



Application No. 13/0374/PP

## KEY INFORMATION

### Ward

10 Bishopton, Bridge of Weir & Langbank

### Applicant

BAe Systems  
Westcott Venture Park  
Aylesbury  
HP18 0NP

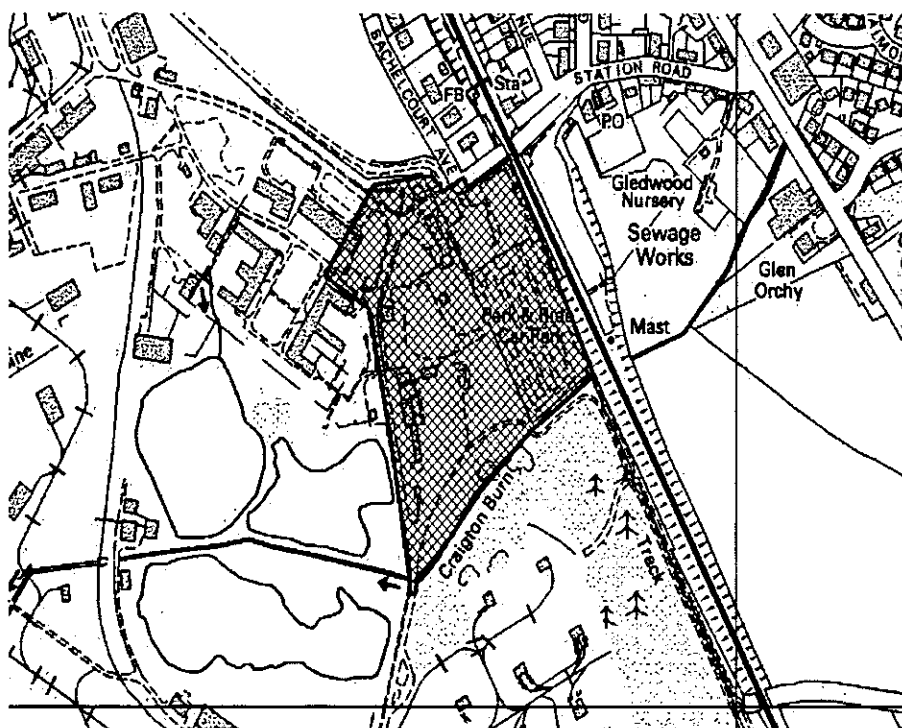
Registered: 17/06/2013

Report by Director of Development and Housing Services

**PROPOSAL:** MIXED USE DEVELOPMENT COMPRISING OF A FOOD RETAIL STORE OF UP TO 4000 SQ M GROSS FLOOR AREA, INDIVIDUAL RETAIL/COMMERCIAL UNITS, COMMUNITY USE/LIBRARY/LEARNING RESOURCE CENTRE, RESIDENTIAL, PARK AND RIDE AND OPEN SPACE

**LOCATION:** ROYAL ORDNANCE, STATION ROAD, BISHOPTON PA7 5NJ

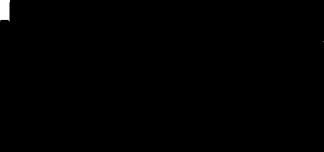
**APPLICATION FOR:** PLANNING PERMISSION – IN PRINCIPLE



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## RECOMMENDATION

Grant subject to conditions.

  
Fraser Carlin  
Head of Planning and  
Development

## SUMMARY OF REPORT

- The proposals do not fully accord with the provisions of the development plan in terms of retail policy.
- There have been three objections.
- The proposals are consistent with a planned approach to securing a sustainable, vibrant and integrated village centre to serve both the developing Community Growth Area and the existing Bishopton settlement.
- The range and disposition of the proposed uses are consistent with the general masterplan principles set out in the ROF Bishopton Design Code and previous approvals for the site.

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### Description

Planning permission in principle is sought for a mixed use development at the centre of Dargavel Village, Bishopton, comprising a food retail store of up to 4000 sq metres gross floor area, individual retail/commercial units (up to 840 sq m cumulatively), a community use/library/learning resource centre, residential development, a park and ride facility and open space.

The applicant has requested that consideration be given to a ten year consent in principle to enable phasing of the development.

The former Royal Ordnance Factory is a substantial 964 hectare site located to the south west of Bishopton which has been identified as a Community Growth Area. The current application site extends to 4.98 hectares and comprises residential areas and the village centre of the redevelopment site. The site adjoins the western edge of Bishopton, to the west of Bishopton Station. To the north is Gladstone Hill with Wester Rossland Park beyond. To the south is a SUDS pond with a further housing site beyond and to the east are additional water features (SUDS ponds), a residential site and the proposed village centre.

Access to the site shall be taken from the Northern and Southern Access Roads into the village centre.

De-contamination and clearance works have commenced to accommodate redevelopment.

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### History

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

12/0502/NO - Proposal of Application Notice relating to the erection of a village centre to include small scale retail, supermarket, small office units, food &

drink uses and community uses.  
Accepted.

12/0760/EO - Screening Opinion relating to a planning application in principle for a mixed use development comprising a food retail store, petrol filling station, individual retail/commercial units, community use/library/learning resource centre, residential, park and ride and open space. Environmental Impact Assessment not required.

13/0028/PP - Mixed use development at the core of Dargavel Village comprising a food retail store of up to 6000sq meters gross floor area, individual retail/commercial units, community use/library/learning resource centre, residential, park and ride and open space. Withdrawn May 2013.

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### Policy and Material Considerations

#### Glasgow and the Clyde Valley Strategic Development Plan

Diagram 4: Sustainable Location Assessment

The Spatial Development Strategy Model - Community Growth Area  
Strategy Support Measure 7: Sustainable Transport: The need for a step-change

#### Adopted Renfrewshire Local Plan 2006

Strategic Policy 2: Sustainable Development and Settlement Strategy  
Policy SS2: Royal Ordnance Bishopton  
Policy T1: Policy on the Assessment of New Developments  
Policy T6: Safeguarding of existing Park and Ride Car Park sites at Rail Stations  
Policy H1: General Residential Policy  
Policy H7: Criteria for New Residential Development  
Policy R1: Town Centre Uses  
Policy R2: Direction of Major Retail Developments to Strategic Town Centres  
Policy R8: Secondary Centres Policy  
Policy F1: 'Flooding'  
Policy C1: Consideration of Development Proposals involving Land which may be Contaminated

Policy N1: Noise Protection

Proposed Renfrewshire Local Plan 2012

Policy C1: Renfrewshire Network of Centres

Policy P1: Renfrewshire's Places

Policy P5: Community Growth Areas

Policy I3: Potential Transport Improvements

Local Plan Supplementary Guidance 2012

Delivering the Centre Strategy: Centre Development Criteria & Local Service Centres

Delivering the Infrastructure Strategy - Infrastructure Development Criteria & Connecting Places

Delivering the Places Strategy - Places Development Criteria

Delivering the Environment Strategy - Noise, Contaminated Land and Air Quality

Material considerations

Scottish Planning Policy (SPP)

Royal Ordnance Bishopton Design Code

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 assessed against the above policies, the history of the site, the comments of the consultees and any representations received.

Publicity

Neighbour notification has been carried out in accordance with statute. The application was also advertised in the Paisley and Renfrewshire Gazette on 26 June 2013 with a deadline for representations of 17 July 2013.

Objections/  
Representations

Three letters of objection have been received, the substance of which can be summarised as follows:-

i) It is considered that the scale of retail development proposed would cause significant harm to the vitality and viability of the defined Bishopton Secondary

Centre, contrary to the development plan and to the previous planning decisions relating to the scale of retail development at Dargavel Village. Furthermore, local residents are not of the opinion that there is a need for a mid-sized supermarket.

ii) Concerned that the applicant's assumptions on the scale and rate of new residential development at Bishopton appear unrealistic and contrary to the Council's land audit.

iv) Suggests that it would be helpful to understand the full extent of the retail floorspace that is included within the application proposals for the individual retail/commercial units.

v) Questions whether the developer is in a position to confirm that Renfrewshire Council will support the provision of a second library in the Bishopton area.

vi) Concern is expressed that the proposed access arrangements will lead to congestion and traffic safety issues, which will affect the character of the existing village.

vii) Disputes the applicants claims that active engagement has taken place with the community.

viii) Concerns on the grounds that the path at Sachelcourt Avenue is identified as a Core Path.

