
Report To:	Inverclyde Council	Date:	21 February 2019
Report By:	Head of Legal and Property Services	Report No:	LP/030/19
Contact Officer:	Jim Kerr	Contact No:	01475 712617
Subject:	Planning Permission in Principle for residential development, access, infrastructure, landscape/open space, and associated works at Carsemeadow, Quarriers Village		

1.0 PURPOSE

1.1 The purpose of this report is to introduce the attached report from the Planning Board in relation to the pre-determination hearing for land at Carsemeadow, Quarriers Village which has been referred from the Planning Board to the full Council. It provides background information in relation to the decision of the Planning Board.

2.0 SUMMARY

2.1 A planning application for a proposed residential development with access, open space, landscaping and associated works (in principle) was considered by the Planning Board at its meeting on 15 January 2019.

2.2 The Planning Board agreed that planning permission should be refused for the following reasons:

1. The proposed development is contrary to the Spatial Development Strategy of the 2017 Clydeplan Strategic Development Plan as it is an unjustified urban development which fails to accord with the Green Belt objectives in that it does not direct planned growth to the most appropriate locations nor, protect the quality, character, landscape setting and identity of the village.

2. The proposal is contrary to Policies ENV2 and SDS8 of the 2014 Inverclyde Local Development Plan together with Policy 14 of the 2018 Proposed Inverclyde Local Development Plan in that it fails to accord with the objectives of the Green Belt.

3. The proposal fails to have regard to the six qualities of successful places as required by Policy 1 of the 2017 Clydeplan Strategic Development Plan and Policy 1 of the 2018 Proposed Inverclyde Local Development Plan. The proposal is also contrary to the placemaking aims of policy SDS3 of the 2014 Inverclyde Local Development Plan.

4. The proposal is not a form of residential development in the Green Belt supported by Policy RES7 of the 2014 Inverclyde Local Development Plan.

5. The proposal fails in respect of Policy RES1 of the 2014 Inverclyde Local Development Plan with reference to the incompatibility with the character and amenity of the area (criterion (a)) and in respect of landscaping proposals and impact on existing landscape features (criteria (b) and (c)).

6. The proposal is contrary to Policies SDS2 and TRA2 of the 2014 Inverclyde Local Development Plan and Policy 10 of the 2018 Proposed Inverclyde Local Development Plan in that it fails to be reasonably accessed by public transport and as such will generate

significant traffic demand by private car and will not contribute to sustainable development.

7. The proposal is contrary to Policy HER1 of the 2014 Inverclyde Local Development Plan and Policy 28 of the 2018 Proposed Inverclyde Local Development Plan in that there would be a significant and unacceptable impact on the setting and appearance of the Conservation Area and its spatial relationship with the site of the former Bridge of Weir Hospital site.

3.0 BACKGROUND

- 3.1 The Planning etc. (Scotland) Act 2006 introduced the concept of the hierarchy of developments. The 2006 Act defines the three categories in the hierarchy of development to which all applications for planning permission will be allocated. The three categories are national development, major development and local development.
- 3.2 The National Planning Framework describes and designates developments which are national developments. Scottish Ministers have powers to make regulations to describe classes of development other than national development and to assign each class to either major developments or local developments. Scottish Ministers have made regulations and the proposed development at Carsemeadow, Quarriers Village is categorised as a major development.
- 3.3 Before determining an application for planning permission for a development within the classes of national developments and major developments which are significantly contrary to the development plan, the planning authority are to give to the applicant and to persons who submit representations to the planning authority in respect of that application in accordance with Regulations made by Scottish Ministers an opportunity of appearing before and being heard by a committee of the authority (known as a 'pre-determination hearing'). The Head of Regeneration and Planning is satisfied that the proposed development at Carsemeadow, Quarriers Village is significantly contrary to the development plan; a significant departure is one that would be contrary to the vision or wider spatial strategy of the plan. A pre-determination hearing was therefore held on 15 January 2019.
- 3.4 The purpose of a pre-determination hearing is to make the planning system more inclusive, allowing the views of applicants and those who have made representations to be heard before a planning decision is taken. The planning authority has discretion over how hearings will operate in its area. This Council agreed procedures for pre-determination hearings at the meeting of the Environment and Regeneration Committee held on 17 January 2013.
- 3.5 In order to add further transparency and accountability to the decision-making framework for planning applications, the 2006 Act also amends the Local Government (Scotland) Act 1973 to the effect that cases in which an opportunity to attend a pre-determination hearing must be provided will also have to be decided by the full Council. It follows that the decision on the Carsemeadow, Quarriers Village planning application has to be taken by the Council.
- 3.6 The full Council can accept the recommendation of the Planning Board and so refuse planning permission for the reasons set out above. Alternatively if the full Council does not accept the recommendation of the Planning Board, the Council can decide that it is disposed to grant planning permission subject to terms and/or conditions for the purposes of restricting and regulating the proposed development.

Gerard Malone
Head of Legal & Property Services

Report To: The Inverclyde Council

Date: 21 February 2019

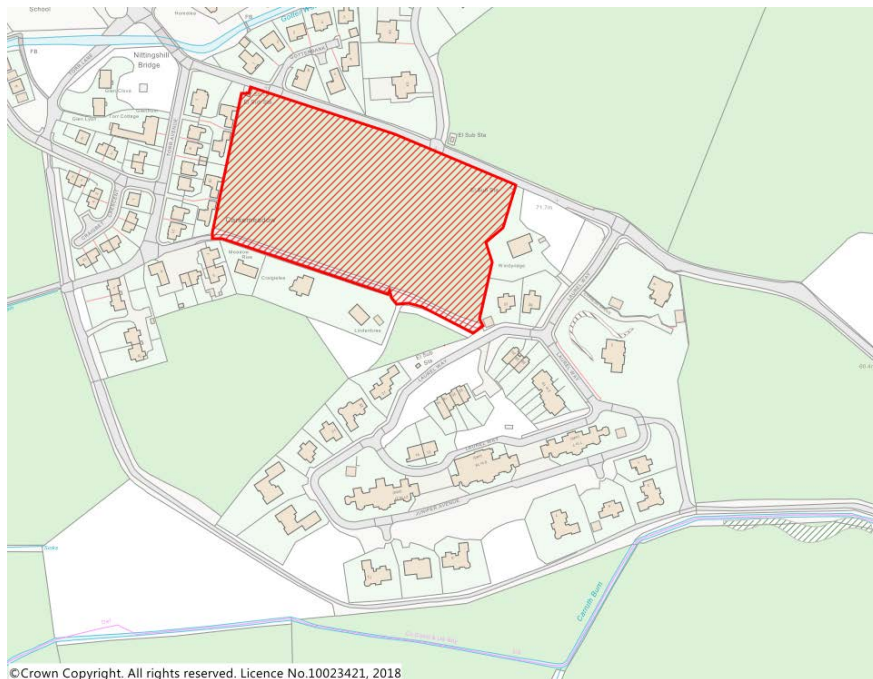
Report No: 18/0190/IC

Major Application Development

Contact Officer: Jim Kerr

Contact No: 01475 712617

Subject: Planning Permission in Principle for residential development, access, infrastructure, landscape/open space, and associated works at Carsemeadow, Quarriers Village



SUMMARY

- The proposal is contrary to the Clydeplan Strategic Development Plan and significantly contrary the Inverclyde Local Development Plan and the Proposed Inverclyde Local Development Plan.
- 132 written representations have been received raising a wide range of concerns including there being no housing land requirement and impacts on the landscape, services and infrastructure, flooding, natural heritage and residential amenity.
- The recommendation is to REFUSE PLANNING PERMISSION.

Drawings may be viewed at:

<https://planning.inverclyde.gov.uk/Online/applicationDetails.do?activeTab=documents&keyVal=PAXWLRIMHN900>

SITE DESCRIPTION

The site comprises of 2.1 hectares of open grassland, which is currently used for occasional grazing and is contained by a combination of housing and open fields, serving to separate Quarriers Village from the residential development on the site of the former Bridge of Weir Hospital site.

The site is bound by an approximately 1.5m high traditional stone wall to its eastern and northern boundaries. The southern boundary abuts a tree-lined access track behind a hedgerow with residential properties beyond. The western boundary is formed of slatted timber fences which bound the rear gardens of the properties on Torr Avenue. The northern boundary fronts Torr Road, the road that serves as the approach to the village from the southeast and Bridge of Weir. This location, alongside the sites undulating and elevated topography, particularly to its eastern and northern side, makes the site highly visible.

PROPOSAL

Planning permission in principle is sought for a residential development inclusive of access, internal access roads and footways, open space, a sustainable urban drainage system, associated landscaping, parking and associated works. Although the application has been made in principle, an indicative masterplan submitted presents an expected capacity of 45 residential units.

The masterplan indicates a single vehicular access point from Torr Road. Pedestrian access will also be available from the lane which runs parallel to the southern boundary of the site. The residential dwellings could potentially comprise of a mix of detached houses, semi-detached, town houses and two and three storey flats. The three storey units are indicated as being located within the central part of the site, away from the elevated areas and offset from the lower lying houses in the village to the west. The density of development is varied in terms of plot size and shape. It is indicated that the external materials and boundary treatments may closely reference the surrounding built form. Open space may be provided on an informal basis at the northern-eastern and north-western edges, with a section of the site to the north-west utilised as Sustainable Drainage Scheme (SuDS). It is also indicated that tree planting may be established within housing plots.

In addition to the indicative masterplan, a range of supporting documentation and information has been provided by the applicant including a Planning Statement, a Pre-Application Consultation (PAC) Report, a Design and Access Statement, a Landscape and Visual Impact Assessment, a Transport Statement, an Economic Impact Note, a Utilities and Infrastructure Report, a Noise and Air Quality Appraisal, an Arboricultural Impact Assessment, an Archaeological Appraisal, Preliminary Ecological Appraisal and a Flood Risk Assessment.

DEVELOPMENT PLAN POLICIES

2017 Clydeplan Strategic Development Plan

Policy 1 – Placemaking

New development should contribute towards the creation of high quality places across the city region. In support of the Vision and Spatial Development Strategy new development proposals should take account of the Placemaking Principle set out in Table 1.

Policy 8 - Housing Land Requirement

In order to provide a generous supply of land for housing and assist in the delivery of the Housing Supply Targets in support of the Vision and Spatial Development Strategy, Local Authorities should:

- make provisions in Local Development Plans for the all tenure Housing Land Requirement by Local Authority set out in Schedule 8, for the Private Housing Land Requirement by Housing Sub-Market Area set out in Schedule 9 and for the Private Housing Land Requirement by Local Authority set out in Schedule 10;

- allocate a range of sites which are effective or expected to become effective in the plan periods to meet the Housing Land Requirement, for each Housing Sub-Market Area and for each Local Authority, of the SDP up to year 10 from the expected year of adoption;
- provide for a minimum of 5 years effective land supply at all times for each Housing Sub-Market Area and for each Local Authority; and,
- undertake annual monitoring of completions and land supply through Housing Land Audits.

