

Application No: S/04/02222/OUT

Date Registered: 21st December 2004

Applicant: **Mr & Mrs K Morrison**
19-21 Maryville View
Uddingston
Glasgow

Agent: Keppie Planning Ltd
160 West Regent Street
Glasgow
G3 4RL

Development: **Residential Development (in the form of 9 House Plots)**

Location: **Land At 19-21 Maryville View Uddingston Glasgow**

Ward: 21: Tannochside Councillor David Saunders

Grid Reference: 268759 662248

File Reference: **S/PL/B/9/71/AM**

Site History: Application P/58/1180 – Use of land as a residential caravan site together with the erection of toilet accommodation, granted 13 November 1959.

Application 280/93/OUT – Erection of Dwellinghouse and Extension of caravan park, granted 26 August 1993.

Application S/03/00863/OUT – Erection of dwellinghouse, granted 22 October 2003.

Application S/04/00130/OUT – Residential development, refused 4th August 2004.

Development Plan: Glasgow and the Clyde Valley Joint Structure Plan 2000 - zoned as Green Belt;

Uddingston - Tannochside Town Map 1973 - zoned as Agricultural Land and Green Belt; and

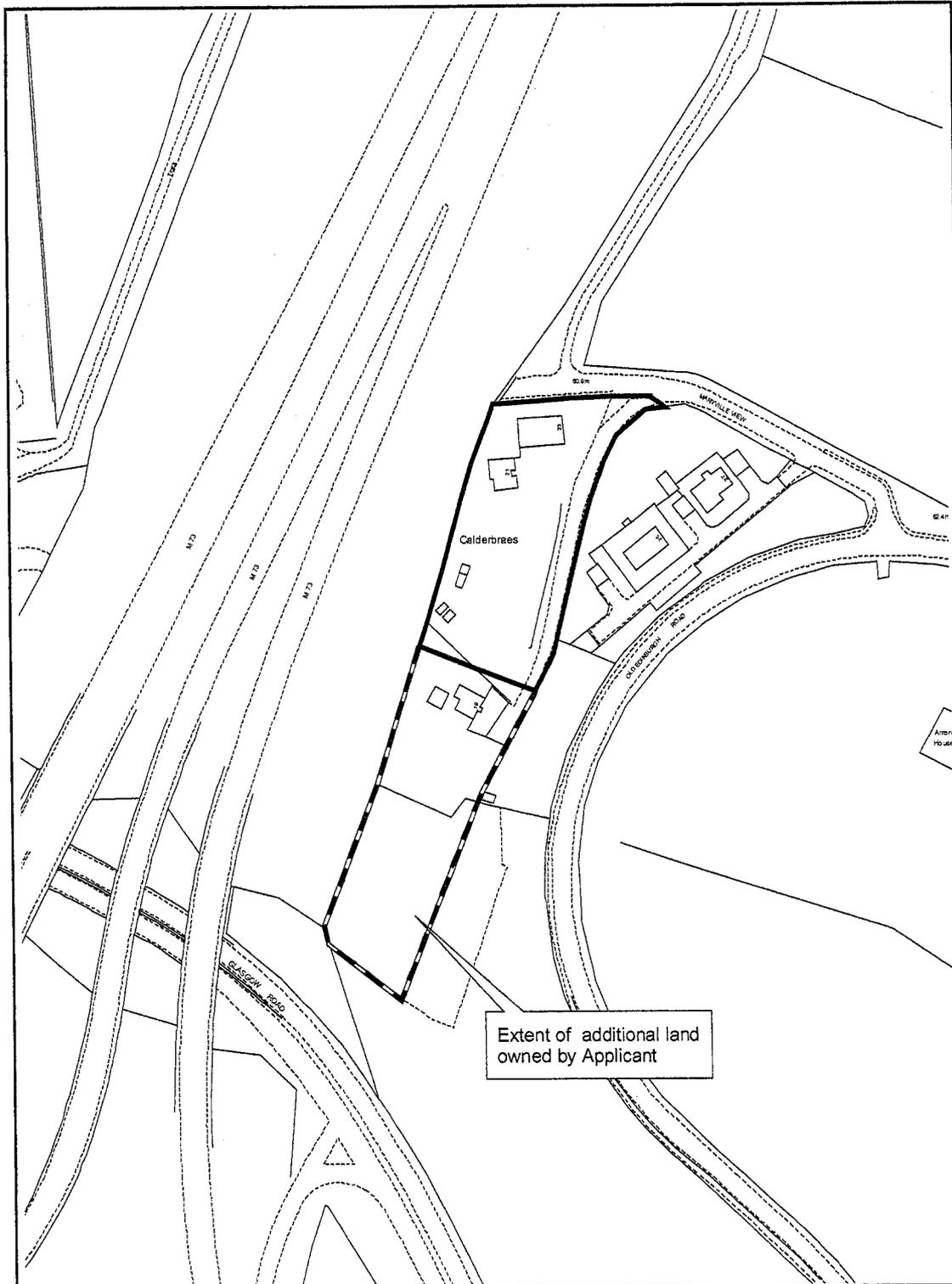
Southern Area Local Plan Finalised Draft (Modified 2001 and 2004) - zoned as Green Belt.