Consultations

**Head of Roads (Traffic)** - No objections subject to conditions requiring the provision of a minimum of 588 parking spaces for the park and ride facility and retail unit and amendments to the proposed mini-roundabout.

**Head of Roads (Design Services)** - No objections subject to a condition requiring that each phase demonstrate compliance with the ROF Bishopton Design Code.

**Director of Community Resources** - No objections subject to conditions requiring the submission of Noise Assessments, an Air Quality Assessment Report and Site Investigation, Remediation Strategy and Verification reports.

**Glasgow Airport Safeguarding** - No objections subject to conditions requiring the submission of a Bird Management Hazard Plan, a limitation on the height of buildings and structures and the submission of a landscaping scheme.

**NATS** - No objections subject to a condition restricting the height of the retail store to 15 metres above ground level. The location of the retail store also requires to be defined.

**SEPA** - No objections.

**Scottish Water** - No objections.

**Bishopton Community Council** - Considers that the reduction in scale is more appropriate for the proposed village centre. The opportunity for an amendment to the Section 75 Agreement to secure developer contributions to provide benefit to the existing community should be explored.

#### Summary of main issues

Pre-Application Public Consultation Statement - Provides an overview of pre-application consultations which have been undertaken, including details of the events held on 2 July, 2 and 9 August 2012 at Bishopton Community Centre. The summary provided by BAE Systems stated that feedback suggested a significant number of people have concerns about how the development will impact on the structure and character of Bishopton.

Planning Statement - Highlights that planning permission in principle exists for a mixed use development and that the development allows the managed expansion of Bishopton in accordance with the principles of a Community Growth Area. The current application follows BAE Systems identified need for a significantly larger-scale food store to act as an anchor for the village. The statement considers SPP as well as the Glasgow and Clyde Valley Strategic Development Plan, the

Adopted and Proposed Local Plans and other relevant material considerations and concludes that the proposal would be in accordance with relevant policies.

Retail Statement - Considers the capacity for new retail development as part of the Community Growth Area including the need for a range of town centre uses to support the new population. The scale of the current proposals and the potential impact on the vitality and viability of other centres is also considered. The statement opines that a larger (than the approved 1000 sq m) retail element could be supported. In addition the statement finds that there is a substantial level of expenditure available to support existing local convenience food stores and potential for a significant increase in new retail floorspace in both convenience and comparison goods. This would prevent leakage of Bishopton expenditure to other towns and retain this expenditure within Bishopton. The applicant avers that at the time of adoption of the current local plan, which was guided by the then Structure Plan, the Structure Plan concluded that there was no need for retail space over 1000 sq m, based on population figures at the time and not the projected figures. The statement concludes that the proposal would not raise any strategic concerns and that a larger store in Bishopton would not undermine the vitality or viability of Erskine Town Centre.

Design & Access Statement - Identifies key design and development principles which would define the character of the Village Centre. A primary vehicle route is also proposed which is part of a wider grid format offering a choice of routes.

Environmental Statement - Advises that the south-western corner of the development area has been investigated and remediated as part of the Phase 1 remediation earthworks. The northern area of the site has been subject to Stage 1 and 2 investigations and there is a requirement to undertake further

investigations to inform remediation. A Remedial Method Statement has been considered and identifies procedures to be implemented.

Flood Risk Assessment - This takes into consideration and accords with the previously approved flood risk assessment and site-wide surface water management appraisals for the overall redevelopment area.

Transport Assessment (including Park & Ride Demand Study & Public Transport Study) – Details the existing and committed transport infrastructure in and around the application site and considers the travel characteristics of the Dargavel Village Centre Development. An analysis is also provided relating to the wider road network and integration of the village centre into the existing network. Provisions for sustainable transport infrastructure are further considered to support the village centre as well as a car parking strategy. The assessment is supported by trip calculations and a Traffic Impact Analysis.

Planning Obligation Summary - N/A

Scottish Ministers Direction - Applications which are considered significantly contrary to the Development Plan require to be notified to the Scottish Ministers. It is for the Local Authority to judge if such a departure from the plan is considered 'significant'. The expectation is that an application should be notified to Ministers where the proposed development is contrary to the main aims, objectives and policies of the development plan.

#### **Assessment**

Scottish Planning Policy (SPP); states that Development Plans should identify a network of centres, which will include a hierarchy of town centres, commercial centres and other local centres.

It provides criteria which should be considered where a proposed retail

development is contrary to the Development Plan including: the use of the sequential approach; that there is no unacceptable individual or cumulative impact on the vitality or viability of the identified network of centres; that the proposal will meet the deficiencies identified in the Development Plan; and, that it should not conflict with other significant objectives of the plan.

Taking the above into consideration, as Bishopton is identified as a Secondary Centre in the Adopted Local Plan and as a Local Service Centre in the Proposed Local Plan, the scale of the proposed retail supermarket would be contrary to the provisions of the Local Development Plans. In this case, however, the applicant has satisfactorily shown a demonstrable need for a retail store of the scale proposed due to the projected growth of Bishopton through the redevelopment of the former ROF site. The population of the village is projected to increase by approximately 6,800 over the next 15 years, and I do not consider that a sequential approach is necessary as the principle of a retail store at this location, albeit substantially smaller, has been accepted under the provisions of the masterplan for the site. The retail statement provides sufficient justification that there would be no individual or cumulative impact on the vitality or viability of the identified network of centres and that the proposal will meet deficiencies in the provision of retail floorspace in Bishopton, as the Community Growth Area is developed.

#### **Glasgow and the Clyde Valley Strategic Development Plan 2012**

As the proposed development site is identified within the Network of Strategic Centres and within a Community Growth Area, the proposals are in line with the Spatial Development Strategy set out in the GCVSDP. As such the most appropriate tool for the assessment of the proposals is considered to be the Local Development Plan.

**Adopted Renfrewshire Local Plan**

Assessing the proposals against the relevant policies of the Adopted Local Plan the following comments can be made:-

Strategic Policy 2 'Sustainable Development and Settlement Strategy', requires that the Council will seek to ensure that development proposals adhere to the principles of sustainability by pursuing sustainable settlement patterns through directing new development to sites within the existing towns and villages; safeguarding and promoting the vitality and viability of the town centres; and applying strict control to development within the green belt.

As the principle of redevelopment has been established through the granting of planning permission in principle 06/0602/PP, compliance with the Structure Plan (now superseded by the Strategic Development Plan) has also been broadly agreed. Further consideration in relation to the increase in retail floorspace is assessed in greater detail below as well as the potential impact on infrastructure and the impact of the proposals on the existing settlement of Bishopton.

In principle, the masterplanned approach to the redevelopment of the site as well as the continued environmental remediation is considered to be in accordance with the provisions of Local Plan Policy SS2.

With regard to Policy T1, the proposals have been assessed in terms of the general requirements set out in relation to sustainability of location, provision for walking and cycling, public transport provision, rail services, design and layout, traffic impacts, parking and environmental impact. In consultation with the Head of Roads the proposals are considered to be compliant with this policy subject to conditions requiring the provision of a minimum level of parking provision and amendments to the local road network at

Station Road/Greenock Road and Birch Road.

In addition to the arrangements proposed to date, to promote accessibility for both existing residents and those to the north of the development, upgrading works are also considered necessary to Birch Road. These upgrading works have been raised with the applicant during the application assessment and can be ensured through the imposition of a suspensive planning condition should planning permission be approved.

Policy T6 safeguards land at a number of locations including Bishopton as park and ride facilities and presumes against development proposals which would prejudice these. The proposals make provision for safeguarding the existing facilities and for extending the level of provision and therefore accord with the policy.

The principle of residential development within the core centre has been established through the granting of planning permission in principle 06/0602/PP, therefore the proposal is found to be in accordance with Policy H1. As the current application is for permission in principle, details of the residential development are limited and further assessment of the proposal against Policy H7 will be undertaken at the approval of matters specified in condition stage.

