



**Clackmannanshire  
Council**

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**Kilncraigs, Greenside Street, Alloa, FK10 1EB  
(Tel.01259-450000)**

# **Planning Committee**

## **Thursday 25 August 2016**

### **Start 9.30 am**

**Venue: Council Chamber, Patons Building, Kilncraigs,  
Alloa, FK10 1EB**

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Contact Finance and Corporate Services, Clackmannanshire Council, Kilncraigs, Alloa, FK10 1EB  
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Date	Time
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## **Scheme of Delegation: Duties and Responsibilities Delegated to Committees**

### **Planning Committee**

Subject to paragraphs 3.28 and 11.4 of the Scheme of Delegation, the Planning Committee has responsibility for taking decisions on planning applications and enforcing planning laws, and;

Carrying out the local authority's function in relation to street naming under section 97 of the Civic Government (Scotland) Act 1982; and

Dealing with regulatory and enforcement issues arising from matters delegated to or delivered by Community and Regulatory Services related to Building Standards.

**17 August 2016**

**A MEETING of the PLANNING COMMITTEE will be held within the Council Chamber, Patons Building, Kilncraigs, Alloa, FK10 1EB, on THURSDAY 25 AUGUST 2016 at 9.30 am.**

**GARRY DALLAS  
Executive Director**

**B U S I N E S S**

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1. Apologies	--
2. Declaration of Interests Members should declare any financial or non-financial interests they have in any item on this agenda, identifying the relevant agenda item and the nature of their interest in accordance with the Councillors' Code of Conduct. A Declaration of Interest form should be completed and passed to the Committee Officer.	--
3. Confirm Minute of Meeting held on 30 June 2016 (Copy Herewith)	05
4. Planning Application (Ref No.16/00068/FULL) – Development Comprising Alterations, Including Partial Demolition, Three Storey Extension And Change of Use of Vacant Office Building To Form 42 No, Sheltered Housing Flats, Erection Of 6 No. Flats, With Associated Car Parking, Landscaping And Communal Private Open Space  Listed Building Application (Ref No. 16/00069/LIST) Development Comprising Alterations, Including Partial Demolition, Three Storey Extension and Conversion of Vacant Office Building to Form 42 No Sheltered Housing Flats  Greenfield, Tullibody Road, Alloa, Clackmannanshire - report by the Principal Planner (Copy herewith)	07
5. Planning Application (Ref No. 16/00089/FULL) – Erection of 30 No. Houses With Associated Roads and Footpaths (Amendment to Planning Permission 06/00386/FULL), Land To West, The Glen, Coalsnaughton, Clackmannanshire – Report by the Principal Planner (Copy herewith)	23

## PLANNING COMMITTEE – MEMBERS

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### Councillors

### Wards

Councillor	Alastair Campbell (Convenor)	5	Clackmannanshire East	CONS
Councillor	George Matchett, QPM (Vice Convenor)	1	Clackmannanshire West	LAB
Councillor	Tina Murphy	1	Clackmannanshire West	SNP
Councillor	Les Sharp	1	Clackmannanshire West	SNP
Councillor	Walter McAdam, MBE	2	Clackmannanshire North	SNP
Councillor	Bobby McGill	2	Clackmannanshire North	LAB
Councillor	Derek Stewart	3	Clackmannanshire Central	LAB
Councillor	Gary Womersley	3	Clackmannanshire Central	SNP
Councillor	Kenneth Earle	4	Clackmannanshire South	LAB
Councillor	Kathleen Martin	5	Clackmannanshire East	LAB



**MINUTES OF MEETING of the PLANNING COMMITTEE held within the Council Chamber, Patons Building, Kilncraigs, ALLOA FK10 1EB, on THURSDAY 30 JUNE 2016 at 9.30 am.**

**PRESENT**

Councillor George Matchett, QPM, Vice Convenor (In the Chair)  
Councillor Kenneth Earle  
Councillor Bobby McGill  
Councillor Tina Murphy  
Councillor Les Sharp  
Councillor Derek Stewart  
Councillor Graham Watt (S)

**IN ATTENDANCE**

Julie Hamilton, Development Services Manager  
Ian Duguid, Development Quality Team Leader  
Andrew Wyse, Acting Legal Services Manager (Clerk to the Committee)

**PLA(16)11 APOLOGIES**

Apologies for absence were received from Councillor Alastair Campbell and Councillor Kathleen Martin.