Local Authorities should take steps to remedy any shortfalls in the five-year supply of effective housing land through the granting of planning permission for housing developments, on greenfield or brownfield sites, subject to satisfying each of the following criteria:

- the development will help to remedy the shortfall which has been identified;
- the development will contribute to sustainable development;
- the development will be in keeping with the character of the settlement and the local area;
- the development will not undermine Green Belt objectives; and,
- any additional infrastructure required as a result of the development is either committed or to be funded by the developer.

Policy 9 – Housing – Affordable and Specialist Provision

In order to support the delivery of affordable housing, including social and specialist provision housing, and meet housing need, in support of the Vision and Spatial Development Strategy, Local Authorities should through appropriate mechanisms including Local Development Plans, Single Outcome Agreements, Local Housing Strategies, Supplementary Planning Guidance, and masterplans:

- develop appropriate policy responses where required, including affordable housing, specialist housing and development contributions policies, to deliver housing products taking account of the Housing Need and Demand Assessment (May 2015) as well as local evidence and circumstances; and,
- ensure that any affordable housing, specialist housing and development contributions policies, are applied in a manner that enables the delivery of housing developments.

Policy 12 - Green Network and Green Infrastructure

In support of the Vision and Spatial Development Strategy and the delivery of the Glasgow and the Clyde Valley Green Network, Local Authorities should

- identify, protect, promote and enhance the Green Network, including cross-boundary links with adjoining Local Authorities;
- ensure that development proposals, including the Community Growth Areas, integrate the Green Network and prioritise green infrastructure from the outset, based upon an analysis of the context within which the development will be located; and
- prioritise the delivery of the Green Network within the Strategic Delivery Areas (Diagram 7, Schedule 11).

Policy 14 - Green Belt

In support of the Vision and Spatial Development Strategy, Local Authorities should:

- designate within Local Development Plans, the inner and outer boundaries of the Green Belt to ensure the objectives set out in paragraph 8.15 are achieved; and
- collaborate to ensure consistency across Local Development Plan areas when defining or altering Green Belt boundaries.

Policy 16 - Improving the Water Quality Environment and Managing Flood Risk and Drainage

To support the Vision and Spatial Development Strategy and to achieve the objectives set out in paragraph 8.28 Local Development Plans and development proposals should protect and enhance the water environment by

- adopting a precautionary approach to the reduction of flood risk
- supporting the delivery of the Metropolitan Glasgow Strategic Drainage Plan;
- supporting the delivery of the Glasgow and the Clyde Valley Green Network; and,
- safeguarding the storage capacity of the functional floodplain and higher lying areas for attenuation.

2014 Inverclyde Local Development Plan

Policy SDS2 - Integration of Land Use and Sustainable Transport

The integration of land use and sustainable transport will be promoted through safeguarding land enhancing the network of sustainable forms of transport - walking and cycling, public transport, rail, park and ride and sea-borne traffic; an integrated transport system; management of the strategic and local road network; and directing new developments to locations accessible by a choice of modes of transport.

Policy SDS3 - Place Making

High-quality place making in all new development will be promoted by having regard to Inverclyde's historic urban fabric, built cultural heritage and natural environment, including its setting on the coast and upland moors. This heritage and environment will inform the protection and enhancement of Inverclyde by having regard to the Scottish Government's placemaking policies, in particular through the application of 'Designing Places' and 'Designing Streets' and through embedding Green Network principles in all new development.

Policy SDS5 Development within the Urban Area

There will be a preference for all appropriate new development to be located on previously used (brownfield) land within the urban settlements, as identified on the Proposals Map.

Policy SDS8 - Green Belt and the Countryside

There will be a presumption against the spread of the built-up area into the designated Green Belt and careful management to prevent sporadic development in the designated Countryside, as identified on the Proposals Map.

Policy TRA1 - Managing the Transport Network

The Council will seek to manage development that would affect traffic flow on the strategic road network to allow essential traffic to undertake efficient journeys. To achieve this, the actions included in the Local Transport Strategy will be supported. The public transport network will also be protected where possible, and support will be given to proposals that will result in an improved or extended service. Where proposals could result in the requirement for new or diverted public transport routes, discussion with Strathclyde Partnership for Transport should be undertaken.

Policy TRA2 - Sustainable Access

New major trip-generating developments will be directed to locations accessible by walking, cycling and public transport, and developers will be required to submit a transport assessment and a travel plan, if appropriate. Such developments will be required to recognise the needs of cyclists and pedestrians as well as access to public transport routes and hubs, and have regard to the Council's Core Paths Plan, where appropriate. Where development occurs which makes it necessary to close Core Paths and other safeguarded routes, provision of an alternative route will be required.

The Council will also support and seek to complete the Inverclyde Coastal Route with developers required to make appropriate provision when submitting planning applications. National Routes 75 and 753 of the National Cycle Network will also be protected.

Policy RES1 - Safeguarding the Character and Amenity of Residential Areas

The character and amenity of residential areas, identified on the Proposals Map, will be safeguarded and where practicable, enhanced. Proposals for new residential development will be assessed against and have to satisfy the following criteria:

- (a) compatibility with the character and amenity of the area;
- (b) details of proposals for landscaping;
- (c) proposals for the retention of existing landscape or townscape features of value on the site;
- (d) accordance with the Council's adopted roads guidance and Designing Streets, the Scottish Government's policy statement;
- (e) provision of adequate services; and
- (f) having regard to Supplementary Guidance on Planning Application Advice Notes.

Policy RES3 - Residential Development Opportunities

Residential development will be encouraged and supported on the sites and indicative locations included in Schedule 6.1 and indicated on the Proposals Map. An annual audit of the housing land supply will monitor and review, and where necessary, augment the Effective Land Supply, to maintain a minimum five year's supply in accordance with the GCV SDP and SPP guidance.

Policy RES4 - Provision of Affordable Housing

Residential developments of 20 or more dwellings on the prescribed sites in Schedule 6.1 will require developers to contribute towards meeting the affordable housing requirements identified in the Glasgow and the Clyde Valley Housing Need and Demand Assessment for Inverclyde. Provision is to be delivered by developers in accordance with Supplementary Guidance on Affordable Housing through the following means:

- (a) a benchmark of 25% Affordable Housing Contribution or another agreed percentage on specified 'quota sites'; or failing that and in exceptional circumstances:
 - (i) off-site provision within the same HMA/HNDA sub area; or
 - (ii) commuted payments in lieu of on or off-site provision;
- (b) allocated Registered Social Landlord sites in the effective land supply; and
- (c) greenfield land release for a negotiated Affordable Housing Contribution, subject to assessment in accordance with the GCV SDP Strategy Support Measure 10 and Policy RES3.

Policy RES7: Residential Development in the Green Belt and Countryside

The development of new dwellings in the Green Belt and Countryside, identified on the Proposals Map, will be supported only if the proposal is for either

- (1) a single or small group of dwellings not adjoining the urban area; or
- (2) the conversion of redundant non-residential buildings, that are for the most part intact and capable of conversion for residential use without recourse to substantial demolition and rebuilding.

In addition, all proposals must fall within one of the following categories:

- (a) demolition and replacement of habitable dwellings which cannot otherwise be brought up to acceptable building standards and where the proposed building reflects the scale of the existing building and is sympathetic to the character, pattern of development and appearance of the area; or

- (b) sub-division of an existing dwelling house(s) for the provision of one or more additional units where any new build element is clearly ancillary to the completed building; or
- (c) conversion of redundant, non-residential buildings, where the proposal requires to be supported by proof of the building's redundancy to demonstrate that it no longer meets its original purpose, as well as a structural survey indicating that the building may be utilised for the proposed use substantially in its current form, and that any proposed extensions to existing building(s) or ancillary new build element will need to be proven to be required to make the development financially viable, with details of costs to be submitted; or
- (d) is justified by the operational needs of farms or other businesses or activities which are inherently rural in nature and where the applicant will be required to make a land management or business case to the satisfaction of the Council: or
- (e) is part of an integrated project with significant employment and/or economic benefits which is in accordance with other policies of the Local Development Plan and where the Council is satisfied that the dwelling(s) are essential to ensure the implementation of the whole development and that such considerations are of sufficient weight to merit support.

Further detailed policy relating to this type of development is contained in the Supplementary Guidance on Planning Application Advice Notes

Policy ENV1: Designated Environmental Resources

- (a) International and National Designations

Development which could have a significant effect on a Natura site will only be permitted where:

- (i) an appropriate assessment has demonstrated that it will not adversely affect the integrity of the site, or
- (ii) there are no alternative solutions, and
- (iii) there are imperative reasons of overriding public interest, including those of a social or economic nature.

Development that affects a SSSI (or other national designation that may be designated in the future) will only be permitted where:

- (iv) it will not adversely affect the integrity of the area or the qualities for which it has been designated, or
- (v) any such adverse effects are clearly outweighed by social, environmental or economic benefits of national importance.

- (b) Strategic and Local Designations

Development adversely affecting the Clyde Muirshiel Regional Park and other strategic and local natural heritage resources will not normally be permitted. Having regard to the designation of the environmental resource, exceptions will only be made where:

- (i) visual amenity will not be compromised;
- (ii) no other site identified in the Local Development Plan as suitable, is available;
- (iii) the social and economic benefits of the proposal are clearly demonstrated;
- (iv) the impact of the development on the environment, including biodiversity, will be minimised; and
- (v) the loss can be compensated by appropriate habitat creation/enhancement elsewhere.

Policy ENV2 - Assessing Development Proposals in the Green Belt and the Countryside

Development in the Green Belt will only be considered favourably in exceptional or mitigating circumstances, while development in the Countryside will only be considered favourably where it can be supported with reference to the following criteria:

- (a) it is required for the purposes of agriculture, forestry or, where appropriate, renewable energy (refer Policy INF1); or
- (b) it is a recreation, leisure or tourism proposal which is appropriate for the countryside and has an economic, social and community benefit (refer to Policy ECN6); or
- (c) there is a specific locational requirement for the use and it cannot be accommodated on an alternative site (refer Policies INF3 and INF7); or
- (d) it entails appropriate re-use of redundant habitable buildings, the retention of which is desirable for either their historic interest or architectural character or which form part of an establishment or institution standing in extensive grounds (refer to Policy RES7); and
- (e) it does not adversely impact on the natural and built heritage, and environmental resources;
- (f) it does not adversely impact on landscape character;
- (g) it does not adversely impact on prime quality agricultural land;
- (h) it does not adversely impact on peat land with a high value as a carbon store;
- (i) it does not adversely affect the visual amenity of the area and is capable of satisfactory mitigation;
- (j) there is a need for additional land for development purposes, provided it takes account of the requirements of the Strategic Development Plan; and
- (k) it has regard to Supplementary Guidance on Planning Application Advice Notes.

Policy ENV7 - Biodiversity

The protection and enhancement of biodiversity will be considered in the determination of planning applications, where appropriate. Planning permission will not be granted for development that is likely to have an adverse effect on protected species unless it can be justified in accordance with the relevant protected species legislation.

Inverclyde Council, in conjunction with its partners, will continue to develop habitat and species action plans through the approved Local Biodiversity Action Plan (LBAP) in order to manage and enhance the biodiversity of the Inverclyde area.

Policy HER1 - Development which Affects the Character of Conservation Areas

Development proposals which affect conservation areas will be acceptable where they are sympathetic to the character, pattern of development and appearance of the area. Such proposals will be assessed having regard to Historic Scotland's SHEP and "Managing Change in the Historic Environment" guidance note series.