Policies R1 and R8 require the Council to direct proposals for town centre uses to the strategic and secondary centres except those required to meet a local neighbourhood demand. In this regard it is considered that for the establishment of a successful, sustainable and integrated community growth area a range of town centre uses are required to support the increased population. This would however require to remain at a level that would not impact upon the vitality or viability of Renfrewshire's other centres.

Through this application, the applicants stated intention is to continue to promote the Community Growth Area by identifying a managed sustainable approach to the development of the village core, which builds from the centre outwards, encouraging the continued redevelopment of the wider site and providing the amenities required to promote a sustainable place to live, work and socialise.

Policy R2 directs retail developments of over 2000 sq m gross 'comparison' floor space and over 1000 sq m gross 'convenience' floorspace to the Strategic Town Centres, including Erskine to support the vitality and viability of the Town Centres. Proposals in excess of these thresholds shall require to be considered against the provisions of the Strategic Development Plan (which supersedes the Structure Plan). In support of the current application, a retail statement has been submitted which advises that Bishopton's population (including projected figures) could accommodate a 4000 sq m food retail store as well as independent retail units, without significantly compromising the vitality or viability of the closest Strategic Town Centre of Erskine, in the long term. Justification includes the available expenditure within the area, an increased population and a reduction in the requirement to travel to undertake larger shopping trips. Having considered this statement, it is accepted that a larger retail store than previously approved at this location could be supported to ensure a vibrant and sustainable village core can be achieved which will adequately promote the community growth area through a managed sustainable approach. Whilst it is accepted that there may be some impact on Erskine initially as shopping habits alter, this is likely to lessen during the continued redevelopment of the ROF site as additional potential consumers (and consequently expenditure) move to the area and make their own choices in

relation to retail provision in the wider area. In planning for the long term requirements of Bishopton and promoting the continued regeneration of this significant site, it is considered that this initial impact would be acceptable.

In assessing the proposal against Table R1, as discussed above a sequential approach to development is not required. A suitable catchment population has been demonstrated long term, and the proposals would promote more sustainable shopping travel patterns and prevent the leakage of expenditure from the area. In addition, the existing Erskine centre is only likely to be impacted until shopping habits are established and the Community Growth Area is developed out. The proposal accords with the aim of achieving sustainable transport and suitable provision has been made for traffic circulation, access and parking. No impact is likely to ensue on the amenity of adjacent properties and no impact on the environment or infrastructure is envisaged.

With specific regard to the design of the 4000 sq m retail store, it is considered that it is imperative that this building should make a significant architectural contribution to the village centre (given its prominent location within the site) and should act as a focal point. As such, I take the view that the applicant should be required to give careful and early consideration to the detailed design of this building, including the use of materials and detailing to accord with the agreed Design Code. Appropriate linkages should be provided around this building, allowing access to other commercial uses, public spaces, community facilities and residential development.

Within the wider application site, it is considered that the indicative zoning of building locations demonstrates an appropriate planned approach to the village core in terms of the compatibility and functional relationships of the uses. The scale and design of buildings will

require to be considered further as applications are submitted for the approval of matters specified in conditions.

The provision of a community use/library/learning resource within the masterplan area has been established through planning permission in principle 06/0602/PP and is considered appropriate to serve localised needs during and post expansion of Bishopton. This is not intended to duplicate library provision which already exists in Bishopton, but rather to provide a small-scale adjunct within the village core.

Policy F1 requires the Council to assess applications for planning permission to establish the risk of flooding to which the development will be subject, the effect which the development will have on the risk of flooding elsewhere and the effect on flood plains and flood attenuation areas. In this regard the Head of Roads has advised that he has no objections to the proposal subject to a condition requiring that each phase demonstrate compliance with the Design Code. In addition, SEPA have confirmed that they are satisfied that the proposal will suitably accord with the previously agreed drainage strategy for the overall redevelopment of the site.

The supporting documentation has been considered by the Director of Community Resources in relation to the requirements of Policy C1 and it is recommended that should planning permission be granted in principle, that conditions be attached to ensure that the site is remediated and made suitable to receive the new development.

Policy N1 relates to noise protection and requires that noise sensitive developments be protected. In this regard the Director of Community Resources has recommended that these matters be safeguarded by the attachment of appropriate conditions. Similarly, air quality can also be ensured through conditions.

Taking the above into consideration, whilst the scale of the stand-alone retail store does not accord with the provisions of the Adopted Local Plan, the applicant has demonstrated a local need for a development of this scale. By virtue of the promotion of the community growth area, substantial village expansion and to retain expenditure within Bishopton, without significant detriment to the town centre of Erskine, it is considered that on balance, suitable justification has been made.

#### **Proposed Local Development Plan and the New Development Supplementary Guidance**

Policy C1 welcomes development that will strengthen the network of centres and enhance Renfrewshire's centres, ensuring they are places which are vibrant, inclusive, accessible and complementary, as well as compatible with surrounding land uses. Within the established hierarchy of development Bishopton's role and function identifies the centre for a local convenience store with commercial and community facilities within the village centre.

Whilst the current proposal would not comply with the provisions of Policy P1 in terms of scale, in accordance with the justification set out above, it is considered that based on the projected growth of Bishopton over the coming years, and given the sustainable promotion of the community growth area, a standalone retail store of 4000 square metres could be accepted in this instance. Indeed, allowing a retail store of this scale would contribute to the vibrancy of the overall redevelopment of the ROF site whilst assisting in contributing to the potential for creating an inclusive Bishopton as a whole.

Policy P5 supports and encourages development within the Community Growth Areas where it supports the principles set out in the approved masterplan for the site. Whilst not wholly



in accordance with the approved masterplan for the area, for the reasons stated above, the proposal is considered to be acceptable.

Policy P1 presumes in favour of a continuance of the built form. New developments within these areas should be compatible and complementary to existing uses and demonstrate that they would cause no significant impact on these areas. As detailed above, the submission of applications for the approval of matters specified in condition will bring forward further detail in relation to the design and scale of development and through this process it can be ensured that development is compatible and complementary to existing uses, demonstrating that no significant impact would result.

Policy I3 identifies land which has been safeguarded for active travel, public transport and other transport improvements including an increased park and ride facility at Bishopton. As the current proposal includes appropriate provision it is compliant with the provisions of this policy.

In accordance with the Delivering the Infrastructure Strategy, the proposals ensure access and linkage to active travel and public transport networks which are an integral part of the overall masterplan for the redevelopment of the ROF site. The proposal therefore suitably complies with this strategy.

In terms of the Delivering the Environment Strategy, as discussed previously, the submission of noise assessments, site investigation and air quality reports can be ensured through the imposition of conditions.

The overall assessment of the proposal against the Proposed Local Plan and Supplementary Guidance echoes the statements made above and it is considered that the proposals are

appropriate for the location in this instance.

#### **Royal Ordnance Bishopton Design Code**

A Design Code has been established for the ROF site, and this will be applied to the assessment of proposals when further detailed applications come forward.

In addressing the points raised by the objectors which have not been considered within the main body of the report, the applicant has confirmed that the rate of house sales within the development has exceeded predictions and that it is likely completions will be in excess of projected figures. As existing retail provision within Bishopton is mainly focused on top-up shopping, the retail statement focuses on potential impact on comparable stores which cater for weekly shopping provision, and primarily Erskine. The current proposal would however see expenditure retained in Bishopton which would contribute to the vitality and viability of existing retail uses. The applicant has fulfilled their statutory requirement in relation to community engagement. The path at Sachelcourt Avenue is identified in the Council's Core Paths Plan. Insofar as a supplementary Section 75 Agreement is concerned, a further developer contribution is not considered to fulfil the tests of necessity, planning purpose, relationship to proposed development, scale and kind and reasonableness, all as set out in Scottish Government Circular 3/2012 'Planning Obligations and Good Neighbour Agreements'.

#### **Recommendation and Reasons for Decision**

The proposal has been assessed against each of the relevant policies in the development plan and the relevant guidance from the Scottish Ministers. Whilst there are elements of the proposal which are prima facie contrary to policy, adequate analysis has been provided which justifies a store of this scale at this location. It is therefore accepted that in the

promotion of a sustainable community growth area which will provide a vibrant community, a development of this scale would be acceptable to ensure the long term viability of the extended village.

