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DARGAVEL VILLAGE, BISHOPTON
MIXED USE DEVELOPMENT IN THE VILLAGE CENTRE
(ALTERNATIVE TO PLANNING APPLICATION REFERENCE 13/0028/PP
WITHDRAWN ON 30.05.13)

PLANNING STATEMENT

on behalf of

BAE SYSTEMS

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May 2013

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1 Introduction

- 1.1 This planning application is an alternative to application reference 13/0028/PP which was withdrawn on 30.05.13.

Background Information

- 1.2 Planning permission in principle has been granted (06/0602/PP) for mixed use development across the quadrant of land at the former factory which is adjacent to Bishopton. This development allows for the managed expansion of Bishopton in accordance with the principles of a Community Growth Area. At the core of the development is a zone where community, retail, commercial and residential uses are to be intermixed. Uses such as the school, health centre, library and shops will benefit existing residents in Bishopton as well as prospective residents. The uses are placed in the most accessible location, in proximity to the rail station and bus routes and along the Station Road axis – a key link for pedestrians, cyclists and public transport.
- 1.3 The mixed use development planning permission imposes a limit on the quantum of different uses. Condition 1 of the planning permission states, inter alia, that ‘local retail provision shall not exceed 1,000 square metres gross floorspace’. The reason for a new planning application on a relatively small part of the development area at the core of the new development is that the site owner, BAE Systems, has identified a need for an intermediate scale of food store to act as an anchor for the village centre. The size of this store is significantly in excess of the 1,000 square metre limit.

The Planning Application

- 1.4 The planning application extends across a full urban block (see Figure 1.1). At the centre of the urban block is the food store and associated smaller retail or commercial units. Towards the edges of the block are other village centre uses and activities. These are the park and ride car park along the eastern edge, residential development along the southern edge and the library/learning resource centre in a setting of public realm along the northern edge.
- 1.5 The principle of the mix and broad scale of land uses is being sought through the planning application not the detail. Notwithstanding this, an indication of the scale of anticipated development is as follows:

Use or Activity	Approximate Land Area (ha)	Approximate Scale
1. Park and Ride car park	0.96	300 spaces
2. Food retail store, individual retail or commercial units and petrol filling station	2.08	4,000 sq metre food retail and 840 sq metre retail/commercial units
3. Residential	0.84	Around 40 residential units
4. Library/learning resource centre and public realm	1.10	585 – 715 sq metre

1.6 The purpose of this Planning Statement is to describe the proposed development in the context of the Bishopton Community Growth Area, assess it against relevant development plan policies and to explore other planning considerations.

1.7 Because the proposed development exceeds the thresholds in the Town and Country Planning (Hierarchy of Development) (Scotland) Regulations 2009 (site area in excess of 2ha or a development over 5,000 square metres gross), it is a Major Development. Accordingly, a Proposal of Application Notice (PAN) was issued to Renfrewshire Council on 12 July 2012 (reference 12/0502/NO). On 31 July 2012 Renfrewshire Council confirmed that the scope of pre-application consultation with the local community is acceptable.

1.8 This Planning Statement should be considered in tandem with the other documents which support the planning application:

- Design and Access Statement (to satisfy Regulation 9(e) and 13 of the Town and Country Planning (Development Management Procedures) (Scotland) Regulations 2008).
- Pre-Application Consultation Report (to satisfy Regulation 9(d)(i) of the Town and Country Planning (Development Management Procedures) (Scotland) Regulations 2008).
- Phase 1 Desk Study Report.
- Retail Statement
- Transport Assessment.

- Flood Risk Assessment.

1.8 The different components proposed in this application for permission in principle will be delivered in stages. To allow for this and to provide flexibility it is respectfully requested that there is provision made for the submission of applications for approval of matters specified in conditions over a period of **10** years from the date when the planning permission in principle is granted rather than the standard 3 years.