Contrary to Development Plan: Yes

Consultations: British Gas Transco (comments)
West Of Scotland Archaeology Service (comments)

Representations: None Received

Newspaper Advertisement: 6th January 2005



Extent of additional land owned by Applicant

North Lanarkshire Council
 Planning and Environment
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 2 Tynd Road
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 G87 1JW
 Telephone 01226 616210 Fax 01226 616232
 CS Licence 10002359 2004



PLANNING APPLICATION No. S / 04 / 02222 / OUT
 RESIDENTIAL DEVELOPMENT (NINE HOUSE PLOTS)
 LAND AT MARYVILLE VIEW, UDDINGSTON.

Site Area = 0.59 ha.

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Recommendation: Refuse for the Following Reasons:-

1. The proposal is contrary to Strategic Policies 9 and 10 of the Glasgow and the Clyde Valley Joint Structure Plan 2000, as it has not been demonstrated that the development is a justifiable departure from the Plan, in terms of criteria Aii, Av, Bii and Biii of Strategic Policy 10, in that it has not been demonstrated that the proposal fulfils a short fall in housing land supply or a specific locational need; or would result in social and environmental benefits to the area, which would outweigh the inappropriateness of the development in the Green Belt location.
2. The proposal is contrary to Southern Area Local Plan Finalised Draft (Modified 2001 and 2004), policies ENV5 and ENV6 which seek to maintain environmental standards and safeguard the character and function of the Green Belt. The development would constitute isolated and sporadic development in the Green Belt and would introduce development which would be out of keeping with the spacious natural aspects of the Green Belt to the detriment of its character and amenity.
3. The proposal is contrary to the Southern Area Local Plan Finalised Draft (Modified 2001 and 2004), policies HSG1 and HSG12 as it constitutes predominantly, the development of greenfield land as opposed to brownfield land and fails to demonstrate an operational need for housing within the Green Belt area.
4. The proposal is contrary to Government guidance SPP3 and NPPG14 which both seek to protect and enhance environmental assets such as the Green Belt where there is no proven need for development which may outweigh this protection. The applicants have failed to demonstrate a shortfall in housing land supply or a specific locational need for housing in the Green Belt, or that the development would result in social and environmental benefits to the area.

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) Direction 1997 because the proposed development constitutes a departure from the Glasgow and the Clyde Valley Joint Structure Plan 2000 and is contrary to the Uddingston – Tannochside Local Plan and the Southern Area Local Plan Finalised Draft (Modified 2001 and 2004).

Background Papers:

Application form and plans received 21st December 2004
Supporting Planning Statement received 21st December 2004

Letter from West Of Scotland Archaeology Service received 25th January 2005
Letter from British Gas Transco received 31st December 2004
Memo from NLC Transportation Section received 14th February 2005

Glasgow and the Clyde Valley Structure Plan 2000
Uddingston-Tannochside Town Map 1973
Southern Area Local Plan Finalised Draft (Modified 2001 and 2004)
SPP3 – 'Planning for housing'
NPPG14 – 'Natural Heritage'

Any person wishing to inspect these documents should contact Alistair Maclean at 01698 302093.

