

AGENDA ITEM No. 3

Application No: N/02/00509/OUT

Date Registered: 29th April 2002

Applicant: Mr R Chalmers
Woodend Farm
Kilsyth
Glasgow
G65 0PZ

Development: Formation of Chalet and Caravan Park with Visitor/Walker Centre, Associated Buildings and Road Access (Outline)

Location: Site To The South East Woodend Farm Kilsyth

Ward: 66: Banton And Kilsyth East

Grid Reference: 273670 677619

File Reference: N/02/00509/OUT

Site History:

Development Plan: Strategic Policies 1, 5 and 7 of the Glasgow and Clyde Valley Structure Plan are of relevance to this proposal.

The site is covered by policies relating to the greenbelt and to the Antonine Wall in the Kilsyth Local Plan 1999.

Contrary to Development Plan: Yes

Consultations: Scottish Water (No Objection)
British Gas Transco (Comments)
Scottish Natural Heritage (Comments)

Newspaper Advertisement: 3 Representation Letters
Advertised on 8th May 2002

Comments:

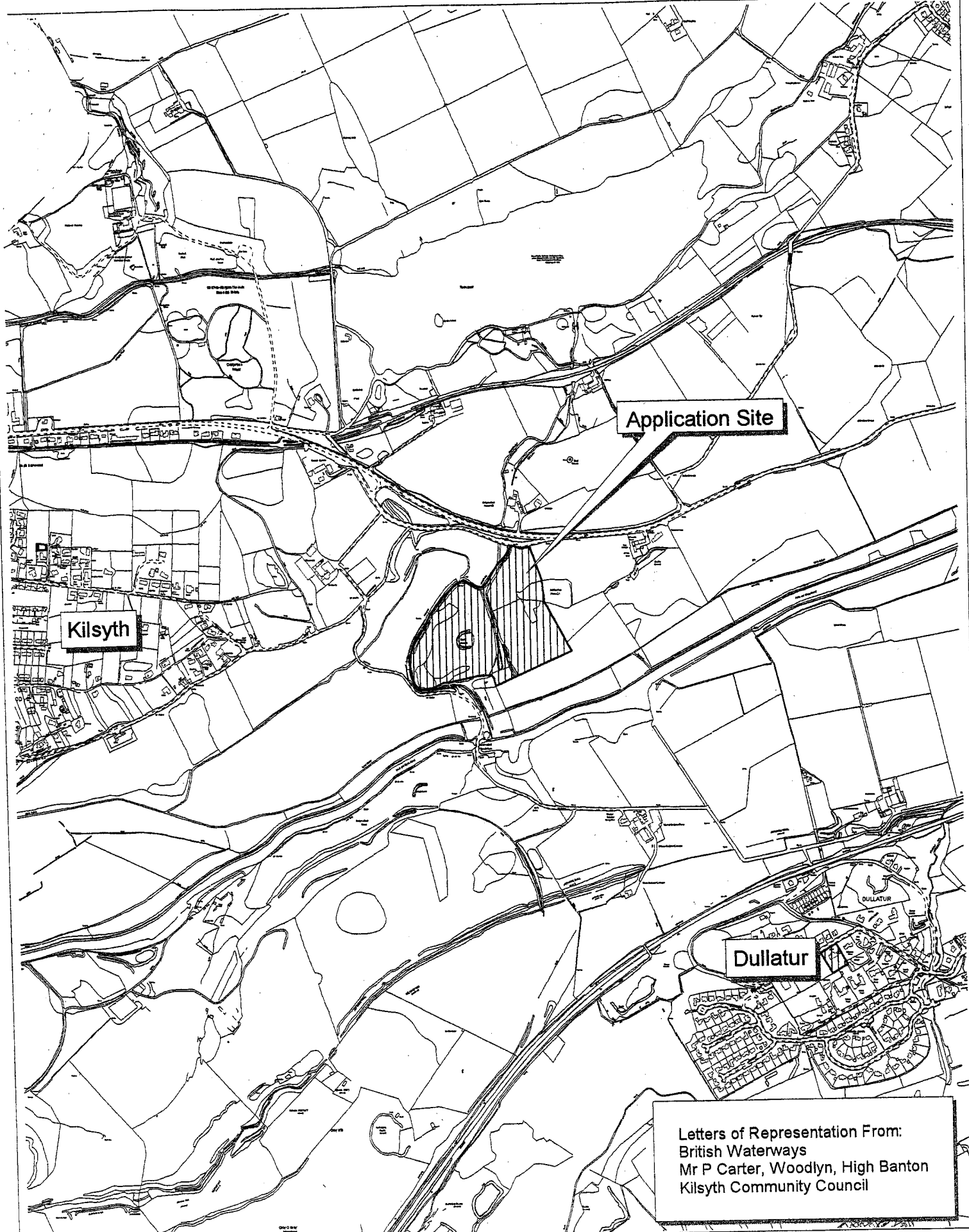
The application is in outline for the formation of a caravan and chalet park at Woodend Farm by Kilsyth.

