

RENFREWSHIRE COUNCIL

Application No: 16/0291/PP

DEVELOPMENT AND HOUSING SERVICES

Regd: 21/04/2016

PLANNING APPLICATION PRE-DETERMINATION HEARING

Applicant

Gladman Developments Ltd.
2 Eliburn Office Park
Eliburn
Livingston
EH54 6GR

Nature of proposals:

Erection of residential development including formation of vehicular access, open space and landscaping, provision of Sustainable Urban Drainage (SUDs) and associated engineering works.

Site:

Land to North East of Strathgryffe Crescent, Gryffe Castle, Bridge of Weir

Application for:

Planning Permission in Principle

Introduction

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

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

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

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

Description

Planning permission (in principle) is sought for residential development on an area of agricultural land located within the greenbelt to the north west of Bridge of Weir. The application site extends to approximately 4.4 hectares on the north side of Kilmacolm Road. The site is bounded to the east and south east by mature woodland, subject of a Tree Preservation Order, beyond which sits Gryffe Castle, a Category B listed building formerly used as a children's home and converted to private residential use in 2002. Kilmacolm Road defines the southern and western boundaries of the site adjacent to existing residential development at Strathgryffe Crescent. The northern edge of the site is currently undefined. The applicant indicates that one vehicular access to the site will be taken from Kilmacolm Road.

Although the application is in principle an indicative layout has been submitted illustrating a development of approximately 80 dwellings with a mix of detached, semi detached and terraced houses.

History

16/0012/EO - Request for a screening opinion as to the requirement for an Environmental Impact Assessment for residential development. Environmental Impact Assessment not required 10/03/2016.

15/0787/NO - Proposal of Application Notice for the erection of residential development. Accepted November 2015.

Policy & Material Considerations

Scottish Planning Policy

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

Glasgow and the Clyde Valley Strategic Development Plan 2012

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

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

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

Policy 1: Placemaking
 Policy 7: Joint Action Towards the Delivery of New Homes
 Policy 8: Housing Land Requirement
 Policy 14: Green Belt
 Policy 16: Managing Flood Risk and Drainage
 Policy 18: Strategic Walking and Cycling Network
 Table 1: Placemaking Principles
 Schedule 14: Strategic Scales of Development
 Diagram 11: Assessment of Development Proposals

Adopted Renfrewshire Local Development Plan 2014

Policy ENV1: Green Belt
 Policy ENV2: Natural Heritage
 Policy ENV 3: Built Heritage
 Policy P2: Housing Land Supply
 Policy I5: Flooding and Drainage

New Development Supplementary Guidance

Delivering the Environment Strategy: Green Belt; Housing in the Green Belt; Contaminated Land ; Natural Heritage; Trees, Woodland and Forestry; Listed Buildings; Noise; Contaminated Land
 Delivering the Places Strategy: Places Development Criteria
 Delivering the Infrastructure Strategy: Flooding and Drainage and Infrastructure Development Criteria

Material considerations

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

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

Publicity

Neighbour notification has been undertaken in accordance with statute. The application was also advertised in the Paisley and Renfrewshire Gazette on 27th April 2016, with a deadline for representations to be received by 18th May 2016.

Objections/Representations

There has been 134 letters of objection and 1 letter of support submitted in relation to this application. The issues raised can be summarised as follows:

1. The spatial policy of the Clyde Valley Plan considers that sites for development should follow the sequential approach of firstly brownfield; brownfield within green belt and finally green belt. The proposal contravenes this strategic policy as it is green belt land.
2. Development of this site ignores the Renfrewshire Local Development Plan and is an expansion into the green belt contrary to Policy ENV1.
3. The application fails to reflect and adopt the main considerations and requirements of the Renfrewshire Local Development Plan, Housing Land Supply Supplementary Guidance 2015 and the various incorporated documents, guidance and policies.
4. The application does not undertake a sequential test of sites within Bridge of Weir but promotes a case that there is a shortfall of housing within the 5 year effective supply. The proposal would not only permanently remove a significant green belt area in an important location, but would make it difficult to halt other such opportunistic proposals.
5. There is land available within the confines of the village that is ripe for development on a smaller scale such as the site at Bulls Garage which is already becoming an eyesore.
6. There are other brownfield sites which adjoin the settlement boundary of Bridge of Weir and are sustainable in terms of location and proximity to different transport modes.
7. The essential character of the village would be severely eroded by such large scale development in a wholly inappropriate setting, in the green belt and adjacent to an important listed building.
8. The site is not contained in landscape and visual terms with a minimum landscape boundary proposed of 7.5 to 10 metres in width.
9. The proposed development breaks the long standing western edge of the village and the tree belt proposed for the western boundary does not provide a robust and defensible boundary. There is therefore nothing physical to mark the extent of western expansion.
10. Bridge of Weir as a village has the important characteristic of separation from other surrounding villages. If the application was approved it would decrease the area of open countryside between Bridge of Weir, Quarriers Village and Kilmacolm.
11. The application site is rolling countryside and clearly visible from public roads, clearly separated from the settlement area by the policies and gardens of Gryffe Castle, a category 'B' listed building.
12. The wooded grounds of Gryffe Castle are one of only two remaining extensive areas of mature, deciduous and mixed woodland in the village. This amenity is used by local residents and visitors. The proposed development would negatively alter the landscape character of this valuable asset.
13. The areas health care facilities, services and infrastructure would be unable to cope with the demands of further residential development. Further expansion will result in a negative impact on Bridge of Weir's village structure and community.

