

Report

Report to:	Planning Committee
Date of Meeting:	30 April 2024
Report by:	Executive Director (Community and Enterprise Resources)

Reference no:	P/24/0010
Proposal:	Erection of 5 no. detached dwellinghouses, formation of vehicular access, parking and associated works
Site Address:	Land 75m west of The Manse Manse Road Stonehouse
Applicant:	Mr Charles Rock
Agent:	Stuart McKitting A D Plans Ltd
Ward:	05 Avondale and Stonehouse
Application Type:	Full Planning Permission
Advert Type:	Schedule 2 and Schedule 3: Hamilton Advertiser 25 January 2024
Development Plan Compliance:	No
Departures:	N/A
Recommendation:	Refuse
Legal Agreement:	N/A
Direction to Scottish Ministers	N/A

1. Reason for Report

- 1.1. As required by the approved South Lanarkshire Council Planning Application Decision-Making Process 2015, a request that this otherwise delegated application be determined by the Planning Committee was received from local ward member, Councillor Margaret Cooper and this was agreed by the Head of Planning and Regulatory Services and the Chair of the Planning Committee.

2. Site Description

- 2.1. The application site constitutes agricultural land in the designated Green Belt and is generally level, though it drops away towards the Avon River Valley. It is bound by agricultural land, the Avon Water and by the cemetery at St Ninian's Kirkyard. There are mature trees and hedgerows along the boundary of the site.

3. Description of Proposed Development

- 3.1. Planning permission is sought for the erection of 5 detached dwellinghouses, including the formation of a vehicular access, parking, landscaping and associated works at land 75m west of The Manse, Manse Road, north of Stonehouse.
- 3.2. The proposed dwellinghouses would be sited in a linear layout, fronting onto a proposed internal access road running northeast to southwest, accessed off Manse Road. Each dwellinghouse would accommodate a lounge/dining/kitchen, study, WC together with 4 bedrooms, an en-suite and a family bathroom. The properties would be finished in white render with stone base course and front features, and a slate roof. Each plot would include off-street parking provision and rear garden ground.

4. Relevant Planning History

- 4.1. A planning application (P/22/0531) for an identical proposal was refused in January 2023 under Delegated Powers.

5. Supporting Information

- 5.1. Planning Supporting Statement

6. Consultations

- 6.1. **Environmental Services** – No objection.
Response: Noted.
- 6.2. **Roads, Transportation and Fleet Services (Development Management)** – Object to the proposal commenting that the applicant has not demonstrated how the site would be accessed (including visibility splays). The proposals submitted do not indicate connections to existing footways to access local amenities and primary school for all age groups without reliance on private car trips. The proposals also fail to demonstrate arrangements for surface water/foul drainage and ongoing servicing/tanker access.
Response: Noted.
- 6.3. **Scottish Water** - No objections to the proposed development subject to Scottish Water Technical Approval.
Response: Noted
- 6.4. **West of Scotland Archaeology Service** - No objections to the proposed development subject to a condition being attached requiring a program of Archaeological Works and Written Scheme of Investigation.
Response: Noted

- 6.5. **Stonehouse Community Council** - Provided various comments relating to the physical characteristics of the site and surrounding area. Reference made to policies and the requirements that should be considered in the assessment of the planning application. Request that various conditions be imposed should planning permission be granted relating to roads, archaeology, land stability, and boundaries to the neighbouring listed site.
Response: Noted.

7 Representations

- 7.1. Following statutory neighbour notification and advertisement in the local press in respect of non-notification of neighbours and development potentially contrary to the development plan, 6 letters of representation have been received. The issues raised can be summarised as follows:-

- ◆ Massing and design not in-keeping with area.
- ◆ Noise from building work.
- ◆ Increase in vehicular and pedestrian traffic.

The above issues are considered in the assessment below and full copies are available to view on the planning portal.

Non-material planning considerations

- ◆ Loss of view.
- ◆ Depreciation in existing house prices.

8. Development Plan

- 8.1. Under Section 25 of the Town and Country Planning (Scotland) Act 1997, all applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

8.2. National Planning Framework 4

National Planning Framework 4 (NPF4) is Scotland's national spatial strategy for Scotland. It sets out spatial principles, regional priorities, national developments, and national planning policy. NPF4 supports the planning and delivery of sustainable places, liveable places, and productive places.

