

# **WEST DUNBARTONSHIRE COUNCIL**

## **Report by Strategic Lead- Regulatory**

**Planning Committee: 26 June 2019**

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**DC19/049:**            **Residential development comprising 58 units with associated access, parking, landscaping and infrastructure at the former Haldane Primary School site at Miller Road, Alexandria by West Dunbartonshire Council.**

### **1. REASON FOR REPORT**

- 1.1** This application relates to a major development and under the terms of 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 site is on the former grounds of Haldane Primary School. The school buildings were demolished in early 2019 and the site cleared with the exception of some areas of hardstanding and low boundary walling. The site extends to approximately 2.4 hectares and fronts onto Miller Road to the north and the tree lined Carrochan Burn to the south-west. A row of mature beech trees align the southern boundary with Inler Park beyond. To the east the site bounds the residential properties of Cook Road. The site is relatively flat with the exception of the embankment to the Carrochan Burn.
- 3.2** Full planning permission is sought for 58 affordable housing units for rent, to be managed by the Council. Properties would vary in size from one bedroom to four bedroom units. In total, there would be 20 one bed flats, 8

two bed flats, of which two are wheelchair accessible, 2 three bed wheelchair accessible bungalows, 8 four bed and 16 three bed semi-detached and 4 four bed detached houses. All properties with exception to the bungalows would be two storey in height. The houses fronting Miller Road would be accessed from that street and all other properties would be accessed from a new road to be formed through the centre of site from Miller Road. A generous area of open space would be located to the south west of the site adjacent to the Carrochan Burn and a woodland path would be formed through this space with natural play equipment and features along its length. A further footpath is proposed to provide a direct connection with Inler Park to the south.

- 3.3** The primary materials palette to the building elevations would consist of quality clay bricks in tones of grey/brown. Windows throughout the development would be aluminium grey/brown framed and doors would be in a contrasting subtle green. Dark smooth grey roof tiles would be used on the roofs of the residential properties. The development seeks to achieve sustainable building and 'secured by design' standards.
- 3.4** A design and access statement and detailed landscaping plan has been submitted in support of the application which demonstrates how the site layout, path linkages, landscaping and building design relates to the surrounding area.

#### **4. CONSULTATIONS**

- 4.1** West Dunbartonshire Council Roads Service has no objection to the development. The road layout and parking provision is acceptable and cycle parking provision is required to be provided.
- 4.2** West Dunbartonshire Council Environmental Health Service has no objection subject to conditions relating to contamination, noise and dust management, permitted hours of work on site, and the re-use/importation of soils.
- 4.3** Scottish Water and SEPA have no objection subject to floor levels being sufficiently set above flood risk site levels.

## **5. REPRESENTATIONS**

- 5.1** One letter of representation has been received in support of the development, but raises concern relating to the loss of Cherry trees situated along the northern edge of the site, impact on parking for the existing residential areas and loss of the existing metal boundary fence situated between the rear of Cook Road properties and the development site. The representation also includes some suggestions regarding additional facilities/activities for recreation/play and ecology enhancements to the Carrochan Burn area. Their concerns are addressed in Section 7 below.

## **6. ASSESSMENT AGAINST THE DEVELOPMENT PLAN**

### West Dunbartonshire Adopted Local Plan 2010

- 6.1** The site is identified under Policy PS1 as a community facility and requires that prior to the closure of any community facilities, it needs to be demonstrated that the facility is no longer needed. The former Haldane Primary School was located on this site from 1959, until it was demolished in early 2019. The primary school was relocated to a new purpose built shared Balloch Campus with St Kessog's and Jamestown Primaries, on the site of the former St Kessog's Primary in Balloch. There is no conflict with the current proposal and this policy.
- 6.2** Other relevant policies include policies UR1 and RD1 which encourages the redevelopment of underused, vacant and/or derelict land and buildings for appropriate uses such as housing. Policy H4 sets out standards expected of residential development, requiring high quality in the range of house types and sizes and in terms of form, layout and materials. Policy GD1 seeks to ensure that all new development is of a high quality of design and respects the character and amenity of the area.
- 6.3** Policy R2 specifies the open space provision required for all development and would allow the request of payment of a financial contribution where appropriate. Assessment of open space requirements has been undertaken against the more updated "Our Green Network" Guidance. Policies F1 & F2 aims to ensure that new development is not at risk from, and does not increase the risk of flooding, and has suitable SUDS drainage infrastructure.