Figure 1.1 Village centre general arrangement

2 Planning Policy Context

2.1 There is relevant planning policy and guidance at three levels: National, Regional and Local.

SPP Scottish Planning Policy 2010

- 2.2 The SPP is a statement of Scottish Government policy on nationally important land use planning matters. It places a strong emphasis on the need for the planning system to pro-actively support development that will contribute to sustainable economic growth and to high quality sustainable places. This objective is to be achieved within the framework provided by development plans. The SPP highlights that the Town and Country Planning (Scotland) Act 1997 requires decisions to be made in accordance with the development plan unless material considerations indicate otherwise.
- 2.3 The SPP states that town centres should be the focus for a mix of uses including retail, leisure, entertainment, recreation, cultural and community facilities, as well as homes and businesses. The range and quality of shopping, wider economic and social activity, integration with residential areas and the quality of the environment are all key influences on the success of town centres (paragraph 52).
- 2.4 Development plans are encouraged to identify a network of centres. Within the network the individual role of each centre should support and be supported by the role of other centres. Town centres in the network should have a diverse mix of uses and attributes rather than being particularly retail led. A retail-led approach will create an (unwelcome) homogenous centre (paragraph 54).
- 2.5 The network of centres identified in the development plan will provide a context for the assessment of proposals for new development. It should identify appropriate locations for new development and regeneration (paragraph 56). New development should integrate successfully and create effective links with the surrounding area. Town centres should provide a high quality, inclusive and safe environment. Well designed public spaces and buildings can improve the health, vitality and economic potential of a town centre (paragraph 57).
- 2.6 The selection of locations for all retail and commercial leisure uses should follow a sequential approach. This approach requires that locations are considered in the following order – town centre, edge of town centre, other commercial centres identified in the development plan and then out of centre locations that are or can be made easily available by a choice of transport modes (paragraph 62).
- 2.7 A retail impact analysis should be undertaken where a retail and leisure development over 2,500 square metres gross floorspace outwith a defined town centre is proposed which is not in accordance with the development

plan (paragraph 65). The impact analysis should consider the relationship of the proposed development with the network of centres identified in the development plan.

Glasgow and the Clyde Valley Strategic Development Plan 2012

2.8 The Spatial Development Strategy (SDS) identifies a network of centres which, over the period to 2035, will be central to delivering the aims and objectives of the Strategic Development Plan (SDP). The focus is on the sustainability of centres. Strategic centres are defined and the role and function of each centre is outlined (Schedule 12). The SDP aims to protect and enhance centres with a channelling of investment to secure their respective roles, improve their quality of offer, their diversity, their public realm and environment and continuing sustainable accessibility (paragraph 4.101).

2.9 The SDS is supported by, inter alia, Background Report 14 on the Network of Strategic Centres. It places a focus on comparison goods retailing as the main retail function of strategic centres. It notes that convenience retailing tends to be more localised, serving neighbourhoods and bulky goods retailing is typically out of centre and accessible. Following assessment, it is clear that there is no significant spatial strategic issue regarding either convenience retailing or bulky goods retailing. There is a reasonable distribution and provision of such retailing across Glasgow and the Clyde Valley.

2.10 Bishopton does not feature in the network of strategic centres but it is central to the main focus of the SDS which is:

'upon sustainable economic growth, regeneration, renewal of the urban fabric, minimising carbon and development footprints, all of which are allied to enhanced sustainable transport links between Glasgow City Centre and the city-region core and the city-region's constituent communities (paragraph 4.1)'.

2.11 Bishopton is a Community Growth Area (CGA) and has a strategic role to meet the needs of future growth in the city region. The SDS repeats the objectives for the Bishopton CGA. In summary these are:

- A managed and sustainable approach to growth with an emphasis on its location along a key rail and public transport corridor.
- An opportunity to create a low carbon, sustainable community.
- Releasing low carbon development through a planning framework.
- Incorporating green infrastructure.

- Providing local scale employment and business development.
- Providing new community infrastructure.

