

Note of Elected Members' Pre-Application Briefing

Wednesday 10 May 2023, Civic Space, Church Street, Dumbarton at 10am

Present: Councillors Karen Conaghan, Gurpreet Singh Johal, Daniel Lennie, Michelle McGinty, June McKay, Lawrence O'Neill, Chris Pollock, Martin Rooney, Hazel Sorrell and Sophie Traynor.

Officers Attending: Pamela Clifford, Planning, Building Standards and Environmental Health Manager (Chair); Alan Williamson, Planning Team Leader; James McColl, Development Management Team Leader; Gail McFarlane – Chief Officer, Roads and Neighbourhood; Nigel Ettles, Section Head – Litigation (Legal Officer) and Nicola Moorcroft Committee Officer

Others Attending: Stephen Callan – Senior Associate Planner, Stantec Ltd and John Connor - Construction Manager and Technical Lead, Balfour Beatty

1. Apologies

Apologies for absence were intimated on behalf of Provost Douglas McAllister and Councillors; Jim Bolland, Diane Docherty, Ian Dickson, David McBride, Jonathan McColl, James McElhill, John Millar, Lauren Oxley, Gordon Scanlan and Clare Steel.

2. Declarations of Interest

None.

3. Road and Bridge Infrastructure and Development Platforms for commercial, industrial and distribution development to deliver Phases 1 and 2 of Planning Permission no: DC20/088

A report was submitted by the Planning, Building Standards and Environmental Health Manager, Chair, providing Members with information in relation to a proposed development at the Former Dunglass Oil Depot, Dumbarton Road, Bowling.

The purpose of this briefing note was to provide Members with information relating to an application for the approval of matters specified in condition application for infrastructure works and development platforms for Phases 1 and 2 at Former Dunglass Oil Terminal, Dumbarton Road, Bowling.

This briefing gave members an opportunity to highlight any issues, which they consider any future planning application ought to address. The merits of the proposals were not being considered and no decisions were made at this stage.

The agreed procedures and protocol for Elected Member involvement at the pre-application stage is attached as Appendix 1 to this Briefing

a. Background

The site extends to approximately 56 hectares and is located on the northern bank of the River Clyde and is bounded by the River Clyde, the Glasgow to Dumbarton and Argyll railway line and the A82. The national cycle route - NCN7 runs along the northern boundary of the site and provides a local route to Bowling and Dumbarton as well as onto Glasgow and Balloch beyond it. Two Category "B" listed buildings reside within the site: Dunglass Castle and Obelisk Memorial to Henry Bell. The Inner Clyde Special Protection Area (SPA), Ramsar Site (Wetlands of international importance) and the Milton Burn Sites of Special Scientific Interest (SSSI) overlap and abut the site to the south along the River Clyde foreshore.

The majority of the site comprises land of the former Esso Oil Terminal, which was previously occupied and was historically used as a fuel distribution terminal from the 1920s until the 1990's. The former terminal has been vacant and unused since decommission and clearance was completed in 2001, with the land now vacant. Other land subject to the application includes fields and strips of land under private ownership and the Council is in the process of purchasing the whole application site.

Much of the site was built upon reclaimed land, which necessitated the formation of a river wall, some of which still exists today. The facility, which was previously occupied by Esso Petroleum Company, was at its largest and most active during the 1960s and early 1970s with a wide variety of petroleum products being processed, stored and distributed.

As a result of its former use, the site is subject to contamination by hydrocarbons, and the current site owner are remediating the site in order to unlock the site for redevelopment in terms of permission (DC18/013) granted in 2019 for excavation, treatment and replacement of soils and the treatment of ground water. The Eastfield area of the site already has been remediated in 2014 (DC11/218).

The redevelopment of the site is the biggest Council-led regeneration project, and is West Dunbartonshire's City Deal funded project and it will provide up to 44,550 m² of industrial and commercial floor space and up to 980 full time jobs by 2035. This is one of the region's most significant City Deal projects in terms of economic growth and cost benefit analysis. Its redevelopment will provide a platform for major industrial and commercial development to be located on the site, whilst at the same time, providing much needed road and infrastructure improvements to relieve pressure and provide an alternative route to the A82. The site's access to deep water makes it suitable for a range of employment uses includes large scale and advanced manufacturing, off-site manufacturing and construction, modular construction & marine technology and commissioning.