- 6.4** Policy T4 relates to the accessibility of new development and requires sites to integrate with walking, cycling, and public transport routes. Policy E1 relates to the biodiversity when considering the impacts of development and Policy E5 relates to trees and requires new development proposals to consider impacts on trees and incorporate suitable tree planting.
- 6.5** The proposal complies with all the relevant policies contained in the Adopted Local Plan and is assessed fully in Section 7 below.

## **7. ASSESSMENT AGAINST MATERIAL CONSIDERATIONS**

- West Dunbartonshire Local Development Plan (LDP1) Proposed Plan
- 7.1** On 27 April 2016, the Planning Committee took a final decision not to accept the Local Development Plan Examination Report recommended modification in respect of including the Duntiglennan Fields site in Clydebank as a housing development opportunity, and therefore, as a result of the Scottish Ministers' Direction, the Local Development Plan has remained unadopted but continues to be a material consideration in the determination of planning applications.
- 7.2** The site is not specifically allocated as a community facility or regeneration site in this Plan. The site is located within the established residential area of Balloch/Haldane and policy BC4 supports the principle of residential development, provided there is no adverse impact on neighbouring amenity or character of an area.
- 7.3** The consideration of policies DS1, GN2, SD1, DS6 and GN3 and GN5 with regards to new residential development, green network, transport, flooding and drainage and protected species and trees are similar to that of the Adopted Plan. DS7 requires any potential site contamination issues to be addressed and DS3 requires significant travel generating uses to be located within 400 metres of a public transport network. DS1 seeks to ensure design quality in housing and housing suitable for a mix of occupants rather than a specific demographic.

- 7.4** The Residential Development: Principles of Good Design Guidance applies to all developments of more than 3 units and has been taken account of in the proposed design and site layout.

West Dunbartonshire Local Development Plan (LDP2) Proposed Plan

- 7.5** On 19<sup>th</sup> September 2018 the Planning Committee approved Local Development Plan 2: Proposed Plan for consultation. It is therefore the Council's most up to date policy position and it is a material consideration in the assessment of planning applications.
- 7.6** The site is identified under Policy H2 as a private/affordable housing opportunity with an indicative capacity for 60 units with 15 of these for private use and the remaining for affordable housing. The proposed development of 58 affordable units with no private housing provision is considered to be acceptable as the loss of 15 private units would not have a detrimental impact on the overall housing land supply for West Dunbartonshire. Furthermore, there is a demonstrated need for further affordable housing units in this area.
- 7.7** Similarly to policy DS1 of Proposed Plan 1, Policy CP1 seeks to ensure that housing is of a high quality, adaptable and is designed to be suitable for a mix of occupants. It indicates that all new development will be expected to contribute towards creating successful places by having regard to the six qualities of a successful place (distinctive, adaptable, resource efficient, easy to get to/move around, safe and pleasant, and welcoming). The Residential Development: Principles of Good Design Guidance also applies for LDP2 at this time.
- 7.8** Policies CP2, Policy GI2, EN4 and EN6 are similar to the green network, tree and flooding policies of the Adopted and Proposed Plan 1 policies, albeit that Policy GI2 sets a higher open space standard to that of the adopted Local Plan and Local Development Plan 1.
- 7.9** Policy CP3 requires a phasing and delivery strategy. The proposal will be completed as a single development in one phase therefore according with the policy. For applications referred to the Place and Design Panel Policy CP4 is relevant requiring the outcomes to be taken into account and responded to by the applicant. Policy CON1 requires that significant travel generating uses are designed to encourage sustainable transportation and policy. Policy ENV8 requires developments to address air quality, lighting

and noise as part of the planning process whilst policy ENV9 requires all potentially contaminated sites to be remediated where necessary to ensure that the site is suitable for the intended use. It is considered that the proposals comply with the above policies.