Renfrewshire Local Plan 2006

- 2.12 The Local Plan (LP) for Renfrewshire was adopted in March 2006. It guides future development and use of land in Renfrewshire.
- 2.13 Consistent with national and regional tiers of planning policy and guidance, the Local Plan identifies a network of centres. One of the primary aims of the Plan is to promote the health and vitality of these centres. It recognises that centres have different roles and functions depending on size and location. The centres are grouped to address strategic town centres, secondary centres, neighbourhood shops and out of centre retailing. The objective of the Plan is to safeguard and support these centres, to provide a comprehensive policy framework against which retail and other town centre proposals can be assessed and to create and safeguard a high quality environment.
- 2.14 Policy R2 relates to the strategic town centres. Comparison floorspace of over 2,000 square metres and convenience floorspace of over 1,000 square metres should be directed to the strategic town centres.
- 2.15 Secondary centres are seen as playing an important role as a focus for surrounding communities. Policy R8 covers secondary centres. It aims to direct shopping and other town centre uses to meet localised needs to secondary centres.
- 2.16 Bishopton harbours a secondary centre, defined as an area around the primary school and library at the junction of Old Greenock Road and Greenock Road. The Local Plan notes however, that shopping and community facilities are dispersed to a number of locations, making it *'more difficult to define a centre as such'* (paragraph 7.47).
- 2.17 The Royal Ordnance site at Bishopton also features in the Local Plan as a strategic location to meet long term development needs (Policy SS2). It notes that the regeneration of the factory site should be the subject of a masterplan based on the following principles:
- (a) Strengthening the existing community of Bishopton by enhancing community infrastructure.
 - (b) Sustainable development, including minimising private car use, safeguarding high value environmental resources, measures to reduce energy consumption and sensitivity to resource carrying capacities.

- (c) Effective remediation, reclamation and reuse of the entire site, including the sustainable treatment of undeveloped areas for appropriate countryside uses.

The Emerging Renfrewshire Local Development Plan

- 2.18 The new style Local Development Plan (LDP) for Renfrewshire is being prepared.
- 2.19 The build up to drafting the Proposed Renfrewshire Local Development Plan included a Main Issues Report. This was published in December 2011. In relation to retailing and town centres the Main Issues Report notes that there will be a need *'to take a more flexible approach to town centre policy, with greater focus being placed on what is needed for each centre. The policy direction will be to enable and support a diverse mix of activities and uses within centres to ensure their vitality and viability'* (paragraph 8.6).
- 2.20 There is also a Place Analysis in the Main Issues report. For Bishopton a graphic appraisal is provided (Figure 2.1).
- 2.21 The LDP was published for consultation on 14 January 2013.
- 2.22 There is a chapter in the consultation draft of the LDP on 'Centres'. This identifies a Network of Centres. It is consistent with advice in Scottish Planning Policy which encourages development plans to identify a network of centres and with the Glasgow and the Clyde Valley Strategic Development Plan which recognises a network of strategic centres across the sub region.
- 2.23 In the LDP there are three key aims for all 'Centres':
- To facilitate the channelling of investment to allow a diverse range of activities and uses to develop.
 - To improve the quality of offer, creating sustainable mixed communities and reducing the need to travel.
 - To provide well designed quality spaces, public realm and sustainable access.
- 2.24 In the Network of Centres there are strategic centres such as the heart of Paisley, core town centres like that at Erskine and local service centres. In this network Bishopton is considered as a local service centre.
- 2.25 The LDP notes that:
- 'Bishopton has developed in a sporadic manner and lacks a focal point within the settlement. The development of Dargavel Village on the former Royal Ordnance Factory site provides an opportunity to strengthen the offer within the settlement and develop a hub for retail and community uses'.*

2.26 Map C of the LDP identifies a new local service centre at Dargavel Village at a point near to the railway station. The boundary of this local service centre is broadly the same as the area addressed in the subject planning application for mixed use development at the core of Dargavel Village.

2.27 There is a high level of consistency between the LDP and the development proposed in the application for planning permission in principle.

2.28 The LDP recognises that Bishopton lacks a focal point at present. Facilities and services are dispersed throughout the settlement. The LDP identifies an opportunity to strengthen the offer in Bishopton and to create a new hub for retail, community and other complementary uses at Dargavel Village. The development proposed in the planning application meets this objective. It provides for a mix of retail, community, public space and residential uses at that part of Dargavel Village which is nearest to the railway station.

2.29 The planning application can gain support from the way in which it responds to the key aims for all centres in Renfrewshire. In particular the proposed development will:

- Channel investment into this new centre for the whole of Bishopton.
- Provide for a diverse range of activities and uses at the core of Dargavel Village.
- Strengthen the ambition to create a sustainable mixed community across the whole of the Bishopton Community Growth Area.
- Help to reduce the need to travel by improving the offer in Bishopton itself and lessening the propensity to travel to other centres to access local services and facilities.
- Include well-defined public realm as an integral component of the new local service centre.
- Be based on sustainable modes of travel as the new local service centre is the focus for a network of pedestrian and cycle routes and a greatly expanded matrix of bus services. It is also highly accessible to Bishopton railway station.