It is considered that the development will adversely affect an attractive area of rolling countryside in a sensitive part of the designated greenbelt which can be viewed from public areas. The proposal adversely affects the setting of the Kelvin Valley, the Forth and Clyde Canal and the Antonine Wall.

It is recommended that planning permission be refused for amenity, precedent and development plan policy reasons.

Recommendation: Refuse for the Following Reasons:-

1. In the interests of amenity in that the proposed caravan and chalet park would lower the rural



Application Site

Kilsyth

Dullatur

Letters of Representation From:
 British Waterways
 Mr P Carter, Woodlyn, High Banton
 Kilsyth Community Council

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 Planning and Environment
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N02/00509/OUT
 Mr R Chalmers
 Site to the South East of Woodhead Farm
 Kilsyth
 Formation of Chalet & Caravan Park with Visitor/
 Walker Centre, Associated Buildings & Road Assess
 (Outline)



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amenity of an attractive area of rolling countryside in a sensitive area adjacent to the Kelvin Valley and close to the Forth and Clyde Canal and the Antonine Wall, both of which are Scheduled Ancient Monuments.

2. In the interests of amenity and the proper planning of the area in that the proposed caravan and chalet park would constitute inappropriate new development in the greenbelt, and as such would be contrary to the Kilsyth Local Plan 1999, the Glasgow and the Clyde Valley Structure Plan and National Planning Policy.
3. That should planning permission be granted for this development a precedent may be set which would make it difficult for the Planning Authority to refuse similar applications.

NOTE TO COMMITTEE

If granted, this application will require to be notified to the Scottish Ministers in accordance with the Town and Country Planning (Notification of Applications) (Scotland) Regulations.

Background Papers:

Application form and plans received 29th April 2002

Letter from Scottish Water received 15th May 2002

Letter from British Gas Transco received 10th May 2002

Letter from Scottish Natural Heritage received 17th May 2002

Letter from British Waterways Scotland, Canal House, 1 Applecross Street, Glasgow, G4 9SP received 11th April 2002.

Letter from Kilsyth Community Council, C/o Mr R Kay, 104 Stirling Road, Kilsyth, G65 0HY received 5th May 2002.

Letter from Mr P Carter, Woodlyn, High Banton, Kilsyth, G65 0RA

Any person wishing to inspect these documents should contact Martin Dean at 01236 616459.

APPLICATION NO. N/02/00509/OUT

REPORT

1. Description of Site and Proposal

- 1.1 The application is an outline for the formation of a chalet and caravan park with visitor/walker centre and with associated buildings at Woodend Farm, Kilsyth. Sketch plans show twelve chalets and twelve caravan parking areas. A walker and visitor centre is proposed along with ancillary buildings such as offices, drying rooms, laundrette and toilets. Access is via a currently closed off section of the old A803. The full application site as outlined in red on the submitted plan covers 18 hectares although the development identified in the sketch plan is approximately 3 hectares. At present the site is part of the local rolling countryside adjacent to the Kelvin Valley. It is traversed by informal footpaths and remains of old wagon ways running down to the Forth and Clyde Canal. The site is in the vicinity of the Canal and the Antonine Wall.

2. Development Plan

- 2.1 Under the **Kilsyth Local Plan 1999** the site is covered by the following policies

GB1-4: Greenbelt Policy GB2 states "... there will be a presumption against new development in the greenbelt unless required for agriculture, forestry, horticulture, nature conservation, appropriate countryside recreation and tourism dependant upon a countryside location ...".