The retail assessment has shown that the proposal should not result in an unacceptable adverse impact on other centres on a long term basis. There are also positive benefits from the proposal in that it will result in job creation (both during the construction phase and when operational) and the continued redevelopment of the ROF site.

Insofar as the development represents a departure from the adopted development plan, it is necessary to make a judgement as to whether this departure is significant and thus require notification to the Scottish Ministers. In this instance it is considered that although the proposal is contrary to some of the policies of the proposed plan it complies with others or with part of the policies contained within the more relevant, proposed local plan. It is therefore considered that although a departure it does not represent a significant departure. The aims, objectives and policies of the plans seek to achieve sustainable, active and appropriately planned community growth areas; and in this case, a community growth area with a village centre which contains a range of facilities to serve the needs of the existing and emerging community.

It is therefore recommended that planning permission be granted subject to conditions.

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### **Recommendation**

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**GRANT SUBJECT TO CONDITIONS**

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### **Conditions & Reasons**

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1. That the consent hereby approved shall comprise a maximum of 40 residential units,

840 square metres commercial floorspace (including Class 1, 2 and 3 uses), 715 square metres of community uses (including the provision of a Community Centre/Resource/Library) building, and a Class 1 retail unit not exceeding 4000 square metres gross floor area (80% of which shall be allocated to convenience goods and 20% to comparison) and a park and ride facility not exceeding 300 car parking spaces.

Reason: To define the permission and to ensure that the proposed development remains consistent with the supporting documentation.

2. That within 10 years of the date of this permission, application for approval of all of the matters specified within this consent shall be made to the Planning Authority.

Reason: To accord with the provisions of the Town and Country Planning (Scotland) Act 1997, as amended.

3. That before development starts within any development phase or sub-area, a written application and plans, in respect of the following matters, shall be submitted to and approved by the Planning Authority;

- (a) the siting, design and external appearance (including details of materials to be used) of all buildings and other structures within the site;
- (b) a site layout plan showing the position of all buildings, roads, footpaths, parking areas (distinguished where appropriate between private and public spaces), open space, walls and fences and landscaping;
- (c) the details of, and timetable for, the hard landscaping of the site;
- (d) details for management and maintenance of the areas identified in (c) above; and
- (e) details of the existing ground levels, and finished floor levels, in relation to a fixed datum, preferably ordnance survey.

Reason: To enable the Planning Authority to consider these aspects in detail.

4. That any detailed submission required by Condition 3 shall include a scheme for the provision of a mini roundabout at Station Road/Greenock Road, which shall be submitted for the written approval of the Planning Authority. The scheme submitted shall be accompanied by a phasing programme for the works and the development

shall proceed solely in accordance with this programme.

Reason: In the interests of traffic and pedestrian safety.

5. That any detailed submission required by the terms of Condition 3 above shall include details of any equipment required for the control of cooking odours, vapours or fumes. The use of premises for Class 3 development will require that no development shall commence until a scheme detailing the proposed ventilation and filtration systems to be used to disperse cooking fumes emanating from the premises have been submitted to and approved in writing by the planning authority. Any such scheme shall take cognisance of the Defra Publication "Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust – 2005." The premises shall not be occupied unless the ventilation and filtration scheme has been implemented and is fully operational.

Reason : In the interests of amenity.

6. That any detailed submission required by the terms of Condition 3 above, shall include demonstration, in the form of supporting drawings and calculations, of compliance with the Royal Ordnance Design Code paragraphs 6.3-6.7 'Water Management Design Principles'.

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

7. Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority, full details of the proposed soft and water landscaping works. These shall include:-

- Grassed areas; and
- The species, number and spacing of trees and shrubs

No subsequent alterations to the approved landscaping scheme are to take place unless submitted to and approved in writing by the Planning Authority. The scheme shall thereafter be implemented as approved.

Reason: In the interests of visual amenity and to ensure the safe movement of aircraft and the operation of Glasgow Airport.

8. That any detailed submission required by Condition 3 above, shall ensure that no development within any part of the application site boundary, hereby approved, exceeds 107m in height AOD.

Reason: In the interests of amenity and Glasgow Airport safeguarding.

9. That any detailed submission required by the terms of Condition 3 above, shall include a Bird Hazard Management Plan for that part of the development which shall be submitted for the written approval of the Planning Authority in consultation with Glasgow Airport. Thereafter, the Bird Hazard Management Plan shall be implemented in accordance with approved detail, and shall remain in force for the life of the building. 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.

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.

10. That any detailed submission required by the terms of Condition 3 above, shall include a noise assessment to determine the impact of the proposed commercial development, including the supermarket and its delivery area, the bar/restaurant, the other smaller retail units and the park and ride facility and its associated changes in road layout, on the proposed residential development within the application site and the residential properties located presently on Sachelcourt Avenue. The noise assessment shall be undertaken using appropriate methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. The assessment should assume open windows for ventilation purposes. Appropriate mitigation shall be included as part of the noise assessment

where the rating level exceeds the measured background noise level (measured at the most sensitive time of day when the proposed development will be operational).

Notwithstanding this, where the L<sub>max</sub> level is predicted to exceed 60dB (external) during the night period at the facade of any proposed residential development within the application site or residential property located presently on Sachelcourt Avenue, the survey shall include appropriate mitigation. The proposed development shall not be brought into operation until the mitigation measures have been completed in full.

Reason: In the interests of amenity.

11. That any detailed submission required by the terms of Condition 3 above, shall include a noise assessment to determine the impact of rail noise source on the development. The noise assessment shall be undertaken using appropriate methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. Appropriate mitigation shall be included as part of the noise assessment to ensure that internal noise levels, with windows closed, do not exceed 40dB daytime and 35dB night-time, measured as L<sub>Aeq,T</sub>. Notwithstanding this, where the L<sub>max</sub> level is predicted to exceed 60dB (external) during the night period at the facade of any residential dwelling proposed within the application site, the development proposals shall include appropriate mitigation. The applicant shall demonstrate that noise levels within any residential garden area within the development will not exceed 55dB(A), measured as L<sub>Aeq,T</sub>.

Reason: In the interests of amenity.

12. That any detailed submission required by the terms of Condition 3 above, shall include for any development hereby approved within the application boundary, a Local Air Quality Management Objective Report for the pollutants specified in the relevant Air Quality Regulations, made under Part IV of the Environment Act 1995. The report shall confirm that the Air Quality Management Objectives, shall not be exceeded either within the application site boundary or on Station Road or Sachelcourt Avenue to the north of the site where 'relevant exposure' is liable to occur. The survey and report shall use a

method based on the principles set out in the Scottish Government publication 'Local Air Quality Management Technical Guidance LAQM.TG(09)' or a method to be agreed with the Planning Authority.

Reason: In the interests of amenity and health and safety.

13. Prior to any construction works commencing for any development hereby approved, within the application boundary, the following shall be submitted for the written approval of the Planning Authority:-

- a) a site investigation report, characterising the nature and extent of any soil, water and gas contamination within the site; and where remedial works are recommended therein;
- b) a remediation strategy/method statement identifying the proposed methods for implementing all remedial recommendations contained within the site investigation report, in accordance with authoritative technical guidance (including BS10175:2011 - Investigation of potentially contaminated sites - Code of Practice; Planning Advice Note 33 (PAN 33) and the Council's publication "An Introduction to Land Contamination and Development Management").

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

14. Prior to occupation of any unit within the relevant phase of the development, a Verification Report, confirming completion of the works specified within the approved remediation Strategy for that phase of the development shall be submitted to, and approved by, the Planning Authority.

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

15. Prior to the commencement of trading of the single 4000 sq m retail unit, a minimum of 288 designated parking spaces and 300 Park and Ride Spaces shall be fully formed and operational. The spaces shall be hard surfaced in a material agreed with the Planning Authority and thereafter delineated on the ground.

Reason: In the interests of amenity and to ensure appropriate parking provision.