Councillor Graham Watt attended as substitute for Councillor Martin.

**PLA(16)12 DECLARATIONS OF INTEREST**

None

**PLA(16)13 MINUTES OF MEETING: PLANNING COMMITTEE 26 MAY 2016**

The minutes of the meeting of the Planning Committee held on 26 May 2016 were submitted for approval.

Although his name had been omitted from the Sederunt, Councillor Matchett was present at the meeting of Committee on 26 May and the Minute was amended accordingly.

**Decision**

Following the above amendment, the minutes of the meeting of the Planning Committee held on 26 May 2016 were agreed as a correct record and signed by the Vice-Convenor.

**PLA(16)14 PLANNING APPLICATION**

**Application for Planning Permission – Erection of 250 No. Houses With Associated Roads, Footpaths and Landscaping, comprising Phases 1A and 1 B of Village Development at Forestmill – Discharge of Planning conditions (Ref. No. 14/00250/MSC)**

A report which provided an assessment of and recommendations on the proposals and details submitted as part of the first application for approval of Matters Specified in Conditions (MSCs) of the Planning Permission in Principle (PPP) granted in July 2011 for the development of a new village (06/00283/OUT) at Forestmill.

**Motion**

That the Committee agrees the recommendations set out in the report for the reasons also stated in the report.

Moved by Councillor George Matchett. Seconded by Councillor Bobby McGill.

**Decision**

The Committee agreed unanimously to :-

- 1) Note the proposed changes to the approved Forestmill masterplan.
- 2) Approve the detailed plans and drawings for Phases 1a and 1b.
- 3) Approve the application for matters specified in conditions in accordance with Table 1 in paragraph 3.19 of the report.
- 4) Refuse the application for relevant matters specified in conditions listed in Table 2 in paragraph 3.20 of the report.

**Action**

Principal Planner

Ends 1000 hrs

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**Report to:** Planning Committee

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**Date of Meeting:** 25th August 2016

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**Subject:** **Planning Application 16/00068/FULL - Development Comprising Alterations, Including Partial Demolition, Three Storey Extension And Change Of Use Of Vacant Office Building To Form 42 No. Sheltered Housing Flats, Erection Of 6 No. Flats, With Associated Car Parking, Landscaping And Communal Private Open Space**

**Listed Building Application 16/00069/LIST - Development Comprising Alterations, Including Partial Demolition, 3 Storey Extension and Conversion of Vacant Office Building to Form 42 No Sheltered Housing Flats**

**Greenfield House, Tullibody Road, Alloa, Clackmannanshire**

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**Report by:** Grant Baxter, Principal Planner

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## **1.0 Purpose**

- 1.1. The purpose of this report is to provide an assessment of and recommendations on the development proposals for Greenfield House, Alloa contained in Planning and Listed Building Consent applications by Kapital Residential Ltd.
- 1.2. The proposals would create a development of 48No. flats (42No. of which are sheltered accommodation) and ancillary uses, involving conversion of the listed Greenfield House, demolition of the existing extension and erection of a new build extension and detached flatted block.

## **2.0 Recommendations**

### **2.1 Planning Application Ref: 16/00068/FULL is APPROVED subject to the following conditions:**

1. Before any works commence on site, further details of the works to Greenfield House shall have been submitted to and approved in writing by the Council, including:
  - a) Details of proposed demolition and reinstatement of exposed elements of the retained building.
  - b) A finalised schedule of alterations to the interior of the building.

- c) Details of all proposed new and replacement finishing materials including windows and doors.
- d) Details of any proposed additional openings or external alterations to the building.

Once approved, the development shall be carried out in accordance with such approved details.

2. Before any works commence on site, details of all external finishing materials shall have been submitted to and approved in writing by the Council. Thereafter, the development shall be implemented in accordance with such approved details. The details shall include the following:

- a) All external wall and roof finishing materials.
- b) All external door, window, rooflight and rainwater goods material design and finishes.

3. Before any works commence on site, details of all external hard surfaces shall have been submitted to and approved in writing by the Council. This shall include details of proposed porous finishes to parking areas. Thereafter, the development shall be implemented in accordance with such approved details, prior to first occupation of any part of the development.

