

WEST DUNBARTONSHIRE COUNCIL**Report by Strategic Lead- Regulatory****Planning Committee: 19th November 2019**

DC19/114: Erection of residential development comprising 49 terraced houses and cottage flats with associated roads, parking and landscaping at land at Braehead, Bonhill, Alexandria by AS Homes (Scotland) Ltd.

1. REASON FOR REPORT

- 1.1** This application is subject to objection and under the terms of the approved Scheme of Delegation, the application is therefore required 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 Highdykes Primary School. The school buildings were demolished in early 2016 and the site was cleared. The site is accessed directly off of Braehead and the site extends to approximately 1.6 hectares and fronts onto Braehead to the North and West with this intersected partly by an area of established woodland (protected by a TPO) immediately outside the northern site boundary. A row of residential properties forming Beechwood Drive align the eastern site boundary and to the south the site bounds the residential properties that face directly onto Braehead. The site's topography is such that it has a 18 metre change in level across the site, rising from west to east.
- 3.2** Full planning permission is sought for 49 affordable housing units for rent. The development comprises of 8 no. two bedroom cottage flats and 41 no. two and three bedroom houses and all properties, with exception to the cottage dwellings, would be two storeys in height. The development will utilise the existing access road directly off Braehead. Generous areas of

open space are provided as part of the development with the main area located centrally within the site, meandering through the proposed houses situated on either side until it meets with the area of woodland to the north. A series of path networks are proposed and would be formed through this space with natural play equipment and features along its length. These are to connect to and make use of the existing aforementioned woodland and link other parts of the site to this open space. The SUDs area, which is to be situated immediately next to the site entrance includes amenity space and landscaping as part of it.

- 3.3** The primary materials palette to the building elevations would consist of facing brick with two different brick types proposed. Windows throughout the development would be anthracite grey PVC as would the doors. Dark grey concrete roof tiles would be used on the roofs of houses. The development seeks to achieve sustainable building and 'secured by design' standards.
- 3.4** A design and access statement, landscape and play strategy, ecology report, road statement, drainage statement and a site investigation report has been submitted in support of the application.

4.0 CONSULTATIONS

- 4.1** West Dunbartonshire Council Roads Service and Scottish Water have no objection to the development.
- 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.

5. REPRESENTATIONS

- 5.1** There are four objections from residents to the proposed development on the following grounds:
- Damage to properties and vehicles during the demolition of previous school on the site.
 - The access and entrance to the site as well as Braehead Road/Street cannot cope with the volume of traffic associated with the construction of this development.

- The road is not being wide enough to support construction vehicles including HGVs and lorries.
- Insufficient availability for parking for staff and workers associated with the construction of the development.
- Using existing site access from Braehead which is insufficient and unable to support this type of development.
- Access opportunities from Beechwood on the other side of the site would be more appropriate.
- Overlooking and loss of privacy from the proposed houses.
- Location of parking to rear will affect existing properties in terms of additional noise, pollution and dust.
- Proposed additional paths as part of the development are unnecessary particular from Bonhill to Beechwood.
- New and additional paths through the site will create additional footfall and encourage anti-social behaviour and will be a nuisance to existing residential properties.

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, the reason why the facility is no longer needed requires to be demonstrated. The primary school alongside Ladyton Primary School were relocated into the former St Ronans Primary School Building. Therefore there is no conflict with the current proposal and this policy.
- 6.2** Other relevant policies include policies UR1 and RD1 which encourage 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 design 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. 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 allocated for residential purposes. The site is located within the established residential area of Bonhill and policy BC4 supports the principle of residential development at this location, 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 a high 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 19th 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. The proposed development of 49 affordable units with no private housing provision is considered to be acceptable as the lack of private units through this site would not have a detrimental impact on the overall housing land supply for West Dunbartonshire. This is considered further in section 7 below.
- 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).
- 7.8** Policy GI2, ENV4 and ENV6 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. Policies CP2 requires the integration and consideration of green infrastructure from the outset of the design process through to its maintenance and stewardship of the resource.
- 7.9** 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 approximately three years, since the Highdykes Primary School was demolished on site and 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.