14. Primary and High Schools within the catchment are at or very close to capacity, in part due to high numbers of placement pupils.
15. There are already two new housing developments in the Bridge of Weir area; Shillingworth and Weirs Wynd and these will put further pressure on the local schools where some classes are already large.
16. The roads through Bridge of Weir would be unable to accommodate the increase in traffic from the development.
17. The volume of traffic at the times of the “school runs” will be increased causing unnecessary delays for people travelling to work.
18. Kilmacolm Road is a fast, busy road which has already had traffic calming measures applied. At peak times the traffic is frequently queued back beyond the edge of the village. The village is at saturation point for parking.
19. When added to the developments at Brookfield and Shillingworth, the volume of traffic will cause even more problems at Spurryhillock Roundabout and on the entry slip roads to the A737. The traffic lights at the slip roads cannot accommodate the level of traffic at the moment.
20. Public transport is poor so would result in a minimum of 80 more cars additional to the 42 (minimum) from Shillingworth and 200 at the old Merchiston site using the local road network.
21. It is currently difficult to enter and leave the Gryffe Castle driveway at peak times due to high volumes of traffic. The proposed development would make the situation much worse as it would add volume and another bottleneck.
22. No direct pedestrian access is proposed from the development to the village amenities, including the school.
23. No safe route to the schools exists for children from the proposed development without impacting on the property rights of other users and in particular the residents of Gryffe Castle, where a proposed access route is planned.
24. Approximately 45 healthy and mature trees covered by a Tree Preservation Order (TPO) would have to be felled to accommodate any pavement and the boundary wall of Gryffe Castle would require to be moved back from the road and the requisite permission of owners would be required.
25. The types of homes proposed and approved in the vicinity are not in accordance with the affordable homes the government seeks.
26. This development poses a threat to many different animal species due to loss of habitat and foraging grounds. There are regular sightings of bats, owls, birds of prey, a multitude of bird species, foxes, deer and the common lizard.

Consultations

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

The Director of Community Resources (Design Services) – The Drainage Impact Assessment (DIA) is considered to be acceptable for a planning application in principle and should form the basis of any related DIA for a detailed application.

The Director of Community Resources (Environmental Services) – No objection subject to conditions requiring the submission of site investigation reports, remediation strategy and/or method statement and verification reports and subject to compliance with the mitigation measures detailed

within the report titled 'Enviro Centre, Kilmacolm Road, Bridge of Weir, Noise Impact Assessment Report', dated March 2016.

The Director of Education and Leisure – Await response.

West of Scotland Water – Await response.

Strathclyde Partnership for Transport - No objection subject to the provision of a footway and bus shelter on the north side of Bridge of Weir Road.

West of Scotland Archaeology Service – No objection subject to the implementation of a programme of archaeological works to be submitted for the written approval of the Planning Authority in association with the West of Scotland Archaeology service.

Bridge of Weir Community Council – Object to the proposal on the basis of location within the green belt contrary to the LDP, that a defensible green belt boundary exists and development of this site would set a precedent for further residential development along Kilmacolm Road, inadequate service provision and impact on local road network/traffic and pedestrian safety.

Kilbarchan Community Council – Object to the proposal on the basis of its impact on the surrounding road network.