Diagram 21 - Bishopton



Fig 2.1 Renfrewshire Local Development Plan – Main Issues Report
Place Analysis for Bishopton

3 The Bishopton Community Growth Area

- 3.1 The principle and the overall shape of the Bishopton Community Growth Area (CGA) has been guided by planning policy. The CGA designation provides the stimulus for the managed expansion of Bishopton to create a community which is more self-sustainable.
- 3.2 Against the backdrop of planning policy and guidance considerable progress has been made in bringing forward proposals for managed growth at Bishopton. A key milestone was the outline planning permission for the Royal Ordnance site relating to “regeneration of the site to form a mixed use community growth area” (reference 06/0602/PP granted 10/08/2009). In turn, and in response to planning conditions, the overall shape of the community growth area has been progressed through the medium of, firstly, a contextual masterplan for the “core development area” and then a design code to address the first stages of development.
- 3.3 If the outline planning permission, the contextual masterplan and the design code are taken together then it is possible to discern the future composition and geography of the Bishopton Community Growth Area. Figure 3.1 shows the spatial arrangement of Bishopton prior to the start of the redevelopment at the Royal Ordnance site. Figure 3.2 shows the spatial arrangement of the village on completion of the approved development.



Fig 3.1 Bishopton Spatial Arrangement Before the Start of Development at the Royal Ordnance Site