Site Layout, Design and Appearance

- 7.11** The proposed development seeks to regenerate a brownfield site, would enhance the current street scene, complement the existing residential character and amenity and add vitality to this area of Bonhill. The layout provides a new road through the site albeit the main access is being maintained as per the previous use. A series of paths and footpaths are also proposed throughout the development and will allow for access to the perimeter of the site and thereafter onto the surrounding area. These provisions incorporate 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.
- 7.12** The topography and levels of the site has informed the layout and design with this constraint setting clear parameters for the buildable space available. In considering the representations with regards to overlooking and privacy, it is acknowledged that much of the properties associated with the development do require to be concentrated closer to the perimeter to the site itself due to the site levels. However, an appropriate build distance has been provided to ensure that the new houses within the site will not compromise the amenity of houses neighbouring the site to the west and east, even where level and retention works are required.
- 7.13** The site levels have created an opportunity for a more spacious development which can more effectively embrace and deliver the principles of a 'green infrastructure first' approach as advocated by policies CP2 and GI2 of LDP2 (2018). The areas of open space areas are considered to be generous and noting their locations, these are usable, well integrated, and accessible and link with the open woodland to the

north of the site as well as other areas within the development site. Native trees, shrubs and hedging are proposed to be planted along the north eastern site boundary to which faces onto Beechwood Drive and this is viewed favourably, reinforcing existing landscaping to this side and creating a softer edge as well as complimenting the greenery along the northern boundary. The SUDs area located at the western corner of the site will create an attractive and quality setting for the residential properties at a prominent entrance location. This will enhance the surrounding area by offering a continuation to the existing established greenery along the remainder of the northern boundary.

- 7.14** The mix of terraced houses and cottage flats proposed are of a modern and contemporary design and the proposed materials are considered to be of a high standard and suitable for the location. Dual frontage houses are proposed at the entrance to the site at Braehead and for the plot closest to Beechwood Drive. This will create an attractive entrance feature and their design and orientation also offers an increased opportunity for overlooking on the area of open spaces along the northern and eastern side of the site to be provided.
- 7.15** 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.

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 Bonhill. A footpath through this area would link the north and south of the site and provide access to the adjacent woodland while incorporating natural and informal play equipment. Additional landscaping and 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 beyond the northern boundary of the site, between Braehead and the site itself and the adjacent area of proposed open space. This woodland which accommodates mature trees are to be unaffected by the development. The protection of the trees and roots during development can be secured by planning condition.
- 7.18** The proposed landscaping will introduce extensive tree and shrub planting across the development site with a mixture of native trees and hedgerows and wild meadow planting. The established woodland area just outside the northern site boundary will be enhanced from the planting and landscaping proposed with this to be linked up and connected through intentional path networks.
- 7.19** The Ecological Assessment undertaken as part of this applications shows limited habitat resource potential for any protected species including bats, badgers and birds noting the site is almost entirely bare ground (rubble spread) or amenity grassland. The findings conclude that any habitat loss from redevelopment would be mitigated by the creation of open space and landscaping as part of this proposals with this offering inherently more biodiversity opportunities than the habitat they replace.
- 7.20** Overall, the development, due to its sensitive siting from established trees and woodland, generous areas of open space and proposed tree planting has significant advantages and opportunities for biodiversity and health and wellbeing, fully complying with policy requirements.

Roads, Parking and Access

- 7.21** The access to the site will be via Braehead which is the same arrangement as the previous school use. A central route within the site is proposed and will provide access to all properties and this has been designed as to include an element of natural traffic calming through the use of appropriate road geometry required to negotiate the steep incline and topography of the site. The road layout reflects the aspirations for the Scottish Government's policy statement on 'Designing Streets' and this is supported. Parking is accommodated for either in curtilage or through a series of forecourts with 100% provided for the development. The Council's Roads Service is supportive of the proposals. Throughout the site, there is also adequate bin storage provision.