National Planning Framework 4 Policies

- ◆ Policy 1 - Tackling the climate and nature crises
- ◆ Policy 2 - Climate mitigation and adaptation
- ◆ Policy 3 – Biodiversity
- ◆ Policy 6 - Forestry, woodlands and trees
- ◆ Policy 8 - Greenbelt
- ◆ Policy 14 - Design, quality, and place
- ◆ Policy 15 - Local living and 20-minute neighbourhoods
- ◆ Policy 16 – Quality homes
- ◆ Policy 17 – Rural homes

8.3. South Lanarkshire Local Development Plan 2(2021)

For the purposes of determining planning applications the Council will assess proposals against the policies contained within the adopted South Lanarkshire Local Development Plan 2 (SLLDP2). The application site and associated proposals are affected by the following policies contained in the SLLDP2:-

SLLDP2 Volume 1 Policies

- ◆ Policy 2 – Climate Change
- ◆ Policy 4 – Green Belt and Rural Area
- ◆ Policy 5 – Development Management and Placemaking
- ◆ Policy 14 – Natural and Historic Environment
- ◆ Policy 15 – Travel and Transport

SLLDP2 Volume 2 Policies

- ◆ Policy GBRA1 - Rural Design and Development
- ◆ Policy GBRA5 - Redevelopment of Previously Developed Land Containing Buildings
- ◆ Policy GBRA8 - Development of Gap Sites
- ◆ Policy GBRA9 - Consolidation of Existing Building Groups
- ◆ Policy SDCC4 – Sustainable Transport
- ◆ Policy DM1 - New Development Design
- ◆ Policy NHE2 - Archaeological Sites and Monuments
- ◆ Policy NHE3 - Listed Buildings
- ◆ Policy NHE16 - Landscape
- ◆ Policy NHE18 - Walking, Cycling and Riding Routes

9. Guidance

9.1. None

10. Assessment and Discussion

10.1. The applicant seeks detailed planning consent for the erection of 5 detached dwellinghouses, the formation of a vehicular access, parking, landscaping and associated works at land 75m west of The Manse, located at Manse Road, Stonehouse. The determining issues in the consideration of this application are its compliance with the development plan, which consists of National Planning Framework 4 (adopted 2023) and South Lanarkshire Local Development Plan 2 (adopted 2021).

10.2. Principle of Development

The site lies within the designated Green Belt, where Policy 8 – Green belts of NPF4 applies. This specifies that proposals for development in designated green belt areas will only be acceptable if they fall into one of the categories listed below:-

- ◆ development associated with agriculture, woodland creation, forestry and existing woodland (including community woodlands)
- ◆ residential accommodation required and designed for a key worker in a primary industry within the immediate vicinity of their place of employment where the presence of a worker is essential to the operation of the enterprise, or retired workers where there is no suitable alternative accommodation available
- ◆ horticulture, including market gardening and directly connected retailing, as well as community growing
- ◆ outdoor recreation play and sport or leisure and tourism uses; and developments that provide opportunities for access to the open countryside (including routes for active travel and core paths)
- ◆ flood risk management (such as development of blue and green infrastructure within a “drainage catchment” to manage/mitigate flood risk and/or drainage issues)

- ◆ essential infrastructure or new cemetery provision
- ◆ minerals operations and renewable energy developments
- ◆ intensification of established uses, including extensions to an existing building where that is ancillary to the main use
- ◆ the reuse, rehabilitation and conversion of historic environment assets
- ◆ one-for-one replacements of existing permanent homes

