

WEST DUNBARTONSHIRE COUNCIL

Report by the Executive Director of Housing, Environmental and Economic Development

Planning Committee: 5 June 2013

DC12/229: Erection of care home with associated car parking, landscaping and upgrading of part of Garshake Road, on land at the Former Waterworks, Garshake Road, Dumbarton by Runcastle Ltd.

1. REASON FOR REPORT

- 1.1** This application relates to a proposal which raises issues of local significance, and the Council has an ownership interest in Garshake Road. Under the approved scheme of delegation it therefore requires to be determined by the Planning Committee.

2. RECOMMENDATION

- 2.1** **Grant** full planning permission subject to the conditions set out in Section 9.

3. DEVELOPMENT DETAILS

- 3.1** The application relates to a redundant part of the waterworks facility situated at the top of Garshake Road, to the north of Dumbarton. The site lies on the west side of the road directly to the south of the remaining operational part of the water works, beyond which is the site of a separate application for supported living accommodation (DC13/084) which is subject to a separate report to this Committee. To the south of the site is a field which is earmarked for a possible new cemetery and a small plot of land which is subject to a separate application for a house (DC13/095, also before this Committee). On the opposite (east) side of Garshake Road is another disused section of the former water works, whilst agricultural grazing land is located behind the site to the west. To the south east are residential properties which form the edge of the Dumbarton settlement boundary. The site is partially enclosed by fencing although in some part, this is falling into disrepair, and in general the site is overgrown and unkempt. The section of Garshake Road between the junction with Campbell Avenue and the northern end of the old water works would be upgraded, including the provision of a footpath. In total, the site extends to approximately 0.8 hectares.
- 3.2** The site was originally granted full planning permission for 4 detached houses as part of a wider application covering various parts of the former water works (decision DC09/186). That permission was granted on 3 November 2009, but has since lapsed. Subsequently, planning permission in principle for a 60 bed care home on this site was granted on 5 April 2011, again as part of a wider application covering other nearby sites (decision DC11/044). That permission in principle remains valid.

3.3 The current application seeks full planning permission for the erection of a 60 bed care home, catering for elderly residents including people suffering from dementia. Full planning permission is sought because the site boundary is slightly different from that of the outline permission. The building would be a two storey linear building located parallel to Garshake Road. The majority of the building would be set back between 4–5m from the footpath but the northernmost section of the building (containing the administrative block and main entrance) would be set back approximately 7–8m from the road. There would be a further entrance in the middle of the building. The building is relatively large, and in order to break up its bulk it has been designed as a terrace of seven distinct visual sections, with a semi-traditional appearance. The vehicular entrance to the site would be directly to the north of the building, where there would be a car park with 19 spaces. There would be landscaping along the front of the building and an enclosed garden to the rear. The section of Garshake Road between the site frontage and the junction with Campbell Avenue would be upgraded, including the provision of a footpath. Finishing materials would include stone, facing brick, slate and render.

3.4 Due to the nature of the development it requires a level internal floor, and it is therefore not practical to step the building down to deal with gradients in the site. Whilst the footprint of the proposed building is on reasonably level ground, there is a drop in levels of up to 6m along the western boundary and up to 4m along the southern boundary. Therefore the location of the building was constrained due to the significant level changes and there was little scope for the building or part of it to be located towards the rear of the site. Along the southern boundary (adjacent to the house plot), it is also proposed to construct a 3m retaining wall due to the level changes, with the result that the southern gable of the building will appear elevated in relation to the road. Towards the centre of the site the road rises relative to the proposed building, and the building would be almost 1.5m higher than the finished ground floor level in places.

4. CONSULTATIONS

4.1 West Dunbartonshire Council Roads Service has no objection subject to the road being upgraded as proposed, and to the parking being provided as proposed along with adequate signage.

4.2 West Dunbartonshire Council Environmental Health Service has no objection to the proposal subject to conditions relating to lighting, hours of construction, piling, dust control, installation of a grease trap, contaminated land and SUDS.

4.3 Scottish Water and West Dunbartonshire Council Care Home Team and Estates Section all have no objection to this proposal.

- 4.4** West Dunbartonshire Community Health & Care Partnership has no objection to the proposal and states that the plans are consistent with modern developments of this type and fit with the changing demographic in the area.

5. REPRESENTATIONS

- 5.1** One letter of representation has been submitted from a resident who lives close to the Knowle Burn some distance downhill from the site. The resident expresses concern that the local sewerage and surface drainage systems are not able to cope with further development, and that development of this site will contribute to drains overflowing into the Knowle Burn, exacerbating existing pollution of that watercourse. The concerns of the objector are addressed in Section 7.4 below.