- 7.22** The area has access to a range of local services and amenities including schools, shop and health facilities all within reasonable distance. The site also benefits from a number of nearby bus stops. The central access road and pedestrian links proposed as part of the layout would ensure that the development is convenient for pedestrians and vehicles. The link and open aspect of the development on the north eastern site boundary provides an ease of access to Beechwood Drive which accommodates for the closest amenity facilities to the site itself.
- 7.23** The points made within the representations regarding the proposed access and parking arrangements for the development have been considered in sections 7.21 and 7.22 above. The proposals are considered to be acceptable and there are no objections from the Council's Roads Service on these grounds. Matters with regards to construction activity and traffic have also been considered and can be addressed by planning conditions. Issues raised with regards to the damage of vehicles or properties as part of the development do not in themselves constitute material planning considerations and are therefore not afforded weight in the assessment of this application.

Flood risk avoidance and SUDS

- 7.24** A full SUDS strategy has been designed and would be provided through SUDs pond/retention basin located in the area of the open space to the north-west corner of the development as it is the lowest part of the site. Areas of native hedgerow planting with large native parkland trees will provide an attractive entrance to the site and lessen the impact of the SUDs area at this prominent location. Wet meadow mix to the slopes and marginal native planting to the pond will provide further biodiversity opportunities. Swales, gullies and porous paved carparks are also proposed throughout the development site to assist drainage and manage surface water run-off. The swales have been designed to include planting in the trenched areas which again allows further opportunities to contribute to the wider greenery within the site. Subject to the implementation of these measures outlined above, the proposal would comply with policies F1, F2, DS6 and ENV6 of the Adopted and Proposed Plans.

Place and Design Panel

- 7.25** In May 2019, the proposed development was presented to the Place & Design Panel. The Panel felt that this was generally a positive development for a former school site and a great opportunity to improve connectivity and integration of the site to the surrounding area/community.
- 7.26** The Panel did acknowledge the challenges with the topography of the site in making any significant variations to the overall site layout. They felt that within the layout proposed, the house types and specific locations of houses and their finished floor levels should be carefully considered as to minimise impact upon the amenity of existing surrounding properties but which at the same time maximised the views towards Dumbarton and the Clyde. The Panel also felt that the site would benefit from a comprehensive landscape and play strategy which maximised use of the existing woodland as a play and community resource. Finally, noting the prominent location of the SUDs within the site, the Panel felt that it was important that this area was of high quality, incorporating landscaping and open space where possible at the gateway/entrance to the site. The observations of the Panel have influenced the final design of the development and the application is considered to be compliant with Policy CP4 on this basis.

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 Bonhill. The proposals have been subject to extensive discussions which have resulted in a high quality development with a strong integration of green infrastructure, connectivity, open space and sustainable drainage. The layout, design and materials of the development are all considered acceptable. The development provides much needed affordable housing at an appropriate 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 'Drumquin' facing brick;
 - Ibstock 'Drumquin' facing brick ribbed feature;
 - Ibstock 'Hadrian Buff' facing brick;
 - Ibstock 'Hadrian Buff' facing brick ribbed feature;
 - Grey Marley Eternit Ltd modern roof tiles in smooth grey;
 - Double glazed PVC windows, RAL Anthracite Grey 7016;
 - External composite doors, RAL Anthracite Grey 7016;
 - PVC Fascias and Barge Boards, RAL: Anthracite Grey 7016;
 - Grey pre-cast cills;
 - Black PVC Marley 'Deepflow' gutters and downpipes;
2. Prior to the brickwork associated with any dwellinghouse being constructed or installed on site, a sample panel of all brickwork shall be constructed 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. Prior to the commencement of development on site, full details of the design and locations of all retaining walls and other retention features within the site shall be submitted to and approved in writing by the Planning Authority. Such details shall include for the use of a 'Maccaferri Terramesh' retention system for the retention associated with open space areas and outward facing perimeters of the site boundary. Thereafter, the agreed retention details shall be implemented prior to the occupation of any associated houses unless otherwise agreed in writing by the Planning Authority.
 4. Prior to the commencement of development on site, full details of all hard surfaces, walls and fences shall be submitted for the approval of the Planning Authority. For the avoidance of doubt, this shall include details for all footpaths and path networks within the site. Thereafter, these shall be implemented prior to the occupation of any associated houses unless otherwise agreed in writing by the Planning Authority.
 5. Prior to the commencement of development on site, details of the design and location of cycle storage provision for houses, street furniture (including bin stores) and lighting, shall be submitted for the further written approval of the Planning Authority. The development shall thereafter be completed in accordance with the approved details prior to the occupation of any of the houses 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.