- 10.3. Policy 4 - Green Belt and Rural Area of the SLLDP2 also aims to protect the countryside from development which does not require to locate there. Under this policy, isolated and sporadic development will not be supported.
- 10.4. The proposed development of residential properties fails to meet any of the above listed criteria, and no specific locational need for the dwellings to be located in the green belt has been demonstrated. The site is not located between existing development. It would be considered to be sporadic development which does not result in significant and demonstrable visual and environmental benefits to the area. The proposal is considered to be contrary to Policy 8 of NPF4 and Policy 4 of the adopted local development plan.
- 10.5. Policy GBRA5 - Redevelopment of Previously Developed Land Containing Buildings, sets out a number of criteria which require to be met in respect of proposals for the redevelopment of sites. The proposed development site is not considered to be located on previously developed land containing buildings. Although there are a number of shipping containers and small agricultural field shelters on the site there are no significant buildings or remains of building structures to consider this a brownfield site. As set out below, the proposal would also have an adverse impact on the landscape character of the green belt as it does not respect the local landscape character and setting and does not integrate positively with the surrounding landscape. It is therefore considered that the proposal is contrary to Policy GBRA5 of the adopted local development plan.
- 10.6. Policy GBRA1 Rural Design and Development sets out a number of criteria which developments in the green belt require to comply with. The proposed development cannot be justified within the Green Belt. It is also considered that it would have an adverse impact on the landscape character of the Green Belt as it does not respect the local landscape character and setting. The proposal does not integrate positively with the surrounding landscape being located on the previously undeveloped side of Manse Road where it would be highly visible from the north on the upper edge of the River Avon Valley. It is considered that the proposal is contrary to Policy GBRA1 of the adopted local development plan.
- 10.7. Policy GBRA8 Development of Gap Sites, relates to sites which are considered to be within clearly identifiable gap sites. The site is not considered to be a clearly identifiable gap site not being bounded on at least two sides by habitable houses or buildings being bounded on three sides by open countryside and the kirkyard/cemetery. It is not considered to be located within a recognisable cohesive group of houses where it would not damage the character of the group or the wider countryside setting as set out in Policy GBRA9 Consolidation of Existing Building Groups as the proposal would extend development into undeveloped greenfield land. As set out above, the proposal would also have an adverse impact on the landscape character of the Green Belt as it does not respect the local landscape character and setting and does not integrate positively with the surrounding landscape. It is therefore considered that the proposal is contrary to Policies GBRA8 and GBRA9 of the adopted local development plan.

10.8. Climate Change and Biodiversity

NPF4 Policy 1 – Tackling the climate and nature crises advises that significant weight will be given to the global and nature crises when considering all development proposals. NPF4 Policy 2 – Climate mitigation and adaptation expands on this requiring all new developments to be sited and designed to minimise greenhouse gas emissions as far as possible, and to adapt to current and future risks for climate change. The development is proposed on previously undeveloped land out with the settlement boundary and is not considered sustainable development as it will increase emissions by encouraging vehicular travel, is remote from services and facilities and would require occupants to travel by private vehicle. The principle of the proposed development is considered to be contrary to Policy 1 and 2 of National Planning Framework 4. The proposal further conflicts with Policy 2 - Climate Change of SLLDP2 which states that proposals for new development must, where possible, seek to minimise and mitigate against the effects of climate change.

10.9. NPF4 Policy 3 of National Planning Framework 4 seeks to protect biodiversity, reverse biodiversity loss and deliver positive effects from development. In this instance, there are a number of mature trees and hedgerows along the boundary of the site which would need to be removed as a result of the development without appropriate justification. Given the site designations (including Sites of Special Scientific Interest (SSSI)) the loss of trees would have an adverse impact on the landscape setting and natural environment contrary to Policy 3 and 6 of NPF4.

10.10. Layout, Siting and Design

Policy 14 - Design, quality and place of NPF4 advises that proposals will be supported where they are consistent with the 6 qualities of successful places (Healthy, Pleasant, Connected, Distinctive, Sustainable, Adaptable). It confirms that proposals which are poorly designed, detrimental to the amenity of the surrounding area or inconsistent with the 6 qualities of place will not be supported. In this case, the erection of 5 dwellinghouses within the Green Belt is contrary to the policy designed to preserve the green belt and is not considered to be characteristic of a sustainable place. Given its location is removed from the main settlement of Stonehouse, the proposal is also not considered to be connected. As such, this proposal is contrary to Policy 14 of NPF4.

10.11. Policy 15 - Local living and 20-minute neighbourhoods of NPF4 seeks to create connected and compact neighbourhoods where people can meet the majority of their daily needs within a reasonable distance of their home, preferably by walking, wheeling or cycling, or using sustainable transport options. In this case access to the nearest local facilities could potentially be walked to in 20 minutes, however, it would be along a country road with no current pavement provision from the site. The proposal fails to create a connected neighbourhood and the proposal is therefore contrary to the spirit and thrust of Policy 15 of NPF4.

