



PLANNING APPLICATIONS COMMITTEE

Report by Executive Director of Development and Regeneration Services

Contact: Ms K Rattray Phone: 0141 287 6063

Item 1 (a)

19th September 2017

APPLICATION TYPE Full Planning Permission

RECOMMENDATION Grant subject to conditions

APPLICATION	17/00470/DC	DATE VALID	08.03.2017
SITE ADDRESS	Scotstoun Leisure Centre 112 Danes Drive Glasgow G14 9HD		
PROPOSAL	Erection of 3 spectator stands for a temporary 2 year period.		
APPLICANT	Glasgow Life Mr Kevin Giddings 220 High Street Glasgow G4 0QW	AGENT	Glasgow City Council Liam McCafferty Exchange House 231 George Street G1 1RX
WARD NO(S)	13, Garscadden/Scotstounhill	COMMUNITY COUNCIL LISTED	02_006, Scotstoun
CONSERVATION AREA	Scotstoun		
ADVERT TYPE	Bad Neighbour Development	PUBLISHED	17 March 2017
CITY PLAN			

REPRESENTATIONS/ CONSULTATIONS

Land and Environmental Services (Environmental Health) - No objection subject to conditions

16 letters of objection have been received from local residents, Scotstoun Community Council, Jordanhill Community Council and Whiteinch Community Council. The grounds of objection are summarised as follows:

- Volume of traffic resulting from increased attendance has led to traffic congestion and road safety issues.
- Lack of car parking at the stadium and increased attendance has resulted in uncontrolled and illegal parking to the detriment of residential amenity of the communities surrounding the stadium.
- The existing Residents' Event Parking Scheme has displaced parking problems to surrounding residential areas.
- The site is inadequately served by public transport and is 'below base'.
- There is no Green Travel plan in place.
- Proposed Travel Plan is aspirational and cannot guarantee cars will not continue to be the favoured mode of transport.
- Although traffic management is proposed, staff have no authority to deal with drivers who refuse to comply with requests and Police Scotland do not accept responsibility.
- Air pollution from exhaust fumes adversely affect residential amenity.

- Noise pollution from idling engines, banging doors and from the stadium including pre-match and match half-time entertainment adversely affect residential amenity.
- Detrimental impact on peaceful character of the Scotstoun Conservation Area
- Crowd behaviour: people urinate in back lanes and in the park adversely affects residential amenity.
- Streets are littered with catering debris
- Athletics are being pushed out by a commercially run business.
- Contrary to City Plan 2 policies TRANS 2, TRANS 4, TRANS 9, DEV 11, ENV 1 and ENV2/DEV 11
- Contrary to CDP 2, CDP 4,
- Occupant capacity should be restricted to a level no greater than 7351
- Planning process issues

SITE AND DESCRIPTION

The application site is Scotstoun Leisure Centre and Sports Campus, which is on the north side of Danes Drive, between its junctions with Westland Drive and Northland Drive. It is located in an established residential area and is just outside the north boundary of Scotstoun Conservation Area.

The site is bounded to the north by Northland Avenue and Victoria Park Allotment Gardens, beyond which is a railway line, then houses on Southbrae Drive, which sit above and overlook the application site. To the east, the site is bounded by Victoria Park Nature Trail, which is a Green Corridor/ Green Access Route and a Core Path and follows the route of a former railway. To the south, the site is bounded by Danes Drive and terraced houses in the conservation area. To the west, the site is bounded by terraced houses and flats on Northland Drive.

Sports facilities on the site include with a swimming pool, gym, indoor and outdoor tennis courts, indoor athletics track, 5-a-side and 7-a-side sports pitches, two grass rugby pitches, the National Badminton Academy, Scotstoun Squash Centre and Scotstoun Stadium with full size synthetic surfaced rugby pitch and athletics track. The stadium has two permanent stands (north and south), which have a combined seating capacity of 4,781.

Existing parking includes 424 car parking spaces, 2 electric car parking spaces, 36 disabled access car parking spaces and parking for 66 bicycles. The main car park is located south of the Stadium. However, no spectator car parking is available at the stadium for rugby union matches.

The main site access is from Danes Drive via a mini roundabout at its junction with Vancouver Road. A secondary pedestrian access from Danes Drive is just west of its junction with Duncan Avenue. A gate in the site's northwest corner is used only for maintenance access.

The site has below base accessibility to public transport and is around 10 minutes' walk (circa 900 m) from Scotstounhill Station. Nearest bus stops are located on Westland Drive, Queen Victoria Drive and Dumbarton Road, which is a main city bus route, and are within approximately 10 minutes walking distance. The site is in close proximity to the Council's Fit for Life Cycle Route 10, which links to National Cycle Route 7 (Glasgow – Loch Lomond) via Victoria Park Nature Trail.

The PAN 65 Open Space Map categorises the rugby pitch as 6.51 sports area - playing field; the perimeter athletics track as 6.55 sports area - other and the spaces between the track and pitch as 6.5 sports area.

BACKGROUND TO CURRENT APPLICATION

In May 2005 an application (05/01418/DC) for the redevelopment of Scotstoun Leisure Centre. This proposed replacement of the existing 1,000 seat stand and pavilion by two new stands providing 6,000 permanent seats. Up to 4,000 temporary seats, to be provided as required, would take overall capacity to 10,000 for major events. The existing 2 to 4 major athletic events per year would continue but Glasgow Warriors would also use the facility as their home ground with anticipated crowds of 2,000 to 3,000.