6. ASSESSMENT AGAINST THE DEVELOPMENT PLAN

West Dunbartonshire Local Plan 2010

- 6.1** The site lies within the defined green belt and Policy GB1 states that there will be a general presumption against development other than development which is directly associated with a recognised countryside use such as agriculture, forestry, horticulture, outdoor recreation, or includes the re-use of vacant buildings. Development is also allowed where there is a specific locational requirement and established need for the development and it cannot be accommodated on an alternative site.
- 6.2** In addition to the green belt designation, the local plan also identifies the whole of the former waterworks site as an Environmental Improvement Opportunity. Policy E8 encourages rejuvenation and restoration of such sites, which have been identified as having become vacant, derelict or underused and which present an opportunity for environmental improvements. The waterworks site is in serious dereliction and has become a target for fly-tipping. Schedule E8 lists the site as having potential for very low density development and/or the re-use of vacant buildings. The plan recognises that ownership of the waterworks has become fragmented at this location and expresses a preference for the comprehensive, rather than piecemeal, redevelopment and restoration of the whole waterworks site
- 6.3** The proposed care home development is of a higher density than was envisaged by Schedule E8, however this issue was considered at the time of the application for planning in principle, and it was concluded that a development of this scale would be in compliance with the policy. There are concurrent planning applications for supported living accommodation and a dwellinghouse on the other parts of the water works land (applications DC13/084 and DC13/095, which are the subject of separate reports to this Committee). Collectively these developments would result in the comprehensive redevelopment of the western part of the former waterworks facility, as desired by the policy. It is therefore considered that the proposal is consistent with policy E8.

7. ASSESSMENT AGAINST MATERIAL CONSIDERATIONS

Principle of Development

- 7.1** The site has historically been used for public utility infrastructure purposes, although it has been vacant for a considerable period of time. Several neighbouring sites are also lying vacant, with only the site immediately to the south remaining as an operational part of the waterworks. This proposal represents an opportunity to redevelop an area of land which has become unsightly and which detracts from the appearance of the Green Belt, and whose development is supported by the local plan. Planning permission in principle has already been granted for a 60 bed care home at this location, and whilst this is a new application for full permission it is considered that the suitability of the site for a use of this nature and scale has already been established by the permission in principle. The difference in site boundaries which has necessitated this being a full application rather than an application for approval of matters specified in conditions is very minor, and consists only of the 'squaring off' of the southern boundary with the adjacent house plot.

Location, Design and Appearance

- 7.2** The design of the building has been the subject of extensive discussions between the applicant and officers, which have resulted in the design being very significantly amended. The basic scale and orientation of the building were accepted by the terms of the previous permission in principle, but inevitably this results in a very substantial building and it is important that it be of a suitable design. For practical reasons the care home requires to have a long linear form and this is also dictated by the shape of the site. Rather than having the building appear as a single large building, the amended design breaks the building up into seven distinct visual sections by stepping parts of the building back or forward, varying the height of the roof, subtle differences in fenestration and use of different materials. The building would incorporate some traditional design features including a vertical window emphasis, banding around windows and tabling between roof sections, although the width of the building necessitates a relatively large roof. Overall, the design is intended to resemble a street made up of a row of separate attached buildings rather than as a single elongated structure. Setting the administrative block back significantly from the road boundary will reduce the apparent length of the building when viewed along the road, and will allow a larger landscaping area to be formed at the entrance to the development. To the rear of the building, there would be additional amounts of glazing, allowing uninterrupted views over the open countryside. Suitable materials which reflect the semi rural location would be used and would include slate, stone, facing brick and render. It is considered that the design successfully breaks up the bulk of the building and would result in an attractive development which is appropriate for this location.

Parking and Access

- 7.3** The residents are not expected to own cars, but when operating at maximum capacity, the care home would employ 33 full time and 4 part time staff working over 3 daily shifts. Whilst visiting times are flexible, in practice the peak times for visitors are likely to be mid afternoon and early evening. It is

considered that the proposed level of parking would be sufficient for the development.

- 7.4** Although this part of Garshake Road is a public road it is of substandard construction, and it requires to be upgraded to in order to provide suitable access to a development of this nature. Some upgrading work would form part of this application, and would include resurfacing the road, and provision of a footpath along its western side. Whilst these works would not bring the road entirely up to the normal standard for an adopted road of this nature, they are considered to be proportionate to the development proposed. In the event of future redevelopment of the vacant water works land on the east side of the road, further upgrading of the road, including a footpath on its eastern side, would be likely to be required in relation to that development. A condition is proposed requiring that the upgrading of the road take place before the development is occupied, and a similar condition is recommended in relation to the separate application for supported living accommodation (DC13/084). Although these two sites have different applicants it is understood that they are currently both in common ownership and that both developers will co-operate to implement the road improvements.

Technical Issues

- 7.4** The development includes sustainable urban drainage (SUDS) features for the disposal of surface water, including an attenuation tank, filtration trenches and permeable paving. The purpose of SUDS is to prevent surface water running immediately into the sewerage network and this to avoid sewers overflowing into watercourses in the event of heavy rain. It is therefore not considered likely that the proposal would have any negative impact upon the Knowle Burn, as suggested by the objector. Conditions are recommended in order to address contaminated land issues.

8. CONCLUSION

- 8.1** Whilst the site is located in the green belt, the disused parts of the water works have fallen into a state of disrepair and have been allocated as an Environmental Improvement Opportunity in the local plan where limited new development will be acceptable in order to improve the appearance of the area. Planning permission in principle has already been granted for a care home of the nature and scale proposed, and whilst the boundary of this application differs slightly from the earlier permission it is considered that the suitability of the site for such a use has been established. The proposal is considered to be of an acceptable design, and there are no outstanding technical issues.

