets out that the proposed additional floorspace at Braehead Retail Park would not have a significant impact on Glasgow City Centre and therefore it is considered that the role and function of the City Centre would remain protected.

In view of the above, it is considered that the applicant has demonstrated that the proposed development will not have a significant detrimental impact on the Network of Strategic Centres, and that there are no sequentially preferable town centre locations which could accommodate the development.

It is considered therefore that the information submitted in support of the application confirms that the proposed development would not conflict with Policy 4 of Clydeplan and would augment the role and function of Braehead Retail Park.

Adopted Renfrewshire Local Development Plan 2014 and New Development Supplementary Guidance

The application site is covered by Policy C1 within the Adopted Local Development Plan with a categorisation as a Commercial Centre.

Policy C1 states that the Council welcomes 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 uses.

All proposals will be considered in line with the hierarchy and role and function of the centre as detailed in Figure 11, and against the development criteria set out within the New Development Supplementary Guidance.

The role and function of Renfrewshire's Centres, as set out in Figure 11, is crucial in this regard.

Paisley Town Centre and Braehead Strategic Centre sit at the top of the Network of Renfrewshire's Centres, with Braehead Retail Park complementing the network as a commercial location.

While Paisley is Renfrewshire's main civic and cultural hub, Braehead is the principal retail location with a catchment that extends beyond the Council boundary.

It is the main centre for comparison goods retailing in the area, and retains significant retail employment opportunities.

However, it is important that Braehead does not provide local scale service and community uses which would compete with Core Town Centres and Local Service Centres (specifically Renfrew, but also Johnstone, Linwood and Erskine) perform a more localised convenience retail and community function.

The proposal in this instance is for 8200 square metres of non food retail floorspace to be housed in four adjoining modern warehouse style units.

These units will complement the existing uses and activities within the retail park, reflecting its character and form and sustaining its role and function.

More importantly the nature of the retail space proposed will not compete directly with other Strategic Centres, Core Town Centres and Local Service Centres within Renfrewshire's Network of Centres.

The submitted Retail Impact Assessment identifies that the trade diversion from Strategic Centres, Core Town Centres and Local Service Centres in Renfrewshire is not considered to be significant.

It is also noted that while centres within the hierarchy which have a town centre designation would be sequentially preferable locations for strategic scale retail developments, there are no suitable sites within Paisley, Renfrew, Johnstone,

Erskine or Linwood which could accommodate a development of the scale and character as proposed.

The wider role and function of Commercial Centres as defined within the Renfrewshire Local Development Plan should also be noted.

In this respect, Commercial Centres provide for retail development that typically cannot be located within other centres in the network.

They have a different and more specialised range of uses which adds to the strength and diverse mix of uses within the network as a whole.

The Retail Impact Assessment also includes projected impact on other Commercial Centres (Phoenix, Abbotsinch and Blythswood), and again this is not considered to be significant.

The Renfrewshire Local Development Plan states that the Council will support proposals within the three commercial centres which sustain the role and function of the centre, providing there would be no significant adverse impact upon the role and function of any other centre.

In view of the above, it is considered that the proposed development is consistent with the hierarchy of centres, sustains the role and function of Braehead Retail Park, and will not have a significant adverse impact upon the role and function of any other network centre in Renfrewshire.

The above assessment is based on the development of 8,200 square metres of retail floorspace at Braehead Retail Park, taking into consideration the potential for mezzanine floors within the retail units.

The development of 8,200 square metres is considered to comply with the Development Plan and Scottish Planning Policy.

The assessment has thus far looked at the additional floorspace in isolation. Consideration will now be given to the proposed development on a cumulative basis, taking into consideration other permissions within the Retail Park and also permissions for similar retail developments at other locations.

There are two live permissions for extensions to the eastern and western ends of the existing parade of units within the retail park, with a combined consented floorspace of 3,358.4 square metres.

The applicants have advised that they would be willing to enter into a Section 75 legal agreement which would prevent them from implementing the existing permissions for the eastern and western extensions if the proposals currently under consideration were to be implemented.