BE8: Antonine Wall Consultation Zone.

CF10 Gas Pipeline Consultation Zone.

Countryside Recreation and Tourism Policy CT1 is also relevant. This states "The Council will seek to enhance and expand tourism through the improvement of existing visitor attractions and infrastructure, such as sign posting and interpretation facilities, identifying potential sites, and by encouraging and promoting new visitor attractions within the plan area, provided that these proposals are sympathetically designed and there is no significant loss of amenity to the surrounding area and are consistent with appropriate local plan policies".

- 2.2 The following policies within the **Glasgow and the Clyde Valley Structure Plan** are relevant to the proposed caravan and chalet park.

Strategic Policy 1: Strategic Development Locations:- Priority shall be given to investment in the following locations (as identified in the key diagram) in order to maximise the scale of urban renewal and to sustain rural communities, Schedule 1 (E), Green network – priorities for promotion and management, Existing – millenium link corridor.

Strategic Policy 1: The Glasgow and Clyde Valley Greenbelt:- The metropolitan development strategy requires the continued designation and safeguarding of the Glasgow and the Clyde Valley Greenbelt within which there is a presumption against the spread of built up areas and the encroachment of development into the countryside. Local Plans shall define the detailed boundaries and policies to safeguard the greenbelt.

Strategic Policy 5: Competitive Economic Development- The economic competitiveness of the Glasgow and the Clyde Valley Metropolitan Area will be supported through the development (and their safeguarding from inappropriate alternative uses) of the following Strategic Economic Locations as identified on key diagram inset C and having regard for the need to maintain minimum 10 year marketable and serviceable land supply – Schedule 5 (E) – Tourism Development Areas – Forth and Clyde Canal Corridor.

Strategic Policy 7 – In addition to the greenbelt, the Sustainable Development of the Glasgow and Clyde Valley Metropolitan Area requires that particular regard be had to safeguarding and managing the following International, National and Strategic Environment Resources. There shall be a presumption against any proposals which would have a significant adverse affect upon these resources.– National Resource – Forth and Clyde Canal – Scheduled Ancient Monument.

2.3 Relevant **national planning guidelines** are as follows

Scottish Development Department Circular 24/1985; Development in the countryside and greenbelts.

The Secretary of State attaches great importance to the need to preserve the existing designated greenbelts and to the need to establish confidence in their permanence. Development within designated greenbelts should continue to be strictly controlled. Prospects for the achievement of these objectives can best be enhanced by the incorporation of appropriate control policies in development plans. (Paragraph 6). The three main purposes of greenbelts are to 1) maintain the identity of towns by establishing a clear definition of their physical boundaries and preventing coalescence; 2) provide countryside for recreation and institutional purposes of various kinds; and 3) maintain the landscape setting of towns. (Annex Paragraph 3).

National Planning Policy Guideline 11: Sport, Physical Recreation and Open Space.

National Planning Policy Guideline 15: Rural Development.

3. **Consultations and Representations**

3.1 Consultation comments are as follows

Scottish Natural Heritage – There are natural heritage interests of some importance in this location but the proposal is considered unlikely to threaten these interests. However any adverse impacts could be reduced by relevant conditions. SNH have some concerns about the proposal specifically with regards to the visual and landscape impacts of the development. As the proposed development is to be sited at the base of a valley area it will be highly visible to local residential communities and to those commuters travelling along the A803 and other local roads. The existing screening by the landscape and vegetation will not compensate for this and therefore it may have detrimental affects on peoples perception and enjoyment of the area. A further concern that SNH has about this proposal is that it is contrary to the greenbelt policy of the Kilsyth Local Plan. SNH are therefore concerned that this application, if granted, may set a precedent for future developments of a similar nature that will have a greater individual impact or contribute to an accumulative impact to the detriment of the natural heritage in the area. No objections subject to conditions.

Scottish Water: A metered water supply could be made available from the public main. However this would require a long supply pipe provided at the developers expense.

Transco: There is an 18" High Pressure Gas Transmission Pipeline in the vicinity of the proposed development. Transco must be contacted by the developer with respect to measures to be taken to protect Transco plant.

One letter of objection, one letter of support and one letter with general comments have been submitted.