Proposed parking included 157 permanent dedicated car parking spaces for stadium use, including 34 disabled car parking spaces; 257 permanent dedicated car parking spaces for the Leisure Centre and National Badminton Academy and 1,000 general spectator car parking spaces to be provided in Victoria Park.

The proposal received 775 objections, mainly relating to traffic and parking issues, with the proposed 1,000 car parking spaces in Victoria Park drawing particular objection. The application was withdrawn in December 2005.

In December 2006, a reduced proposal (06/03936/DC) was submitted, which would retain the 2 to 4 major athletic events per year but Glasgow Warriors no longer sought use of the facilities. The application proposed a new 4,785 seat stadium to replace the existing stadium and 100 additional parking spaces on site. The proposal included an outdoor athletics track, front extension to the leisure centre and two stands: a north stand with seating capacity of 1,280 and a south stand with seating capacity of 3,505, together providing the total of 4,785.

This proposal received 89 objections and was referred to the Scottish Executive who granted permission in 2007.

In 2009, Glasgow Warriors began training at Scotstoun and have played their home games there since 2012. The club has an access agreement with Glasgow Life. The use of the facility by the rugby club does not breach the conditions of the 2007 permission.

In March 2016, DRS received a complaint from Jordanhill Community Council alleging a breach of planning control at Scotstoun Stadium due to the erection of temporary stands. The Community Council's letter was passed to DRS Planning Enforcement Team but, as the planning authority cannot take action against itself, Glasgow Life was asked to regularise the breach of planning control, which has led in the current retrospective planning application.

PROPOSAL

The development comprises the erection of three temporary spectator seating stands for a period of two years, with one each located at the west and east ends of the main stadium rugby pitch, inside the line of the perimeter athletics track, and a third, smaller stand in the north-west corner.

The temporary stands would have a seating capacity of 2,570 as follows: the east stand would have a seating capacity of 1,309 and would be 6.5 metres high, 61.2 metres long and 11.2 metres wide. The west stand would have a seating capacity of 1,066. It would be 7.2 metres high, 47.9 metres long and 10.7 metres wide. The northwest stand would have a seating capacity of 195 and would be 5.5 metres high, 12.8 metres long and 6.5 metres wide.

Together with the permanent north and south stands, the temporary stands would result in a total seating capacity of 7,351.

The applicant has stated that a typical attendance at rugby matches is between 6,000 to 7,300 people and the temporary stands would only be used during home matches which are estimated at approximately 15 during the season. Once the season is over the stands would be dismantled and reassembled prior to the new season commencing.

No on-site spectator car parking is proposed except for disabled persons, hospitality, buses and coaches. On-site taxi drop/off pick up would continue to be provided. 30 additional bicycle parking spaces are proposed and use of public transport is encouraged to access the stadium.

PRE- APPLICATION CONSULTATION

A Pre-Application Consultation (PAC) Report has been submitted, which shows the statutory requirements for community consultation have been met. It summarises the consultation undertaken, the pre-application feedback received and the applicant's response.

POLICIES

The City Development Plan was adopted on 29 March 2017. It consists of high level policies with statutory Supplementary Guidance providing further information or detail in respect of these policies.

The following policies are considered relevant to the application assessment:

CDP 1 The Placemaking Principle
CDP 2 Sustainable Spatial Strategy
CDP 6 Greenbelt and Green Network
CDP 11 Sustainable Transport

As consultation is yet to take place on four pieces of Supplementary Guidance (SG), the Council will operate interim non-statutory versions until the corresponding version of SG can be adopted following public consultation. These will be known as Interim Planning Guidance (IPG). Relevant Supplementary Guidance (including Interim Non-Statutory guidance) includes:

IPG 1 Placemaking
IPG 6 Greenbelt and Green Network
SG 11 Sustainable Transport

PLANNING HISTORY

16/01986/DC Reconfiguration of athletic equipment, installation of 2 new shot put circles and erection of fence. Proposed use or operation is lawful 08.02.2016

16/01508/DC (Proposal of Application Notice) Erection of temporary spectator grandstands (3 no.) at rugby pitch (for two year period) received: 17 June 2016. No objection 04.07.2016

16/01486/DC Installation of an all-weather, synthetic grass surface as replacement of the existing natural grass pitch infield at Scotstoun Stadium. Proposed use or operation is lawful 17.08.2016

11/01150/DC Erection of extension to leisure centre and formation of new parking. Granted subject to conditions 06.02.2012

06/03936/DC Demolition of existing South Stand and Pavilion and erection of new South and North Stands, upgrading of pitches, relocation of floodlights and extension to front of Leisure Centre with additional parking on site. District approval/deemed consent, subject to conditions 04.04.20017 following referral to the Scottish Ministers for approval.

05/01418/DC Demolition of south stand and erection of new south stand and north stand, renewal of pitches, relocation of floodlights and formation of car park, grass pitches and access in Victoria Park: Contrary to Policy Principle DEV 11 Greenspace in the City Plan. Withdrawn 12.12.2006

04/00705/DC Erection of single storey building to leisure centre. Permitted development 26.03.2004

03/01358/DC Erection of single storey modular building for use as temporary players' lounge and office. Granted subject to conditions 18.08.2003

00/03114/DC Erection of badminton centre, alterations to outdoor tennis courts and car parking layout. District approval/deemed consent, subject to conditions 20.04.2001

00/01795/DC Overclad existing roof of tennis hall. District approval/deemed consent, subject to conditions 04.08.2000

96/00111/DC Erection of 8 floodlighting columns and associated floodlights (around existing rugby pitch). District approval/deemed consent, subject to conditions 22.05.1996

96/00110/DC Erection of 4 replacement floodlighting towers (25 metres) and associated floodlights around existing running track. District approval/deemed consent, subject to conditions 22.05.1996

The site was formerly the Glasgow Agricultural Society Show ground.