Planning Permission in Principle (PPiP) reference DC20/088, was granted on 13th January 2021, for the “Development of up to 44,450m² of commercial/ industrial floor space, link road with upgraded junctions on the A82 and A814, a railway underbridge and an overbridge, landscaping, green network and public realm improvements, flood defences, drainage, transport and utilities infrastructure, including the formation of platforms for development across the site” on land at the former Dunglass Oil Terminal located on Dumbarton Road in Bowling.

The permission contained 31 conditions of which 12 conditions required to be discharged prior to the submission of the first application for the approval of matters specified in conditions. To date 10 of the 12 conditions have been discharged with only 2 conditions remaining to be discharged in relation to Construction Management Plan (CTMP) and the Construction Environmental Management Plan (CEMP). It is anticipated that these two remaining conditions will be discharged in the forthcoming weeks to allow the Approval of Matters Specified in Conditions application to be submitted.

A masterplan has been approved as part of the PPiP permission, which sub-divides the site into seven ‘Development Zones’ (Zones A, B, C, D, E, F and G):

- Zones A, B and C - areas where buildings are proposed including, businesses, industrial and storage uses with this being arranged to maximise efficiency of access for the commercial units to the A82, link road, junctions and railway overbridge.
- Zones D and E (including the Milton Burn) - landscaping and open space due to topographical and flooding constraints and will include features such as the green network corridors as well as the waterfront pedestrian and cycle path.
- Zone F - delivery of transport infrastructure including active travel and road safety enhancements.
- Zone G - set around Dunglass Castle and the Henry Bell Obelisk and their setting, with intentions to reinstate these historic features and redevelop this area for recreational access and use in the future.

Condition 1 which is attached to the PPiP is worded as follows:

1. Prior to the commencement of works associated with any part of the development (apart from remediation works), an application(s) for approval of detailed design matters shall be submitted for the written approval of the Planning Authority. Unless otherwise agreed in writing by the Planning Authority, all applications for the approval of matters specified in conditions shall be accompanied by:
 - a) Development platforms and site layout plans showing the position of all buildings, roads, access arrangements, parking areas, footpaths, waterfront walkway, green corridors, open space, boundary treatments and drainage infrastructure.
 - b) Block and layout plans showing existing, proposed and finished floor levels and elevations of each building, showing dimensions, and palettes of external materials.

- c) Applications that include proposals for buildings, will provide details of cycle parking, shelter and storage provision, electric car charging points, shower, changing and drying facilities and any other facilities and measures which promote and support active and sustainable travel.
- d) Landscape and streetscape plans showing the locations and species of all proposed trees, shrubs, hedges, palettes of hard landscaping materials and street furniture. Where applicable, all trees and planting shall be sited at least 10 metres in distance from the railway boundary located within the application site. Where it is agreed for trees, shrubs are to be planted adjacent to the railway boundary located within the application site, these shall be positioned at a minimum distance from the boundary, which is greater than their predicted mature height.

Condition 3 of the PPiP addresses the Phasing Plan and the Phasing Plan Supporting Strategy submitted in compliance with the requirements of condition 3 and sets out the Strategy for the submission of a series of future detailed applications.