APPLICATION NO. S/04/02222/OUT

REPORT

1. Description of Site and Proposal

- 1.1 The application site is land at 19-23 Maryville View, Uddingston which extends to approximately 0.58 hectares and runs in a southerly direction from Maryville View. The site is relatively level and lies within the Green Belt on the western limits of the Council's southern area.
- 1.2 The site is bounded to the north by Newlands Farm, to the east by two dwellinghouses at nos. 25 & 27 Maryville View, to the south by land within the applicant's ownership which drops steeply down to open space adjoining Glasgow Road to the north of the M74 motorway; and to the west by the M73 motorway.
- 1.3 The site itself is run as a caravan park, accommodating 13 caravans where the applicants have verbally advised that their clientele utilise the units on a long term residential basis. The caravans are located approximately within the centre of the site, while the remainder accommodates two houses, a large garage and rough open space. The applicants live at 19 Maryville View which is located south of the caravan park. The second house at no. 21 Maryville View, is located at the north west corner of the site and is in a derelict condition. Immediately north east of this lies a large garage which is used for storage purposes. Rough open space is located sporadically throughout the caravan park and northern part of the site. There are two vehicular accesses to the site from Maryville View, one exclusively for the applicants' home and the other for the caravan site.
- 1.4 Outline consent for one house was renewed in October 2003 (ref. S/03/00863/OUT) following the lapsing of the previous outline consent (ref. 280/93). The house was to be located immediately north of the caravan park and would be built for the applicants' son thereby allowing him to remain on site. A further application, submitted last year (ref. S/04/00130/OUT) for residential development on a site approximately twice the size of this current application, was refused on 4th August 2004.
- 1.5 This current application seeks outline consent for residential development of the site presently occupied by the caravan site and garage / store. The remainder of the site which was part of last year's application (ref. S/04/00130/OUT) has been omitted from this application. The area to the south of the existing house slopes very steeply down towards Glasgow Road. An indicative layout has been submitted which shows 9 plots taking access from Maryville View and also accessing the applicant's existing house. The site would be cleared of the caravan park, the derelict house and the garage / store to make way for comprehensive re-development.

2. Development Plan

- 2.1 The application raises issues of a strategic and local nature and therefore must be considered in terms of both the Structure Plan and Local Plans for the area. The site is zoned as Green Belt and the Glasgow and the Clyde Valley Joint Structure Plan 2000 (GCVJSP) Development Strategy places the protection and enhancement of natural and built heritage and environmental resources as a prerequisite. The Guiding Principles of the Plan therefore explicitly recognises the importance of environmental resources, particularly in terms of a general presumption in favour of safeguarding the quality and extent of identified environmental resources. Strategic Policies 1 & 7 of the GCVJSP require the continued designation and safeguarding of the Green Belt within which there is a presumption against the spread of built up areas and the encroachment of development into the countryside. Another aim central to the Plan is the improvement in the quality of life and health of local communities. Within this, among other concerns, Strategic Policy 6 identifies the need to secure sufficient housing and sufficient variety of house type and affordability to meet future housing requirements for a continuing 5 year

effective land supply within housing market areas. Preference is accorded to the development of brownfield land as opposed to greenfield land to achieve these aims and to accord with the overall environmental thrust of the Plan. However, development must be assessed against the criteria set out in Strategic Policy 9 and any development failing to meet these criteria requires to be justified against the criteria in Strategic Policy 10. Among these of most note, are the assessment of the development against its contribution to promoting urban regeneration; avoiding isolated and sporadic development in the Green Belt and the wider countryside; and the assessment of the proposal against the effective housing land supply for the market area and the establishment of a clear shortfall.

- 2.2 The adopted Local Plan for the area is the Uddingston-Tannochside Town Map 1973 which zones the site as Agricultural Land within the Green Belt. The emerging Southern Area Local Plan Finalised Draft (Modified 2001 and 2004) provides contemporary policy guidance and similarly zones the site as Green Belt. Policy ENV6 'Green Belt' indicates that there will be a general presumption against development in the Green Belt other than that directly associated with agriculture, forestry, generation of power from renewable resources, outdoor leisure and recreation, telecommunications or other appropriate rural uses. This policy also identifies Green Belt corridors stretching along the M73 and M74 Motorways as being of particular importance for reasons of landscape quality and for preventing the coalescence of settlements. Policy ENV5 'Assessment of Environmental Impact' provides a list of criteria that the Council will assess an application against. Criteria 1-3 are particularly relevant to this application and consider the suitability of the proposal on the character of the area in which it is set; the landscape and visual impact of the proposal; and the extent of traffic generation, noise, dust, pollution, flooding risk and interference. Policy HSG1 'Housing Strategy' indicates that the Council will direct new residential development toward brownfield sites within built up areas in preference to the release of land in greenfield locations. Finally, Policy HSG12 'Housing in the Green Belt and Countryside' provides a list of criteria which the Council will take into account in determining applications of this nature. Consideration is given to proven operational need for dwellings in this area; the visual prominence of the site; the compatibility of the design to a rural location; the incorporation of traditional design features and finishing materials; and provision for vehicular access and site drainage.
- 2.3 Scottish Planning Policy SPP3 'Planning for Housing' advocates a review of Green Belt boundaries but only in circumstances where there is a demonstrable requirement for additional housing in an area. The general principles are that planning has an essential role in achieving the Government's policies for housing while protecting and enhancing environmental quality.