10.12. Policy 16 - Quality homes of NPF4 seeks to encourage, promote and facilitate the delivery of high quality, affordable and sustainable homes, in the right locations. It advises that development proposals for new homes on land not allocated for housing in the Local Development Plan will only be supported in limited circumstances where:-

- i. the proposal is supported by an agreed timescale for build-out; and
- ii. the proposal is otherwise consistent with the plan spatial strategy and other relevant policies including local living and 20-minute neighbourhoods;
- iii. and either:-

- ◆ delivery of sites is happening earlier than identified in the deliverable housing land pipeline; or
- ◆ the proposal is consistent with policy on rural homes; or
- ◆ the proposal is for smaller scale opportunities within an existing settlement boundary; or
- ◆ the proposal is for the delivery of less than 50 affordable homes

In terms of Policy 16 of NPF4, the proposal does not comply with all the criteria listed above and, therefore, must also be deemed contrary to Policy 16.

- 10.13. Under certain circumstances, housing in the countryside would be supported by policy 17 of NPF4 where the proposal would be suitably scaled, sited and designed to be in keeping with the character of the area. However, the proposal would not comply with any of those circumstances described in the criteria under part a) of policy 17. Support would also not be gained from any other part of policy 17 as the proposal would not be located in a remote rural area or support the resettlement of previously inhabited areas, and no evidence was provided to show how the development would contribute towards local living.
- 10.14. In addition to Policy 14, Policy 5 Development Management and Policy DM1 New Development Design together seek to ensure that all proposals are appropriately designed and scaled and state that all planning applications should take fully into account the local context and built form. Any proposal should not result in significant adverse environmental or amenity impacts relating to matters including access and parking. While the proposed individual house type designs are reflective of adjacent properties, and the plot ratios are acceptable, the proposed development does not respect the local landscape setting, as set out above. It would result in a suburban development in the Green Belt which is considered to negatively affect the landscape character and setting of the area as a result. Furthermore, the proposed siting and layout is not considered to be compatible with the existing pattern of development as built development is generally contained to the south side of Manse Road, and this proposal, if granted, would introduce development on a greenfield site to the north, adjacent to a historic asset, thus adversely affecting the built and natural environment and setting. Overall, this would be unacceptable in terms of layout, siting and design and it is considered that the proposal is not consistent with Policy 5 and Policy DM1 of the adopted local development plan.
- 10.15. Policy 7 of NPF4 and Policy 14 of the SLLDP2 aim to protect and enhance important historic sites and features. Policy NHE2 Archaeological Sites and Monuments and Policy NHE3 Listed Buildings aim to protect Listed Buildings and archaeological remains of national, regional and local significance. The proposed development site is immediately adjacent to St Ninian's Church and Graveyard which is a Category B Listed Building and the wider area around the church and graveyard, including the proposed development site, are designated as an area of archaeological interest. Introducing suburban style development on this side of Manse Road could result in a negative impact on the character, setting and integrity of the listed building and historic asset contrary to these policies. While it is recognised a similar style of housing is situated across the road, this is contained to the south, separated from the listed building which is also screened by trees from this side. West of Scotland Archaeology Service raised no objections to the proposed development subject to a condition being attached requiring a Programme of Archaeological Works and Written Scheme of Investigation. It is therefore considered that the proposal would be contrary to Policy 7, Policy 14 and Policy NH3 and, in order for the proposal to be considered consistent with Policy NHE2 of the adopted local development plan, conditions would be required in respect of approval of a Programme of Archaeological Works and Written Scheme

of Investigation and in respect of a significant landscape buffer retaining the existing trees and shrubs between the built development and the boundary of the graveyard.

10.16. Travel and Transport

Policy 15 Travel and Transport and Policy NHE18 Walking, Cycling and Riding Routes aim to encourage sustainable travel and reduce travel by car, encourage walking, cycling and public transport as alternative modes of transport and protect and enhance existing walking and cycling routes. The site is outwith the Stonehouse settlement boundary and Manse Road is part of the wider path network identified in the South Lanarkshire Core Paths Plan. Manse Road is a popular walking and cycling route and provides access to the cemeteries, the public park and the links to the Core Path Network. Roads, Transportation and Fleet Services have objected to the proposal as detailed previously. The proposal is considered contrary to Policies 15 and NHE 18 of the South Lanarkshire Local Development Plan 2.