SPECIFIED MATTERS

Planning legislation now requires the planning register to include information on the processing of each planning application (a Report of Handling) and identifies a range of information that must be included. This obligation is aimed at informing interested parties of factors that might have had a bearing on the processing of the application. Some of the required information relates to consultations and representations that have been received and is provided elsewhere in this Committee Report. The remainder of the information and a response to each of the points to be addressed is detailed below.

A. Summary of the main issues raised where the following were submitted or carried out

i. An Environmental Statement.

Not applicable to this application.

ii. An appropriate assessment under the Conservation (Natural Habitats etc.) Regulations 1994.

Not applicable to this application.

iii. A Design Statement or a Design and Access Statement.

A Design and Planning Statement was submitted. It summaries the proposed development.

iv. Any report on the impact or potential impact of the proposed development (for example the Retail Impact, Transport Impact, Noise Impact or Risk of Flooding).

- Transport Assessment, dated February 2017
- Travel Plan, dated February 2017
- Noise Assessment, dated November 2016

B. Summary of the terms of any Section 75 Planning Agreement

Not applicable to the application.

C. Details of directions by Scottish Ministers under Regulation 30, 31 or 32

These Regulations enable Scottish Ministers to give directions.

i. With regard to Environmental Impact Assessment Regulations (Regulation 30).

Not applicable to this application.

ii. 1. Requiring the Council to give information as to the manner in which an application has been dealt with (Regulation 31).

No direction has been made by Scottish Ministers/Not applicable.

2. Restricting the grant of planning permission.

No direction has been made by Scottish Ministers/Not applicable.

ASSESSMENT AND CONCLUSIONS

Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that where an application is made under the Planning Acts, it shall be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The two main issues to consider in the assessment of this application are:-

(a) whether the proposal accords with the Development Plan; and

(b) whether any other material considerations have been satisfactorily addressed.

DEVELOPMENT PLAN

In respect of **(a)**, the Development Plan comprises the Glasgow and Clyde Valley Strategic Development Plan and, as of 29 March 2017, the City Development Plan (CDP). There are no specific policies of relevance to the application proposal in the Strategic Development Plan.

The City Development Plan was adopted on 29 March 2017. It consists of high level policies. Policies CDP1 The Placemaking Principle and CDP2 Sustainable Spatial Strategy are overarching policies which must be considered for all development proposals. Policies CDP 6 and 11 provide more detail which contribute to meeting the overarching policies and statutory Supplementary Guidance provides further information or detail in respect of the policies.

CDP1 The Placemaking Principle and IPG 1 Placemaking

CDP1 policy aims to improve the quality of development in the city by promoting a design-led approach to new development. This will contribute towards protecting and improving the quality of the environment, improving health and reducing health inequality, making the planning process as inclusive as possible and ensuring new development attains the highest sustainability levels.

IPG 1 notes that the City Development Plan seeks to move away from the traditional land use based approach of previous local plans: placemaking principles should inform all development. Successful placemaking must consider how people will interact and use the urban or natural environment. For major developments, public consultation and engagement should take place at the initial stages of the design process.

New development should not have an undue adverse impact on the amenity of adjacent land or property but should relate and respond to its surroundings. It should be well connected, encourage movement that is safe, comfortable and pleasant, reduce car dependency and impact positively on quality of life. It should not result in deterioration of air quality particularly adjacent to Air Quality Management Areas. Active travel should be prioritised with pedestrian, cycling and public transport given priority over private vehicles.

Housing, leisure facilities and places to work and meet should be well-connected and form identifiable, walkable mixed neighbourhoods that provide a variety of experiences and opportunities. Vibrant and lively open spaces can be created by enhancing their multi-functionality, for example by providing high-quality, amenity, opportunities to play, relax and socialise.

It notes that successful places are designed to accept, prepare for and adapt to change in order to evolve with the future needs of local communities and the city as a whole and to remain vibrant over time.

Placemaking priorities for low-density housing areas (terraces, semi-detached and villas) are creating sustainable communities; providing community facilities; delivering high quality, accessible, multifunctional blue, green and grey open space; and fostering social interaction and mitigating social isolation.

Placemaking priorities for the Green Network are: safeguarding/maintaining multifunctional quality open spaces; improving accessibility to, and through, open space; enhancing the functionality, quality, biodiversity, connectivity of and access to the Green Network; and consolidating and expanding the extent of high quality, biodiversity open space in order to create an accessible, well-functioning, multifunctional Green Network.

Comment: The application has been subject to pre-application consultation (PAC). The design of the proposed temporary stands is in keeping with the existing outdoor sports facility. There is no loss of privacy, overlooking, overshadowing or loss of daylight/sunlight to residential properties.

A Noise Assessment has been submitted. This notes a constant baseline noise from traffic on Danes Road and people using adjacent facilities, which already exceeds WHO guidelines. It found that on match days noise levels are elevated but that given the short term and infrequent nature of the events (approximately 15 fixtures per year) an increase in noise levels of 3dB(A) or less is not considered a significant impact. However, it advises that consideration should be given to any PA system associated with the proposed northwest stand. Therefore, an appropriate condition is recommended.

The key challenge to placemaking associated with the proposed development relates to traffic and parking and how these impact on the surrounding area and communities. This is assessed in detail below (under CDP 11 & SG 11).