3. Consultations and Representations

- 3.1 A full range of consultations was undertaken in connection with the application submitted last year (see para. 1.4 above) and as the principle of the application is unchanged only limited consultations were repeated for this current application.
- 3.2 Scottish Gas Transco were re-consulted due to the presence of high pressure apparatus in the vicinity but have no objections, subject to conditions. It would be the responsibility of any developer to satisfy their concerns.
- 3.3 NLC Transportation Section raised no objections to the proposal but advised on access, turning and parking arrangements for the site, which would require amendments to the submitted proposals.
- 3.4 Consultations on the previous application for the larger site indicated no over-riding reasons why the site could not be developed subject to conditions. SEPA advised that surface water drainage would require to be treated in accordance with the principles of the Sustainable Urban Drainage Systems Design Manual for Scotland and Northern Ireland, and that foul drainage be connected to the public sewer. West of Scotland Archaeology Service commented that there may be

remains of a Roman Road at the northern end of the site and as such, a suspensive condition should be placed on any consent requiring the location and recording of this information prior to development. The Scottish Executive Road Network Management and Maintenance Division confirmed they had no objections to the proposal provided a suitable barrier was provided adjacent to the motorway to minimise the risk of pedestrians or animals gaining access to the motorway.

- 3.5 No objections were received following neighbour notification procedures and the press advertisement.

4 Planning Assessment and Conclusions

- 4.1 The application raises issues of a strategic and local nature and therefore must be considered in terms of both the Structure Plan and Local Plans for the area. The aims of the Structure Plan which are most relevant to the consideration of this application are the safeguarding and enhancement of environmental resources as advocated in Strategic Policies 1 & 7; and the improvement in the quality of life and health of local communities through the provision of an effective housing land supply in terms of choice, size and type of housing in each housing market area, as advocated in Strategic Policy 6. The realisation of one aim must not be at the expense of another as each aim is complementary and interrelated. The Plan requires that developments must be assessed against the criteria listed in Strategic Policies 9 and 10.
- 4.2 Firstly, the current operational aspects of the site will be assessed in relation to the proposal. The site lies within the Green Belt where there is a presumption against residential development. The site is occupied by a caravan park containing 14 static caravans, a derelict house and a large garage used for storage purposes, while outline consent has been renewed for a further third house. The caravan site has been operational since the 1960s. Such sites are commonly associated with the leisure and tourism industry where accommodation would normally be provided on a seasonal basis only. They therefore constitute, in principle, an acceptable use in the Green Belt where they are commonly found. The applicants have verbally advised that the caravans are now leased on a longer term basis than purely seasonal, a system which operates outwith the control of the Planning Laws. However, regardless of the time period involved in the leasing of the caravans, they cannot be considered anything other than temporary accommodation, as it is inherent in their physical construction that they will prevail for a shorter period than dwellings in comparative terms. I do not therefore consider that the operational aspects of the caravan park represent the establishment of a residential use comparable to that of fixed dwellings which would render the principle of residential development on this Green Belt site acceptable. With regard to the 2 existing dwellings, it is considered that a residential use has been established in these areas. However, policy as dictated by the emerging Southern Area Local Plan Finalised Draft (Modified 2001 and 2004) allows only for the replacement of dwellings of poor quality. The house at no. 21 is derelict, but the applicants' dwelling at no. 19 is in a good state of repair. Turning to the issuing of outline consent for a further dwelling, the Council exercised a consistency of approach by granting permission and thus allowing the renewal of the consent which had lapsed. The house was to be occupied by the applicants' son thereby enabling him to remain on site. It was considered that the siting of one additional house on this Green Belt site would not adversely effect its character and function and it would be viewed in association with a small residential pocket of 3 houses which had developed incrementally. It was considered that the granting of permission for one house would not set a precedent for allowing more houses. Overall, I consider that the derelict dwelling and proposed third dwelling represent the only areas of the site which are acceptable in principle, for residential development. In these circumstances, the comprehensive redevelopment of the site is considered contrary to Strategic Policy 1 of the Structure Plan which seeks to safeguard the Green Belt.
- 4.3 Secondly, the proposal is assessed against the housing land supply to demonstrate whether there is a proven need for housing in this area. The application site lies within the Motherwell