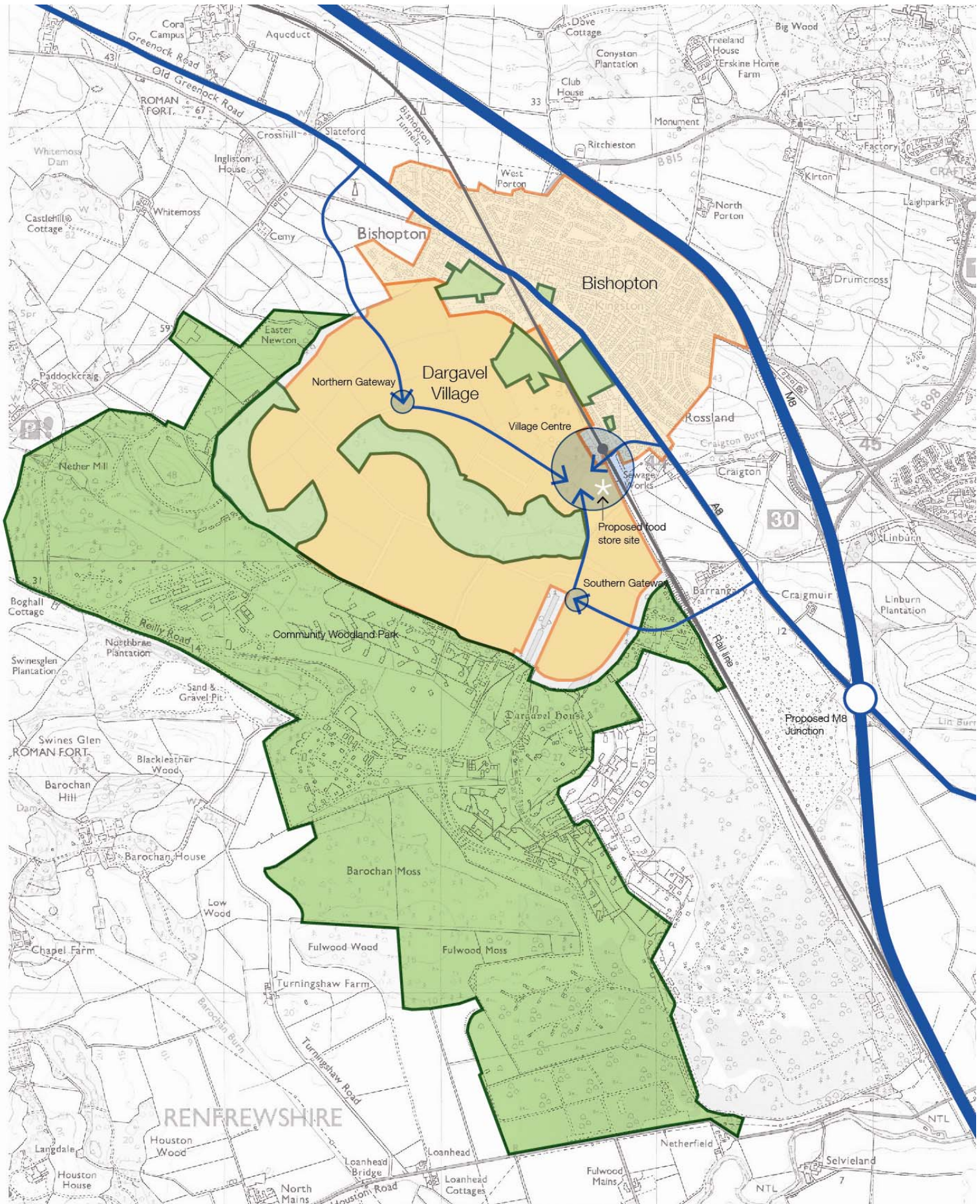


Fig 3.2 Bishopton Spatial Arrangement Following the Completion of Development at the Royal Ordnance Site

Attributes of a Centre for Any Settlement

3.4 If planning advice and guidance is taken as the starting point then there are certain attributes for any centre in the inter-connected network of settlement core areas. These attributes are:

- A diverse mix of uses including retail, leisure, entertainment, recreation, cultural and community facilities rather than entirely retail led (SPP, SDP and LP).
- Successful integration and effective links with the surrounding area (SPP, SDP).
- A high quality, safe and inclusive environment (SPP, SDP).
- Well designed public spaces (SPP, SDP).
- Enhanced sustainable transport links (SDP and LP).

3.5 The significance of these attributes will vary with the scale, role and location of individual centres. For instance, in relation to retail, convenience shopping tends to be more localised serving immediate neighbourhoods and is a suitable activity for the majority of centres whereas comparison goods retailing should be focused on strategic centres.

A New Centre for Bishopton

3.6 It is evident from Figures 3.1 and 3.2 and from Figure 2.1 which has been extracted from the Main Issues Report for the Renfrewshire Local Development Plan) that the spatial profile of Bishopton is changing significantly in response to meeting the objectives of the Bishopton CGA designation. One consequence of this change is that an opportunity arises to create a new centre for the expanded settlement.

3.7 The Renfrewshire Local Plan highlights that the existing secondary centre in Bishopton is difficult to define. The centre shown on the Local Plan Proposals Map is tightly defined around the primary school and library. Other town centre or village centre activities are dispersed along Greenock Road. There is no potential to significantly expand facilities, services and activities around the defined secondary centre to meet the needs of the expanding community.

3.8 The new development which springs from the Bishopton CGA will lead to a settlement of around 12,000 people. The new centre for Bishopton needs to be planned to meet the needs of a community of this scale.

3.9 The location in Bishopton which provides an opportunity to address the attributes of an effective and sustainable centre is the land adjacent to the rail station at the eastern margin of the Royal Ordnance site. At this location it is possible to :

- **Provide close and effective links with public transport.** Uses and activities within the new centre can be planned to be integrated with the rail station and with the bus interchanges – the one that is existing to the east of the railway and the one planned to the west of the railway. The new bus services to be phased in as part of the Royal Ordnance site development pivot around these bus interchange facilities.
- **Secure integration with the surrounding neighbourhoods, both existing and planned.** In this respect the Station Road corridor is significant as it provides the key artery to link existing neighbourhoods to the new centre, particularly for pedestrians and cyclists.
- **Address planning and place making for the new centre in a way which incorporates high quality public spaces to act as a hub for outdoor activity and give a framework for the core area and the buildings within it.** The public spaces are planned to penetrate through the heart of the new centre, terminating at the ponds which are a focal point in the chain of green infrastructure for the development as a whole.
- **Incorporate the range of uses which are important to any sustainable centre.** This includes shopping with a focus on convenience retailing at a scale which is proportionate to the expanding community of Bishopton. The emphasis on convenience retailing in an anchor store geared towards the needs of surrounding neighbourhoods is appropriate for a secondary centre such as this but there is also the opportunity to bring forward smaller retail units which could serve the needs of specialist shopping or provide accommodation for local services or food and drink uses. In tandem with retail, the opportunity arises to include the community and cultural facilities which meet the social needs of the expanding community. Within the central area, at key positions, land has been identified for both a library/learning resource centre and a health centre. (Immediately beyond the health centre a new primary school is planned for later stages of the development). Alongside and amongst retail, commercial and community buildings there is an intention to incorporate village centre housing. This will be generally an amalgam of higher density linked housing, apartments and detached/semi-detached units.