On balance, it is considered that, subject to appropriate safeguarding conditions, the proposal for temporary stands for a sports facility that serves the wider city, and not just adjacent neighbourhoods, will not have an undue adverse impact on the amenity of the surrounding residential area and will have a neutral impact in relation to the placemaking priorities for the Green Network and low-density housing areas. The stands provide additional spectator seating for approximately 15 rugby matches per year. A Travel Plan will prioritise active travel over private vehicles and, as such, will minimise adverse impact on air quality.

Overall, and given the temporary nature of the proposal, it is considered to be consistent with the placemaking aims of CDP 1 and IPG 1.

CDP2 Sustainable Spatial Strategy

This policy aims to influence the location and form of development to create a compact city form which supports sustainable development. It will help to ensure that the City is well-positioned to meet the challenges of a changing climate and economy, and to build a resilient physical and social environment which helps attract and retain investment and promotes an improved quality of life. It supports new development proposals that, among other things, protect open space and provide for the development and expansion of the multifunctional green/blue network.

Comment: In this case, the development site is an existing sports facility at which competitive events have been held for many years. Although the rugby matches for which the proposed temporary spectator stands are sought are a recent introduction they are not a change of use but are consistent with the existing use of the site. Notwithstanding, the site's below base accessibility to public transport, it is approximately a 10 minute walk from train and bus services and the development will be subject to a Travel Plan. On this basis, the proposal for temporary stands is considered to be consistent with the 'compact city' aims of CDP 2.

CDP 6 Green Belt and Green Network & IPG 6 Green Belt and Green Network

CDP 6 states that the Council will support the retention, as open space, of the categories of open space specified and shown in Figure 13 of the policy and on the Council's Open Space Map. Development that is likely to adversely impact these spaces will not be supported unless it includes appropriate mitigation as detailed in the associated Supplementary Guidance.

The categories of open space protected by the policy include sports areas and, as noted above, the PAN 65 Open Space Map categorises the site as a sports area. The policy notes that the Green Network should, wherever possible, provide for a multitude of functions including recreation and sport.

IPG 6 has a strong presumption in favour of the retention of open space. In this regard, sports areas are a "demand-led" category of protected open space. This means that if there is no longer an identifiable demand for such space the Council may permit development on and loss of the open space subject to appropriate compensation.

Comment: In this case, the proposed development does not involve the loss of open space but will provide temporary spectator seating for an existing rugby pitch which is used for competitive play. The proposed stands involve only a minor part of the sports facility and would not affect its use and potential for sport and training. As such, the proposed development is considered ancillary to the principal use of the site as an outdoor sports facility.

On this basis, the development accords with CDP 6 and IPG 6.

CDP 11 Sustainable Transport and SG 11 Sustainable Transport

CDP 11 aims to ensure that Glasgow is a connected city, characterised by sustainable and active travel, by supporting better connectivity by public transport; discouraging non-essential car journeys; encouraging opportunities for active travel; reducing pollution and other negative effects associated with vehicular travel and optimising sustainable use of traffic infrastructure.

It states that the Council will direct major development to locations well served by existing public transport services and active travel routes or will seek contributions for the provision or enhancement of such services/routes where this is not the case. Major development proposals should be informed by a Transport Assessment that considers all modes of transport and, where appropriate, a Travel Plan that sets out sustainable mode share targets and measures to deliver them.

The Council will apply restraint-based maximum parking standards to non-residential development. New developments will require to be designed to promote and facilitate walking and cycling, including the provision of cycle parking and direct connections to the walking and cycling network (in particular to Core Paths and designated cycle routes). Development proposals should protect/enhance the quality and continuity of cycle routes and core paths and take account of rights of way and other significant paths.

SG 11 supports Policy CDP 11 by providing guidance on how development proposals are expected to address the transport implications to which they give rise. This includes detailed guidance on vehicle and cycle parking, promoting active travel in new developments, transport assessments and travel plans and guiding developments to locations which are accessible by public transport and active travel.

The SG aims to help address air quality issues by, amongst other things: directing major development to locations well served by public transport services and active travel routes; specifying maximum parking standards to dissuade unnecessary car use and promoting development design (including minimum cycle parking standards) to encourage active travel.

It notes that Scottish Planning Policy (SPP) states that “planning permission should not be granted for significant travel-generating uses at locations which would increase reliance on the car and where:

- direct links to local facilities via walking and cycling networks are not available or cannot be made available;
- access to local facilities via public transport networks would involve walking more than 400m; or
- the transport assessment does not identify satisfactory ways of meeting sustainable transport requirements.”

To ensure significant travel generating development is located in the right place to deliver sustainable travel patterns, major development proposals are required to undertake a locational assessment, as part of a Transport Assessment, where appropriate. The applicant should demonstrate that:

- a) high trip generating proposals are located so as to maximise the use of public transport, cycling and walking;
- b) the location of high footfall uses is informed by a sequential approach to site selection
- c) the proposal is linked into the existing or potential public transport, walking and cycling networks

Travel generating proposals should normally meet the public transport accessibility levels. Where travel generation is significant, and the required accessibility is not available, public transport enhancement is likely to be necessary for the proposal to progress.

Maximum car parking standards set by SG 11 for stadia is 1 space per 20 seats, which is based on a location with high accessibility for public transport. Minimum cycle parking standard is 1 space per 10 seats and 1 space per 10 staff.

Transport Assessment (TA) and Travel Plan (TP)

A Transport Assessment and Travel Plan have been submitted in support of the development proposal. Because the development proposal relates to an existing stadium, the TA does not include a sequential approach to site selection and, as noted above, the site has below base accessibility to public transport.