16. That any application for the approval of matters specified in Condition 3 above, shall confirm that the location of the 4000 sq m retail unit hereby approved shall be restricted to the area identified in blue on approved drawing no. 715-1554. The height of this unit shall not exceed a maximum height of 15 metres above ground level.

Reason: To ensure the proposal does not interfere with the continued safe operation of Glasgow Airport.

17. That any detailed submission required by the terms of Condition 3 above shall include details of upgrading works to Birch Road which shall be submitted for the written approval of the Planning Authority. The scheme submitted shall be accompanied by a phasing programme for the works and the development shall proceed solely in accordance with this programme.

Reason: To ensure safe vehicular and pedestrian access.

18. That prior to the submission of any details relating to the 4000 sq m Class 1 retail unit required by Condition 3, a design brief for that sub-area shall be submitted for the written approval of the Planning Authority. The brief shall set out the design approach and planning parameters to achieve the construction of a high quality building in terms of form, layout, massing, external finishes and architectural detailing, all of which shall be consistent with the principles of the Design Code for the Village Centre.

Reason: In the interests of visual amenity.

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 0141 618 7892.

The site has been visited and the photographs archived.

RENFREWSHIRE COUNCIL

Application No: 13/0374/PP

DEVELOPMENT AND HOUSING SERVICES  
RECOMMENDATION ON PLANNING APPLICATION

Regd: 17/06/2013

**Applicant**BAE Systems  
Westcott Venture Park  
Aylebury  
HP18 0NP**Agent**Cass Associates  
Studio 104,  
The Tea Factory  
82 Wood Street  
Liverpool  
L1 4DQ

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**Nature of proposals:**

Mixed use development comprising a food retail store of up to 4000sq meters gross floor area, individual retail/commercial units, community use/library/learning resource centre, residential, park and ride and open space.

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**Site:**

Royal Ordnance, Station Road, Bishopton, PA7 5NJ

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**Application for:**

Planning Permission in Principle

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**Description**

Planning permission in principle is sought for a mixed use development at the centre of Dargavel Village, Bishopton, comprising a food retail store of up to 4000 sq metres gross floor area, individual retail/commercial units (up to 840 sq m cumulatively), a community use/library/learning resource centre, residential development, a park and ride facility and open space.

The applicant has requested that consideration be given to a ten year consent in principle to enable phasing of the development.

The former Royal Ordnance Factory is a substantial 964 hectare site located to the south west of Bishopton which has been identified as a Community Growth Area. The current application site extends to 4.98 hectares and comprises residential areas and the village centre of the redevelopment site. The site adjoins the western edge of Bishopton, to the west of Bishopton Station. To the north is Gladstone Hill with Wester Rossland Park beyond. To the south is a SUDS pond with a further housing site beyond and to the east are additional water features (SUDS ponds), a residential site and the proposed village centre.

Access to the site shall be taken from the Northern and Southern Access Roads into the village centre.

De-contamination and clearance works have commenced to accommodate redevelopment.

**History**

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

12/0502/NO - Proposal of Application Notice relating to the erection of a village centre to include small scale retail, supermarket, small office units, food & drink uses and community uses. Accepted.

12/0760/EO - Screening Opinion relating to a planning application in principle for a mixed use development comprising a food retail store, petrol filling station, individual retail/commercial units, community use/library/learning resource centre, residential, park and ride and open space. Environmental Impact Assessment not required.

13/0028/PP - Mixed use development at the core of Dargavel Village comprising a food retail store of up to 6000sq meters gross floor area, individual retail/commercial units, community use/library/learning resource centre, residential, park and ride and open space. Withdrawn May 2013.

### **Policy & Material Considerations**

#### Glasgow and the Clyde Valley Strategic Development Plan

Diagram 4: Sustainable Location Assessment

The Spatial Development Strategy Model - Community Growth Area

Strategy Support Measure 7: Sustainable Transport: The need for a step-change

#### Adopted Renfrewshire Local Plan 2006

Strategic Policy 2: Sustainable Development and Settlement Strategy

Policy SS2: Royal Ordnance Bishopton

Policy T1: Policy on the Assessment of New Developments

Policy T6: Safeguarding of existing Park and Ride Car Park sites at Rail Stations

Policy H1: General Residential Policy

Policy H7: Criteria for New Residential Development

Policy R1: Town Centre Uses

Policy R2: Direction of Major Retail Developments to Strategic Town Centres

Policy R8: Secondary Centres Policy

Policy F1: 'Flooding'

Policy C1: Consideration of Development Proposals involving Land which may be Contaminated

Policy N1: Noise Protection

#### Proposed Renfrewshire Local Plan 2012

Policy C1: Renfrewshire Network of Centres

Policy P1: Renfrewshire's Places

Policy P5: Community Growth Areas

Policy I3: Potential Transport Improvements

#### Local Plan Supplementary Guidance 2012

Delivering the Centre Strategy: Centre Development Criteria & Local Service Centres

Delivering the Infrastructure Strategy - Infrastructure Development Criteria & Connecting Places

Delivering the Places Strategy - Places Development Criteria

Delivering the Environment Strategy - Noise, Contaminated Land and Air Quality

#### Material considerations

Scottish Planning Policy (SPP)

Royal Ordnance Bishopton Design Code

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 assessed against the above policies, the history of the site, the comments of the consultees and any representations received.

#### **Publicity**

Neighbour notification has been carried out in accordance with statute. The application was also advertised in the Paisley and Renfrewshire Gazette on 26 June 2013 with a deadline for representations of 17 July 2013.

### **Objections/Representations**

Three letters of objection have been received, the substance of which can be summarised as follows:-

- i) It is considered that the scale of retail development proposed would cause significant harm to the vitality and viability of the defined Bishopton Secondary Centre, contrary to the development plan and to the previous planning decisions relating to the scale of retail development at Dargavel Village. Furthermore, local residents are not of the opinion that there is a need for a mid-sized supermarket.
- ii) Concerned that the applicant's assumptions on the scale and rate of new residential development at Bishopton appear unrealistic and contrary to the Council's land audit.
- iv) Suggests that it would be helpful to understand the full extent of the retail floorspace that is included within the application proposals for the individual retail/commercial units.
- v) Questions whether the developer is in a position to confirm that Renfrewshire Council will support the provision of a second library in the Bishopton area.
- vi) Concern is expressed that the proposed access arrangements will lead to congestion and traffic safety issues, which will affect the character of the existing village.
- vii) Disputes the applicants claims that active engagement has taken place with the community.
- viii) Concerns on the grounds that the path at Sachelcourt Avenue is identified as a Core Path.

### **Consultations**

**Head of Roads (Traffic)** - No objections subject to conditions requiring the provision of a minimum of 588 parking spaces for the park and ride facility and retail unit and amendments to the proposed mini-roundabout.

**Head of Roads (Design Services)** - No objections subject to a condition requiring that each phase demonstrate compliance with the ROF Bishopton Design Code.

**Director of Community Resources** - No objections subject to conditions requiring the submission of Noise Assessments, an Air Quality Assessment Report and Site Investigation, Remediation Strategy and Verification reports.

**Glasgow Airport Safeguarding** - No objections subject to conditions requiring the submission of a Bird Management Hazard Plan, a limitation on the height of buildings and structures and the submission of a landscaping scheme.

**NATS** - No objections subject to a condition restricting the height of the retail store to 15 metres above ground level. The location of the retail store also requires to be defined.

**SEPA** - No objections.

**Scottish Water** - No objections.

**Bishopton Community Council** - Considers that the reduction in scale is more appropriate for the proposed village centre. The opportunity for an amendment to the Section 75 Agreement to secure developer contributions to provide benefit to the existing community should be explored.



**Summary of Main issues of:-**

Pre-Application Public Consultation Statement - Provides an overview of pre-application consultations which have been undertaken, including details of the events held on 2 July, 2 and 9 August 2012 at Bishopton Community Centre. The summary provided by BAE Systems stated that feedback suggested a significant number of people have concerns about how the development will impact on the structure and character of Bishopton.