Policy HER5 - The Setting of Listed Buildings

Development will be required to have due regard to the effect it has on the setting of, and principal views to, listed buildings and shall be without detriment to their principal elevations and the main approaches to them. All proposals will be assessed having regard to Historic Scotland's SHEP and 'Managing Change in the Historic Environment' guidance note series.

Policy HER7 - Development Affecting Archaeological Sites

Development which will have an adverse effect on Scheduled Monuments or their setting will only be permitted in exceptional circumstances and where it is satisfactory having regard to Historic Scotland's 'Managing Change in the Historic Environment' guidance note series. Development on or adjacent to other archaeological sites, as included on the Council's database of sites of archaeological importance, will normally be permitted only where there is no adverse impact on the resource. Where development is permitted affecting these sites of archaeological importance, conditions will be attached to planning permissions to allow for excavation and recording before or during development. Any survey reports or works sought by the Council will require to be funded by the developer.

Policy INF4 - Reducing Flood Risk

Development will not be acceptable where it is at risk of flooding, or increases flood risk elsewhere. There may be exceptions for infrastructure if a specific location is essential for operational reasons and the development is designed to operate in flood conditions and to have minimal impact on water flow and retention.

All developments at risk of flooding will require to be accompanied by a Flood Risk Assessment (FRA) and should include a freeboard allowance, use water resistant materials where appropriate and include suitable management measures and mitigation for any loss of flood storage capacity.

Note: refer to Glossary for FRA and other technical terms.

Policy INF5 - Sustainable Urban Drainage Systems

Proposed new development should be drained by appropriate Sustainable Urban Drainage Systems (SUDS) designed in accordance with the CIRIA SUDS Manual (C697) and, where the scheme is to be adopted by Scottish Water, the Sewers for Scotland Manual Second Edition. Where the scheme is not to be adopted by Scottish Water, the developer should indicate how the scheme will be maintained in the long term.

Where more than one development drains into the same catchment a co-ordinated approach to SUDS provision should be taken where practicable.

2018 Proposed Inverclyde Local Development Plan

Policy 1 - Creating Successful Places

Inverclyde Council requires all development to have regard to the six qualities of successful places. In preparing development proposals, consideration must be given to the factors set out in Figure 3. Where relevant, applications will also be assessed against the Planning Application Advice Notes Supplementary Guidance.

Policy 8 - Managing Flood Risk

Development proposals will be assessed against the Flood Risk Framework set out in Scottish Planning Policy. Proposals must demonstrate that they will not:

- be at significant risk of flooding;
- increase the level of flood risk elsewhere; and
- reduce the water conveyance and storage capacity of a functional flood plain.

The Council will support, in principle, the flood protection schemes set out in the Clyde and Loch Lomond Local Flood Risk Management Plan 2016, subject to assessment of the impacts on the amenity and operations of existing and adjacent uses, the green network, historic buildings and places, and the transport network.

Policy 9 - Surface and Waste Water Drainage

New build development proposals which require surface water to be drained should demonstrate that this will be achieved through a Sustainable Drainage System (SuDS), unless the proposal is for a single dwelling or the discharge is directly to coastal waters.

The provision of SuDS should be compliant with the principles set out in the SuDS Manual C753 and Sewers for Scotland 3rd edition, or any successor documents.

Where waste water drainage is required, it must be demonstrated that the development can connect to the existing public sewerage system. Where a public connection is not feasible at present, a temporary waste water drainage system can be supported if:

- i) a public connection will be available in future, either through committed sewerage infrastructure or pro-rata developer contributions; and
- ii) the design of, and maintenance arrangements for, the temporary system meet the requirements of SEPA, Scottish Water and Inverclyde Council, as appropriate.

Private sustainable sewerage systems within the countryside can be supported if it is demonstrated that they pose no amenity, health or environmental risks, either individually or cumulatively.

Developments including SuDS are required to have an acceptable maintenance plan in place.

Policy 10 - Promoting Sustainable and Active Travel

Development proposals, proportionate to their scale and proposed use, are required to:

- provide safe and convenient opportunities for walking and cycling access within the site and, where practicable, include links to the wider walking and cycling network; and
- include electric vehicle charging infrastructure, having regard to the Energy Supplementary Guidance.

Proposals for development, which the Council considers will generate significant travel demand, are required to be accompanied by a travel plan demonstrating how travel to and from the site by means other than private car will be achieved and encouraged. Such development should also demonstrate that it can be accessed by public transport.

The Council will support the implementation of transport and active travel schemes as set out in Council-approved strategies, subject to adequate mitigation of the impact of the scheme on: development opportunities; the amenity and operations of existing and adjacent uses; the green network; and historic buildings and places.

Policy 11 - Managing Impact of Development on the Transport Network

Development proposals should not have an adverse impact on the efficient operation of the transport network. Development should comply with the Council's roads development guidelines and parking standards. Developers are required to provide or contribute to improvements to the transport network that are necessary as a result of the proposed development.

Policy 12 - Air Quality

Development that could have a detrimental impact on air quality, or would introduce a sensitive receptor to an area with poor air quality, will be required to be accompanied by an Air Quality Assessment, which identifies the likely impacts and sets out how these will be mitigated to an acceptable level.

Policy 14 - Green Belt and Countryside

Development in the Green Belt and Countryside will only be permitted if it is appropriately designed, located, and landscaped, and is associated with:

- a) agriculture, horticulture, woodland or forestry;
- b) a tourism or recreational use that requires a countryside location;
- c) infrastructure with a specific locational need;
- d) the appropriate re-use of a redundant stone or brick building, the retention of which is desirable for its historic interest or architectural character, subject to that interest or character being retained; or
- e) intensification (including extensions and outbuildings) of an existing use, which is within the curtilage of the associated use and is of an appropriate scale and form.

Proposals associated with the uses set out in criteria a)-c) must provide justification as to why the development is required at the proposed location.

Policy 15 - Soils

Development on prime agricultural land or affecting carbon rich soils will only be supported if:

- a) it is on land allocated for development in this Local Development Plan or meets a need identified in the Strategic Development Plan;
- b) there is a specific locational need for the development;
- c) it is for small scale development directly linked to a rural business; or
- d) it is for renewable energy generation or mineral extraction, and the proposals include provision for the site to be returned to its former status.

For carbon rich soils, it will also need to be demonstrated that adverse impacts on the soil resource during the construction and operational phases of a development will be minimised and the development will not result in a net increase in CO2 emissions over its lifetime.

Policy 17 - Land for Housing

The Council will undertake an annual audit of housing land in order to ensure that it maintains a 5 year effective housing land supply. If additional land is required for housing development, the Council will consider proposals with regard to the policies applicable to the site and:

- a strong preference for appropriate brownfield sites within the identified settlement boundaries;
- there being no adverse impact on the delivery of the Priority Places and Projects identified by the Plan; and
- evidence that the proposed site(s) will deliver housing in time to address the identified shortfall within the relevant Housing Market Area.
- a requirement for 25% of houses on new greenfield release sites in the Inverclyde villages to be available for social rent.

Policy 18 - New Housing Development

New housing development will be supported on the sites identified in Schedule 4, and on other appropriate sites within residential areas and town and local centres. All proposals for residential development will be assessed against relevant Supplementary Guidance including Development Briefs for Housing Sites, Planning Application Advice Notes, and Delivering Green Infrastructure in New Development.

There will be a requirement for 25% of houses on greenfield housing sites in the Inverclyde villages which are brought forward under Policy 17 to be available for social rent. Supplementary Guidance will be prepared in respect of this requirement.

Policy 28 - Conservation Areas

Proposals for development, including demolition within or affecting the setting of a conservation area, are to preserve or enhance the character and appearance of the area. In assessing such proposals regard will be had to any relevant Conservation Area Appraisals or other information relating to the historic or architectural value of the conservation area.

Policy 29 - Listed Buildings

Proposals for development affecting a listed building, including its setting, are required to protect its special architectural or historical interest. In assessing proposals, due consideration will be given to how the proposals will enable the building to remain in active use.

Demolition of listed buildings will not be supported.

Policy 31 - Scheduled Monuments and Archaeological Sites

Development that would potentially have an adverse effect on a Scheduled Monument will only be permitted in exceptional circumstances.

Development affecting archaeological sites should seek to preserve the archaeological resource in situ.

Policy 33 - Biodiversity and Geodiversity

Natura 2000 sites

Development proposals that are likely to have a significant effect on a Natura 2000 site will be subject to an appropriate assessment of the implications of the proposal on conservation objectives. Proposals will only be permitted if the assessment demonstrates that there will be no adverse effect on the integrity of the site or if:

- there are no alternative solutions;
- there are imperative reasons of overriding public interest, including those of a social or economic nature; or
- compensatory measures are provided to ensure that the overall coherence of the Natura network is protected.

Sites of Special Scientific Interest

Development affecting Sites of Special Scientific Interest will only be permitted where the objectives of the designation and the overall integrity of the area will not be compromised, or if any significant adverse effects on the qualities for which the area has been designated are clearly outweighed by social, environmental or economic benefits of national importance.

Protected Species

Development affecting Protected Species will only be permitted where:

- it preserves public health or public safety or is for other imperative reasons of overriding public interest including those of a social or economic nature and has beneficial consequences of primary importance for the environment;
- there is no satisfactory alternative; and
- it maintains the species in a favourable conservation status.

Local Nature Conservation Sites

Development is required to avoid having a significant adverse impact on Local Nature Conservation Sites. Any adverse impacts are to be minimised. Where adverse impacts are unavoidable, compensatory measures will be required.

Local Landscape Area

Development that affects the West Renfrew Hills Local Landscape Area is required to protect and, where possible, enhance its special features as set out in the Statement of Importance.

Non-designated sites

The siting and design of development should take account of local landscape character. All development should seek to minimise adverse impact on wildlife, especially species and habitats identified in the Local Biodiversity Action Plan. Development should take account of connectivity between habitat areas. Where possible, new development should be designed to conserve and enhance biodiversity.

Policy 35 - Open Spaces and Outdoor Sports Facilities

Proposals for new or enhanced open spaces, which are appropriate in terms of location, design and accessibility, will be supported.

Development proposals that will result in the loss of open space which is, or has the potential to be, of quality and value, will not be permitted, unless provision of an open space of equal or enhanced quality and value is provided within the development or its vicinity.

Outdoor sports facilities will be safeguarded from development except where:

- the proposed development is ancillary to the principal use of the site as an outdoor sports facility, or involves only a minor part of the facility and would not affect its use for sport and training;
- the facility to be lost is to be replaced by a new or upgraded facility of comparable or better quality, which is convenient for the users of the original facility and maintains or improves overall playing capacity in the area; or
- a relevant strategy demonstrates a clear excess of provision to meet current and anticipated demand, and the development would not result in a reduction in the overall quality of provision.

Policy 38 - Path Network

Development that would result in the loss of a core path, right of way or other important outdoor access route will not be permitted unless acceptable alternative provision can be made.