Existing Conditions

The TA reports on parking surveys commissioned by the applicant and undertaken by community groups and reviews existing conditions. The applicant's surveys were undertaken on two match days and two non-match

days (Fridays and Saturdays). Survey areas included: Jordanhill, Scotstoun, Scotstoun South, Scotstounhill, Southbrae Drive, Victoria Park and Whiteinch.

Key findings are highlighted as follows:

- Approximately 50% of season ticket holders live one hour or more away from the stadium by public transport;
- Approximately 20% live within 30 minutes or under from the stadium by public transport, and;
- 25% live within 5km of the stadium; therefore walking and cycling is an option for these spectators.
- Around 40% of spectators travel to the stadium by car.
- Around 1,220 to 1,300 additional cars park on the surrounding streets on match days compared to non-match days.
- Road Traffic Accident Data for 2013 to 2015 inclusive show that 7 road accidents occurred on Danes Drive but none on a match day. 12 road accidents occurred on Dumbarton Road with 1 on a match day but the severity of that accident was slight.
- Due to existing parking restrictions (Scotstoun Permit Parking Zone) in the immediate vicinity of the stadium, which prohibit non-residents from legally parking, most match day parking is concentrated in Jordanhill, followed by Victoria Park, Whiteinch and Scotstoun South;
- Scotstounhill despite having parking capacity is not as attractive to match-goers;
- Match day occupancy of 85% or above was recorded on 16 of the 74 streets surveyed;
- None of the parking areas surveyed, zonally exceed the 85% threshold for parking on match days, and;
- Based on the evidence collated there is no clear justification for an extension of the restricted parking zone.

In terms of traffic behaviour, the surveys found: obstructive parking at junctions; obstructive parking/waiting at Stadium entrance on Danes Road / Vancouver Road Junction and vehicles circling Danes Drive/Vancouver Road roundabout waiting for pick up. These all resulted in road safety issues associated with poor inter-visibility for all road users and restricted vehicle turning manoeuvrability.

Given that the bulk of spectators are travelling via the Clydeside Expressway / Crow Road / Dumbarton Road to points to the east, north and south, it is recognised that spectator parking to the west of the stadium (i.e. within Jordanhill) is preferred.

Existing Mitigation Measures

These include:

- No provision of spectator parking on site on match days to discourage travel by car;
- Usage of an overspill car park at nearby St Thomas Aquinas School for Leisure Centre users to avoid users parking in the surrounding residential area;
- Roads in immediate vicinity of the stadium covered by Scotstoun Permit Parking Zone, which operates for events;
- Agreement between Glasgow Life and TOA Taxis that a taxi drop-off/pick-up is provided in the stadium grounds and encouragement of spectators to order private taxis to arrive 15 minutes after final whistle.
- Provision of stewarding to assist safe pedestrian access and egress and traffic management
- On-site parking provision for coaches and buses.
- On-site cycle parking.
- Directional signage purchased and used to direct coaches and hospitality vehicles into the stadium via a designated entrance.
- A supporter bus was trialled in collaboration with the Crafty Pig which offers a direct bus service between the pub in the Hillhead area of the city and the stadium.
- Maintenance of dialogue with Scotstoun Conservation Area Residents Association
- Promotion of public transport modes by a variety of measures including:
 - Display of public transport information on the scoreboard and over the tannoy;
 - Advertising of public transport within the stadium;
 - Promotion of public transport information by social media and email;
 - Inclusion of Scotstoun Stadium on local bus stop signage (Westland Drive);

Proposed Additional Mitigation Measures

Implementation of the submitted Travel Plan, which sets out a series of measures to reduce traffic congestion on match days, improve access to the site by sustainable modes of transport, reduce the carbon footprint of spectators attending matches and to be considerate neighbours to the surrounding residential area

Measures in the Travel Plan include:

- Parking restrictions at parking 'hotspots'. Locations include:
 - Danes Drive, Scotstoun Stadium entrance roundabout junction
 - Essex Drive junction with Westland Drive
 - Airthrey Avenue junction with Victoria Park Drive North
 - Essex Drive junction with Beresford Avenue
 - Beresford Avenue junction with Victoria Park Drive North
- Use of the existing northwest gate for pedestrian access from Scotstounhill Station
- Provision of 30 additional on-site cycle parking spaces
- Stewarding and introduction of barriers to promote pedestrian and traffic management at Danes Road during access and egress to the match.

A detailed Travel Plan, which sets out objectives, targets and measures has been submitted in support of the development. It covers the period 2017 to 2020 inclusive and aims to reduce congestion on roads surrounding the stadium on match days, promote active and sustainable travel, reduce the carbon footprint of spectators attending matches and to be considerate neighbours to the surround residential area.

Objectives include fostering a Travel Plan approach to develop joint working, communication and shared resourcing; working collaboratively with all interested parties to achieve more sustainable transport patterns for the stadium; encouraging active travel to the stadium, use of public transport; discouraging single car occupancy use, and; ensuring Glasgow Life and Glasgow Warriors play their part in being good neighbours to the surrounding area.

The Travel Plan details measures, identified by the Transport Assessment, to deliver the objectives and sets targets for transport modal shares to be achieved by 2020. It includes proposals for marketing the Travel Plan to staff, match day spectators (both home and away fans) and any visitors to other major events. Finally, it outlines proposals for monitoring and reporting on the delivery of the Travel Plan with implementation and monitoring to be overseen by a Travel Plan co-ordinator.