Points of objection:-

- 3.2 The proposal does not relate to existing strategic planning for the development of the Forth and Clyde Canal. This planning has been undertaken by the North Lanarkshire Millennium Link Group which is made up of North Lanarkshire Council, Scottish Enterprise Lanarkshire and British Waterways Scotland. This group has identified Auchinstarry Basin as the most significant canal site development opportunity within the North Lanarkshire area. Auchinstarry Basin is considered to provide a natural stopping off point with the potential for overnight stops due to its location on the Forth and Clyde Canal between Grangemouth and Bowling and will be combined with existing and proposed canal site facilities. Whilst British Waterways Scotland is encouraging a corridor of leisure based regeneration along the canals it is acutely aware of the need to establish an initial spread of visitor destinations based on the operational nature of the canal. It is therefore essential that the development of a visitor and leisure attraction at Auchinstarry Basin is not undermined by competing proposals at nearby locations such as Craigmarnloch (Woodend Farm).

Points of support (including points raised by applicant):-

- The proposal complies with greenbelt policy in that it is "required for tourism dependant upon a countryside location";
- Kilsyth should seek to be a destination for tourists rather than for day visitors and therefore should have more overnight accommodation. At present Kilsyth is short of overnight accommodation. The Forth and Clyde Canal reopening is an excellent opportunity to increase the tourist potential for Kilsyth. There should be more local canal facilities than the British Waterways proposed Auchinstarry Basin development;
- Farming as a source of employment and tourism would help regenerate Kilsyth. The proposed development is a legitimate form of farming diversification;
- It has been previously stated by the Director of Planning and Development that the greenbelt should not be sacrosanct and development for recreation and tourism would be allowed;
- The proposal will provide parking for visitors wishing to enjoy local walks and to visit the Canal, the Colzium Lennox Estate and other local attractions;
- The proposal will compliment and help expand the existing Woodend Equestrian Centre and will help establish a Kelvin Valley Leisure Park linking the Canal, the Colzium Lennox Estate and Banton Loch with existing and new facilities for residents and visitors, this is backed by local organisations and will create local jobs. The proposal will accord with North Lanarkshire Council's access strategy;
- The proposal will compliment British Waterways short stay proposal at Auchinstarry Basin with a long stay alternative;
- There will be no adverse affect on local roads as the access is into the A803;
- The applicant's family has a history of providing tourist accommodation.

General correspondence comments:-

- Only one third of the Canal is through a rural area with the North Lanarkshire stretch being the most attractive. It is important to ensure that the proposed development does not spoil the rural setting.
- There should be minimum intervisibility between the proposed development and the Canal. This can be aided by careful positioning of caravans and chalets and by landscaping.
- It is preferable that the existing Craigmarnloch Stables be the visitor centre.

4. Planning Assessment and Conclusions

- 4.1 Key points of consideration are amenity, general issues relating to tourism and development plan policies/ national planning guidelines.

Local Amenity: It is considered that the proposed caravan and chalet park will have a significant adverse effect on the appearance of this attractive section of open rolling countryside by introducing permanent buildings, roadways and caravans with bright colours and shiny finishes into this rural location. This is a sensitive location on the edge of the Kelvin Valley and beside the Forth and Clyde Canal and the Antonine Wall, both of which are scheduled ancient monuments. Although the valley location partly screens the proposed development it will be clearly visible from the south which includes views from the Kelvin Valley, from the Forth and Clyde Canal, from the Antonine Wall and from the road between Kilsyth and Dullatur.

Tourism issues: Many issues relating to tourism and Kilsyth have been properly raised as part of this application. Key issues include whether there is a case for new build tourist accommodation in rural locations, and at Woodend Farm in particular; would new build tourist accommodation at the application site set a precedent for further development at other rural locations?; would the Kilsyth local economy benefit from detached new build tourist accommodation development and if so would there be a greater benefit from tourist development as opposed to, for instance, executive housing in a countryside setting?; would new build tourist accommodation be to the overall benefit or detriment of the attractiveness of the area to tourists and visitors by on the one hand providing facilities but on the other hand reducing the rural attractiveness of the area?

- 4.2 It is considered that the only means of properly taking a view on the above issues is through the local plan process. This allows public participation and debate on the issue of tourism.