10.17. Technical Matters

In terms of the representations summarised in paragraph 2 and the Community Council's consultation response, the various material planning concerns are noted, and it is considered that the proposal is contrary to various policies as previously detailed.

10.18. Conclusion

Careful consideration of this proposal has been undertaken and it is considered to have no specific locational need to be located in the Green Belt, is not considered to be located on previously developed land containing buildings and is considered to be sporadic development which does not result in significant and demonstrable visual and environmental benefits to the area. The site is not considered to be a clearly identifiable gap site not being bounded on at least two sides by habitable houses or buildings and is not considered to be consolidating an existing building group as it would extend development to the opposite side of Manse Road from existing built development into previously undeveloped land. The proposed development would have a significant adverse impact on the landscape character of the green belt and the Middle Clyde Valley Special Landscape Area.

10.19. The proposed development fails to adhere to the provisions of National Planning Framework 4, with specific regard to Policies 1, 2, 7, 8, 14, 16 and additionally, the proposal also fails to comply with the South Lanarkshire Local Development Plan 2, with specific regard to Policies 2, 4, 5, 14, 15, DM1, GBRA1, GBRA5, GBRA8, GBRA9, NHE16 and NHE18. As such, it is recommended that the application is refused.

11. **Recommendation and Reasons**

11.1. The Committee is asked to agree the following recommendation:-

Refuse for the following reasons:-

01. The proposal is contrary to Policy 1 and 2 of National Planning Framework 4 (NPF4) and Policy 2 Climate Change of the South Lanarkshire Local Development Plan 2 because the development is proposed on previously undeveloped land out with the settlement boundary.
02. The proposal is contrary to Policy 8 (Green belts) of National Planning Framework 4 (NPF4) as it does not meet the criteria listed in the policy for Green Belt development and therefore fails to encourage, promote and facilitate compact urban growth and use the land around our towns and cities sustainably.

03. The proposal is contrary to Policy 14 (Design, Quality and Place) of National Planning Framework 4 (NPF4) as it is not consistent with the 6 qualities of successful places. Specifically, it fails to achieve the characteristics of a sustainable and connected place.
04. The proposal is contrary to Policy 15 (Local living and 20-minute neighbourhoods) of National Planning Framework 4 (NPF4) as it fails to create a connected neighbourhood.
05. The proposal is contrary to Policy 16 (Quality homes) of National Planning Framework 4 (NPF4) as it does not constitute the delivery of high-quality homes in the right locations as set out in the policy criteria and no evidence was provided to show how the development would contribute towards local living.
06. The proposal is contrary to Policy 17 (Rural homes) of National Planning Framework 4 (NPF4) as it fails to meet any of the criteria listed and is not a suitable rural development.
07. The proposal is contrary to Policy 4, Policy GBRA1 and Policy GBRA5 of the South Lanarkshire Local Development Plan 2 in that the proposed development is considered to have no specific locational need to be located in the Green Belt, is not considered to be located on previously developed land containing buildings and is considered to be sporadic development which does not result in significant and demonstrable visual and environmental benefits to the area.
08. The proposal is contrary to Policy 4, Policy GBRA8 and Policy GBRA9 of the adopted South Lanarkshire Local Development Plan 2 in that the site is not considered to be a clearly identifiable gap site not being bounded on at least two sides by habitable houses or buildings and is not considered to be consolidating an existing building group as it would extend development to the opposite side of Manse Road from existing built development into previously undeveloped land.
09. The proposal is contrary to Policy 4, Policy 14 and Policy NHE16 of the adopted South Lanarkshire Local Development Plan 2 as it would have a significant adverse impact on the landscape character of the Green Belt and the Middle Clyde Valley Special Landscape Area.
10. The proposal is contrary to Policy 5 Development Management and Place Making, Policy 15 Travel and Transport, Policy NHE18 Walking, Cycling and Riding Routes and Policy DM1 – New Development Design of the South Lanarkshire Local Development Plan 2 as insufficient information has been provided to demonstrate that the proposals are acceptable in terms of road and pedestrian safety considerations.