Summary of Main Issues

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

Appropriate Assessment – N/A

Design & Access Statement - The applicant states that the application proposal creates a logical extension to the existing settlement form and reflects its position on the periphery of the settlement edge by introducing a robust defensible green belt boundary by introducing new mixed species structure planting along the northern edge of the site. This, it is submitted, supplements green infrastructure with internal landscaping to soften the built form. It is submitted that the proposal will have no direct affect on Gryffe Castle and its setting by setting development back from the northern and eastern sectors of the site to mitigate against any filtered views through the trees from Gryffe Castle's south facing facade and its access road. It is further stated that development of the site would comprise a mix of detached, semi-detached and terraced houses similar to densities of surrounding development.

Other Assessments

Pre-Application Consultation Report - Outlines the process which has been undertaken and confirms that pre-application consultation, set out by statute, including a public exhibition, was satisfied. It states that approximately 80 members of the public visited the exhibition and 15 completed questionnaires were received. It is stated that in general terms the questionnaires raised concerns over the infrastructure impact of the proposed development, the overarching need for more housing development in Renfrewshire and the impact of the proposals on the green belt. The applicant claims that following the event, access arrangements for the site have been reviewed in particular whether the site will be accessed by a roundabout or signal controlled junction. The general feedback favoured a signal controlled junction which was seen as a positive intervention to control traffic speeds on Kilmacolm Road.

Planning Statement – The applicant states that Renfrewshire Council is failing to maintain an effective 5 year housing land supply, as required by national planning policy and therefore additional housing sites in sustainable locations that can be delivered in the short term require to be brought forward. The applicants accept that the council has been proactive in approving the Housing Land Supply Supplementary Guidance (HLSSG) as a framework to facilitate this and consider that this proposal represents an opportunity for the housing land supply issue to be positively addressed. It is submitted by the applicant that it has been demonstrated that the application complies with the HLSSG and with Scottish Planning Policy (SPP). It is submitted that it has been demonstrated that the benefits of approving the proposal, in terms of augmenting the housing land supply, and supporting the economy are neither significantly nor demonstrably outweighed by any adverse impacts.

Soil and Agriculture Report – It is stated that the site is currently primarily utilised as grassland, defined as category 4, type 4.1 in the Land Classification for Agriculture which is non prime and supports a narrow range of crops. It is recommended in the report that any topsoil from the site should be reused on the site, or utilised for the continual improvement of soil resources in neighbouring localities.

Utilities Report – It is reported that there is existing 11kV infrastructure, low pressure gas mains, water mains and telecoms infrastructure within close proximity of the site boundary and proposed new site entry. It is stated that there is a potential requirement for the protection or diversion of localised infrastructure but required works are expected to be minor. It is claimed that initial investigations have illustrated that the site is deliverable from a utilities perspective and solutions necessary to support the water supply will be progressed as part of the detailed design.

Archaeology Report – The report states that based on the results of assessments, there is a low potential for the discovery of buried archaeological remains within the proposed development site. It is submitted that there would be no significant effect upon the setting of Gryffe Castle, which is set within its own grounds and enclosed by mature woodland.

Economic Effects – The applicants claim that the proposed development will have a number of positive economic effects, including supporting a number of construction, retail and public service jobs as well as providing increased expenditure into the local Renfrewshire economy.

Extended Phase 1 Habitat Survey - The applicants recommendations are that any development of the site is preceded by a suite of activity surveys in order to determine use of the site by foraging and commuting bats. It is recommended that the site is enhanced for foraging and commuting bats by retaining as much of the existing hedgerow as is practical and by incorporating additional native hedge, tree and shrub planting into landscaping proposals. It is suggested that a bat sensitive lighting scheme should be designed to ensure that habitats are maintained as dark corridors and buildings are enhanced for roosting bats by the addition of bat boxes or bat tubes.

With regard to badgers, the applicant recommends that precautionary measures are used during any proposed construction activity and that any excavations are covered during the hours of darkness. It is recommended that any works affecting potential bird nesting habitat should be carried out outside the breeding season and that additional native hedge, tree and shrub planting be incorporated into the landscaping proposals. With regard to invertebrates and other species, it is recommended that an Ecological Clerk of Works is present prior to any planned vegetation clearance to check the area for hedgehogs and moles and that native trees and shrubs are planted within the development to mitigate for any potential loss of such habitat.