4. Before any works commence on site, a construction traffic management plan shall have been submitted to and approved in writing by the Council. It shall identify construction access routes, delivery times, protective fencing, parking, warning signage and hours of operation for the duration of the construction phase. Once approved, the development shall be carried out in accordance with the approved plan, unless otherwise approved in writing by the Council.

5. Before any works commence on site, a construction management plan shall have been submitted to and approved in writing by the Council. This shall demonstrate measures to control noise, dust and lighting during the construction phase, waste management arrangements and the safe management of construction traffic entering and exiting the site. Once approved, the development shall be carried out in accordance with the approved plan.

6. Before any works commence on site, precise details of ground, finished floor and roof ridge levels of the proposed new buildings shall have been submitted to and approved in writing by the Council. Thereafter, the development shall be implemented in accordance with such approved details.

7. All trees, hedges and shrubs to be retained within and adjacent to the site shall be protected from damage during demolition and construction work in accordance with BS5837 (Trees in Relation to Construction) 2012. Such measures shall be installed prior to the commencement of demolition and construction works, and shall remain in place for the duration of the demolition and construction.

8. All tree works shall be carried out strictly in accordance with Tree Survey by TLC Environmental, dated 1 June 2016.



9. Before any works commence on site, a landscaping plan, prepared by a suitably qualified landscape architect, shall have been submitted to and approved in writing by the Council. The plan shall include the following:

- a) Details of all new tree and shrub planting within the site.
- b) Details of compensatory tree planting within Greenfield Park in lieu of the 6No. trees to be felled to accommodate the development.
- c) Details of arrangements for future maintenance of all hard and soft landscaped areas within the site.

Thereafter, the development shall be implemented in accordance with such approved details.

10. Before any works commence on site, a phasing plan for the implementation of the proposed development and associated off-site works shall have been submitted to and approved in writing, by the Council. The Phasing Plan shall include:

- a) Installation of tree protection measures.
- b) All demolition works.
- c) Conversion of Greenfield House.
- d) Construction of new extension and new build flats.
- e) Completion of all roads, parking and footpaths within the site;
- f) Completion of all other hard and soft landscaping within the site.
- g) Completion of new public parking spaces served off access road
- h) Completion of path closure and re-routing of path route as shown on the stamped approved Proposed Site Layout Plan.

Once approved, these works shall be carried out in accordance with such approved Phasing Plan unless otherwise approved in writing by the Council.

11. Before any works commence on site, detailed arrangements for the provision of public art within the development site, or a commuted sum in lieu of such provision, generally in accordance with Supplementary Guidance (SG1 - Developer Contributions), of the Local Development Plan 2015, shall have been submitted to and approved in writing by the Council. Thereafter, implementation of public art shall be in accordance with such approved details.

12. All 42 No. flats within Greenfield House and the proposed new extension to it shall be occupied as Sheltered Housing as defined by The Scottish Government in Appendix B of the Review of Sheltered Housing in Scotland, January 2008.

Reasons for the conditions:

1. In order to ensure the protection of the built heritage.
2. In the interests of visual amenity.
3. In the interests of visual amenity and local environmental quality.
4. In the interests of residential amenity and road and pedestrian safety.
5. In the interests of residential amenity.

6. In the interests of visual amenity.
7. In the interests of visual amenity and local environmental quality.
8. In the interests of visual amenity and local environmental quality.
9. In the interests of visual amenity and local environmental quality.
10. In order to ensure appropriate phased delivery of the development and associated off-site works.
11. In the interests of visual amenity and local environmental quality.
12. In order to retain proper control over the proposed use of the development.

**2.2** Listed Building Application Ref: 16/00069/ LIST is APPROVED subject to the following condition:

1. Before any works commence on site, further details of the works to Greenfield House shall have been submitted to and approved in writing by the Council, including:
  - a) Details of proposed demolition and reinstatement of exposed elements of the retained building.
  - b) A finalised schedule of alterations to the interior of the building.
  - c) Details of all proposed new and replacement finishing materials including windows and doors.
  - d) Details of any proposed additional openings or external alterations to the building.

Once approved, the development shall be carried out in accordance with such approved details.

Reason for the Condition:

1. In order to ensure the protection of the built heritage.

**2.3 Reasons for the Decision**

1. The proposed development would involve sensitive conversion of a prominent and vacant Category B Listed Building and re-development of a brownfield site in Alloa for sheltered residential development. The development accords with the site's allocation in, and with the relevant policy provisions of the LDP.