Where applicable, development proposals will be required to provide new paths in order to encourage active travel and/or connectivity to the green network. The provision of routes along water will be an essential requirement on development sites with access to a waterfront, unless not appropriate for operational or health and safety reasons.

Policy 39 - Water Environment

Development proposals affecting the water environment will be required to safeguard and improve water quality and the enjoyment of the water environment by:

- supporting the objectives and actions of the River Basin Management Plan for Scotland and the Clyde Area Management Plan, where applicable;
- minimising adverse impacts on, or improving, water quality, flow rate, morphology, riparian habitat and groundwater dependent terrestrial ecosystems;
- the removal of existing culverts. This will be a requirement on development sites, unless it can be clearly demonstrated as not practical or resulting in the development not being viable;
- avoiding the hard engineering and culverting of waterways and the building over of existing culverts in new developments unless clearly demonstrated to be essential. Where culverts are required, they should be designed to maintain existing flow conditions and aquatic life, with long term maintenance arrangements;
- maintaining or improving waterside and water-based habitats; and
- providing access to the water and waterside, where appropriate.

CONSULTATIONS

Scottish Gas Networks – An enquiry has been undertaken via ‘the line search before you dig’ portal. This produced a map indicating that no gas pipelines intercept the application site.

The response noted that the plan provided only shows the pipes owned by SGN as a Licensed Gas Transporter (GT). Privately owned gas pipes or ones owned by other GTs may be present in this area and information regarding those pipes needs to be requested from the owners.

Strathclyde Partnership For Transport – The Transport Assessment notes that one bus service currently operates adjacent to the site providing transport connections to local amenities in Kilmacolm and Johnstone. This service is operated in with financial support from SPT.

Proposals to provide a new 2m footway on the south side of the road along the northern boundary to integrate into the internal layout of the site, and to enhance the bus stop provision on Torr Road are welcomed. There is currently a stop on Torr Road adjacent to the site. This should be upgraded and a corresponding stop provided on the opposite side of the road. A bus stop flag with information panel and high access kerbs should be provided at each stop. In

addition dropped kerbs should be provided to enable access to these stops from both sides of the road.

SPT supports the proposal for multi-modal Travel Packs being made available for new residents to emphasise the importance of making informed transport decisions.

Any grant of permission should ensure points made above are addressed appropriately be condition. This will encourage sustainable travel and reduce the reliance on private car use.

Transport Scotland – No objection subject to the following condition:

No part of the development shall be occupied until a comprehensive Travel Plan that sets out proposals for reducing dependency on the private car has been submitted and approved in writing by the planning authority, after consultation with Transport Scotland, as the Trunk Roads Authority. In particular this Travel Plan shall identify measures to be implemented, the system of management, monitoring, review, reporting and the duration of the plan (Reason: To be consistent with the requirements of Scottish Planning Policy (SPP) and PAN 75 Planning for Transport).

Scottish Environment Protection Agency West – In the event of planning permission being granted, the following conditions must be attached in respect of flood risk :

- No development should take place within the functional floodplain, as defined in the Kaya Consulting Ltd Flood Risk Assessment (June 2018).
- The SuDS basin should be either located outwith the functional floodplain or designed in such a way that no land raising within the floodplain occurs.

Additionally, it is noted that a “ground-truthing” exercise was not used with the LiDAR model and it therefore cannot be verified as being generally accurate and fit for purpose. Without such an exercise, the possibility is that there are flow pathways or embankment low points which are not captured in the LiDAR and are therefore not represented by the hydraulic model. However, in this instance, given the considerable level difference between the site and the watercourses, it is not considered that “ground-truthing” is absolutely necessary, or grounds for an objection.

Further information was submitted by the applicant in the form of a Phase 1 Habitat Survey which was subsequently reviewed with satisfaction that there are no Ground Water Dependant Terrestrial Ecosystems (GWDTE) on site.

The updated SEPA/Planning Authority Protocol on Planning and Flooding specifies that water quantity aspects of surface water drainage are a matter for the Flood Prevention Authority to consider. It is expected that Inverclyde Council takes on this role and therefore satisfies themselves and that all SUDs and drainage arrangements will be appropriate and in accordance with any internal guidance.

Further general advice is provided to the applicant in respect of flood risk, drainage, air quality and ecology with detailed regulatory advice.

Head of Environmental and Public Protection (Roads) – If planning permission in principal is granted, the following issues will require to be accounted for in a detailed design.

1. The proposed development gives no indication of bedrooms in each dwelling.
2. Parking shall be provided in accordance with the national guidelines: 1 bedroom = 1 parking space; 2-3 bedrooms = 2 parking spaces; 4 bedrooms = 3 parking spaces. Visitor parking should be provided at 0.25 spaces per dwelling (unallocated).
3. The Transport Statement states that the access to the site will be a priority junction with Torr Road between Gotterbank and Peace Avenue. All accesses shall be designed in accordance with DMRB with suitable visibility for the speed limit (30mph).

4. Footways shall be provided along the frontage of the site adjacent to Torr Road. They shall be a minimum width of 2m which the Transport Statement indicates that this masterplan includes.
5. The minimal dimensions for a garage as detailed in the National Guidelines are:
Minimum Garage size for cars - 7.0 m x 3.0 m (internal dimension)
Associated minimum clear access dimensions - 2.1 m wide x 1.98m height
6. The driveways should be paved for a minimum distance of 2m to prevent loose driveway material being spilled onto the road.
7. Driveways shall be a minimum of 3.0m by 5.5m for each parking space and the gradient shall not exceed 10%.
8. The driveways should not be close to bends to ensure they have adequate visibility. The applicant shall provide evidence that driveways have sufficient visibility for the approval of the Roads Service.
9. All roads within the site shall be a minimum of 5.5m wide.
10. The footways and footpaths within the site shall be a minimum of 2.0m wide.
11. The applicant shall provide evidence to the Roads Service that all roads have a gradient of 8% or less.
12. Traffic calming shall be provided within the development to allow the promotion of 20mph speed limit. This is particularly relevant where the shared surfaces are proposed.
13. Footpath and cycle links should be provided to the external network to Torr Avenue and Juniper Avenue.
14. The developer should consider whether any infrastructure improvements are required at the adjacent bus stop to make them accessible for all users.
15. A Road Construction Consent will be required for all new roads, footways and footpaths.
16. The proposed development will have an impact on the existing street lighting; accordingly a lighting and electrical design for adoptable areas will be required for each site. A system of lighting shall be kept operational at all times within the existing public adopted areas.
17. All surface water during and after development is to be maintained within the site boundary to prevent any surface water flowing onto the road.
18. Confirmation of connection to Scottish Water Network should be submitted for approval.
19. The drainage strategy should be submitted along with the Drainage Impact Assessment prior to work starting on site.
20. The Flood Risk Assessment is acceptable.
21. A maintenance regime for the SUD and drainage should be submitted for approval.
22. Confirmation of Scottish Water's acceptance should be submitted for approval.
23. Details of the pond should be submitted for approval.
24. Permission should be obtained to connect into the 150mm diameter surface water sewer. Also a detailed drainage design should be submitted for approval to prove the 150 diameter pipe can accommodate the increase.

Head of Environmental and Public Protection (Environmental Health) – If planning permission is granted, conditions in respect of the treatment of contaminated land are recommended. Additionally, an advisory note is required in respect of external lighting.

Scottish Natural Heritage – The proposal does not meet the criteria for consultation, therefore no further comments to those submitted at MIR stage of the now Proposed Plan are offered.

Scottish Water – No objections.

City Design Co-operative Ltd – Detailed advice is provided on aspects of the application that relate to the landscape context of the proposal.

Adverse impact on the landscape character is likely to be relate to local nearby receptors with the impact on the wider landscape limited. There is particular concern regarding the close proximity of a few of the houses to the road and the relationship between the existing and proposed road on the southern side of the site and parking provision. The overall impact of the proposal within the landscape might be alleviated by the provision of carefully positioned trees.

From a landscape perspective, overall, there is no opposition to the principle of a housing development on Carsemeadow. While it will undoubtedly dramatically change the image of the site, it is considered that the location in relation to the village as a whole could work well given its context. However, it is recommended that additional information be provided on the usable space around all units, detailed boundary treatments, a parking strategy and a structure planting plan. Any granting of permission should also be conditioned to adhere to the recommendations contained within the Arboricultural Impact Assessment submitted.

Head of Education – No issue with school capacities is anticipated.

PUBLICITY

The application was advertised in the Greenock Telegraph on 13th July 2018 as it is contrary to the development plan.

SITE NOTICES

The nature of the proposal did not require a site notice.

PUBLIC PARTICIPATION

The application was the subject of neighbour notification. Objections have been received from 132 individuals, groups and organisations.

The points raised within the representations received are summarised as follows:

Policy concerns

- The proposal fails to follow the principles of National Planning Framework 3 and Scottish Planning Policy.
- The proposal is contrary to Clydeplan Strategic Development Plan.
- The proposal is contrary to both the adopted (2014) and proposed (2018) Inverclyde Local Development Plans.
- The site was appropriately assessed by Planning Officers during the Local Development Plans Call for Sites, Main Issues Report and within all associated technical documents. It was subsequently not supported as a future development site.
- The application is premature to the due process of the emerging Inverclyde Local Development Plan.
- The proposal fails to follow the principles of the National Transport Policy.

Housing land concerns

- The claim of the need for additional housing in this area goes against the Inverclyde Local Development Plan which excluded the site.
- The housing requirement is being met from other allocated sites.
- The proposal exceeds the Council's own long term planning needs.
- The applicant claims there is shortfall in the five-year effective housing land supply in Inverclyde based on historic under delivery rather than the most up to date plans and technical reports published in 2018.
- Existing properties in the area have difficulty selling; there is no need for more housing.
- A large number of houses are being built in Bridge of Weir. This should meet the demand.
- Development of brownfield land within the settlement boundary should take precedence.
- Other sites within Quarriers Village and Kilmacolm would be preferable to this proposal.

- It is not made clear what market sector the proposed development is aimed at.
- Granting permission would set a precedent for future release of land in the green belt.
- There is a precedent to dismissal of this type of application across the West of Scotland.

Landscape and visual impact concerns

- Protection of the Green Belt and the rural environment should be important considerations.
- The rural setting of village, created by the close knit relationship between the countryside with the built form will be threatened.
- The character, identity and overall landscape setting will be permanently damaged.
- The proposal will create substantial overdevelopment of a greenbelt site.
- The development should not be described as 'in-fill', as settlement boundaries are well established and this proposal creates an unacceptable coalescence. It would create ribbon development.
- Previous development has been sensitively incorporated in less prominent positions through the redevelopment of existing buildings.
- The landmark view on approach to the village of the Victorian Clock Tower will be disrupted.
- The proposal is not sympathetic/in keeping with the existing architecture and housing stock.
- Given the sites topography all the buildings will sit prominently within the landscape.
- The three storey flats proposed are located at the highest point of the village and will dominate and destroy the skyline and views across the village.
- The demolition/alteration of the boundary wall on Torr Road will destroy a part of the original infrastructure of the village will severe implications to the historic landscape character and amenity of the village.