3.10 The new centre for Bishopton is a balanced and sustainable response to the changing spatial arrangement of the settlement brought about by the Bishopton CGA. It is in a location which is alongside the public transport hub for the village and it opens up an opportunity to create a place with the credentials of a successful central

core for Bishopton as a whole. The new centre will function alongside the existing shopping, community and commercial uses located in a linear format along Greenock Road in Bishopton. Existing and new services and facilities will be complementary and not in competition. The new centre will assist in making Bishopton a more sustainable place in the long term.

4 Other Planning Considerations

- 4.1 There are other planning considerations to be taken into account in parallel with the overall principle of creating a new centre for Bishopton. In the main, these considerations are addressed in companion documents. This part of the Planning Statement provides a summary.

Urban Design and Place Making

- 4.2 The Design and Access Statement provides an explanation of how the new centre is to be structured. It describes how a new place at the core of Dargavel Village will evolve over time to provide a focal point for Bishopton as a whole.
- 4.3 A combination of existing landscape features, the particular requirements of village or town centre uses and the aspiration to create a high quality public realm have influenced the overall shape and character of the central area. The document provides a set of urban design guidelines and principles which will inform the detailed design of different components on the new centre with a particular emphasis on how this new quarter will be integrated with the existing spatial arrangement of Bishopton.

Transportation and Accessibility

- 4.4 The impact of traffic generated by the proposed development and the accessibility of the different uses by all modes of travel is examined in the Transport Assessment.
- 4.5 The assessment of traffic implications associated with the proposed development has been based on the assumption that Station Road will be the primary approach for those people in the existing village of Bishopton. Based on this assumption there is a need to upgrade the junction of Station Road and the A8 Greenock Road through the installation of a mini roundabout. The assessment recognises that Rossland Crescent/Birch Road would provide an alternative link to the new village centre for people living in the northern parts of Bishopton. Whilst this link can function effectively from a traffic capacity perspective, it is intended as a high quality corridor for pedestrians and cyclists and interventions are recommended to manage traffic using Rossland Crescent/Birch Road.
- 4.6 Access to the new centre by other modes of travel has also been considered. The new centre is the fulcrum for the network of footpaths and cycle ways that will run throughout Dargavel Village. It will be efficiently linked with other parts of Dargavel Village. Links for pedestrians and cyclists from the existing village of Bishopton will be enhanced through improvements along the Station Road and Rossland Crescent/Birch Road corridors. The

new centre is to be developed around a public transport hub comprising Bishopton Rail Station, park and ride facilities to the west and east of the railway, bus layovers and, over time, a significantly enhanced network of bus services. There is a strong potential for the new centre to be accessible by all modes of transport.

Shopping Behaviour and Retail Capacity

- 4.7 The existing patterns of shopping behaviour and the anticipated available expenditure in Bishopton are explored in the Retail Statement. This shows that, for main food shopping, there is a considerable leakage of expenditure from Bishopton towards other centres at present.
- 4.8 The examination of retail capacity concludes that there is justification for significantly larger retail provision in Bishopton than is provided for by the outline planning permission. This would capture expenditure which could otherwise leak to other centres. A larger store is also important in the way that it will contribute towards making Bishopton a more self-sustainable settlement with facilities which are concomitant with the ambitions which have been set for the Community Growth Area.

Infrastructure

- 4.9 The risk of flooding and an appropriate drainage strategy for the application site is set out in the Flood Risk Assessment. Existing risk of flooding is neutralised through improvements to the Craigton Burn which allow flood water to be conveyed in the channel during high order rainfall events. These improvements will be matched by flood mitigation compensation along Dargavel Burn which will effectively regulate surface water runoff from the former Royal Ordnance site.
- 4.10 Surface water drainage for the new development will be via the extensive SUDS scheme that has been developed for Dargavel Village.
- 4.11 Roads, utilities and services infrastructure to meet the needs of the mixed use core of Dargavel Village are programmed for completion by 2015. The two principal access roads from the A8 Greenock Road to the north and south of Bishopton will be available for use by the second quarter of 2013. Internal routes to link these two principal access roads and provide access to the core of Dargavel Village are to be in place by 2015. The primary utilities and services infrastructure is to be constructed in parallel with the new road routes. Improvements to the Station Road corridor are also anticipated in 2015.