David Booth
Executive Director (Community and Enterprise Resources)

Date: 22 April 2024

Background Papers

Further information relating to the application can be found online:-

[P/24/0010 | Erection of 5 no. detached dwellinghouse, formation of vehicular access, parking and associated works | Land 75M West Of The Manse Manse Road Stonehouse Larkhall \(southlanarkshire.gov.uk\)](https://southlanarkshire.gov.uk/P/24/0010)

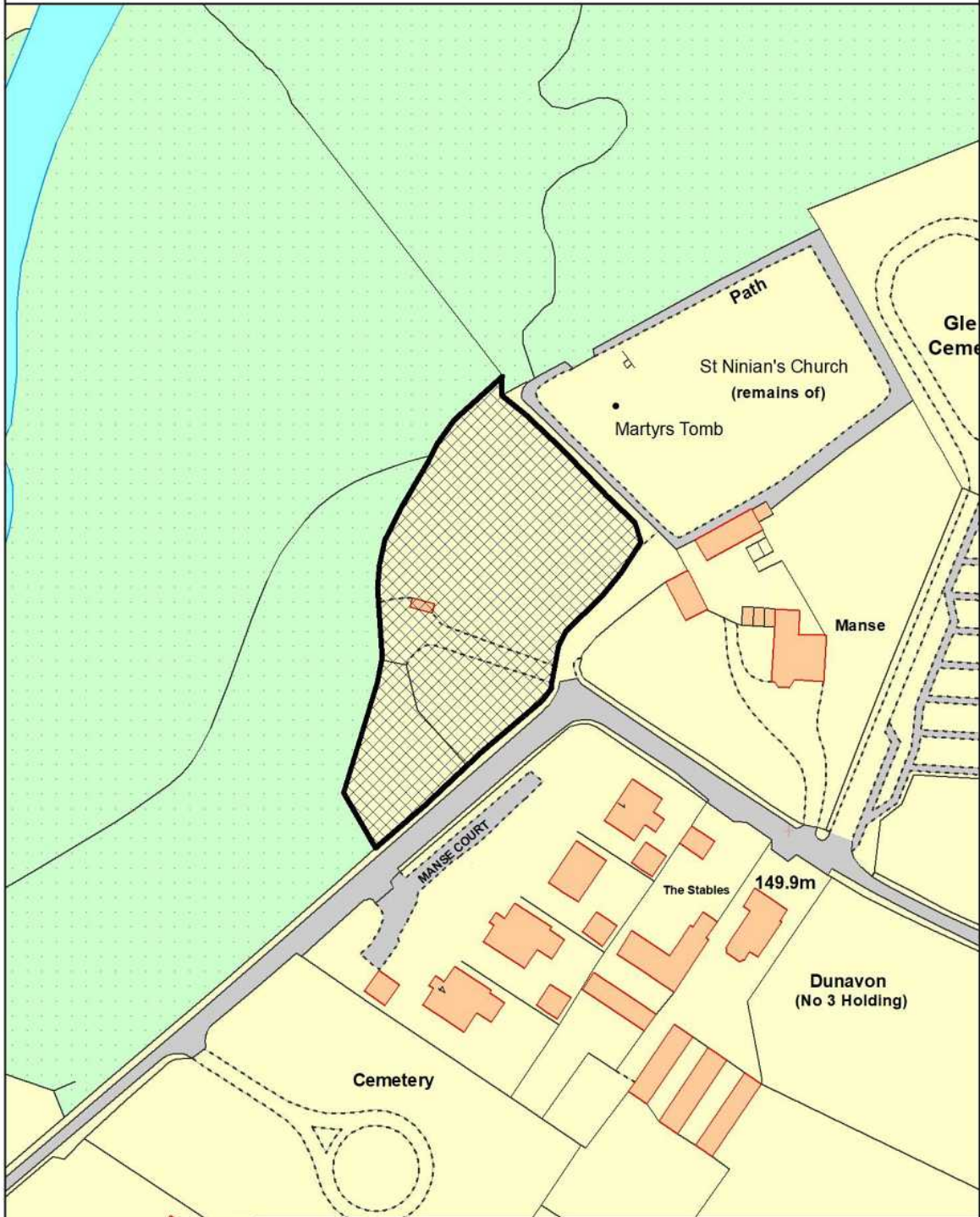
Contact for Further Information

If you would like to inspect the background papers or want further information, please contact:

Tel: 01698 454867

E-mail: planning@southlanarkshire.gov.uk

P/24/0010 Manse Road, Stonehouse



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Scale:
1:1,250
Date:
29/02/2024



South Lanarkshire Council
Community and Enterprise Resources
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