Roads, traffic, transport and connectivity concerns

- The application site is not sustainable in terms of access to local services.
- The bus service is infrequent and unreliable thus is unsuitable for commuters.
- The nearest train station is over four miles away and not within reasonable walking distance.
- Lack of public transport provision will result in a reliance on private car use. The public transport provision needs to be upgraded.
- Residents' cars will add to more congestion, safety implications and deterioration of the road conditions.
- Construction traffic, delivery lorries (due to online shopping) and large vehicles will heighten the adverse impacts on the already inadequate road network.
- The isolated nature of the village means it was cut off during last winter; adding more houses would intensify this problem.
- The cycle track referenced is located remotely from the village and not lit, therefore unsafe.
- The lack of proposed bus stops and new/extended footpaths, will only add to the safety issues.
- The roads are poorly maintained and are narrow with sharp bends, blind summits and bridges which offer restricted views and barely allow two cars to pass without mounting the pavement/verge.
- The bus service is barely passable through the village currently and this may worsen with increased traffic as a result of this development.
- The Transport Assessment makes inaccurate statements and does not address problems regarding the existing road infrastructure.
- Major road improvements would be necessary to the approach roads from Bridge of Weir and Kilmacolm to address the safety issues brought about by an increase in traffic.
- The proposed access point from Torr Road is located in an unsafe position; it will not meet current safety legislation.
- No details have been provided regarding the alteration/demolition of the boundary wall.
- Removal of the boundary wall may not be possible as bedrock exists below.

- The new footpath will not be able to encroach onto private adjacent land.
- The new footpath will lead to nowhere and should be ignored as a potential solution.
- There is no need to upgrade the current footpath.

Service and infrastructure concerns

- There is insufficient capacity at local services i.e. schools, doctors, dentists, nurseries etc. to sustain this increase in the population.
- Insufficient services and infrastructure will dilute the quality of life.
- There will be an additional strain on emergency services.
- The local amenities as listed by the applicant are inaccurate.
- There is insufficient service infrastructure to accommodate the development.
- Insufficient local shopping and leisure facilities exist.
- The development would impact upon water, gas and sewerage.
- The communications infrastructure is inadequate.

Flood risk concerns

- There is poor drainage and a risk of flooding in this area.
- The new development would lead to increased flooding to adjacent roads and properties; the application fails to address the implications.
- The close proximity of the SUDS pond to residential properties will impact on flood risk and children's safety.
- There is a lack of detail in respect of the SUDS. The application should not be determined until the design has been detailed and assessed by relevant bodies.
- Viable SUDS require a significant amount of land to install.
- The SUDS proposed will rely on drainage systems at significant depth to allow the southern section to be drained by gravity. This could result in deep blockages due to silt build up over time and lack of access to the drains. This is unsustainable.
- It is unlikely that flood risk will be reduced as a result of the development.
- The technical reports submitted acknowledge SEPA's findings but in some cases use other sources to conclude more acceptable outcomes.

Environmental and ecology concerns

- There will be adverse impact on flora and fauna within the site.
- Due to recent development the numbers of species have dropped. This development would intensify this problem.
- The site provides a valuable resource of migrating Canadian geese, other birds of prey and wildlife such as deer, rabbits, badgers, foxes, pheasants and bats.
- Despite what the Environmental Report says, in the summer, bats are nightly visitors to the site.
- The development would lead to significant and unsustainable impacts on the environment.
- The Gotter Burn has planned environmental improvements such as the introduction of salmon ladders. This eco system is particularly sensitive to change in its constitution. Accordingly, this development would present a major threat.
- The development may impact fish in the Gryffe.
- A detailed, wide ranging independent study of the ecological impact of the proposal should be completed before any permission is granted.

Social recreation concerns

- The proposal fails to protect open space, green infrastructure provision, sustainable access and opportunities for countryside recreation.
- The proposal will impact on tourism.

Residential amenity concerns

- Loss of view from neighbouring properties.
- An increase in noise and disturbance would occur.
- Permanent damage to the rural amenity and identity of the village will occur.
- There will be privacy implications for both the existing and new residents
- The new properties will overshadow neighbouring properties.
- The new properties will not reflect the character or overall aesthetics of the existing.
- The village is home to many vulnerable residents who value the quiet and slower pace; their sense of well-being will be threatened.

Heritage concerns

- The conservation status and historic character of the village will be damaged.
- The design, scale and form of the new development does not reflect the existing built form.
- The Conservation Area and traditional built form will become insignificant in size.
- A more suitable layout that reflects the current character of the area could be achieved.
- The Design and Access Statement present images of surrounding buildings only with reference to more modern developments, not the cottages within the Conservation Area.
- The development will destroy the unique form and historic boundaries of the village.
- Demolition/alteration of the original stone wall at Torr Road will adversely impact the historic character and amenity of the area.
- The narrow roads and hump-back bridge form part of the character of the village; any road widening would adversely impact its historic character.
- There has been only a limited assessment of the Cultural Heritage.
- The village has suffered enough from its fair share of misguided planning applications.

Procedural concerns

- The applicant choose the two week summer holiday period for representations to be submitted, therefore many people may have missed the opportunity to object.
- Consultation did not occur as suggested and the applicant refuses to engage with the public.
- The applicant only embarked on a single day of exhibition/consultation and the plans presented lacked detail and meaningful explanation.
- There has been complete disregard of the comments received.
- It is unclear how many new properties are proposed.
- The Planning Authority should request further consultation.
- All the technical reports submitted by the applicant are biased in favour of the applicant/development and as such minimise any issues.

PRE-DETERMINATION HEARING

A pre-determination hearing was held on 15 January 2019. Presentations were delivered by:-

- Mr Niall MacPherson on behalf of Quarriers/Gladman Developments Limited (applicants) made reference to: the work of Quarriers as a charitable organisation; Quarriers obligations; reasons for the sale of the site; Quarriers commitment to the village; number of proposed houses and percentage of proposed affordable homes; future consultation process; the Head of Regeneration and Planning's report recommendation; shortfall in effective housing land supply; a recent appeal decision by the Planning and Environmental Appeals Division of the Scottish Government; Clydeplan Strategic Development Plan Policy on Housing Land Requirement; Scottish Planning Policy on the five year supply of effective housing land; lack of available brownfield sites and the suitability of the Carsemeadow site; the lack of sites within the 2018 proposed Inverclyde Local Development Plan; the sustainability aspects of the proposal; the traffic assessment submitted with the application; the benefits of the proposal on the village's infrastructure; the effectiveness and deliverability of the site; the impact on the landscape character and setting of the village; the defined boundaries

of the site, previous new build housing in the local area and the economic and repopulation benefits of the proposal.

- Mr John Cooper on behalf of Kilmacolm Civic Trust (objector) – issues raised: the Clydeplan Strategic Development Plan Policy 8 on Housing Land Requirement and the applicants' interpretation of the Policy; the location of the site within the Inverclyde/Renfrewshire Sub-Housing Market Area; the 2014 Inverclyde Local Development Plan policies and the 2018 proposed Inverclyde Local Development Plan policies; the principle of development in the Green Belt; the Clydeplan Strategic Development Plan guidelines on development in the Green Belt; the character of the settlement, place setting and identity; the impact on the village's roads, the visual impact on entering or leaving the village; concerns regarding the increase in vehicles and the demand on roads and services; the short term and long term effects on the local economy; the road width at Torr Road; potential road safety risks and the applicants' Traffic Assessment.
- Mr Tom McNally on behalf of McNally Associates Limited (objector) – issues raised: Scottish Planning Policy on resource capacities and patterns of development; the location of schools, health facilities, shops and social facilities in the area; the level of public transport; the impact of the removal of the wall at the front of the site, impact on the character of the village; the number of objections to the proposal and the historical importance of Quarriers Village.

The Head of Regeneration and Planning then presented his report and recommendation to the Board.

Following that, Mr MacPherson, assisted by Ms MacLean (Quarriers), Ms Wood and Mr Wright (Gladman Developments Limited) with the Board's agreement, was invited to respond to matters raised by the objectors and the Head of Regeneration and Planning in their presentations. Ms Wood responded to matters raised relating to Scottish Planning Policy on shortfall of effective housing land supply, National Planning Policy Framework, the deliverability of the site, the scale of the proposal, the number of planning applications and new builds on Green Belt locations, the location and boundary of the site, the benefits of the proposal to the area and the width of Torr Road.

Thereafter, Members asked a number of questions which were answered by Ms Wood, Mr Wright, the Head of Regeneration and Planning, the Development and Buildings Standards Manager and the Service Manager Roads.

ASSESSMENT

In the hierarchy of development proposals, this application is a major planning application as defined by The Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009. National Planning Policy requires to be considered including the National Planning Framework (NPF) 3 and the Scottish Planning Policy (SPP). The Development Plan consists of the 2017 Clydeplan Strategic Development Plan (SDP) and the 2014 Inverclyde Local Development Plan (LDP). The 2018 Proposed Inverclyde Local Development Plan (Proposed LDP) is also a material planning consideration in the assessment of this application.

In assessing this proposal, it is first appropriate to set out the national, strategic and local policy context.

The Policy Context

National Policy

The National Planning Framework (NPF) 3 and Scottish Planning Policy (SPP) are they two key national planning documents that set the framework for development across Scotland. NPF3 notes the Scottish Government's desire for a significant increase in house building to ensure housing requirements are met across the country. Additionally it is stated that there will be a need to ensure a generous supply of housing land in sustainable places where people want to live, providing enough homes and supporting economic growth.

The SPP reinforces the aims of NPF3 to facilitate new housing development. It notes that the planning system should identify a generous supply of land for each housing market area within the plan area to support the achievement of the housing land requirement across all tenures, maintaining at least a five-year supply of effective housing land at all times. The planning system should also enable provision of a range of attractive, well-designed, energy efficient, good quality housing, contributing to the creation of successful and sustainable places. Where relevant policies in a development plan are out-of-date or the plan does not contain policies relevant to the proposal, then the presumption in favour of development that contributes to sustainable development will be a significant material consideration. Local Development Plans should allocate a range of sites which are effective or expected to become effective in the plan period to meet the housing land requirement of the Strategic Development Plan with a minimum of five years effective land supply at all times. Where a shortfall in the five-year effective housing land supply emerges, development plan policies for the supply of housing land will not be considered up-to date.

The SPP further advises that where the planning authority considers it appropriate, the development plan may designate a Green Belt around a settlement to support the spatial strategy by directing development to the most appropriate locations and supporting regeneration, protecting and enhancing the character, landscape setting and identity of the settlement and protecting and providing access to open space.

Both Strategic and Local Development Plan policies are required to follow National Policy.

Strategic Policy

The 2017 Clydeplan Strategic Development Plan (SDP) sets out a strategic vision to be implemented through a spatial development strategy and sets targets for the provision of new housing within the component parts of the Plan area. The vision is for a compact city region with development directed to sustainable brownfield locations. The SDP is clear in supporting housing growth that creates high quality places which delivers not only the right type of homes but in the right locations.

SDP Policy 8 on Housing Land Requirement is the most relevant policy in the context of this proposal. In addition to identified housing sites, it requires shortfalls in the five-year supply of effective housing land to be remedied through the granting of planning permissions for housing developments subject to satisfying five criteria. These criteria are that the development will help remedy a shortfall, it will contribute to sustainable development, it will be in keeping with the settlement and the local area, it will not undermine Green Belt objectives and any required infrastructure is either committed or will be funded by the developer.