Comment: The Transport Assessment identifies traffic and parking issues, associated with Glasgow Warrior matches at Scotstoun Stadium, which have clearly impacted on the surrounding area and road / transport network. However, as noted above, there are around 15 home matches played each season (September to May) and the Travel Assessment identifies measures to address the issues, which would be taken forward by the Travel Plan.

The Travel Plan with its aims and measures are generally supported and are considered to provide a firm basis for addressing spectator traffic and parking for the period of the temporary stands. However, should there be a proposal to retain the stands for a longer term or for any further increase in spectator numbers, a more comprehensive parking management strategy would be necessary.

Notwithstanding the above, a condition is recommended for submission for approval of a revised Travel Plan to include promotion of parking restrictions at Westland Drive / Mitre Road and Essex Drive / Airthrey Avenue junctions in addition to those already identified. Enhanced measures at the Westland Drive / Westbrae Drive junction should also be sought as match day parking was observed to restrict passage of the No.X4 bus.

The Plan should note that through further consultation with GCC LES, additional junctions can be added where concerns about obstructive parking have been received and should promote a single traffic regulation order, to be funded by the applicant, which covers all the relevant junctions. This should be subject to a formal and comprehensive consultation process to enable a mitigation strategy that has the broad support of neighbouring communities.

The Travel Plan should include proposals for Glasgow Life and Glasgow Warriors to continue to work with bus operators to increase bus modal share by spectators and should identify locations for additional coach set down and pick up points for increased use of supporters' buses. (It is noted that since submission of the application, Glasgow Warriors are offering free bus travel with First Bus services for 500 spectators on match days.)

The Travel Plan should include proposals for suitable improvements to the path connecting to the northwest gate (e.g. to surfacing defects and lighting); and for stewarding to manage spectators flow along the route, in particular at the footpath connection to Queen Victoria Drive, where sightlines for drivers and pedestrians are reduced by the hump in the bridge.

The Plan should promote the arrival of private hire cabs 15 minutes after the end of the match.

The Travel Plan shall include submission to the Planning Authority of an annual report which shall demonstrate implementation of the various measures and compliance with mode share targets, and submission of a timescale for the implementation of the Travel Plan including the appointment of the Travel Plan co-ordinator, whose name and contact details shall be supplied.

The additional 30 cycle parking spaces proposed by the Transport Assessment are considered appropriate for the period of the temporary stands and a condition is recommended to ensure they are safe, secure and sheltered in accordance with SG 11.

The restriction of on-site car parking to disabled persons, hospitality, buses and coaches is consistent with the maximum car parking standard set by SG 11.

It is acknowledged that the proposal is for a major development on a site which has below base accessibility to public transport. However, the proposal is for a temporary period and the development site is an existing sports facility at which competitive events have been held for many years. Notwithstanding, the site's below base accessibility to public transport, it is approximately a 10 minute walk from train and bus services.

On balance, having regard to the temporary nature of the proposal and to the limited number and frequency of events: circa 15 per home matches per year, during a playing season of approximately 36 weeks from September to May, it is considered that subject to the recommended conditions and proposed Travel Plan, which promotes sustainable and active travel and discourages non-essential car journeys, thereby reducing pollution and other negative effects associated with vehicular travel, the development meets the aims of CDP 11 and SG 11.

OTHER MATERIAL CONSIDERATIONS

With regard to **(b)** other material considerations include the views of consultees and the contents of the letters of objection. The consultee's views are noted above. Grounds of objection in the letters of objection are summarised, with appropriate comment, as follows:

Volume of traffic resulting from increased attendance has led to traffic congestion and road safety issues.

Comment: This has been considered above. However it is considered that implementation of the proposed Travel Plan will address the impact of traffic associated with the increased attendance. In addition, submitted Road Traffic Accident Data does not indicate significant road safety issues that would merit refusal of the application.

Lack of car parking at the stadium and increased attendance has resulted in uncontrolled and illegal parking to the detriment of residential amenity of the communities surrounding the stadium.

Comment: In accordance with Scottish Government guidance, the City Development Plan sets maximum parking standards for non-residential development. However, appropriate mitigation measures to address the increase in on-street parking on match days are provided by the proposed Travel Plan.

The existing Residents' Event Parking Scheme has displaced parking problems to surrounding residential areas.

Comment: Agreed. However this issue is addressed by measures in the proposed Travel Plan.

The site is inadequately served by public transport and is 'below base'.

Comment: This has been considered above.

There is no Green Travel plan in place.

Comment: If granted permission, the development would be subject to a Travel Plan.

Proposed Travel Plan is aspirational and cannot guarantee cars will not continue to be the favoured mode of transport.

Comment: No Travel Plan can guarantee success but the measures proposed by the Travel Plan are considered realistic and the Plan has targets and proposals for monitoring and reporting on the delivery of its measures.

Although traffic management is proposed, staff have no authority to deal with drivers who refuse to comply with requests and Police Scotland do not accept responsibility.

Comment: Stewards cannot compel drivers to be compliant. However, it is considered that the measures proposed by the Travel Plan can reduce the impact of traffic associated with the development.

Air pollution from exhaust fumes adversely affect residential amenity.

Comment: Implementation of the measures proposed by the Travel Plan will help reduce pollution arising from traffic associated with the development proposal.

Noise pollution from idling engines, banging doors and from the stadium including pre-match and match half-time entertainment adversely affect residential amenity.