9. CONDITIONS

- 01. Exact details and specifications of all proposed external materials which shall include a sample of the proposed stone, facing brick, render and slate shall be submitted for the further written approval of the Planning Authority prior to any work commencing on site and shall be implemented as approved.**

- 02. Notwithstanding the submitted details the proposed roof shall be finished in natural slate.**
- 03. Prior to the commencement of works, full details of all hard surfaces shall be submitted for the further written approval of the Planning Authority and implemented as approved.**
- 04. Prior to the commencement of works, full details of the design of all lighting, walls, fences and bin stores to be erected on site shall be submitted for the further written approval of the Planning Authority and shall be implemented as approved.**
- 05. The development shall not be occupied until the construction of the car park and upgrade of Garshake Road has been completed in accordance with the approved plans and to the standard specified in the adopted Roads Development Guide. The car park shall thereafter be kept available for parking at all times.**
- 06. During the period of construction, all works and ancillary operations which are audible at the site boundary, or at such other places that may be agreed with by the Planning Authority shall be carried out between 8am and 6pm Monday to Friday, 8am to 1pm on Saturdays and not at all on Sundays or Public Holidays.**
- 07. A landscaping scheme for the site shall be submitted to and approved by the Planning Authority prior to commencement of development on site and shall be implemented not later than the next appropriate planting season after occupation of the development. The landscaping scheme shall thereafter be maintained in accordance with these details**
- 08. Prior to the commencement of works a comprehensive contaminated land investigation shall be carried out and its findings submitted to and approved in writing by the Planning Authority. The investigation shall be completed in accordance with a recognised code of practice such as British Standards Institution "The Investigation of Potentially Contaminated Sites- Code of Practice" (BS 10175:2001). The report shall include a site-specific risk assessment of all relevant pollutant linkages as required in Scottish Government Planning Advice Note 33.**
- 09. Where the risk assessment identifies any unacceptable risk or risks as defined under Part 11a of the Environmental Protection Act 1990, a detailed remediation strategy shall be submitted to the Planning Authority for the written approval. No works other than investigation works shall be carried out on the site prior to the written approval of the remediation strategy by the Planning Authority.**

10. Remediation of the site shall be carried out in accordance with the approved remediation plan. Any amendments to the approved remediation plan shall not be implemented unless approved in writing by the Planning Authority. On completion of the remediation works and prior to the care home being occupied, the developer shall submit a report to the Planning Authority confirming that the works have been carried out in accordance with the remediation plan.
11. A monitoring and maintenance scheme for the long term effectiveness of the proposed remediation shall be submitted to and approved in writing by the Planning Authority. Any actions ongoing shall be implemented within a timescale agreed with the Planning Authority. Following completion of the actions/measures identified in the approved remediation scheme, a further report which demonstrates the effectiveness of the monitoring and maintenance measures shall be submitted to and approved in writing by the Planning Authority.

Informatives

01. *The applicant is advised that under the terms of Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended), the development hereby approved must commence within a period of 3 years from the date of this decision notice.*
02. *The applicant is advised that under the terms of the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2008, the developer is required to submit to the Planning Authority in writing upon the forms specified for the purpose and attached to this decision notice:*
 - a) *A Notice of Commencement of Development as soon as practicable once it is decided to commence the development hereby approved (which shall be prior to the development commencing);*
 - b) *A Notice of Completion of Development as soon as practicable once the development has been completed*
03. *The plans referred to as part of this decision are Drawing No(s). 900 Rev. A, 901 Rev. A, 902 Rev. A, 903, 904, L0(21)001, L0(21)002, L0(90)003 & L0(21)003. 900 Rev. A, 901 Rev. A, 902 Rev. A, 903, 904, L0(21)001, L0(21)002, L0(90)001, L0(00)001, L3(00)001 L0(90)002, L0(90)003 & L0(21)003.*
04. *A grant of planning permission does not authorise works under*

the Building (Scotland) Acts. A separate Building Warrant may be required.

- 05. *The applicant is advised to contact the Environmental Health Section (Tel. 01389 738290) prior to occupation of the premises to ensure that the kitchen facilities are appropriate and comply with the requirements of the Food Safety Act 1990 and the legislation/regulations made there under.***
- 06. *The applicant is advised to contact the Environmental Health Section (Tel. 01389 738208) to ensure that the premises are appropriate and comply with the requirements of the Health & Safety at Work Act 1974 and the legislation/regulations made there under.***

**Elaine Melrose
Executive Director of Housing,
Environmental and Economic Development
Date: 16 May 2013**

Person to Contact: Pamela Clifford, Planning & Building Standards Manager,
Housing, Environmental and Economic Development,
Council Offices, Clydebank. G811TG.
01389 738656
email: Pamela.Clifford@west-dunbarton.gov.uk

Appendix: None.

Background Papers: 1. Application forms and plans;
2. Consultation responses and representation; and
3. West Dunbartonshire Local Plan 2010.

Wards affected: 2 (Leven)