Sub-Market Housing Area (SMA) and within the Eastern Conurbation Housing Market Area (HMA). The Structure Plan states that there is an adequate supply of effective housing land to meet locally generated demands within each of the SMAs. However, the Plan anticipates a shortfall in effective land supply within the Conurbation HMAs of approximately 3,300 houses, but states that the shortfall will mainly be met by the Central Conurbation HMA. The Eastern Conurbation, of which the site forms part, will contribute to the provision of only 350 houses of the shortfall, *none* of which have been allocated to the Motherwell SMA. Furthermore, the site has not been included in North Lanarkshire's Interim Housing Land Statement. In these circumstances, the Structure Plan does not identify a shortfall in housing land in this area and there is thus, no demonstrable or proven operational need for housing within the Green Belt or a requirement to review the Green Belt boundary. The proposal is therefore considered to be contrary to the Structure Plan in terms of Strategic Policy 6(b), Policy 9 (A)(ii) and is unjustified in terms of Policy 10 (A)(ii). For these reasons, the proposal is also contrary to Local Plan policy HSG12(1) and SPP3.

- 4.4 Thirdly, it is considered that the proposal will have a detrimental effect on the function of the Green Belt area. The protection and enhancement of the Green Belt is accorded utmost importance in the Development Plan and other planning policy guidance unless there is a strong justification for its development. Paragraphs 4.2 – 4.3 above have already demonstrated that in these circumstances there is no such justification. The Green Belt designation, among other things, seeks to control the growth of built up areas and support the process of urban renewal; or prevent neighbouring towns from merging and control sporadic and isolated development; and preserve the special character of towns, including their landscape setting. The site has been defined as Green Belt on the adopted Local Plan – The Uddingston-Tannochside Town Map since 1973 and continues to be defined as such on the emerging Local Plan, the Southern Area Local Plan Finalised Draft (Modified 2001 and 2004). Residential development in this area would therefore constitute isolated and sporadic development in the Green Belt in contravention of Strategic Policy 9(B)(v), Local Plan policy ENV6 and NPPG14. Approval of this application would significantly prejudice the continued effectiveness and integrity of the Green Belt and would make it difficult to resist further development of similar pockets of land.
- 4.5 Fourthly, it is considered that the proposal will have a detrimental effect on the character and amenity of the Green Belt. The site currently presents an attractive established natural frontage to Old Edinburgh Road through the existence of mature trees and bushes. The indicative layout submitted that this planting would not be retained, but does indicate new planting. A condition could also easily be imposed requesting the planting of further appropriate species to fill breakages in the screen barrier to Old Edinburgh Road and thereby retain the natural views currently enjoyed from this visual aspect. Even at a local level, the site will be visually transformed on approach from Maryville View. Whilst there is currently a large garage and derelict dwelling close to the entrance to the site, these simply punctuate the areas of open space characterised by rough scrubland and planting which largely shield the caravan site and applicants' home located further south. Admittedly, the site entrance would benefit from some weed control and a general tidy up, nevertheless even the unkempt nature of the site is somewhat visually subsumed within the natural backdrop within which it forms part. The proposal is therefore considered to have an adverse impact on the character and amenity of the Green Belt in contravention of Strategic Policy 9(B)(ii)(b) and 10(B)(iii)(a), Local Plan Policy ENV5(1,2) & ENV6 and NPPG14.
- 4.6 The Town and Country Planning (Scotland) Act 1997, Section 25 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. In conclusion, it is considered that the development constitutes a departure from the development plan and if approved, would prejudice the continued effectiveness and integrity of the Green Belt. It would also make it difficult to resist further development of similar pockets of land in this area. I therefore recommend that this application be refused.