The phases agreed are as follows:

1. Phase 1: City Deal funded infrastructure works
2. Phase 2: Construction of development platforms
3. Phase 3: Landscaping and Utilities and Energy Infrastructure Facilities
4. Phase 4: On-site buildings, Dunglass Castle & Henry Bell Obelisk works

The PPiP included seven conditions, which are to be submitted as part the Approval of Matters Specified in Condition (AMSC) applications:

For the first AMSC application, it is proposed that information relating to the following will be submitted:

- Condition 1 (a & d) – Detailed Design Plans and Drawings
 - (a) Development platforms and site layout plans showing the position of all, roads, access arrangements, footpaths, green corridors open space, boundary treatments and drainage infrastructure
 - (d) Location and species of trees, shrubs, hedges palette of hard landscaping materials and street furniture
- Condition 2 - Design & Construction Management Plan and Operational Phase Management Plan
- Condition 12 - Supporting Report to demonstrate accordance with approved Landscape Framework and Strategy (Condition 11)
- Condition 24 – Bus stop provision
- Condition 30 - Species Survey/Species Protection Plan

Phase 1: comprises the 'City Deal Works', which comprises the following:

- Eastern Junction improvement (October 2023 to December 2026);

- Western Junction improvement (October 2023 to December 2026);
- Overbridge East (October 2023 to December 2026);
- New Spine Road (October 2023 to December 2026);
- Underbridge West (March 2024 to December 2026).
- Landscape earth works associated with the new roads.

The wider landscaping is part of a later phase and is linked to the Low Carbon Vacant and Derelict Land Investment Programme together with the waterfront path along the River Clyde.

Phase 2: The creation of three development platforms (East, Central and West) and will be developed in a single works package.

Phase 3: Landscaping and Utilities and Energy Infrastructure Facilities

Phase 4: On-site buildings, Dunglass Castle & Henry Bell Obelisk works

This AMSC application relates to Phases 1 and 2 works only.

b. Stakeholder Engagement

Discussions have been held with the majority of the relevant statutory consultees in relation to the content of the information to be submitted in support of the 12 'pre AMSC submission' discharge of condition applications and the detailed AMSC submissions.

Stakeholder Consultation Events took place digitally on 21st and 24th February 2023. These consultation events took place with SEPA, Nature Scot, RSPB, Sustrans, Scottish Water, Historic Environment Scotland, SPT, Transport Scotland, Network Rail, as well as internal Council Services such as Environmental Health, Roads Service, Regeneration and the Council's Biodiversity officer.

c. Site Description

The site relates to land located within the former Bowling oil terminal, comprising of the areas known as Eastfield, Centrefield, Northfield, Westfield and Greenfield. In total, these areas cover an area of approximately 36 hectares mainly consisting of vacant land. The former oil terminal is bounded by the River Clyde to the south, a railway line to the north, the former Scott's Yard site at Bowling Harbour to the east and the Dumbuck Warehouses to the west. Located adjacent to the River Clyde is the "B" listed Dunglass Castle, which is currently vacant. Within the grounds of Dunglass Castle is an obelisk erected in memory of Henry Bell, which is also a category "B" listed structure. The site is adjacent to the European designated Inner Clyde Special Protection Area where the overwintering redshank are the qualifying interest.

d. Development Details

Phase 1 - Eastern & Western Junctions

The works on the external road network will involve modifications to the A82 trunk road and A814 corridors and roundabout, which are the responsibility of Transport Scotland and West Dunbartonshire Council respectively. The primary design standard for the A82 will be the '*Design Manual for Roads and Bridges*'. For the A814 corridors and junctions with the proposed western and eastern access roads, the primary design standard will be the '*National Roads Development Guide*' 2017. Alterations to the Eastern Access - A82 will involve signalisation of the existing Dunglass roundabout and an existing priority junction access to the Exxon site. The Western Access alterations - A82 Dumbuck involves the construction of a new gyratory arrangement to replace existing Glasgow Road junction.

It is proposed that the modifications will facilitate active travel that makes it easy and attractive for pedestrians and cyclists to move around the development. The primary focus will be to improve linkages to public transport with greater priority given to pedestrians and cyclists at road junctions.

NCN Route 7 presently runs along the northern boundary of the Glasgow to Helensburgh Railway. The proposed western and eastern access road connections to the development site will impact on the current alignment of NCN Route 7. Realigned sections of NCN Route 7 are therefore proposed to replace them on a like for like basis, but the opportunity has also been taken to enhance the route and Sustrans are supportive of the realignments.