The application site lies within the Green Belt and Policy 14 goes on to advise on the designation of the Green Belts in support of the Vision and Spatial Development Strategies. The SDP is clear that the Green Belt is an important strategic tool in achieving a range of objectives including directing planned growth to the most appropriate locations, supporting regeneration, protecting separation between settlements and protecting the quality, character and landscape setting and identity of settlements and protecting open space and opportunities for countryside recreation. Policies 1, 12 and 16 covering Placemaking, Managing Flood Risk and Drainage, and the Green Network and Green Infrastructure are also of relevance, as is Diagram 10 which provides a framework for assessing development proposals of a strategic scale. This Greenfield Housing development, with the potential for 10 or more units outwith the sites identified in the Local Development Plan, is of a strategic scale as defined in Schedule 14.

Local Policy

The Inverclyde Local Development Plan (LDP) supports the delivery of housing on appropriate, well located and effective sites, and depends on these being made available to meet need and demand. Through Policy RES3 and Schedule 6.1, the LDP aims to support all housing providers through a range and choice of land allocations to meet all requirements. Schedule 6.1 lists all the sites allocated for residential development including those which are effective or capable of becoming effective to meet the housing land requirement and ensuring a minimum of five-years effective land supply at all times. Policy RES4 requires an affordable housing contribution from residential developments of 20 or more houses, with reference to Supplementary Guidance on Affordable Housing.

The current LDP is under review, with a Reporter appointed to examine the Proposed Local Development Plan. This commenced on 27 December 2018. In the Proposed LDP Policy 17 identifies housing development sites aimed to ensure that that a five-year effective housing land supply is maintained, however in the event that additional land is required for housing development, criteria for the assessment of such proposals are set out. Policy 18 supports housing development on appropriate sites.

The application site lies within the Green Belt, the boundary of which has been drawn closely around the urban settlements in order to direct growth to the most appropriate locations, support regeneration of urban and brownfield sites, protect the character and setting of towns and villages and give access to open space around settlements. Policy ENV2 of the LDP is clear in only favouring development within the Green Belt in exceptional or mitigating circumstances, with Policy SDS8 seeking to prevent the spread of the built up area into the Green Belt. Policy RES1 provides the main assessment criteria in respect of new residential development. These criteria include compatibility with the character and amenity of an area, the details of proposals for landscaping and retention of existing landscape or townscape features, compliance with the Council's adopted Roads Guidance and the provision of adequate services. A range of further policies combine to provide the basis for the wider assessment of development proposals. These policies address a broad range of matters including the transport network and sustainable access, designated environmental resources, heritage resources, biodiversity, and flooding and drainage.

In the Proposed LDP, the application site remains in the Green Belt and Policy 14 is clear on the circumstances where development in the Green Belt would be permitted. Like the current LDP, a range of further policies combine to provide the basis for the wider assessment of development proposals and cover a variety of considerations.

The Determining issues

Section 25 of The Town and Country Planning (Scotland) Act 1997 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise. As the site is situated within the Green Belt, there is a presumption against development. It is therefore clear that this proposal is contrary to the 2017 Clydeplan Strategic Development Plan and key driving policies of both the current Inverclyde Local Development Plan and the replacement Proposed Local Development Plan. It rests, however, to consider if there are other Development Plan policies or material considerations that would justify allowing the development to proceed.

The key determining issues in this respect are:

- Is there an appropriate supply of land housing, maintaining at least a five-year supply of effective housing land at all times?
- If not, is this Green Belt location appropriate for this development taking into consideration:
 - Will there be an adverse impact on landscape character and can this be mitigated?
 - Will there be an impact on built and cultural heritage?
 - What will be the impact on ecology?
 - Will there be flooding implications and, if so can these be addressed?

- Will there be an impact on the recreational use of the area and will this impact be acceptable?
- Other planning issues that should be taken into account, including:
 - Will the site be accessible and well connected?
 - Will affordable housing be provided in accordance with the development plan?
 - Can the site be developed for the purpose proposed without detriment to road safety?
 - What economic benefit would occur from the development?
 - What will be the impact on adjacent and nearby residential properties and will this impact be acceptable?
 - Is there capacity in respect of schools and local facilities for this development?

Housing Land Supply

Scottish Planning Policy requires local authorities to identify functional housing market areas and to identify a generous supply of land for each housing market area so as to support the achievement of the housing land requirement across all tenures, maintaining a 5-year supply of effective housing land at all times.

The housing market area framework for the Inverclyde area was established as part of the Clydeplan Strategic Development Plan process, and for private housing the application site falls within the Inverclyde part of the Renfrewshire Sub-Housing Market Area, an area within Inverclyde that includes the villages of Quarriers Village and Kilmacolm. For affordable housing, the Inverclyde authority area is the relevant geography.

The Council's adopted Local Development Plan indicates no need for additional land release. Clydeplan indicates a private housing land requirement within the Inverclyde part of the Renfrewshire Sub-Market area for 140 houses. In considering the merits of the proposed Inverclyde Local Development Plan, which will cover a 10 year period, the Council has not identified additional sites.

As matters stand, there is no need for additional housing land at this time. Any requirement for additional housing land in the period to 2029 is a matter for the Local Development Plan examination which commenced on 27 December 2018. Notwithstanding the suitability or otherwise of the application site, it would be both inappropriate and premature to prejudice the plan-led system by supporting the release of additional housing land at this time.

Appropriateness of the Green Belt location

The Green Belt is an important strategic tool in achieving a range of objectives. These include directing planned growth to the most appropriate locations, supporting regeneration, protecting separation between towns and villages, protecting the quality, character and landscape setting and identity of settlements and protecting open space and opportunities for countryside recreation.

It is important to recognise the historical physical separation between Quarriers Village and the former Bridge of Weir Hospital. While both were founded by William Quarrier, they originally served quite different functions; the village provided homes for orphans, the hospital was one of the earliest purpose built tuberculosis hospitals. With the decline in TB, the hospital changed to caring for the elderly and chronic sick. The physical separation between the village and the hospital was considered important, and the consequent planning and development of both the village and hospital sites have sought to retain this with the specific intention of aiming to facilitate the preservation of their individual characteristics. Most recent residential developments in the village have ensured the retention of the old church, schoolhouse and fire station buildings, while the new build housing within the grounds has ensured the retention of the former hospital building. This has occurred without Green Belt encroachment and has served to retain the physical separation between the village and hospital site.

The Green Belt boundary is defined to the north, west and southwest of the site by the residential properties situated on Peace Avenue, Gotterbank and Torr Avenue. The northernmost boundary is additionally defined by the traditional stone boundary wall, the adjacent road and the boundary of the Quarriers Homes Conservation Area which covers an extensive area of the village, to the north and northwest of the site. These boundaries are long established and consequently overtime have become well defined by a variety of landscape features. This is particularly true given the sites openness, elevation and undulating topography and the southernmost boundary which features a mature tree-lined access lane which is a setting for several large houses set within large plots which lie beyond. These features combine to contribute to the rural characteristics of the site and its function of retaining the historic separation between the former Bridge of Weir Hospital site and village boundary.

SPP advises on the spatial form of the Green Belt and sets out that, in respect of the boundaries, clearly identifiable visual boundary markers based on landscape features should be established. Although the proposed landscaping/planting plans for the development are noted, it cannot be argued that this will either protect the existing Green Belt Boundary or form a new robust Green Belt Boundary. It will encourage coalescence of the village and the former hospital site and significantly impact on the perception of the two. Overall, it cannot therefore be considered that the development would be a logical incursion into the Green Belt. It would fail to protect the quality, character, landscape setting and historical form of the village and would fail to create a clearly definable and defensible Green Belt boundary.

Landscape Character and Visual Impact

Landscape character is the distinct and recognisable pattern of elements that occurs in a landscape leading to the way that it is perceived. Landscape sensitivity is concerned with the inherent character of the landscape and the likelihood that this character would be changed by the introduction of development. Landscape capacity refers to the degree to which a particular landscape type or area is able to accommodate change without significant effects on its character, or overall change of landscape character type.



The character of the site comprises of an open rural pasture land meeting with the well-defined edge of the settlement. It is located in prominent view when entering the village from Bridge of Weir with a dramatic first impression as the main road into the village rises and drops down past the site, with the majority of the site sitting at an elevated position relative to the road. This presents a very positive first impression of the village, characterised by the rural landscape and Conservation Area, both bound by traditional stone boundary walls. The site helps to set the scene of the historic and rural characteristics of the village and its close-knit integration and relationship between the built form and the countryside.

The site is given a low sensitivity rating within the applicant's Landscape and Visual Impact Assessment (LVIA) in respect of its value being judged at community level. Yet, medium adverse effects are evident from disrupted views from the adjacent streets which is heightened given the elevated nature of the site compared to the wider village and high-medium adverse effects given the developments visibility from the adjacent Conservation Area. The Council's Landscape Advisor agrees with this impact and advises that the effects would be undoubtedly

of high magnitude due to the introduction of housing into green space. It must be considered that a suburban modern housing development on such as prominent, elevated site outwith the settlement boundary will create a completely different development in comparison to its surrounding built form which closely nestles into the landscape form. As such, the proposed development cannot reflect this and, by virtue of location, would severely detract from it.

Concerns over the visual impact and visual deterioration of landscape character are further supported by SNH's comments submitted at the Main Issues Report (MIR) stage of the Proposed Inverclyde Local Development Plan. It was advised that development of this site will lead to adverse impacts to the local landscape character, particularly to the more prominently elevated northern part of the site.



The applicant's development framework as set out within the Design and Access Statement denotes that following site analysis, visual assessment and appraisal, the layout, design and overall functionality of the site has been presented within an indicative masterplan. The applicant suggests that the layout enables the site to remain relatively open with open space provision placed directly to the northern boundary. This is not accepted. The masterplan highlights the likelihood of development incorporating the close proximity of a few properties to the northern boundary of the site, which would present amenity concerns and additionally, would constrain views to and the prominence of the Victorian Clock Tower which presently forms a landmark building at the edge of and on arrival to the village. It also appears that the overall layout does not adhere to the minimum garden depth requirements as set out within the Council's Planning Application Advice Note (PAAN) 3 on "Private and Open Space Provision in New Residential Development" with many dwellings located close to their plot boundaries and not attaining garden sizes which are considered necessary to enable acceptable residential amenity. Furthermore, the scale of the development also raises concern given the site's potential to detract from the prominence of the historic buildings and landmarks surrounding the site, parking and access provision to each plot is not clear and neither are boundary details.

In summary, while recognising that the masterplan is only indicative, it provides no comfort that the site can be developed in a manner that addresses the serious landscape and visual impacts identified.

Indeed, in drawing comparisons, the Board is also mindful of the recent appeal decision for a similar planning application in principle for residential development on a Greenfield site to the western approach of Bridge of Weir. In many ways it has similar characteristics to the application site. Here, the Scottish Government Reporters also considered that the appeal site was an important part of the landscape setting of the village and they considered that development on that site, because of its prominence and location on the edge of the built up

area, would have a significant and direct impact on the landscaped setting of Bridge of Weir. They did not consider that developing the site would be in keeping with the character of the settlement or the local area.