In practice this would involve the developers signing up to an agreement stating that they would not object to the Council

issuing an order to revoke the existing permissions.

If the existing permissions are revoked, the potential cumulative impact of development at the retail park would be reduced.

The applicants estimate that the combined potential turnover of both the application proposal and the extensions previously permitted to the existing retail units would be reduced by over 20% as a result of the rescinding of those previous permissions.

Circular 3/2012 on Planning Obligations and Good Neighbour Agreements states that planning obligations should only be sought where they meet the following policy tests: necessity, planning purpose, relate to the proposed development, scale and kind, and reasonableness.

The primary consideration is whether the additional floorspace at the retail park on a cumulative basis (11,558.4 square metres) would have a significant detrimental impact on other centres within the network, and therefore whether revocation of the existing permissions would be necessary to make the current application acceptable.

The Retail Impact Assessment has also modelled trade diversion on a cumulative basis, taking into consideration other consented developments at Braehead (Masterplan), Abbotsinch, Patons Mill and Wallneuk Road. These developments amount to 55,195 square metres of floorspace (35,450 square metres comparison).

The findings in the Retail Impact Assessment show that the trade diversion from Paisley, Renfrew, Johnstone and Linwood associated with these cumulative developments would not be significant, again based on the fact that the majority of this consented floorspace provides for retail development which typically cannot be accommodated in other centres.

The more significant impact would be felt by other commercial centres which have a similar nature of retail offer.

In view of the above, it is concluded that the impact of an additional 8,200 square metres of floorspace at Braehead Retail Park, when considered on a cumulative basis taking into consideration other consented developments, would not have a significant detrimental effect on strategic centres, town centres and other local service centres within the network.

The revocation of the existing permissions for the eastern and western extensions would not therefore be necessary to make the current application acceptable. It would not therefore be appropriate to include this provision within a legal obligation.

With regard to the criteria within the Supplementary Guidance which have not been addressed above, the development will contribute to the economic viability of the centre, and provide for job creation.

There is good accessibility to walking, cycling and public transport routes, while the scale, design siting and layout contributes towards the surrounding area through improved landscaping and public realm.

In view of the above, the proposed development is considered to comply with Policy C1 and the associated New Development Supplementary Guidance.

Following assessment against the above applicable policies, it is considered that the role and function of Braehead Retail Park as set out in Figure 11 of the Renfrewshire Local Development Plan would not require a bulky goods restriction on the type of goods sold.

Also, as outlined above the proposals would not have an unacceptable impact on Glasgow City Centre or any other Town Centre therefore a bulky goods restriction would not be reasonable or necessary in this instance.

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 Supplementary Guidance 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.

Through the submission of the Drainage Strategy Report, the Environment & Infrastructure Service (Design Services) is satisfied that an acceptable drainage scheme could be achieved.

The applicant has therefore demonstrated that the requirements of Policy I5 and the associated Supplementary Guidance, can be achieved.

In relation to Policy I1 and the Infrastructure Development Criteria, the applicant has submitted a Transport Statement confirming that car parking displaced by the development can be accommodated elsewhere.

The statement also outlines the applicant's intention to improve pedestrian connectivity between the site and existing car parking to the west via the installation of a pedestrian refuge.

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.

The applicant has confirmed that it would be their intention to make the contribution through a Section 75 Agreement should planning consent be approved.