Overbridge East

The eastern access connections to the development site off the A814 road will require an improved bridge structures across the Glasgow to Helensburgh Railway. The intention is to replace the deck on the existing privately owned overbridge. It is also proposed to utilise the existing bridge abutments to create a 3-lane entrance and exit point. The proposed parapets are proposed to be finished in a match brick material.

New Spine Road

The proposed new spine road along the northern boundary of the Exxon site will connect both the eastern and western access points to the wider site. The proposed spine road will facilitate access to each of the three development platforms. The spine road is single carriageway (7.3m) width with a shared footway/ cycleway on the south side (3m width). It will also provide a relief road should there be a congestion issue on the A82.

Pedestrian and cycle facilities will be provided along the road connecting into the NCN Route 7 on the north side of the railway. A mixture of footways and shared paths is envisaged, with the routes providing connection to the wider area.

Underbridge West

At the western access, a new concrete underbridge is proposed and will be delivered by Network Rail. The proposed underbridge is to be a single span concrete portal arrangement that will carry 2 electrified lines of the Glasgow to Helensburgh line. The wingwalls will be integral to the portal frame and be used to retain the rail embankments. The portal frame and wingwall arrangement will be constructed off-site and moved into place.

The underbridge will be installed over a five-day period in December 2024. The rail line will be required to be closed for the five-day installation time period.

Phase 2 – Development Platforms

This will involve be the creation of three development platforms within the south eastern extent of the overall Exxon site and following ongoing remediation the land will be regraded and new platforms will be created involving the import of soil. New levels are therefore proposed to be delivered to ensure they are not at risk of flooding and in line with SEPA's guidance. The platforms will be set such that the proposed buildings will be above the 1 in 200-year flood level (plus climate change and 600mm freeboard). This will require a net fill volume of c.230,000m³.

e. Planning Policies

The majority of the proposed development is identified as an industrial/business development opportunity in the Adopted Local Plan (2010) and Proposed Local Development Plan (2020), with the site access taken through an area designated as green belt.

National Planning Framework 4, Policy 1 requires significant weight to be given to the global climate and nature crises. Policy 2 requires development proposals to be sited and designed to minimise greenhouse gas emissions and to adapt to current and future risks from climate change. Policy 3 requires proposals for national/major development to demonstrate that it will conserve, restore and enhance biodiversity. Policy 4 sets out requirements to be met when development affects Special Protection Areas/Sites of Special Scientific Interest (in this case the Inner Clyde).

Policy 7 protects listed buildings, which is relevant to Dunglass Castle. Policy 8 supports essential infrastructure in the green belt. This is relevant to the site access road. Policy 9 supports the sustainable reuse of brownfield land. Policy 10 states development proposals in developed coastal areas will only be supported where the proposal does not result in the need for further coastal protection measures; or increase the risk to people of coastal flooding or coastal erosion. Criteria are established for coastal defence measures.

Policy 13 supports development where it can be demonstrated that the transport requirements have been considered in line with sustainable transport and investment hierarchies, with a focus on active travel and public transport access. Development proposals for significant travel generating uses will not be supported in locations, which would increase reliance on the private car. Policy 14 sets out the requirement for development proposals to be designed to improve the quality of an area and embed the six qualities of successful places. This includes ensuring that masterplans and

design guidance are underpinned by the six qualities to deliver a high quality, designed place. Policy 15 requires consideration to be given to the interconnectivity of the development with the surrounding area. Policy 18 supports development, which provide infrastructure in line with that, identified in Local Development Plans and their delivery programmes. The impact of development proposals on infrastructure should be mitigated. Policy 22 supports development at risk of flooding if it is for the redevelopment of previously used sites in built up areas where the Local Development Plan has identified a need to bring these into positive use and where proposals demonstrate that long-term safety and resilience can be secured.