In light of this assessment on the landscape and visual implications of the proposal, and recognising the views of the Council's Landscape Advisor, SNH and the representations submitted, the Board concludes that the application site forms an important and significant part of the landscape setting of Quarriers Village in which the proposed development cannot be held to protect the quality, character, landscape setting and identity of the village. In particular there are severe implications to the perception of the village on approach. It therefore does not ensure the Green Belt objectives are achieved in accordance with Policy 14 of the SDP. Policies SDS8 and ENV2 of the LDP rigorously defend the Green Belt and as there are no exceptional or mitigating circumstances which would justify this incursion into the Green Belt, the proposal is contrary to these policies. The proposal is further contrary Policy RES1 of the LDP with reference to the incompatibility with the character and amenity of the area (criterion (a)) and in respect of landscaping proposals and impact on existing landscape features (criteria (b) and (c)). The failure to reflect local character, maintain and enhance landscape character or support the objectives of the Green Belt also renders it incompatible with the placemaking criteria with reference to Policy 1 of the SDP, Policy SDS3 of the LDP and Policy 1 of the Proposed LDP.

Built Heritage

Within approximately 500 metres of the site there are a variety of heritage resources. These include the Category B Listed Former Bridge of Weir Hospital Site, Hope Lodge, Craigbet House and Mount Zion Church. A number of Category C Listed Buildings are located within very close proximity to the site, within the adjacent Quarriers Homes Conservation Area on Peace Avenue, Faith Avenue and Hope Avenue.

The applicant concluded within the Archaeology and Heritage section of the Design and Access Statement that none of the listed buildings and their settings are likely to be affected by the development. In response it is considered inappropriate to separate the listed buildings from the Conservation Area; they are linked both architecturally and historically. The buildings are not viewed in isolation, but as important parts of the wider Conservation Area – in the same way that the perception of a listed building can be diluted by the quality of its surrounds, it can also be lifted. It is considered that this development would have a detrimental impact on the Conservation Area. This Conservation Area was designated in 1986.

William Quarrier purchased the land in 1876 and worked with renowned architect Robert Bryden to plan a children's village comprising of large detached Orphan Homes with centrally located larger buildings serving as a school and a church, forming a self-contained settlement. The development integrated significant areas of open space throughout and maintained close connection to the rolling countryside. It presented a distinguished uniform layout in respect of the layout and design of the buildings. Externally, the buildings featured a palette of grey and natural coloured sandstone with each villa built to individual specification incorporating elaborate architectural detailing in the form of turrets, towers, viewing platforms, ornate porches and chimneystacks. These buildings today all exist within the Quarriers Homes Conservation Area. The Conservation Area covers an extensive area of the village and defines the approach to the village from all directions. The views towards and on approach to the village is therefore a very important attribute of its character and history. The first impression of Quarriers Village is particularly defined by its two main entrances. Whilst the applicant may consider that the indicative masterplan has been designed to respond to the existing urban form and that the proposed development would not significantly adversely affect the character of the Conservation Area, this is not accepted. The scale of the proposed dwellings in the indicative masterplan will not replicate the existing dwellings but instead form an intrusive disruption on these key views and prominence of the Conservation Area and its relationship with the countryside. The most extensive impact will be from the south-eastern approach; one of two of the main approaches into the village. The overall impression that is likely to be created by the development is an up-market suburban housing scheme, which would be unlikely to replicate the existing architecture visible on approach to the village. By extending such a development

along the southern boundary of the Conservation Area, the proposal would result in a major change to the setting and historic appearance of Quarriers Village.

On this basis, the proposal is contrary to Policy HER1 of the adopted LDP and Policy 28 of the proposed LDP due to the significant and unacceptable impact on the setting and appearance of the Conservation Area.

Cultural Heritage

Turning to archaeology, the applicant's archaeology consultant has undertaken a desk-based assessment which indicates that there are no known archaeological features within the application site. Additionally, Historic Environment Scotland identified no known impacts on cultural heritage assets to the site within their comments submitted at the Main Issues Report stage of the Proposed LDP. Should planning permission be granted, a condition could be imposed requiring that a watching brief be placed on the site with the subsequent requirement for recording if found.

Overall, the Board is satisfied that in principle, at this stage, there is no identified impediment to any development in respect of archaeological matters and, as such the proposal is acceptable when assessed against Policy HER7 of the adopted LDP and Policy 31 of the proposed LDP.

Ecology

Ecological issues are considered by the applicant in a preliminary ecological appraisal. One Site of Special Scientific interest (SSSI) was identified located approximately 1.5 km southeast of the application site. Additionally, a Tree Preservation Order exists immediately southeast of the site covering the Former Bridge of Weir Hospital Site. There are no natural heritage or environmental designations within the application site. It does not follow, however, that the proposed development would have no potential for ecological impacts.

The ecological appraisal undertaken by the applicant's ecological consultant concludes that generally the site is of low ecological merit, given that there were very limited sightings of species recorded during the assessment. This position is endorsed by the Local Nature Conservation Site Assessment prepared for the proposed LDP process and which includes an assessment of this site. It was suggested this may be down to the presence of residential properties bordering the majority of the site. Nonetheless, it was noted that the site and its surroundings presents suitable habitats for protected species such as deciduous woodland, thick hedgerows and semi-improved grassland. Therefore, care must be taken to avoid damage to these existing habitats and species. It also indicated that prior to any construction further checks would be carried out by an experienced ecologist. The applicant states within the Design and Access Statement that the proposal will retain all trees within or immediately outwith the site and will provide connected areas of greenspace and new tree planting to sustain the biodiversity value of the site.

SNH provided comments in relation to the biodiversity impact of development of the site at the MIR stage of the proposed LDP. It was stated that a general loss of habitat through development of a Greenfield site is evident, however opportunity exists to enhance boundary habitats and design landscape zones. Whilst the Board notes this provision within the indicative masterplan, in the event of planning permission being granted an accompanied detailed specification of the landscaping proposals with an associated planting scheme to indicate how the site will connect to habitat features outwith the site could be imposed by condition. Further assessment would also require to be undertaken on the site during breeding season, with any additional information for a detailed application requiring independent verification from a suitably qualified ecological professional. At this stage, however, the studies undertaken are considered sufficient for an application in principle.

Whilst the Board notes concerns from objectors in respect of species not discussed above, it is guided by the responses received from SNH and SEPA in respect of biodiversity matters. SEPA did not raise any concern in respect of pollution of waterbodies or watercourses. Notwithstanding the concerns raised, the ecology issues presented at this stage do not provide

a basis for refusal of planning permission. As such, the proposal is considered to be compliant with Policy ENV7 of the LDP and Policy 33 in respect of the requirements to minimise adverse impacts on wildlife and habitats.

Flooding and Drainage

The River Gryfe lies approximately 400 metres to the north-east of the site and flows in south-easterly direction. Other tributaries within close proximity to the site include the Carruth Burn (south) and Gotter Water (north-west). The Flood Risk Assessment (FRA) recommends that ground levels within the site are no lower than around 58m AOD, at the lowest northern-western point of the site.

The FRA advises that modelling of the overflow of the surrounding watercourses indicate that the low area of the site, at the very north-western corner is at risk of flooding in the 1 in 200 year climate change flood events and therefore development should not take place within this "functional floodplain". In respect of surface water, it was concluded that there is potential for surface water to enter the site from the raised areas to the immediate east of the site. It is recommended that drainage measures are put in place to intercept and manage this surface water as part of the proposed drainage system.

Following consultation, SEPA agreed with the points concluded within these findings and consequently raise no objections on the conditions that the recommendations advised are followed within any detailed development. Additionally, it was advised that SuDS basin should be either located outwith the functional floodplain or designed in such a way that no land raising within the floodplain occurs.

The Head of Environmental and Commercial Services also advises that the FRA is acceptable, however there are outstanding matters in relation to drainage, SuDS details and maintenance. Scottish Water's acceptance and permission is also necessary to ensure this increase can be accommodated by the existing infrastructure. Notwithstanding further clarifications from the applicant in this respect, the application is considered only in principle and the Board is satisfied that it would only be appropriate to address these outstanding requirements in the event of planning permission being granted.

Whilst the note the concerns raised within the representations received in respect of flooding, drainage and the provision of a SuDS pond within the development, it is considered that the information submitted at this stage is sufficient and has been appropriately reviewed by the relevant consultees. If required, further details would be addressed via any application in detail for the development.

The Board is therefore satisfied that there is nothing to suggest that matters relating to flooding and drainage cannot be appropriately addressed as part of any development in accordance with Policy 16 of the SDP, Policies INF4 and INF5 of the LDP and Policies 8 and 9 of the Proposed LDP.

Impact on the recreational use of the area

Evidently, residential development within this area will reduce the existing open countryside immediately adjacent to the settlement. However, given the land is currently used for agricultural purposes and occasional grazing pasture, it is difficult to reasonably quantify this as an adverse loss of recreational land. There is nothing to suggest that the development could not further enhance pedestrian access to the core path which exists to the south of the site. Development would also ensure the core path is overlooked more, enhancing its safety, which was raised as separate concern.

Consequently, the proposal is considered acceptable in terms of the impact on recreational use with reference to the strategic objective of the Green Belt; it will not reduce opportunities for countryside recreation as supported by Policy 14 of the SDP.

Affordable Housing

Policy RES4 of the adopted LDP, with reference to associated Supplementary Guidance, places an affordable housing requirement on residential developments of over 20 or more dwellings. The Supplementary Guidance extends this requirement to 'windfall' sites which this site would be if planning permission was to be granted. The requirement refers to benchmark of 25% affordable homes. Policies 17 and 18 of the proposed LDP places a requirement of 25% of houses on new greenfield release sites in the Inverclyde villages to be available for social rent, which would also be applicable to this site. The applicant's planning statement indicates that the development will be mixed tenure with at least 25% affordable housing provision. This would indicate that the proposal would be in accordance with this requirement of the development plan, although details of the exact provision of affordable housing are still to be provided.

Transport and Connectivity

The Transport Assessment (TA) submitted by the applicant is based on a development of 55 dwellings. This is above the development capacity of 45 dwellings as set out in the indicative masterplan. Scottish Planning Policy makes it clear that planning permission should not be granted for significant travel generating uses at locations which would increase the reliance on the car, where direct links to local facilities by walking or cycling are not available or cannot be made available, and where access to local facilities via public transport networks would involve walking more than 400 metres. Whilst the application site is located in close proximity to the village and surrounding residential properties, the lack of facilities within the village is acknowledged. This is a consequence of the village's unique history, small scale and rural setting. Whilst a range of facilities are available within the Kilmacolm village centre via the existing bus service and off-road cycling facilities, it is noted that the bus service does not operate after 5.22pm and the cycling facilities are located remotely from the village and not lit.

It is the applicant's intention to improve the existing transport connections within and surrounding the site. Enhanced pedestrian access has been presented within the indicative masterplan through provision of an additional footway on the north western boundary of the site and to the south and west to provide a safe walking route from the site into the village. Pedestrian routes have also been extended throughout the site. The TA recommends that all properties are issued with a Travel Pack to encourage use of sustainable transport modes. SPT and Transport Scotland support these proposals with SPT further requesting an additional bus stop on the northern side of the main road, close to the application site. These provisions will be required to be secured within any detailed application.