Landscape and Visual Appraisal

Affects on the landscape: The applicants assessment concludes that in terms of landscape resources within the site, minor adverse effects are anticipated as a result of the removal of part of the mixed species hedgerow and complete removal of the existing pastoral grassland and that once the new structural planting is established, a minor beneficial effect is predicted. It is stated that the Clyde Basin Farmlands regional character area, within which the site is located, will be largely unaffected by the proposed development with minor adverse effects predicted through the construction and operational stages of development. It is also considered that the Rugged Upland Farmland type will also be

largely unaffected, and whilst there will be moderate adverse effects during the construction stage, the effects will reduce to minor adverse once the development is completed.

Affects on visual amenity: The applicants assessment states that the landscape effects will be localised and contained within the site boundary, with only minimal indirect effects on the wider landscape setting in the long term. Once the new structure planting is established, a minor beneficial effect is predicted as the new tree belt along the northern boundary establishes a link to the existing woodland areas to the east and west. It is stated that Gryffe Castle and its grounds will not be affected by the proposed development as the application site lies wholly within the agricultural lands located to the west of the listed building group and its setting. It is submitted by the applicant that the Clyde Basin Farmlands regional character area within which the site is located, will be largely unaffected by the proposed development with minor adverse effects predicted through the construction and operational stages of development. It is claimed that the Rugged Upland Farmland landscape type will also be largely unaffected, and whilst there will be moderate adverse effects during the construction stage, the effects will reduce to minor once the development is completed. In terms of visual assessment, it is claimed that the development will be visible from select locations to the south and west, with views from the north and east largely obscured by intervening features such as vegetation, localised landforms and buildings. The report concludes that once complete, the new development will complement existing housing.

Air Quality Assessment - The applicants submit that the primary long-term concern in relation to air quality is the emissions generated by traffic and the subsequent impact on the local ambient air quality at residential and public areas located within the vicinity of the main road network. The two main pollutant concentrations of concern from this source are nitrogen dioxide and particulate matter. It is submitted that the air quality assessment predicts no significant change in nitrogen dioxide and particulate concentrations at all locations on the comparison of the 'with and without' development scenarios. The magnitude of impact for both pollutants is considered to be negligible.

Drainage Strategy Plan and Flood Risk Assessment – The applicants submit that the development can be drained in accordance with the recommendations of the latest planning guidance and design criteria. It is stated that the foul water from the development is to be discharged to the existing, publicly owned, combined sewerage network and that the surface water drainage from the site will incorporate full SUDs measures to control the discharge from the site and reduce the pressure on the existing drainage system. It is claimed that in the main this will be achieved using detention basins and filter trenches; surface water will discharge, either to the combined sewerage network or to the natural watercourses to the west of the site. It is concluded that the Type 1 Flood Assessment presented above confirms that the site is at low risk of flooding from tidal, fluvial, groundwater and pluvial sources.

Preliminary Environmental Assessment Report – The applicants report recommends that sufficient gas monitoring installations are included in the site investigation specification to suitably assess the potential for ground gas generation within the in situ soils. It is submitted that with the exception of the southern boundary adjacent to Kilmacolm Road, the site is not indicated to lie within a flood risk area. The report states that the site lies out with a Radon affected area and no Radon gas protective measures are necessary within the site area and that a review of BGS Geology and Coal Authority Reports indicate that the site can be considered stable.

Noise Assessment – The applicants report states that due to the proximity of the A761 Kilmacolm Road, there is potential for noise from road traffic to impact on future residents. The assessment concludes that sufficient mitigation measures, including acoustic fencing and window design, could be incorporated into the detailed design to ensure that both the external and internal living areas can be reduced to levels appropriate for future residents.

Traffic Statement – The applicants state that the site will be accessed by a new signalised junction, which will be constructed at the existing priority junction between A761 Kilmacolm Road and Strathgryffe Crescent. It is further stated that a junction assessment has been completed for the proposed site access junction and for the A761/B790 signalised junction within Bridge of Weir. It is claimed that the results show that development traffic can be accommodated at these locations. The report concludes that accessibility from the development to local services is good in terms of walking

and cycling, with the village centre being less than 1km distant. It is stated that a network of paths is proposed to provide good connectivity within the development and that pedestrians will be provided with a signalised crossing across the A761 to link into the footway on the southern side. The report concludes that the scale of development proposed is not anticipated to have a detrimental impact on the local network.

Planning Obligation Summary – N/A

Scottish Ministers Direction – N/A

Conclusion.

Members are advised that when the application comes before the Council for determination, a detailed assessment of the proposals will be provided. This assessment will test the proposals against both relevant Development Plan policies and also their suitability in terms of traffic and any other material planning considerations. A recommendation will be made on the basis of this detailed assessment as to whether planning permission should be granted or refused.