Approved Plans (16/00068/FULL):

No Title

Location	Plan
PL01	Existing Site Layout
PL04	Existing Building Layout
PL05	Existing Building Proposed Layout
PL06	Proposed Ground Floor Layout
PL07	Proposed First Floor Layout
PL08	Proposed Second Floor Layout
PL09	Proposed Elevations 1
PL10	Proposed Elevations 2
PL11	Proposed Private Flats Block Layouts
PL12	Proposed Private Flats Block Elevations

- PL14 Proposed Public Parking Area
- PL15 Proposed Levels Between Existing and New Buildings
  - Proposed Internal Alterations
  - Revised Proposed Indicative Site Section Submission
  - Revised Proposed Site Layout
  - Revised Tree Survey
  - SUDS Proposals

Approved Plans (16/00069/LIST):

- PL01 Existing Site Layout
- PL04 Existing Building Layout
- PL05 Existing Building Proposed Layout
- PL06 Proposed New Build - Ground Floor Layout
- PL07 Proposed New Build - First Floor Layout
- PL08 Proposed New Building - Second Floor Layout
- PL09 Proposed Elevations 1
- PL10 Proposed Elevations 2
- PL11 Proposed Private Flat Block Layouts
- PL12 Proposed Private Flat Block Elevations
  - Proposed Internal Alterations
  - Indicative Proposed Site Section Submission
  - Revised Proposed Site Layout

### **3.0 Considerations**

#### **3.1. Background**

3.2. The planning application relates to the former Council Headquarters at Greenfield House, Alloa. This is a large red sandstone B-Listed building, built in 1894 and with a 2-storey extension added in 1986. The building sits within Greenfield Park and with a small parking area to the front and larger car parks to the side and rear. The site is adjacent to a modern flatted development at Paton Court, to the east, whilst to the north, the site adjoins the rear of houses on Hill Street.

3.3. The proposal is as set out in the application description above, and comprises:

3.3.1. Demolition of the modern extension to Greenfield House.

3.3.2. Change of use of the original building to residential use and conversion to form 15No. flats (sheltered accommodation), cafe/bistro and gym.

3.3.3. Formation of glazed link containing ground floor hub/cafe area, linking to new extension.

3.3.4. Erection of new three storey extension comprising 27 flats (sheltered accommodation).

3.3.5. Erection of two-storey new build block containing 6No. flats.

3.3.6. Re-modelling of existing road/carpark around building to provide car parking, amenity space and communal gardens to serve development.

- 3.3.7. Provision of new 5 No. new public parking spaces off the park entrance road (public parking for Greenfield Park).
- 3.4. The development would be served off the existing Greenfield Park access road and there would be no changes to public access around the park itself, nor any new walls or fences proposed.
- 3.5. The applications have been accompanied by details plans, design statement, tree survey, bat survey and drainage proposals.

### 3.6. **Consultations**

- 3.6.1. Scottish Natural Heritage: Full bat survey required to assess potential impact on species. Bat survey has now been carried out and submitted, and concludes that there is no evidence of roosting bats using the existing building, and no potential for roosting bats in the trees planned for surgery. SNH confirm they are content with these findings and no licence is needed from them.
- 3.6.2. SEPA: Initially objected on the basis of lack of information in relation to surface water drainage arrangements. This objection is now withdrawn following submission of surface water drainage plans.
- 3.6.3. Roads: Comments on parking provision standards, indicating that provision is sufficient for the scale and nature of the proposed development. Additional need for 5 public parking spaces to be re-provided in site. Public footways should serve all flatted dwellings and link to existing footway network.
- 3.6.4. Historic Scotland: positive response on overall proposals. Final details of internal conversion of specific rooms still subject to ongoing discussions, however overall scheme welcomed. *Comment: Any outstanding matters to do with internal conversion details can adequately be addressed by a planning condition.*
- 3.6.5. Police Scotland: The boundary wall to the rear of the site would ideally have railings/panels added such that it was all a minimum of 1.8 high. Nevertheless, security for the houses in Hill Street will be enhanced by the development as at present there is little or no natural surveillance of rear gardens, which the development would address.
- 3.6.6. Alloa Community Council: No comments received.
- 3.6.7. Scottish Water: No comments received.