#### Principle of development

- 7.10** The application site has been vacant for one year, since the Primary School relocated to the purpose built campus on Carrochan Road/A813. The redevelopment for residential purposes would contribute towards the regeneration of the surrounding area and would be consistent with the land use policies of both the adopted and proposed plans. The principle of the development is therefore considered to be acceptable.

#### Layout, Design and Appearance

- 7.11** The proposed development would have a strong frontage with Miller Road. This would enhance the current street scene, complement the existing residential character and add vibrancy and vitality to this area of Haldane. The layout provides a new road through the centre of the site, with access from Miller Road. This incorporates the principles of 'Designing Streets' Guidance and the Council's Residential Design Guidance through a more pedestrian focused layout as a result of the road alignment and geometry. The site layout has embraced the principles of a 'green infrastructure first' approach as advocated by policies CP2 and GI2 of Proposed Plan 2 as it is well integrated with the open woodland to the south-west and Inler Park to the south and provides good opportunities for these areas to be accessed. Trees are proposed to be planted to line the properties fronting Miller Road and along the central access road. The properties of Cook Road which face east onto the development site will benefit from a landscaped boundary providing an enhanced outlook for these properties. A representation has commented on the loss of the metal fencing at the rear of their property at Cook Road. This metal fencing will be replaced with a 1.8m high timber fence which will maintain security and privacy. The use of filter trenches for drainage purposes adds further to the landscaping throughout the site and creates an attractive and quality setting and environment for the residential properties and will enhance the surrounding area.
- 7.12** The houses and flats proposed would be of a modern contemporary design and the variety and arrangement of house types offers a mixed development. The proposed materials will enhance the local area, setting

a benchmark for new housing development in the area. There are no amenity issues raised, as the distances between buildings are appropriate and there will not be any unacceptable overlooking or overshadowing.

- 7.13** The density, layout, materials and general appearance of the development are all considered to be acceptable. The proposal will create a well designed development which will address the six qualities of successful places by having a distinctive identity, forming safe streets, having quality green infrastructure, using high quality materials and being sustainable, all complying with policies GD1, DS1 and CP1 of the Adopted and Proposed Plans.

#### Flood risk avoidance and SUDS

- 7.14** A detailed flood risk assessment was submitted, following the initial submission of the planning application. This has informed the site layout and a 'no build' zone in the south west aspect of the site which is proposed to be an area of amenity open space. SEPA has no objection subject to finished floor levels being set above flood risk level and a condition has been imposed in this regard.
- 7.15** A full SUDS strategy has been designed as part of the proposed development and would be provided through permeable surfaces, grassed filter trenches and an attenuation tank would be located underground in the area of the open space to the south-west corner of the development. Subject to the implementation of these measures, the proposal would comply with policies F1, F2, DS6 and ENV6 of the Adopted and Proposed Plans.

#### Natural heritage, landscaping and open space

- 7.16** The extensive provision of amenity open space in the 'no build' zone creates an attractive and quality setting for the development and would expand the green network for this area of Haldane. A footpath through this area would link the north and south of the site and provide access to the adjacent Inler Park while incorporating natural and informal play equipment. Wildflower planting would provide biodiversity benefits and enhancements. The open space provision exceeds the open space as assessed against the 'Our Green Network' Guidance.
- 7.17** An attractive area of established woodland is located at the south-west of the site, bounding the Carrochan Burn and the adjacent area of proposed

open space. Also, individual mature trees extend along the extent of the southern boundary of the site with Inler Park. The woodland and mature trees are to be retained and would provide an attractive landscaped edge to the site and will enhance the quality, character, and setting of the development. The trees and roots will be protected during development, as recommended by the submitted tree survey and to be secured by planning condition. However, twenty-one remaining trees located within the centre and the northern extent of the site would require to be removed to enable a comprehensive redevelopment of the site. The development capacity of the site is limited by the 'no build' flood zone, and so maximising the development potential of the remainder of the site is required to ensure its viability. Proposed landscaping will reintroduce extensive tree planting across the development site with seventy-three trees to be planted which more than compensates for the number of existing trees to be removed. The established woodland area and mature trees on the southern boundary will be retained and protected for their biodiversity and amenity value.