Planning Statement - Highlights that planning permission in principle exists for a mixed use development and that the development allows the managed expansion of Bishopton in accordance with the principles of a Community Growth Area. The current application follows BAE Systems identified need for a significantly larger-scale food store to act as an anchor for the village. The statement considers SPP as well as the Glasgow and Clyde Valley Strategic Development Plan, the Adopted and Proposed Local Plans and other relevant material considerations and concludes that the proposal would be in accordance with relevant policies.

Retail Statement - Considers the capacity for new retail development as part of the Community Growth Area including the need for a range of town centre uses to support the new population. The scale of the current proposals and the potential impact on the vitality and viability of other centres is also considered. The statement opines that a larger (than the approved 1000 sq m) retail element could be supported. In addition the statement finds that there is a substantial level of expenditure available to support existing local convenience food stores and potential for a significant increase in new retail floorspace in both convenience and comparison goods. This would prevent leakage of Bishopton expenditure to other towns and retain this expenditure within Bishopton. The applicant avers that at the time of adoption of the current local plan, which was guided by the then Structure Plan, the Structure Plan concluded that there was no need for retail space over 1000 sq m, based on population figures at the time and not the projected figures. The statement concludes that the proposal would not raise any strategic concerns and that a larger store in Bishopton would not undermine the vitality or viability of Erskine Town Centre.

Design & Access Statement - Identifies key design and development principles which would define the character of the Village Centre. A primary vehicle route is also proposed which is part of a wider grid format offering a choice of routes.

Environmental Statement - Advises that the south-western corner of the development area has been investigated and remediated as part of the Phase 1 remediation earthworks. The northern area of the site has been subject to Stage 1 and 2 investigations and there is a requirement to undertake further investigations to inform remediation. A Remedial Method Statement has been considered and identifies procedures to be implemented.

Flood Risk Assessment - This takes into consideration and accords with the previously approved flood risk assessment and site-wide surface water management appraisals for the overall redevelopment area.

Transport Assessment (including Park & Ride Demand Study & Public Transport Study) – Details the existing and committed transport infrastructure in and around the application site and considers the travel characteristics of the Dargavel Village Centre Development. An analysis is also provided relating to the wider road network and integration of the village centre into the existing network. Provisions for sustainable transport infrastructure are further considered to support the village centre as well as a car parking strategy. The assessment is supported by trip calculations and a Traffic Impact Analysis.

Planning Obligation Summary - N/A

Scottish Ministers Direction - Applications which are considered significantly contrary to the Development Plan require to be notified to the Scottish Ministers. It is for the Local Authority to judge if such a departure from the plan is considered 'significant'. The expectation is that an application should be notified to Ministers where the proposed development is contrary to the main aims, objectives and policies of the development plan.

### **Assessment**

**Scottish Planning Policy (SPP)**: states that Development Plans should identify a network of centres, which will include a hierarchy of town centres, commercial centres and other local centres.

It provides criteria which should be considered where a proposed retail development is contrary to the Development Plan including: the use of the sequential approach; that there is no unacceptable individual or cumulative impact on the vitality or viability of the identified network of centres; that the proposal will meet the deficiencies identified in the Development Plan; and, that it should not conflict with other significant objectives of the plan.

Taking the above into consideration, as Bishopton is identified as a Secondary Centre in the Adopted Local Plan and as a Local Service Centre in the Proposed Local Plan, the scale of the proposed retail supermarket would be contrary to the provisions of the Local Development Plans. In this case, however, the applicant has satisfactorily shown a demonstrable need for a retail store of the scale proposed due to the projected growth of Bishopton through the redevelopment of the former ROF site. The population of the village is projected to increase by approximately 6,800 over the next 15 years, and I do not consider that a sequential approach is necessary as the principle of a retail store at this location, albeit substantially smaller, has been accepted under the provisions of the masterplan for the site. The retail statement provides sufficient justification that there would be no individual or cumulative impact on the vitality or viability of the identified network of centres and that the proposal will meet deficiencies in the provision of retail floorspace in Bishopton, as the Community Growth Area is developed.

### **Glasgow and the Clyde Valley Strategic Development Plan 2012**

As the proposed development site is identified within the Network of Strategic Centres and within a Community Growth Area, the proposals are in line with the Spatial Development Strategy set out in the GCVSDP. As such the most appropriate tool for the assessment of the proposals is considered to be the Local Development Plan.

### **Adopted Renfrewshire Local Plan**

Assessing the proposals against the relevant policies of the Adopted Local Plan the following comments can be made:-

Strategic Policy 2 'Sustainable Development and Settlement Strategy', requires that the Council will seek to ensure that development proposals adhere to the principles of sustainability by pursuing sustainable settlement patterns through directing new development to sites within the existing towns and villages; safeguarding and promoting the vitality and viability of the town centres; and applying strict control to development within the green belt.

As the principle of redevelopment has been established through the granting of planning permission in principle 06/0602/PP, compliance with the Structure Plan (now superseded by the Strategic Development Plan) has also been broadly agreed. Further consideration in relation to the increase in retail floorspace is assessed in greater detail below as well as the potential impact on infrastructure and the impact of the proposals on the existing settlement of Bishopton.

In principle, the masterplanned approach to the redevelopment of the site as well as the

continued environmental remediation is considered to be in accordance with the provisions of Local Plan Policy SS2.

With regard to Policy T1, the proposals have been assessed in terms of the general requirements set out in relation to sustainability of location, provision for walking and cycling, public transport provision, rail services, design and layout, traffic impacts, parking and environmental impact. In consultation with the Head of Roads the proposals are considered to be compliant with this policy subject to conditions requiring the provision of a minimum level of parking provision and amendments to the local road network at Station Road/Greenock Road and Birch Road.

In addition to the arrangements proposed to date, to promote accessibility for both existing residents and those to the north of the development, upgrading works are also considered necessary to Birch Road. These upgrading works have been raised with the applicant during the application assessment and can be ensured through the imposition of a suspensive planning condition should planning permission be approved.

Policy T6 safeguards land at a number of locations including Bishopton as park and ride facilities and presumes against development proposals which would prejudice these. The proposals make provision for safeguarding the existing facilities and for extending the level of provision and therefore accord with the policy.

The principle of residential development within the core centre has been established through the granting of planning permission in principle 06/0602/PP, therefore the proposal is found to be in accordance with Policy H1. As the current application is for permission in principle, details of the residential development are limited and further assessment of the proposal against Policy H7 will be undertaken at the approval of matters specified in condition stage.

Policies R1 and R8 require the Council to direct proposals for town centre uses to the strategic and secondary centres except those required to meet a local neighbourhood demand. In this regard it is considered that for the establishment of a successful, sustainable and integrated community growth area a range of town centre uses are required to support the increased population. This would however require to remain at a level that would not impact upon the vitality or viability of Renfrewshire's other centres.

Through this application, the applicants stated intention is to continue to promote the Community Growth Area by identifying a managed sustainable approach to the development of the village core, which builds from the centre outwards, encouraging the continued redevelopment of the wider site and providing the amenities required to promote a sustainable place to live, work and socialise.

Policy R2 directs retail developments of over 2000 sq m gross 'comparison' floor space and over 1000 sq m gross 'convenience' floorspace to the Strategic Town Centres, including Erskine to support the vitality and viability of the Town Centres. Proposals in excess of these thresholds shall require to be considered against the provisions of the Strategic Development Plan (which supersedes the Structure Plan). In support of the current application, a retail statement has been submitted which advises that Bishopton's population (including projected figures) could accommodate a 4000 sq m food retail store as well as independent retail units, without significantly compromising the vitality or viability of the closest Strategic Town Centre of Erskine, in the long term. Justification includes the available expenditure within the area, an increased population and a reduction in the requirement to travel to undertake larger shopping trips. Having considered this statement, it is accepted that a larger retail store than previously approved at this location could be supported to ensure a vibrant and sustainable village core can be achieved which will adequately promote the community growth area through a managed sustainable approach. Whilst it is accepted that there may be some impact on Erskine initially as shopping habits alter, this is likely to lessen during the continued redevelopment of the ROF site as additional

potential consumers (and consequently expenditure) move to the area and make their own choices in relation to retail provision in the wider area. In planning for the long term requirements of Bishopton and promoting the continued regeneration of this significant site, it is considered that this initial impact would be acceptable.