- 4.3 The existing Kilsyth Local Plan 1999 seeks to enhance and expand tourism through the improvement of existing visitor attractions and infrastructure and by encouraging and promoting new visitor attractions within the plan area. This, however, is not to be at the expense of the amenity of the area, and proposals are required to be consistent with other local plan policies eg greenbelt policy. Current policy acknowledges the overriding importance of the attractive countryside environment as well as specific attractions such as the Forth and Clyde Canal and the Antonine Wall in attracting visitors and tourists. This should not be compromised by inappropriate new build development.

4.4 Development Plan and National Planning Guidelines:

The development is contrary to greenbelt policy within the Kilsyth Local Plan in that it is not "required" for countryside recreation and tourism dependant upon a countryside location. This is because tourists can clearly enjoy local attractions such as the Forth and Clyde Canal without needing to stay in a caravan and chalet park. The proposal is also contrary to the greenbelt policy in the Glasgow and the Clyde Valley Structure Plan and is contrary to national greenbelt policy as covered in Circular 24/1985.

- 4.5 The proposal is also contrary to Kilsyth Local Plan Policy BE8 which states that "The Council will oppose any development which will adversely affect or threaten a scheduled ancient monument or its setting, in particular in the vicinity of the Antonine Wall.....". It should be noted that the Forth and Clyde Canal and the Antonine Wall are scheduled ancient monuments. As covered above the proposal will detract from the setting of the Forth and Clyde Canal and the Antonine Wall. In this respect the proposal is also contrary to the Structure Plan policy SP7 which requires the protection and enhancement of the Canal.
- 4.6 The proposal is not supported by Countryside Recreation and Tourism policy CT1 which promotes new visitor attractions, but only when there is no significant loss of amenity and the

visitor attractions are consistent with appropriate local plan policies such as greenbelt policy.

- 4.7 The planning of tourist/ user facilities in the North Lanarkshire stretch of the Forth and Clyde Canal is based on the Forth and Clyde Canal Local Plan and is taken forward by the North Lanarkshire Millennium Link Group (of which North Lanarkshire Council is member) which supports development at Auchinstarry Basin. The proposed Auchinstarry Basin development links into structure policies SP1 and SP5 which seek to promote and manage the Forth and Clyde Canal Millennium Link Corridor. The Auchinstarry Basin proposal is also designed to give most benefit to Kilsyth and Croy.
- 4.8 National planning policy concerning recreation and rural development are contained within National Planning Policy Guideline 11 "Sport, Physical Recreation and Open Space" and National Planning Policy Guideline 15 "Rural Development". Although generally supportive of recreational activities and rural development these guidelines make clear that rural development must accord with the development plan (NPPG 15 – Paragraph 26). NPPG 11 has a primary planning objective of meeting the sporting and recreational needs of residents, tourists and visitors whilst safeguarding the quality of the natural and cultural heritage (Paragraph 30).
- 4.9 The Town and Country Planning (Scotland) Act 1997 makes clear in Section 25 that planning decisions must be made in accordance with the development plan unless material considerations indicate otherwise. The proposed development does not accord with the development plan.
- 4.10 Although the application site is just outwith the boundaries of the Forth and Clyde Canal Local Plan it should be noted that the keys aims of this Plan are
- to propose a combination of recreational and amenity uses for the canal and its environment,
 - to provide for an increase in use,
 - to identify priority areas for environmental improvement for recreational amenity and possible commercial developments,
 - to promote the restoration of navigation along the length of the canal, and
 - to protect it from decline in the future.
- 4.11 It is considered that the above objectives are promoted in North Lanarkshire by the identification of Auchinstarry Basin for further development and Craigmarloch Stables for possible tourist related conversion. The proposed caravan and chalet park at Woodend Farm will detract from these specified developments and will run counter to the objective of recreational and amenity use of the Canal by detracting from its setting.
- 4.12 In conclusion it is considered that the proposed caravan and chalet park will detract from the existing high quality rural landscape; will detract from the setting of the Kelvin Valley, the Forth and Clyde Canal and the Antonine Wall; will set a precedent for other developments in rural green belt locations to the general detriment of the setting of Kilsyth; and is contrary to the policies of the Development Plan and of national planning guidance. It is recommended that planning permission be refused.