- 7.18** The proposed path through the open space (at the south-west corner of the site) has been aligned to ensure a suitable separation distance with a group of existing trees which were identified as having features suitable to support roosting bats. With respect to other protected species, signs of otter activity were identified at the Carrochan Burn and a 30 metre exclusion zone has been identified to ensure no materials or equipment is stored within this area, in the interests of protected species protection. In terms of breeding birds, it is recommended that a condition be applied to ensure that ground works carried out during breeding season be first checked, and avoided where necessary. Overall, the development, due to its sensitive siting/ separation from established trees and woodland, generous area of open space and proposed tree planting has significant advantages and opportunities for biodiversity, fully complying with policy requirements.

#### Roads, Parking and Access

- 7.19** The properties fronting Miller Road will be accessed from this street. The central route through the site will provide access to all other properties and has been designed to include an element of natural traffic calming through the use of appropriate road geometry. The road layout reflects the aspirations for the Scottish Government's policy statement on 'Designing Streets' and this is supported. The Council's Roads Service is satisfied



with the parking provision proposed and is supportive of the proposals subject to cycle parking provision being provided. Throughout the site, there is adequate bin storage provision to ensure that domestic waste can be managed appropriately and bins are located in accessible locations to ensure refuse can be collected easily. The central access road and pedestrian links (to Miller Road, and the new footpath linking the woodland and open space to the south west, and to Inler Park to the south) would ensure that the development is convenient for pedestrians and vehicles to move around and provides permeability with the site's surroundings. The site is well located and accessible to the amenities of the surrounding area. There are bus stops within 100 metres of the site, Balloch train station within 0.5 miles. The Balloch School campus and convenience stores are a short walk from the site.

#### Pre-application consultation

- 7.20** As the proposal constitutes a major development, statutory pre-application consultation was carried out prior to submission of the application. A public event was held on 3<sup>rd</sup> October 2018, local community councils and tenants organisations were invited to attend. Approximately 30 local residents attended the public event and the feedback was positive towards the redevelopment of the site for residential purposes. Points raised related to the provision of new landscaping, retention trees, removal of existing metal fencing, the provision of a woodland path and demand for 4 bed properties which have been taken account of in the design and layout of the proposed development.

#### Place and Design Panel Report

- 7.21** In May 2018, the proposed development was presented to the Place & Design Panel. The Panel felt that this was a positive development for a former school site and a great opportunity to maximise the potential for connectivity of the site with Inler Park and increasing pedestrian movement and natural surveillance surrounding the site and design methods to avoid blank gables. The observations of the Panel have influenced the final design of the development.

## **8. CONCLUSION**

- 8.1** The proposed redevelopment of the site for residential purposes is in compliance with the Adopted and Proposed local plans and would assist in

the further regeneration of this area of Haldane. The development will create a strong visual presence to this part of Miller Road. The proposals have been subject to extensive discussions which have resulted in a very high quality development with a strong integration of green infrastructure, connectivity, open space and sustainable drainage. The layout, design and high quality materials of the development are all considered acceptable. The development provides much needed affordable housing at this accessible location.