In assessing the proposal against Table R1, as discussed above a sequential approach to development is not required. A suitable catchment population has been demonstrated long term, and the proposals would promote more sustainable shopping travel patterns and prevent the leakage of expenditure from the area. In addition, the existing Erskine centre is only likely to be impacted until shopping habits are established and the Community Growth Area is developed out. The proposal accords with the aim of achieving sustainable transport and suitable provision has been made for traffic circulation, access and parking. No impact is likely to ensue on the amenity of adjacent properties and no impact on the environment or infrastructure is envisaged.

With specific regard to the design of the 4000 sq m retail store, it is considered that it is imperative that this building should make a significant architectural contribution to the village centre (given its prominent location within the site) and should act as a focal point. As such, I take the view that the applicant should be required to give careful and early consideration to the detailed design of this building, including the use of materials and detailing to accord with the agreed Design Code. Appropriate linkages should be provided around this building, allowing access to other commercial uses, public spaces, community facilities and residential development.

Within the wider application site, it is considered that the indicative zoning of building locations demonstrates an appropriate planned approach to the village core in terms of the compatibility and functional relationships of the uses. The scale and design of buildings will require to be considered further as applications are submitted for the approval of matters specified in conditions.

The provision of a community use/library/learning resource within the masterplan area has been established through planning permission in principle 06/0602/PP and is considered appropriate to serve localised needs during and post expansion of Bishopton. This is not intended to duplicate library provision which already exists in Bishopton, but rather to provide a small-scale adjunct within the village core.

Policy F1 requires the Council to assess applications for planning permission to establish the risk of flooding to which the development will be subject, the effect which the development will have on the risk of flooding elsewhere and the effect on flood plains and flood attenuation areas. In this regard the Head of Roads has advised that he has no objections to the proposal subject to a condition requiring that each phase demonstrate compliance with the Design Code. In addition, SEPA have confirmed that they are satisfied that the proposal will suitably accord with the previously agreed drainage strategy for the overall redevelopment of the site.

The supporting documentation has been considered by the Director of Community Resources in relation to the requirements of Policy C1 and it is recommended that should planning permission be granted in principle, that conditions be attached to ensure that the site is remediated and made suitable to receive the new development.

Policy N1 relates to noise protection and requires that noise sensitive developments be protected. In this regard the Director of Community Resources has recommended that these matters be safeguarded by the attachment of appropriate conditions. Similarly, air quality can also be ensured through conditions.

Taking the above into consideration, whilst the scale of the stand-alone retail store does not accord with the provisions of the Adopted Local Plan, the applicant has demonstrated a local

need for a development of this scale. By virtue of the promotion of the community growth area, substantial village expansion and to retain expenditure within Bishopton, without significant detriment to the town centre of Erskine, it is considered that on balance, suitable justification has been made.

### **Proposed Local Development Plan and the New Development Supplementary**

#### **Guidance**

Policy C1 welcomes development that will strengthen the network of centres and enhance Renfrewshire's centres, ensuring they are places which are vibrant, inclusive, accessible and complementary, as well as compatible with surrounding land uses. Within the established hierarchy of development Bishopton's role and function identifies the centre for a local convenience store with commercial and community facilities within the village centre.

Whilst the current proposal would not comply with the provisions of Policy P1 in terms of scale, in accordance with the justification set out above, it is considered that based on the projected growth of Bishopton over the coming years, and given the sustainable promotion of the community growth area, a standalone retail store of 4000 square metres could be accepted in this instance. Indeed, allowing a retail store of this scale would contribute to the vibrancy of the overall redevelopment of the ROF site whilst assisting in contributing to the potential for creating an inclusive Bishopton as a whole.

Policy P5 supports and encourages development within the Community Growth Areas where it supports the principles set out in the approved masterplan for the site. Whilst not wholly in accordance with the approved masterplan for the area, for the reasons stated above, the proposal is considered to be acceptable.

Policy P1 presumes in favour of a continuance of the built form. New developments within these areas should be compatible and complementary to existing uses and demonstrate that they would cause no significant impact on these areas. As detailed above, the submission of applications for the approval of matters specified in condition will bring forward further detail in relation to the design and scale of development and through this process it can be ensured that development is compatible and complementary to existing uses, demonstrating that no significant impact would result.

Policy I3 identifies land which has been safeguarded for active travel, public transport and other transport improvements including an increased park and ride facility at Bishopton. As the current proposal includes appropriate provision it is compliant with the provisions of this policy.

In accordance with the Delivering the Infrastructure Strategy, the proposals ensure access and linkage to active travel and public transport networks which are an integral part of the overall masterplan for the redevelopment of the ROF site. The proposal therefore suitably complies with this strategy.

In terms of the Delivering the Environment Strategy, as discussed previously, the submission of noise assessments, site investigation and air quality reports can be ensured through the imposition of conditions.

The overall assessment of the proposal against the Proposed Local Plan and Supplementary Guidance echoes the statements made above and it is considered that the proposals are appropriate for the location in this instance.

#### **Royal Ordnance Bishopton Design Code**

A Design Code has been established for the ROF site, and this will be applied to the assessment of proposals when further detailed applications come forward.

In addressing the points raised by the objectors which have not been considered within the

main body of the report, the applicant has confirmed that the rate of house sales within the development has exceeded predictions and that it is likely completions will be in excess of projected figures. As existing retail provision within Bishopton is mainly focused on top-up shopping, the retail statement focuses on potential impact on comparable stores which cater for weekly shopping provision, and primarily Erskine. The current proposal would however see expenditure retained in Bishopton which would contribute to the vitality and viability of existing retail uses. The applicant has fulfilled their statutory requirement in relation to community engagement. The path at Sachelcourt Avenue is identified in the Council's Core Paths Plan. Insofar as a supplementary Section 75 Agreement is concerned, a further developer contribution is not considered to fulfil the tests of necessity, planning purpose, relationship to proposed development, scale and kind and reasonableness, all as set out in Scottish Government Circular 3/2012 'Planning Obligations and Good Neighbour Agreements'.

### **Recommendation and reasons for decision**

The proposal has been assessed against each of the relevant policies in the development plan and the relevant guidance from the Scottish Ministers. Whilst there are elements of the proposal which are prima facie contrary to policy, adequate analysis has been provided which justifies a store of this scale at this location. It is therefore accepted that in the promotion of a sustainable community growth area which will provide a vibrant community, a development of this scale would be acceptable to ensure the long term viability of the extended village.

The retail assessment has shown that the proposal should not result in an unacceptable adverse impact on other centres on a long term basis. There are also positive benefits from the proposal in that it will result in job creation (both during the construction phase and when operational) and the continued redevelopment of the ROF site.

Insofar as the development represents a departure from the adopted development plan, it is necessary to make a judgement as to whether this departure is significant and thus require notification to the Scottish Ministers. In this instance it is considered that although the proposal is contrary to some of the policies of the proposed plan it complies with others or with part of the policies contained within the more relevant, proposed local plan. It is therefore considered that although a departure it does not represent a significant departure. The aims, objectives and policies of the plans seek to achieve sustainable, active and appropriately planned community growth areas; and in this case, a community growth area with a village centre which contains a range of facilities to serve the needs of the existing and emerging community.

It is therefore recommended that planning permission be granted subject to conditions.

### **Index of Photographs**

Site has been visited and photographs archived.

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### **RECOMMENDATION**

**GRANT** subject to conditions

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### **Other Action**

### **Conditions and Reasons**

- 1 That the consent hereby approved shall comprise a maximum of 40 residential units, 840 square metres commercial floorspace (including Class 1, 2 and 3 uses), 715 square metres of community uses (including the provision of a Community Centre/Resource/Library) building, and a Class 1 retail unit not exceeding 4000 square metres gross floor area (80% of which shall be allocated to convenience

goods and 20% to comparison) and a park and ride facility not exceeding 300 car parking spaces.

Reason: To define the permission and to ensure that the proposed development remains consistent with the supporting documentation.

- 2 That within 10 years of the date of this permission, application for approval of all of the matters specified within this consent shall be made to the Planning Authority.

Reason: To accord with the provisions of the Town and Country Planning (Scotland) Act 1997, as amended.