6. Prior to the commencement of development on site, details of measures to protect trees located within and adjacent to the site (including those forming part of the woodland to the northern site boundary) 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.
7. Prior to the occupation of the last dwellinghouse within the site, the drainage of surface water shall be completed in accordance with the approved Sustainable Urban Drainage System (SUDS) design, as set out in the approved Drainage Design Statement (AS Homes Scotland, June 2019) and the approved plans. The SUDS and associated features including the swales and gullies once installed shall thereafter be maintained on site in accordance with the approved details, unless otherwise agreed in writing by the Planning Authority.
8. The soft landscaping and play equipment scheme and strategy for the site approved under drawing 'Landscape Proposals (Drawing No: 307-25-02b)' shall be implemented as approved no later than the next appropriate planting season after the occupation of the last dwellinghouse within the site. Any trees, shrubs 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.
9. The development hereby approved shall be constructed strictly in accordance with the finished ground and floor levels as shown on approved plan 'Engineering Layout (Drawing No: ENG-014 Rev B). Any alterations to these levels shall first be agreed in writing with the Planning Authority.
10. No dwellinghouse shall be occupied until the vehicle parking spaces associated with that residential unit have been provided within the site in accordance with approved plan 'Development Layout' (Drawing No. DL-002 Revision C). The aforementioned parking shall thereafter be retained and be capable of use at all times and shall not be removed or altered without the prior written approval of the Planning Authority.

11. Prior to the commencement of development on site, a Construction Traffic Management Plan (CTMP) shall be submitted to and approved in writing by the Planning Authority. The CTMP shall account for all vehicular activity and movements associated with the construction of the development and shall provide confirmation that all construction vehicles associated with the development when stationary shall be parked within the site and not on any adjacent road networks. The approved Construction Traffic Management Plan (CTMP) shall thereafter be implemented on site and will be adhered to for the duration of construction, until all construction activity is completed on site.
12. Prior to the commencement of development on site, details of the location of the site compound associated with the construction of the development shall be submitted to and approved in writing by the Planning Authority. Thereafter the development shall be undertaken in accordance with the approved details until all construction activity is completed on site.
13. No development (other than investigative works) shall commence on site until such time as a detailed remediation scheme for the site has been submitted to and approved in writing by the Planning Authority. The scheme shall be prepared by a suitably qualified person and shall detail the measures necessary to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property, and the natural and historical environment. The scheme shall include details of all works to be undertaken, the remediation objectives and criteria, a timetable of works and/or details of the phasing of works relative to the rest of the development, and site management procedures. The scheme shall ensure that upon completion of the remediation works the site will not qualify as contaminated land under Environmental Protection Act 1990 Part IIA in relation to the intended use of the land after remediation.
14. The approved remediation scheme shall be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Planning Authority. The Planning Authority shall be notified in writing of the intended commencement of remediation works not less than 14 days before these works commence on site.
15. 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.

16. 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.
17. 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.
18. 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.
19. 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.
20. During the period of construction, all external 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:

Mondays to Fridays	0800 – 1800
Saturdays	0800 – 1300
Sundays and public holidays	No Working

21. Unless otherwise agreed in writing by the Planning Authority, prior to the commencement of development with the site, details of the location and design of an electric charging point/unit shall be submitted to and approved in writing by the Planning Authority. The car charging point/unit and associated infrastructure shall be installed in accordance with the approved details prior to the occupation of the last dwellinghouse within the site and maintained as such thereafter.

Peter Hessett
Strategic Lead- Regulatory
Date: 6th November 2019

Person to Contact: Pamela Clifford, Planning & Building Standards Manager
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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
9. Scottish Planning Policy (SPP)

Wards affected: Ward 2 - Leven