The New Development Supplementary Guidance requires

	<p>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.</p> <p>In this regard the Environmental Protection Section is satisfied that conditions can be attached which will ensure that any potential contamination of the site can be adequately addressed.</p> <p>With regard to consultation responses which have not been addressed in the main body of the report, the request from Glasgow Airport Safeguarding to submit a bird hazard management plan can be addressed via as condition.</p> <p>In terms of the comments received from West Dunbartonshire Council, as they have objected to the proposals, it shall be necessary to refer the application to the Scottish Ministers, to determine whether they intend to call in the application or otherwise allow the Council to make a determination in the manner it sees fit.</p>
RECOMMENDATION	<p>The proposal has been assessed above and it is concluded that it comprises an acceptable development.</p> <p>The proposal in this instance would support the role and function of the Commercial Centre and would not conflict with any of the relevant policies within the Development Plan.</p> <p>The application has been supported by a Planning and Retail Statement based on the type of retail provision and the amount of floorspace proposed on both an individual and cumulative basis.</p> <p>The proposed development has been assessed as being acceptable and, notwithstanding the objection from West Dunbartonshire Council, it is concluded that from a land use planning perspective, all aspects of the development remain acceptable.</p> <p>It is therefore recommend that the Communities, Housing and Planning Policy Board be disposed to grant planning permission subject to conditions to control the potential for sub-division into smaller units, and a Section 75 Legal Obligation requiring that a financial contribution be made towards the delivery of Fastlink, in accordance with Policy I4 of the Adopted Local Development Plan.</p>

1 Reason for Decision

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** For the avoidance of doubt, planning permission is granted for retail development comprising a gross internal floor area of up to 8,400sqm, comprising 4,200sqm at ground floor together with any mezzanine floorspace

subsequently provided. The development shall be carried out in accordance with the following approved plans except for details of internal arrangements shown on the plans for illustrative purposes. No retail unit hereby approved shall be constructed or reconfigured thereafter so as to provide a gross internal floor area of less than 640sqm without prior written approval of the Planning Authority.

Reason: To define the consent.

- 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; (c) an indication of all existing trees and hedgerows, plus details of those to be retained, and measures for their protection in the course of development, and (d) 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 retail unit 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 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 That no development works shall commence on site until written approval of:
- 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 and Implementation Plan identifying the proposed methods for implementing all remedial recommendations contained with the site investigation report prepared in accordance with current authoritative technical guidance, has been provided and approved in writing by the Planning Authority.

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

- 6 Prior to occupation of any unit hereby approved, the developer shall submit for the written approval of the Planning Authority:-
- a) a Verification Report confirming completion of the works specified within the approved Remediation Strategy and Implementation Plan; 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.

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

- 7 Development shall not commence until a Bird Hazard Management Plan has been submitted to and approved in writing by the Planning Authority in consultation with Glasgow Airport. The submitted plan shall include details of management of any flat/shallow pitched/green roofs on buildings within the site which may be attractive to nesting, roosting and "loafing" birds and shall comply with Advice Note 8 'Potential Bird Hazards from Building Design. The Bird Hazard Management Plan shall be implemented as approved, on completion of the development and shall

remain in force for the life of the development. No subsequent alterations to the plan are to take place unless first submitted to and approved in writing by the Planning Authority in consultation with Glasgow Airport. The Bird Hazard Management Plan must ensure that flat/shallow pitched roofs be constructed to allow access to all areas by foot using permanent fixed access stairs ladders or similar. The owner/occupier must not allow gulls, to nest, roost or loaf on the building. Checks must be made weekly or sooner if bird activity dictates, during the breeding season. Outside of the breeding season gull activity must be monitored and the roof checked regularly to ensure that gulls do not utilise the roof. Any gulls found nesting, roosting or loafing must be dispersed by the owner/occupier when detected. The owner/occupier must remove any nests or eggs found on the roof.

Reason: It is necessary to manage the development in order to minimise its attractiveness to birds which could endanger the safe movement of aircraft and the operation of Glasgow Airport.

- 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;

Reason: These details have not been submitted.

- 9 That before commencement of trading of any retail unit hereby approved, any walls or fences for which the permission of the Planning Authority has been obtained under the terms of conditions 8 above, shall be erected.

Reason: To safeguard the amenity of future residents.

- 10 Prior to the development hereby permitted being brought into use, a new pedestrian crossing shall be implemented, comprising a refuge island, tactile paving and dropped kerbs as detailed on Diagram 3.2 (ref. 17050-SK-11a) of the submitted Transport Statement, June 2018.

Reason: To ensure safe pedestrian accessibility.

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.