Policy 25 supports proposals for business and industry on sites allocated for those uses

In the Adopted West Dunbartonshire Local Plan 2010, the former ESSO Bowling Terminal site is identified as a Regeneration Priority by Policy RP1, which supports the redevelopment of underused, vacant and derelict land. A significant portion of the site is identified as a 'Specialised Economic Development Site' by Policy LE4, which presumes in favour of, uses which extend permanent employment on the site. Policy LE6 identifies much of the site as a Strategic Employment Location. Policy LE1 identifies the site as an industrial/business opportunity.

The site access runs through land designated as green belt, where Policy GB1 applies. Development with a specific locational need within the green belt is supported. Policy T1 supports measures to provide sustainable access. Policy T2 states the Council will identify opportunities for access improvements to Regeneration Priorities, and that opportunities will also be sought to develop an alternative route to the A82 at Bowling/Milton by extending the A814. Such a route is also supported by Policy T3. Policy T4 sets out requirements for the accessibility to new developments, including active travel and public transport routes.

Policy E1 requires development to further the conservation of biodiversity and Policies E2A and E2B set strict criteria for the protection of the Inner Clyde Special Protection Area/Site of Special Scientific Interest site. Policy BE2 seeks to protect the character and appearance of listed buildings. Policies F1-F3 relate to flooding and drainage prevention Policy F1 presumes against development within the functional flood plain unless it is for essential infrastructure or regeneration priorities.

In the Proposed Local Development Plan (2020, as amended), there is a development strategy set out for the Esso Bowling site. This includes support for: the site to be redeveloped primarily for business and industrial use, green network enhancement, site access, and protection of the Inner Clyde SPA/SSSI. These requirements and sustainable access are reiterated by Esso Bowling Policies 1-3.

Policy GB1 is relevant to that part of the site-designated green belt, within which infrastructure with a specific locational need is supported. Policy WD1 sets out requirements for waterfront development relating to design, public access and protection of Natura 2000 sites (Special protection Area). Policy CON1 sets out transportation requirements for new developments including access by active travel and public transport.

Policy ENV1 protects Natura 2000 sites and SSSIs. Policy BE2 protects listed buildings and supports development enabling their enhancement. Policy ENV6 states development will not be supported on the functional flood plain.

In addition, these planning policy documents have policies, which seek positive outcomes relating to matters such as design and placemaking, contaminated land, energy efficiency, provision of open space/green network, waste management, trees, telecommunication connections, soils, Glasgow Airport, noise, and air quality.

f. Main Issues

As outlined above, the redevelopment of this existing brownfield site for mixed-use purposes is supported by the approved Planning Permission in Principle and approved masterplan.

The main issues requiring to be addressed by this Approval of Matters Specified in Condition application will include the following:

Infrastructure Design: The surrounding area currently suffers from congestion and blockage issues, particularly at Dunglass Roundabout and the Dumbuck Junction on the A82. The provision of a link road will provide a through route for public transport, and act as an alternative route for the A82 Trunk Road in times of blockage or closure. The application will be required to demonstrate the traffic efficiency and effectiveness of the new junction at A82 Dumbuck, the remodelled junction on A82 Dunglass and the new underbridge and remodelling of the overbridge.

Active Sustainable Transport: The infrastructure will also require to deliver and facilitate active travel modes and public transport, including path and cycle access, access to Bowling Railway Station and nearby bus stops alongside other associated infrastructure to encourage public transport provisions. It should support and enhance pedestrian and cycle facilities connecting into the NCN Route 7 on the north side of the railway.

Placemaking and Design Principles: Placemaking ambitions should be embedded into the proposals, which in turn will inform the masterplan layout as it continues to evolve. The layout and architecture of the new infrastructure/development should ensure it maximises and takes advantage of its riverside location, deliver multi-functional green infrastructure spaces and biodiversity enhancements as well as harness opportunities for active travel. The infrastructure/new development should demonstrate that impacts upon surrounding landscape character, fabric and amenity have been carefully considered and guide future development of the site in terms of creating a quality place with character.

Masterplan: The masterplan approach and associated parameters plan provides a structured way to how the site will be taken forward and developed in the future. It demonstrates the specific areas for the particular uses as well as delivering the specific requirements for active travel; road infrastructure; green space and biodiversity in the future. The AMSC development details will required to be guided by the agreed masterplan and meet economic and social benefits in terms of providing industrial and commercial floor space and jobs to the local area including development platforms to be attractive to industrial and commercial users.