## **9. CONDITIONS**

- 1. The development shall be completed in accordance with the following external finishing materials, unless otherwise agreed in writing by the Planning Authority:**
  - **Ibstock Arden Weathered Grey clay bricks;**
  - **Ibstock Arden Grey clay bricks;**
  - **Grey Marley Eternit Ltd modern roof tiles (single lap interlocking tiles) in smooth grey**
  - **Aluminium Clad NorDan timber windows, RAL 8019 Grey Brown**
  - **External Doors Nordan timber, RAL 6021 Pale Green**
- 2. Prior to the installation of brickwork on the development hereby approved, a sample panel of brickwork shall be constructed for all brick types to be used in order to determine the appropriate colour of mortar that should be used which shall be approved by the Planning Authority. Thereafter the development shall be completed in accordance with the approved mortar.**
- 3. The presence of any previously unexpected contamination that becomes evident during the development of the site shall be reported to the Planning Authority in writing within one week, and work on the site shall cease. At this stage, if requested by the Planning Authority, an appropriate investigation and risk assessment shall be undertaken and a remediation scheme shall be submitted to and approved by the Planning Authority prior to the recommencement of site works. The approved details shall be implemented as approved.**
- 4. If there is a requirement to either re-use site won material or to import material then the assessment criteria and sampling frequency that would adequately demonstrate its suitability for use shall be submitted to and approved by the Planning Authority prior to any**

material being re-used or imported. In addition to this and in accordance with BS3882:2015 and BS8601:2013, material to be used in the top 300mm shall be free from metals, plastic, wood, glass, tarmac, paper and odours. Prior to placement of any of the material, the developer shall submit a validation report for the approval in writing of the Planning Authority and it shall contain details of the source of the material and associated test results to demonstrate its suitability for use. Thereafter the development shall be undertaken in accordance with the approved details.

5. No development shall take place on site until such time as a noise impact assessment has been submitted to and approved in writing by the Planning Authority. This noise impact assessment shall include an assessment of the potential for occupants of the development to experience noise nuisance arising from nearby commercial/recreational grounds. Where a potential for noise disturbance is identified, proposals for the attenuation of that noise shall be submitted to and approved in writing by the Planning Authority. Any such approved noise attenuation scheme shall thereafter be retained in accordance with the approved scheme. The noise impact assessment and any recommendations in respect of attenuation measures shall be prepared by a suitably qualified person.
6. No development shall commence on site until such time as a noise control method statement for the construction period has been submitted to and approved in writing by the Planning Authority. This statement shall identify likely sources of noise (including specific noisy operations and items of plant/machinery), the anticipated duration of any particularly noisy phases of the construction works, and details of the proposed means of limiting the impact of these noise-sensitive properties. The construction works shall thereafter be carried out in accordance with the approved method statement unless otherwise approved in writing by the Planning Authority.
7. No piling works shall be carried out until a method statement has been submitted to and approved in writing by the Planning Authority. This statement shall include an assessment of the impact of the piling on surrounding properties. This statement shall be prepared by a suitably qualified person, and the piling works shall thereafter be carried out in accordance with the approved method statement.
8. During the period of construction, all works including piling and ancillary operations shall be carried out between the following hours and at no other time, unless otherwise agreed in writing by the Planning Authority:

<b>Mondays to Fridays</b>	<b>0800 – 1800</b>
<b>Saturdays</b>	<b>0800 – 1300</b>
<b>Sundays and public holidays</b>	<b>No Working</b>