### 3.7. **Representations**

- 3.8. Both Planning and Listed Building Applications were advertised in the Alloa Advertiser and Edinburgh Gazette. In addition, 44No. neighbouring properties were notified of the planning applications.
- 3.9. In response, representations were received from nine individual parties and one petition submitted, from Friends of Greenfield Park - submitted as part of an enquiry from Keith Brown, MSP, but with no contact details for the Group provided. The following parties made representations :

- 3.9.1. Mr Ewan Murray, 48 Hill Street, Alloa
- 3.9.2. Mrs Marion Marsden, Park House, 3 Chapel Place, Dollar
- 3.9.3. Audrey Biscotti, 52 Hill Street, Alloa
- 3.9.4. Mr Kenneth Earle, 13 Paton Court, Alloa
- 3.9.5. James Devlin & Kirsty Jack, 11 Paton Court, Alloa
- 3.9.6. Mr David Brown - 12 Queen Street, Alloa
- 3.9.7. Jennifer and Alan Deacon, 54 Hill Street, Alloa
- 3.9.8. G. McNeish, 41 Hill Street, Alloa
- 3.9.9. William Milne, 52 Sunnyside Court, Alloa
- 3.10. Raising the following issues:
- 3.10.1. Concern that extension is not sympathetic to existing Listed Building and surrounding area. *Comment: The proposed new extension is higher than that which it will replace, but will re-use much of the same footprint. Its position, design and relationship to the original building mean that it would still present as subordinate to the original building. In addition, the position of the extension will open up views to the rear of the original building that are currently obscured by the existing extensions. Historic Scotland have no objections to the overall scale and design of the proposed extension.*
- 3.10.2. Concern re impact on flora/fauna. Assurance sought that any tree removal will not involve trees subject to a preservation order, and trees will be replaced. Concern about impact on birds feeding and nesting by virtue of removal of trees/bushes. *Comment: None of the trees in Greenfield Park are subject of a TPO. A detailed survey of trees within and close to the site has been submitted to accompany the application, setting out proposed tree works. A total of 41No. trees were surveyed. Thirteen of these are recommended for felling, but only six of this number as a direct result of the proposed development; the others due to the condition of the tree. Any planning consent will have a condition requiring a landscape plan that includes replacement planting.*
- 3.10.3. Concern about impact on wildlife, including bats. *Comment: Full bat carried out and concludes that there is no evidence of roosting bats using the existing building, and no potential for roosting bats in the trees planned for surgery. SNH confirm they are content with these findings and no licence is needed from them.*
- 3.10.4. Concern about development encroaching on Greenfield Park, and that walls and fences could be erected separating the development from the park. Comments about recent removal of play facilities. *Comment: The planning application site is limited to the immediate environs of Greenfield House and its car park, with no encroachment on the wider park. No new walls or fences are proposed as part of the development. Recent removal of a play area is unconnected with the planning application.*

- 3.10.5. Comment about whether the new extension will visually encroach on properties at Patons Court and is over-development. *Comment: Historic Scotland have no objections to the proposals on the basis of their impact on the listed building and its setting. At its closest point, the proposed extension will be approximately 12 metres from the flats at Paton's Court. This will be a 3 storey stairwell. In our judgement, this does not represent an unacceptable impact on the residential amenity of residents. An intervening mature tree is to be retained. The extension has been designed such that any windows of habitable rooms would all be at least 20m away from facing windows in Patons Court. Overall, the development is no considered to unduly encroach on Patons Court.*
- 3.10.6. Concern about 2 storey flats close to Hill St gardens, and affect on privacy/views. Height of flats will effect privacy/light and too close to boundary wall. *Comment: The proposed two-storey flatted block in the northern part of the site would lie close to garden boundaries of properties on Hill Street. The building position, design and orientation would mean that it would however lie at least 25m away from any existing house, with the facing elevation being a gable with no windows. Mature landscaping between the proposed block and gardens to the west will also reduce any potential loss of privacy. The design, position and orientation of the flats therefore meets acceptable policy standards.*
- 3.10.7. Concern that parking provision is inadequate. *Comment: The Roads Service have been consulted on the proposals and have no concerns about parking provision, which they consider adequate for the nature of the proposed development. It should also be noted that 5No. new public parking bays will be provided off the access road, to replace existing spaces within the site.*
- 3.10.8. Concerns about communal gardens on property boundary, and security/accessibility into adjoining gardens. Concern about impact on boundary wall of construction works. *Comment: No works are proposed to existing boundary walls, and whilst Police Scotland consider that higher walls may improve security for adjoining properties, they conclude that the natural surveillance provided by the development will provide enhance security for these properties.*
- 3.10.9. Concern about the scale of development off a single access given number of flats, and comments on standard of visibility at junction of access with Tullibody Road. *Comment: The Roads Service have been consulted on the proposals and have no concerns about the volume of traffic associated with them, nor the standard of visibility at the junction. The access has previously served high volumes of traffic associated with the site's former use. The proposal will not involve any material increase in the overall use of the access when compared to the previous use as offices.*
- 3.10.10. Concern about construction management, including; use of area adjacent to existing houses as a site compound; temporary loss of access through the park; construction noise; increased traffic and pedestrian safety; increased traffic and parking in surrounding streets. *Comment: Construction of the development will undoubtedly involve some disruption for a temporary period, however this is not a reason to withhold planning permission. Any Permission will have a condition requiring a detailed construction management plan that addresses the above points.*