Fraser Carlin
Head of Planning and Housing

Local Government (Access to Information) Act 1985 - Background Papers

For further information or to inspect any letters of objection and other background papers, please contact David Bryce on extension 7892.

Pre - determination Hearing Procedures

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



Renfrewshire
Council

16/0291/PP

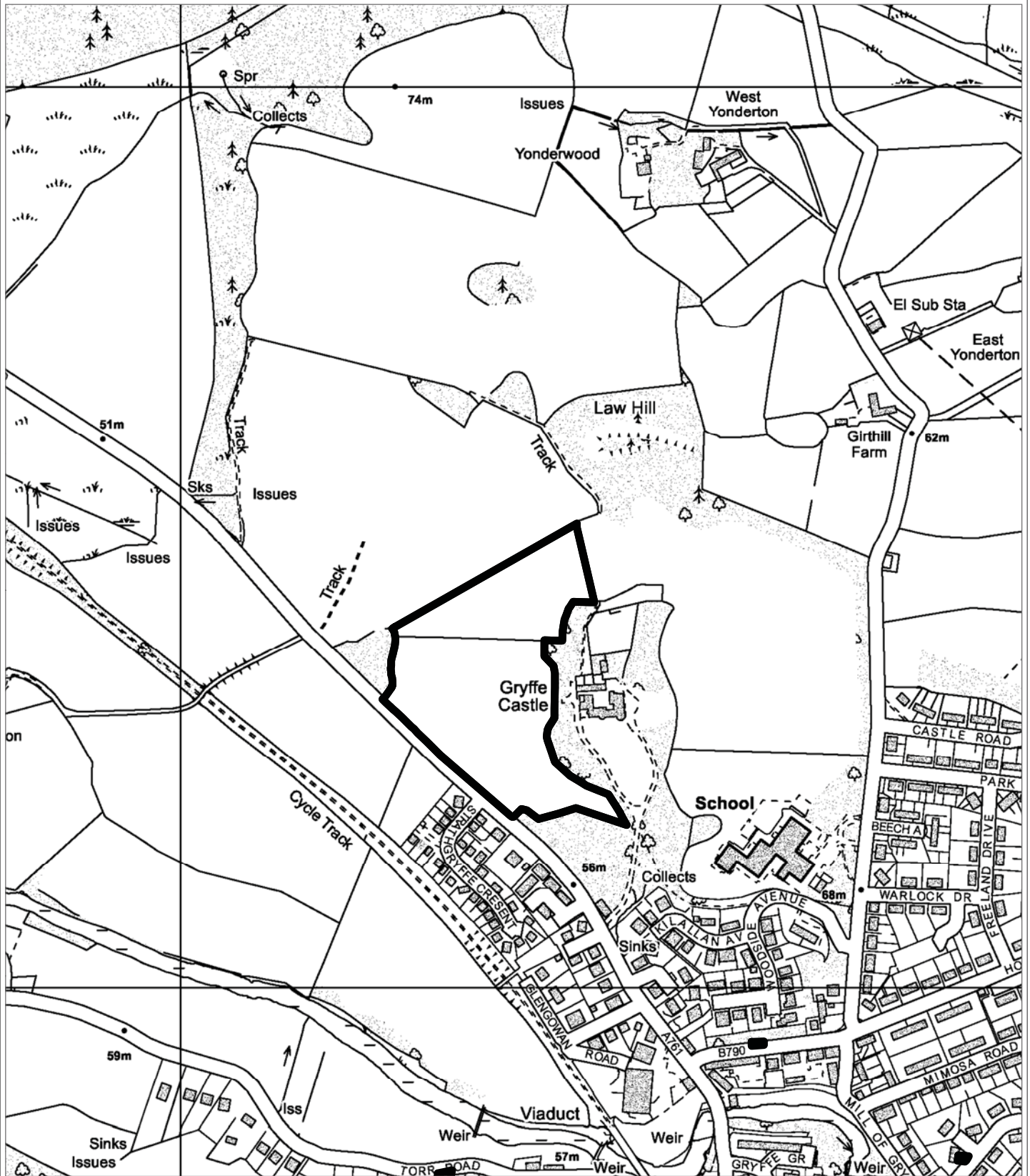
Land to North East of Strathgryffe Crescent,
Gryffe Castle, Bridge of Weir



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User: ptcameronr1

Date: 11/08/2016



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