- 9. Unless otherwise approved in writing by the Planning Authority, no development shall commence on site until such time as a scheme for the control and mitigation of dust has been submitted to and approved in writing by the Planning Authority. The scheme shall identify likely sources of dust arising from the development or its construction, and shall identify measures to prevent or limit the occurrence and impact of such dust. The approved scheme shall thereafter be implemented fully prior to any of the identified dust generating activities commencing on site and shall be maintained thereafter, unless otherwise approved by the Planning Authority.**
- 10. The development shall be carried out strictly in accordance with the finished floor levels, as recommended in the submitted Flood Risk Assessment & Briefing Note (Envirocentre Ltd, dated 26th April 2019 & 27th May 2019). None of the dwellings hereby approved shall be occupied until the applicant has confirmed in writing to the Planning Authority that the terms of this condition has been complied with and this has been agreed in writing by the Planning Authority.**
- 11. Prior to the commencement of development on site, details of measures to protect trees located within and adjacent to the site shall be submitted for the written approval of the Planning Authority. The trees shall be protected during the course of development by the erection of fencing in accordance with British Standard BS 5837(2012) 'Trees in Relation to Construction', or by such other means of protection as shall be agreed in advance in writing with the Planning Authority. No storage of building materials or piling of soil shall take place within the protected areas established pursuant to this condition. Thereafter, the development shall be undertaken in accordance with the approved details.**
- 12. Unless as may otherwise be agreed in writing by the Planning Authority, no trees other than those marked for removal in the approved Tree Removal Plan (dwg. No. AL(-)204 dated 08/04/19) shall be removed either within or adjacent to the site without the prior written approval of the Planning Authority.**
- 13. None of the dwellings/buildings hereby permitted shall be occupied until works for the drainage of surface water have been completed in accordance with the approved Sustainable Urban Drainage System (SUDS) design, as set out in the approved Drainage Layout (G3**

**Consulting Engineers Drainage Design, ref J4083, dated 30/04/19 and the approved plans. The SUDS shall thereafter be maintained on site in accordance with the approved details, unless otherwise agreed in writing by the Planning Authority.**

- 14. Prior to being installed, full details of all hard surfaces, walls and fences shall be submitted for the further written approval of the Planning Authority, and these shall be implemented as approved, unless otherwise agreed in writing by the Planning Authority, prior to the occupation of any of the dwellings hereby approved.**
- 15. Prior to their installation on the development hereby approved, details of the design and location of cycle storage provision for the flatted blocks, street furniture and lighting, shall be submitted for the further written approval of the Planning Authority and the development shall thereafter be completed in accordance with the approved details prior to the occupation of any of the approved properties and thereafter maintained, unless otherwise agreed in writing with Planning Authority. Cycle parking should be provided at a minimum rate of 1 space per flatted dwelling and should be provided at ground level within a covered secure location.**
- 16. Prior to their installation on the development hereby approved, details for the storage and the collection of waste arising from the proposed development shall be submitted to and approved in writing by the Planning Authority. The agreed details shall be in place prior to the development being brought into use and thereafter be maintained.**
- 17. Unless as may otherwise be agreed in writing by the Planning Authority, the landscaping scheme shall be undertaken in accordance with the approved landscape scheme and shall be implemented not later than the first appropriate planting season after occupation of the first residential unit. Any trees or plants forming part of the approved landscape scheme which die, are removed or become seriously damaged or diseased, within a period of 5 years from the date of their planting, shall be replaced in the next planting season with others of similar sizes and species unless the Planning Authority gives written approval to any variation.**
- 18. No house/flatted unit shall be occupied until the vehicle parking spaces associated with that house/flatted unit have been provided within the site in accordance with the approved plans. The disabled parking bays shall be provided at the dimensions shown on the approved plans but shall not be marked/delineated as disabled parking bays unless a resident qualifies for one to be provided and**

should otherwise be provided at the larger dimensions for future conversion, should it be required. The aforementioned parking shall thereafter be retained and capable of use at all times and shall not be removed or altered without the prior written approval of the Planning Authority.

**Peter Hessett**  
**Strategic Lead- Regulatory**  
**Date: 5<sup>th</sup> June 2019**

**Person to Contact:** Pamela Clifford, Planning & Building Standards Manager  
Email: [Pamela.Clifford@west-dunbarton.gov.uk](mailto:Pamela.Clifford@west-dunbarton.gov.uk)

**Appendix:** Site Location Map

**Background Papers:**

1. Application forms and plans;
2. Consultation responses;
3. Representation
4. West Dunbartonshire Local Plan 2010;
5. West Dunbartonshire Local Development Plan Proposed Plan;
6. West Dunbartonshire Local Development Plan 2 Proposed Plan.
7. 'Our Green Network' Guidance
8. Residential Design Guidance

**Wards affected:** Ward 1 - Lomond