Comment: Measures proposed by the Travel Plan will help reduce traffic associated with the development and consequently the number of idling engines and banging doors associated with cars dropping off or picking up people. Pre-match and match half-time entertainment is an existing issue which does not result from the erection of the temporary stands and therefore is outwith the scope of the development proposal. In accordance with the Noise Assessment a condition is proposed regarding any PA system attached to the northwest stand.

Detrimental impact on peaceful character of the Scotstoun Conservation Area

Comment: Having regard to the measures proposed by the Travel Plan and to the temporary nature of the development and the limited number of home matches the impact of the development on the neighbouring Conservation Area is not considered sufficient to merit refusal of the application.

Crowd behaviour: people urinate in back lanes and in the park adversely affects residential amenity.

Comment: Any anti-social behaviour may be addressed by other legislative powers operated by the police.

Streets are littered with catering debris

Comment: Litter can be reported by to the Council's Environmental Task Force via the Council's website, or on social media, by My Glasgow smart phone app or by telephone (tel. no 0300 343 7027). Full details are on the Council's website.

Athletics are being pushed out by a commercially run business.

Comment: There is no evidence to support this assertion. Athletics training and events continue to be held at Scotstoun.

Contrary to City Plan 2 policies TRANS 2, TRANS 4, TRANS 9, DEV 11, ENV 1 and ENV2/DEV 11

Comment: City Plan 2 and its policies have been superseded by the City Development Plan which was adopted in March 2017. The application has been assessed against current planning policies and supplementary guidance.

Contrary to CDP 2, CDP 4,

Comment: The proposal has been assessed against policy CDP 2 and is not considered to be contrary to the policy. Policy CDP 4 Network of Centres is not considered to be of specific relevance to the development proposal, which is for the erection of 3 spectator stands in an existing sports facility for a temporary 2 year period.

Occupant capacity should be restricted to a level no greater than 7351 as otherwise the applicant can legitimately increase capacity for a 28 day period under the Civic Government (Scotland) Act 1982, Section 89 Raised Structures. A Legal Agreement is required to prevent this happening.

Comment: The application is for the erection three temporary stands providing 2,570 additional seats. Planning permission would be subject to a condition requiring the development to be implemented in accordance with approved drawings which detail the number of seat provided by each stand. In this case it is not considered that a condition or legal agreement to remove permitted development rights is necessary.

Planning process issues which include:

Planning permission will enable conditions for granting a permanent licence for the facility under the Licensing (Scotland) Act 2005. The northeast pavilion and temporary marquee provide bar and covered area on match days. The application does not identify scale and massing relationships of these functions.

Comment: Use the pavilion and marquee as described is ancillary to the Scotstoun sports facility and does not amount to a change of use. The granting of a licence is not a material planning consideration.

The proposal is presented as a trial period to allow time to assess impacts but the stands have been on site without planning permission for 3 seasons. Adequate time has already been given to Glasgow Life to assess all impacts and disclose the future of the site. Such actions have prejudiced the effectiveness of the planning process and a grant of temporary consent will facilitate permanent permission.

Comment: The Planning Authority must determine the application that has been submitted and the associated Travel Plan includes additional as well as existing measures. Any further application would require to be considered on its merits and be determined against the adopted Development Plan and any other material considerations.

The applicant has not replied to requests to declare the long-term intentions for Scotstoun Stadium.

Comment: That is not a material planning consideration.

Application drawings do not associate with the alleged primary stadium user groups as there are no references to athletics or other sports or premises used for hospitality.

Comment: Drawing no AL(00)003 REV A Site Plan as Proposed shows other sport facilities within the site

Jordanhill Community Council has made a detailed comments on the Pre-Application Consultation (PAC) process, the submitted PAC Report, which the Community Council considers to be misleading, and have commented on the submitted Noise Impact Assessment, Design and Planning Statement, Transport Assessment and Travel Plan and assert that statutory requirements for Pre-Application Consultation (PAC) have not been met because no PAC meeting was held with Jordanhill community Council.

Comment: It is considered that the PAC Report is not misleading and shows that the statutory pre-application consultation requirements were met.

It shows that a copy of the Pre-Application Notice (PAN) was provided to all Community Councils. It records that a representative of Jordanhill Community Council attended public pre-application consultation meetings on 30 June 2016, 26 July 2016 and 17 August 2016. In addition, it notes that representatives of local community councils were invited to a meeting on 5 December 2016 albeit the minutes indicate this meeting was attended

by representatives from Scotstoun Community Council and Whiteinch Community Council. The PAC Report also encloses copy correspondence from the applicant to Jordanhill Community Council in response to various freedom of information requests.

Other submitted documents are considered sufficient to enable the Planning Authority to assess the proposed development.

CONCLUSION AND RECOMMENDATION

On balance, it is considered that the erection of 3 spectator stands for a temporary 2 year period will not adversely impact on the amenity of neighbouring residential properties and is generally consistent with the aims of the City Development Plan.

Other material considerations, namely the points raised in the letters of objection, have been satisfactorily addressed and do not outweigh the Development Plan.

It is therefore recommended that planning permission is granted, subject to the following conditions.

CONDITIONS AND REASONS

01. The development shall be implemented in accordance with drawing numbers

AL(00)001 Location Plan
 AL(00)003 REV A Site Plan as Proposed
 16/A/1753 E1 Temporary Grandstand - East
 16/A/1753 NW Temporary Grandstand - Northwest
 16/A/1753 W1 Temporary Grandstand - West
 AL(0)007 REV 01 Street Elevation and Site Section as Proposed

APPROVED DOCUMENTS

Transport Assessment, by Mott MacDonald, dated February 2017
 Travel Plan, by Mott MacDonald, dated February 2017
 Noise Assessment, by Mott MacDonald, dated November 2016

qualified by the undernoted condition(s), or as otherwise agreed in writing with the Planning Authority.