- 3 That before development starts within any development phase or sub-area, a written application and plans, in respect of the following matters, shall be submitted to and approved by the Planning Authority;

- (a) the siting, design and external appearance (including details of materials to be used) of all buildings and other structures within the site;
- (b) a site layout plan showing the position of all buildings, roads, footpaths, parking areas (distinguished where appropriate between private and public spaces), open space, walls and fences and landscaping;
- (c) the details of; and timetable for, the hard landscaping of the site;
- (d) details for management and maintenance of the areas identified in (c) above; and
- (e) details of the existing ground levels, and finished floor levels, in relation to a fixed datum, preferably ordnance survey.

Reason: To enable the Planning Authority to consider these aspects in detail.

- 4 That any detailed submission required by Condition 3 shall include a scheme for the provision of a mini roundabout at Station Road/Greenock Road, which shall be submitted for the written approval of the Planning Authority. The scheme submitted shall be accompanied by a phasing programme for the works and the development shall proceed solely in accordance with this programme.

Reason: In the interests of traffic and pedestrian safety.

- 5 That any detailed submission required by the terms of Condition 3 above shall include details of any equipment required for the control of cooking odours, vapours or fumes. The use of premises for Class 3 development will require that no development shall commence until a scheme detailing the proposed ventilation and filtration systems to be used to disperse cooking fumes emanating from the premises have been submitted to and approved in writing by the planning authority. Any such scheme shall take cognisance of the Defra Publication "Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust – 2005." The premises shall not be occupied unless the ventilation and filtration scheme has been implemented and is fully operational.

Reason : In the interests of amenity.

- 6 That any detailed submission required by the terms of Condition 3 above, shall include demonstration, in the form of supporting drawings and calculations, of compliance with the Royal Ordnance Design Code paragraphs 6.3-6.7 'Water Management Design Principles'.

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

- 7 Prior to the commencement of any construction works on site, the developer shall provide for the written approval of the Planning Authority, full details of the proposed soft and water landscaping works. These shall include:-

- Grassed areas; and
- The species, number and spacing of trees and shrubs

No subsequent alterations to the approved landscaping scheme are to take place unless submitted to and approved in writing by the Planning Authority. The scheme shall thereafter be implemented as approved.

Reason: In the interests of visual amenity and to ensure the safe movement of aircraft and the operation of Glasgow Airport.

- 8 That any detailed submission required by Condition 3 above, shall ensure that no development within any part of the application site boundary, hereby approved, exceeds 107m in height AOD.

Reason: In the interests of amenity and Glasgow Airport safeguarding.

- 9 That any detailed submission required by the terms of Condition 3 above, shall include a Bird Hazard Management Plan for that part of the development which shall be submitted for the written approval of the Planning Authority in consultation with Glasgow Airport. Thereafter, the Bird Hazard Management Plan shall be implemented in accordance with approved detail, and shall remain in force for the life of the building. 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.

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.

- 10 That any detailed submission required by the terms of Condition 3 above, shall include a noise assessment to determine the impact of the proposed commercial development, including the supermarket and its delivery area, the bar/restaurant, the other smaller retail units and the park and ride facility and its associated changes in road layout, on the proposed residential development within the application site and the residential properties located presently on Sachelcourt Avenue. The noise assessment shall be undertaken using appropriate methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. The assessment should assume open windows for ventilation purposes. Appropriate mitigation shall be included as part of the noise assessment where the rating level exceeds the measured background noise level (measured at the most sensitive time of day when the proposed development will be operational). Notwithstanding this, where the L<sub>Amax</sub> level is predicted to exceed 60dB (external) during the night period at the facade of any proposed residential development within the application site or residential property located presently on Sachelcourt Avenue, the survey shall include appropriate mitigation. The proposed development shall not be brought into operation until the mitigation measures have been completed in full.

Reason: In the interests of amenity.

- 11 That any detailed submission required by the terms of Condition 3 above, shall include a noise assessment to determine the impact of rail noise source on the development. The noise assessment shall be undertaken using appropriate



methodology and taking cognisance of the quantitative and qualitative means of assessment, as described within the Scottish Government's Technical Advice Note: Assessment of Noise. Appropriate mitigation shall be included as part of the noise assessment to ensure that internal noise levels, with windows closed, do not exceed 40dB daytime and 35dB night-time, measured as LAeq,T. Notwithstanding this, where the LAmax level is predicted to exceed 60dB (external) during the night period at the facade of any residential dwelling proposed within the application site, the development proposals shall include appropriate mitigation. The applicant shall demonstrate that noise levels within any residential garden area within the development will not exceed 55dB(A), measured as LAeq,T.

Reason: In the interests of amenity.

- 12 That any detailed submission required by the terms of Condition 3 above, shall include for any development hereby approved within the application boundary, a Local Air Quality Management Objective Report for the pollutants specified in the relevant Air Quality Regulations, made under Part IV of the Environment Act 1995. The report shall confirm that the Air Quality Management Objectives, shall not be exceeded either within the application site boundary or on Station Road or Sachelcourt Avenue to the north of the site where 'relevant exposure' is liable to occur. The survey and report shall use a method based on the principles set out in the Scottish Government publication 'Local Air Quality Management Technical Guidance LAQM.TG(09)' or a method to be agreed with the Planning Authority.

Reason: In the interests of amenity and health and safety.

- 13 Prior to any construction works commencing for any development hereby approved, within the application boundary, the following shall be submitted for the written approval of the Planning Authority:-

- a) a site investigation report, characterising the nature and extent of any soil, water and gas contamination within the site; and where remedial works are recommended therein;
- b) a remediation strategy/method statement identifying the proposed methods for implementing all remedial recommendations contained within the site investigation report, in accordance with authoritative technical guidance (including BS10175:2011 - Investigation of potentially contaminated sites - Code of Practice; Planning Advice Note 33 (PAN 33) and the Council's publication "An Introduction to Land Contamination and Development Management").

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

- 14 Prior to occupation of any unit within the relevant phase of the development, a Verification Report, confirming completion of the works specified within the approved Remediation Strategy for that phase of the development shall be submitted to, and approved by, the Planning Authority.

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

- 15 Prior to the commencement of trading of the single 4000 sq m retail unit, a minimum of 288 designated parking spaces and 300 Park and Ride Spaces shall be fully formed and operational. The spaces shall be hard surfaced in a material agreed with the Planning Authority and thereafter delineated on the ground.

Reason: In the interests of amenity and to ensure appropriate parking provision.

- 16 That any application for the approval of matters specified in Condition 3 above, shall confirm that the location of the 4000 sq m retail unit hereby approved shall be restricted to the area identified in blue on approved drawing no. 715-1554. The height of this unit shall not exceed a maximum height of 15 metres above ground level.

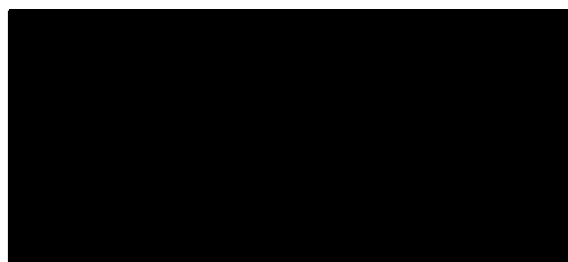
Reason: To ensure the proposal does not interfere with the continued safe operation of Glasgow Airport.

- 17 That any detailed submission required by the terms of Condition 3 above shall include details of upgrading works to Birch Road which shall be submitted for the written approval of the Planning Authority. The scheme submitted shall be accompanied by a phasing programme for the works and the development shall proceed solely in accordance with this programme.

Reason: To ensure safe vehicular and pedestrian access.

- 18 That prior to the submission of any details relating to the 4000 sq m Class 1 retail unit required by Condition 3, a design brief for that sub-area shall be submitted for the written approval of the Planning Authority. The brief shall set out the design approach and planning parameters to achieve the construction of a high quality building in terms of form, layout, massing, external finishes and architectural detailing, all of which shall be consistent with the principles of the Design Code for the Village Centre.

Reason: In the interests of visual amenity.



Fraser Carlin  
Head of Planning and Development

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.