Despite this, the Board does not consider this provision to be adequate in ensuring that the site is reasonably accessible without reliance on the use of the private car. Based on the representations received, reliance on the private car to reach everyday services is a reality of living within the village. As such, the Board considers that, given the scale of the development, the inherent increase in vehicles would intensify this matter to an unacceptable level in which the development is wholly unsustainable and inappropriately located. As such, the proposal is contrary to Policy TRA2 of the adopted LDP and Policy 10 of the proposed LDP.

Traffic and Road Safety

The Board is principally guided by the advice from the Head of Environmental and Public Protection (Roads) in his consultation response. The Board notes that there is no objection in principle to the development when assessing the impact on the local road network and road safety. There are also no objections to the access arrangements of the site and the priority junction being taken off Torr Road, as per the indicative masterplan. The Board is in agreement with the advice in respect of the provision of footpaths and the extension of the 30mph. Such matters would be addressed as part of the detail of any development if appropriate, as would the road layout within the site together with the parking requirements for individual dwellings. Matters relating to roadworks and street lighting, together with any matters relating to the adoption of roads, footpaths and car parks are addressed via separate legislation.

A range of traffic and road safety concerns have been raised in the objections received. The Head of Environmental and Public Protection (Roads) raises no concerns regarding any knock

on effects to the wider road network. The Board also notes that there is no objection from Transport Scotland. As such, the Board is satisfied that there are no traffic or road safety implications arising from the proposal and that the proposal is acceptable when assessed against Policy TRA1 of the adopted LDP and Policy 11 of the proposed LDP.

The Board does, however, endorse the concerns expressed in representations that the implication of traffic increase has the potential to significantly detract from the historical characteristic of the village which is one of quietude. On this basis, the proposal is contrary to Policy HER1 of the adopted LDP and Policy 28 of the proposed LDP

Economic Impact

The applicant's supporting documentation considers that the development of new houses at the scale that is proposed will generate considerable local economic benefits primarily through construction employment and investment, both directly and indirectly. Furthermore, it is contended that the development would also support additional spending within Inverclyde associated with the increase in population. It is true that approval of the proposed development would create employment opportunities in the short term during the construction period and in the longer term in respect of the new residents contributing to the local economy, however the economic benefits would not be significant and the Board is not satisfied that they outweigh the negative impact of the development.

The Board concludes that the proposal would not generate economic benefits which would justify this development within the Green Belt.

Residential Amenity

Residential amenity can be affected in a number of ways. Concerns have been expressed over loss of view from neighbouring properties; noise and disruption from the new properties including during construction; privacy implications for both the existing and new residents; and incompatibility of the new and existing properties in respect character and amenity.

Any development project will produce noise and an element of disruption during the construction phase and this cannot be a determining factor in consider whether to grant planning permission; this is a matter controlled by legislation operated by the Head of Environmental and Public Protection (Environmental Health). The separation distance between new and existing properties and the inherent implications to privacy would be assessed within any detailed application. Whilst the masterplan is only indicative, if it is to be followed the Board does have concerns regarding the separation distance between properties. There is, however, nothing to suggest that a suitable separation distance and plot sizes could not be achieved. The occupation of new dwellings should not be expected to cause any noise of activity beyond that typically found in a residential area. Whilst the Board notes the concerns that the visual impact of the new properties may not reflect the character and amenity of the adjacent residential properties, not enough detail has been provided to fully assess this matter nor would it be expected within an application in principle. With regards to any loss of view, this is not a material planning consideration and therefore not relevant to the assessment of this application. Whilst the Board notes the concerns regarding the health and wellbeing of existing residents, it is not matter which could be considered to form a relevant or reliable basis for the refusal of planning permission.

To conclude, the Board is satisfied that, in principle, the relationship of the proposed development would not lead to the unacceptable disruption to residential amenity in a manner that could justify the refusal of planning permission.

Capacity of Schools and Local Facilities

Concerns are raised in the representations relating to school capacity. The Head of Education confirms that both the primary and secondary schools within closest proximity will be able to accommodate additional pupils resulting from the development.

Turning to local healthcare facilities, again concerns are raised in respect of the capacity of these services. Through the recent assessment of a similar application located within the Renfrewshire Sub-Market Housing Area it was considered that capacity exists in respect of healthcare facilities within Kilmacolm. Additionally, the application site lies within PA11 postcode area which is within the catchment of facilities in Bridge of Weir.

As a result, there are no implications arising in respect of the capacity of schools and local facilities which would warrant refusal of the planning application with reference to Policy RES1 (criterion (e)) of the LDP.

Other matters raised in consultation responses

Whilst noting that infrastructure is present in the area neither Scottish Gas Networks nor Scottish Water offer objections.

The Head of Environmental and Public Protection (Environmental Health) offers no objections; matters relating to ground contamination, Japanese Knotweed and external lighting would be addressed by condition or advisory note within any detailed application if necessary. The Board is guided by the advice of the Head of Environmental and Public Protection that a noise or air quality assessment is not required for this proposal.

Other issues

A wide range of other issues have been raised in the representations. Procedurally, the submission meets the requirement of the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013 with regards to public consultation. The proposal has been modified by the applicant following the initial public exhibition, although it is acknowledged that this may not mean that all points of concern have been addressed. While there is concern over the timing of the submission and period for the submission of representations falling within the two week summer holiday period, the Council has sought to ensure that any representations submitted are considered throughout the entirety of the assessment period of the application. Adequate documentation has been submitted to allow the assessment and the supporting documentation for a major planning application by its very nature will cover specialist disciplines. Furthermore, details of the market sectoring of these new homes is not a relevant consideration.

Finally, noting the concern that the granting of planning permission may create a precedent for future proposals, all planning applications are considered on their own merit and this would also be the case for adjacent sites if permission is granted for this proposal. There is also nothing to prevent the submission of planning applications for Green Belt locations. This is beyond the Council's control.

Summary and Conclusion

At a national level, Scottish Planning Policy reinforces the aims of the Scottish Government's National Planning Framework 3 to facilitate new housing development, requiring each housing market area to support the achievement of the housing land requirement across all tenures, maintaining at least a five-year supply of effective housing land at all times. The Council's adopted Local Development Plan indicates no need for additional land release. Clydeplan indicates a private housing land requirement within the Inverclyde part of the Renfrewshire Sub-Market area for 140 houses. In considering the merits of the proposed Inverclyde Local Development Plan, which will cover a 10 year period, the Council has not identified additional sites.

As matters stand, there is no need for additional housing land at this time. Any requirement for additional housing land in the period to 2029 is a matter for the Local Development Plan examination, commenced on 27 December 2018, and notwithstanding the suitability or otherwise of the application site, it would be both inappropriate and premature to prejudice the plan-led system by supporting the release of additional housing land at this time.

Even in the event that there is a need for additional housing land, Policy 8 of the Strategic Development Plan is clear in requiring additional assessment of any site against the criteria set out in this Policy. There is conflict with three of the criteria; the development will not contribute to sustainable development; the development is not in keeping with the character of the settlement and the local area and the development undermines Green Belt objectives. So, housing need or not, the proposal fails when tested against Policy 8 of the SDP.

Furthermore, as the site is situated within the Green Belt there is a presumption against development. The proposal has been assessed with direct reference to the impacts on landscape character and visual impact, the built and cultural heritage, ecology, flooding and drainage, impact on recreational use, transport and connectivity, traffic and road safety, economic impact, residential amenity and impact on capacities of schools and local facilities. It has been concluded that the detriment to the landscape character and amenity, built heritage and the limited connectivity of the site to everyday services is unacceptable. There are specific concerns on the resultant negative perceptions and historical understanding of the setting of Quarriers Village and the site of the former Bridge of Weir Hospital and the role that the intensification of the use of private car will have on the overall character and amenity of the area. This is contrary to Policies SDS2, SDS3, SDS8, TRA2, RES1(a – c), ENV2 and HER1 of the LDP together with Policies 1, 10, 14, 17 and 28 of the Proposed LDP. Additionally, the proposal is also a departure from Policies 1 and 14 of the SDP. The proposal is also not a form of residential development in the Green Belt supported by Policy RES7 of the 2014 Inverclyde Local Development Plan.

For developments of a strategic scale, Box 1 of Diagram 10 sets out the basis of the assessment in respect of the SDP. As the proposal fails in respect of Policies 1 and 14 of the SDP, it is a departure from the SDP. Box 2 of Diagram 10 provides the criteria for establishing whether a development proposal is an acceptable departure from the SDP. The proposal does not merit support in respect of any of the criteria listed nor are there any other material considerations which would justify a departure from the SDP. Accordingly, the proposal is an unacceptable departure from the SDP and is therefore contrary to the SDP.

Section 25 of The Town and Country Planning (Scotland) Act 1997 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Board is satisfied that the proposal is contrary to the Development Plan because of the combination of a lack of identified housing need, the unacceptable visual impact on the setting of Quarriers Village and the site of the former Bridge of Weir Hospital and the unsustainable location in the Inverclyde Green Belt. In reviewing the application and supporting documentation, it is concluded that there are no material considerations to indicate that the application should be considered favourably.

RECOMMENDATION

That the application be refused for the following reasons:

1. The proposed development is contrary to the Spatial Development Strategy of the 2017 Clydeplan Strategic Development Plan as it is an unjustified urban development which fails to accord with the Green Belt objectives in that it does not direct planned growth to the most appropriate locations nor, protect the quality, character, landscape setting and identity of the village.
2. The proposal is contrary to Policies ENV2 and SDS8 of the 2014 Inverclyde Local Development Plan together with Policy 14 of the 2018 Proposed Inverclyde Local Development Plan in that it fails to accord with the objectives of the Green Belt.
3. The proposal fails to have regard to the six qualities of successful places as required by Policy 1 of the 2017 Clydeplan Strategic Development Plan and Policy 1 of the 2018 Proposed Inverclyde Local Development Plan. The proposal is also contrary to the placemaking aims of policy SDS3 of the 2014 Inverclyde Local Development Plan.

4. The proposal is not a form of residential development in the Green Belt supported by Policy RES7 of the 2014 Inverclyde Local Development Plan.
5. The proposal fails in respect of Policy RES1 of the 2014 Inverclyde Local Development Plan with reference to the incompatibility with the character and amenity of the area (criterion (a)) and in respect of landscaping proposals and impact on existing landscape features (criteria (b) and (c).
6. The proposal is contrary to Policies SDS2 and TRA2 of the 2014 Inverclyde Local Development Plan and Policy 10 of the 2018 Proposed Inverclyde Local Development Plan in that it fails to be reasonably accessed by public transport and as such will generate significant traffic demand by private car and will not contribute to sustainable development.
7. The proposal is contrary to Policy HER1 of the 2014 Inverclyde Local Development Plan and Policy 28 of the Proposed 2018 Proposed Inverclyde Local Development Plan in that there would be a significant and unacceptable impact on the setting and appearance of the Conservation Area and its spatial relationship with the site of the former Bridge of Weir Hospital site.

David Wilson
Chair, Planning Board