Flooding: The site is subject to flooding constraints and both the Council and SEPA have set expectations for the redevelopment of the site to alleviate existing and

predicted flood risks; provide suitable flood risk management; and pollution prevention and propose measures to protect the water environment quality. The proposal will need to carefully consider the likely construction and operational phase effects of the redevelopment of the site on the water environment, hydrology and flood risk from all sources.

Ecology: The area around the foreshore of the application site forms part of the Inner Clyde Special Protection Area (SPA) and development must not have an adverse effect on the SPA for which Redshank are the qualifying interest. An expert assessment to inform a project-level Habitats Regulations Appraisal (HRA) will determine impact of the development on the ecology interests of the SPA. It must propose tangible measures to address disturbance, both during construction and operation of the various zones of the development.

Green Network and Green Infrastructure: A Landscape Framework has been approved which addresses Placemaking Principles and compliments the masterplan. The Landscape Framework sets out in detail the placemaking principles, objectives and parameters which detailed applications should address.

There is a requirement to provide high-quality landscaping within the built development area that integrates with the natural environment of the site. Proposals for green network enhancements should seek to achieve sustainable water management, habitat creation and protection, landscape setting and recreational open space together with provision for public access, which enhance the manmade engineering structures in placemaking terms.

Archaeology and Heritage: The site contains the Category “B” listed Dunglass Castle and Henry Bell Obelisk Memorial. The proposed infrastructure should not detract from the listed structures and their setting as well as any archaeological assets.

g. Next Steps

All Elected Members will be invited to attend a presentation on the proposals by members of the design team, and to participate in a subsequent discussion.

Following this pre-application meeting, the applicant intends to prepare the planning application for submission and address any comments received during this meeting. On receipt of any such application, it will be advertised in the press, weekly list and the Council website to allow the public to view the plans and make representation. The applications will then be presented to Planning Committee for consideration and determination in due course.

The Planning, Building Standards and Environmental Health Manager thanked Mr Callan and Mr Connor for very detailed and informative presentation, a copy of which will be circulated to all Elected Members after the meeting.

The meeting closed at 10.43 am

Procedure for Elected Member Briefing –
Infrastructure works and Development Platforms Land at Former Dunglass
Oil Terminal Dumbarton Road Bowling
10th May 2023

1. The briefing will take place in person in the Civic Space, Church Street, Dumbarton. All Elected Members of the Council will be invited to attend and they will be able to participate in the meeting.
2. The Planning, Building Standards and Environmental Health Manager, Legal Advisor and Committee Clerk will be present in the Civic Space, Church Street, Dumbarton.
3. A briefing note has been circulated prior to the meeting and this gives the details of the development, the main issues together with the relevant development plan policies. No recommendation is provided and no decision is required.
4. Members should have regard to the Councillors Code of Conduct that they can provide a provisional view however opinions or views expressed must be mindful of the overarching requirements of fairness and impartiality and of keeping an open mind until the application is presented to a future meeting of the Planning Committee for determination.
5. The meeting will be chaired by the Planning, Building Standards and Environmental Health Manager.
6. The Planning, Building Standards and Environmental Health Manager will welcome members and participants to the meeting and will advise Members and participants of the arrangements for this meeting.
7. The Planning, Building Standards and Environmental Health Manager will make a direction that no photography or recording of the proceedings will be made by any party.
8. The Planning, Building Standards and Environmental Health Manager will advise that attendance and any apologies for absence will be recorded.
9. The Planning, Building Standards and Environmental Health Manager will give a short introduction about the briefing paper.
10. The applicant's agent will make a short presentation about the development proposals and there will be an opportunity for members to ask questions of the applicant's agent at the conclusion of the presentation.

11. The Planning, Building Standards and Environmental Health Manager will bring the meeting to a close.
12. The minutes of the meeting will be recorded and will be available publicly.

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