Reason: As these drawings constitute the approved development.

02. The Scotstoun Stadium Travel Plan, which shall be amended to include the following:

- Promotion of parking restrictions at Westland Drive / Mitre Road and Essex Drive / Airthrey Avenue junctions in addition to those already identified.
- Enhanced measures at the Westland Drive / Westbrae Drive junction.
- Measures for further consultation with Glasgow City Council Land and Environment Services for promotion of parking restrictions at additional junctions can be added where concerns about obstructive parking have been received.
- Promotion a single traffic regulation order that covers all the relevant junctions to be funded by the applicant. This should be subject to a formal and comprehensive consultation process to enable a mitigation strategy that has the broad support of neighbouring communities.
- Proposals for Glasgow Warriors and Glasgow Life to continue to work with bus operators to increase bus modal share by spectators and should identify locations for additional coach set down and pick up points needed for increased use of supporters' buses.

- Proposals for suitable improvements to the path connecting to the northwest gate (e.g. to surfacing defects and lighting); and for stewarding to manage the flow of spectators along the route, in particular at the footpath connection to Queen Victoria Drive, where sightlines for drivers and pedestrians are reduced by the hump in the bridge.
- A proposal to promote the arrival of private hire cabs 15 minutes after the end of the match.
- The submission to the Planning Authority of an annual report which shall demonstrate implementation of the various measures and compliance with mode share targets.

The amended Travel Plan and timescales for its implementation of its measures, including the appointment of the Travel Plan co-ordinator whose name and contact details shall be supplied, shall be submitted for the written approval of the Planning Authority within six weeks of the date on this decision notice and the Travel Plan shall be implemented as approved thereafter.

Reason: To enable the planning authority to monitor the implementation of the development.

Reason: To mitigate the impact of spectator match day parking on the neighbouring communities

Reason: In the interests of pedestrian safety.

Reason: To ensure that sustainable transport outcomes are achieved.

03. Noise from or associated with the completed development (the building and fixed plant) shall not give rise to a noise level, assessed with windows closed, within any dwelling or noise sensitive building in excess of that equivalent to Noise Rating Curve 35 between 0700 and 2200, and Noise Rating Curve 25 at all other times.

Reason: To protect the occupiers of dwellings or noise sensitive buildings from excessive noise.

04. Any PA system attached to the northwest stand shall accord with the mitigation measures set out in Scotstoun Stadium Noise Assessment ref 296670-01(02) by Mott MacDonald, dated November 2016.

Reason: To protect the occupiers of dwellings or noise sensitive buildings from excessive noise.

05. Light from the development shall not give rise to:

(a) An "Upward Waste Light Ratio" (maximum permitted percentage of luminaire lux that goes directly to the sky) in excess of 15%

(b) A "Light Into Windows" measurement in excess of 10Ev (lux). (Ev is the vertical illuminance in lux.)

(c) "Source Intensity" measurement in excess of 100 Kcd (kilocandela). (Source Intensity applies to each source in the potentially obtrusive direction out of the area being lit.)

Reason: In the interests of limiting the effects of light pollution on the environment and the users of surrounding developments, and of energy efficiency.

06. Details of the additional cycle parking for 30 bicycles shall be submitted for the written approval of the Planning Authority. The cycle parking shall be safe, secure and sheltered in accordance with Supplementary Guidance SG 11 Sustainable Transport of the City Development Plan and shall be implemented as approved.

Reason: To ensure that cycle parking is available for the occupiers/users of the development.

07. Limited to two years from the date of this Planning Decision Notice at which date the temporary stands must be removed from site. The site shall be restored within one month of that date to its pre-development condition or an upgraded condition which has been previously approved in writing by the planning authority.

Reason: Having regard to the temporary nature of the proposed development.

REASON(S) FOR GRANTING THIS APPLICATION

01. The proposal was considered to be in accordance with the Development Plan and there were no material considerations which outweighed the proposal's accordance with the Development Plan

ADVISORY NOTES TO APPLICANT

01. Prior to implementation of this permission, the applicant should contact Development and Regeneration Services (Transport) at an early stage in respect of legislation administered by that Service which is likely to have implications for this development
02. Construction and/or demolition work associated with this development should conform to the recommendations/standards laid down in BS5228 Part 1: 1997 "Noise and Vibration Control on Construction and Open Sites". Best Practicable Means as defined in Section 72 of the Control of Pollution Act 1974 should be employed at all times to ensure noise levels are kept to a minimum.
03. In order to protect local residents' amenity, noise associated with construction and demolition works in residential areas should not occur before 0800 or after 1900 Monday to Friday, and not before 0800 or after 1300 on Saturdays. Noise from construction or demolition works should be inaudible at the site's perimeter on Sundays and public holidays. The planning authority should be notified of necessary works likely to create noise outwith these hours.
04. Before the lighting system is installed, the applicant should submit certification from a member of the Institute of Lighting Engineers, or other suitably qualified person, to the planning authority confirming that the proposed system will satisfy the requirements of the light pollution condition.
05. Before the use commences, the applicant should, following the testing of the installed lighting system, submit certification from a member of the Institute of Lighting Engineers, or other suitably qualified person, to the planning authority confirming that the system complies with its design specification.

for Executive Director of Development and Regeneration Services

DC/ KRA/
11/09/2017

BACKGROUND PAPERS**PLEASE NOTE THE FOLLOWING:**

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