- 3.10.11. Reassurance sought that Sunnyside School can cope if there are children in the development. If the flats don't sell to over 50s, then they may be sold to anyone, creating pressure on the local school. *Comment: A total of 42No. of the proposed 48No. units are proposed as sheltered housing for older people, and not considered to significantly impact on primary school capacity. Sunnyside Primary School can accommodate any projected additional pupil product arising from the proposed 6 No. flats in the proposed development.*
- 3.10.12. A cafe in the development could affect an established business located on Parkway. *Comment: This is not a material planning consideration*
- 3.10.13. Change of use to residential will lose a business use and possible job losses. *Comment: The site is now vacant, and the LDP Proposal for it includes possible use for residential as a suitable re-use.*
- 3.11. **Planning Assessment**
- 3.12. The application must be determined in accordance with the development plan unless material considerations indicate otherwise. The Clackmannanshire Local Development Plan, adopted August 2015 (LDP) comprises the development plan. The planning policy position is therefore up to date.
- 3.13. The site is identified in the LDP as Proposal MO3 (Mixed Use), which considers a range of possible uses for the site as suitable, including residential and special needs residential, such as a care home. Taking account of the nature of the site and proposals, the key policy considerations of the LDP are as follows:
- 3.13.1. Policy SC5 - Layout and Design Principles
  - 3.13.2. Policy SC5 - Layout and Design Principles
  - 3.13.3. Policy SC6 - Additional Design Information
  - 3.13.4. Policy SC9 - Developer Contributions
  - 3.13.5. Policy SC12 - Development Proposals - Access and Transport Requirements
  - 3.13.6. Policy SC20 - Water and Drainage Infrastructure and Capacity
  - 3.13.7. Policy EA22 - Listed Buildings
  - 3.13.8. Policy EA2 - Habitat Networks and Biodiversity
  - 3.13.9. Policy EA3 - Protection of Designated Sites and Protected Species
  - 3.13.10. Policy EA7 - Hedgerows, Trees and Tree Preservation Orders
- 3.14. Taking account of these policy considerations and the specific elements of the development as summarised in paragraph 3.3 above, the proposals can be assessed as follows:
- 3.15. **Demolition of the existing extension to Greenfield House**

- 3.16. This does not form part of the original listed structure, but was added in the 1980s, and is considered unsuitable for conversion by the applicant in association with the proposed development. Historic Environment Scotland (HES) have indicated that they have no objections to demolition of the Greenfield extension, and the principle of a well-considered replacement extension.
- 3.17. **Change of use of the original building to residential use and conversion to form 15No. flats (sheltered accommodation), cafe/bistro and gym.**
- 3.18. The principle of change of use of the office building to sheltered flats and ancillary accommodation complies with Proposal MO1 in the LDP. In addition, the principle of a cafe/bistro that would also be open to the public, within this public parkland setting, fits well with the principle of a mix of uses on the site. There is a supply of business space for employment generating uses in Alloa and Clackmannanshire. The proposed use is compatible with surrounding land and buildings. There are no significant transport impacts.
- 3.19. There are no external alterations to the existing building that would affect its features of architectural or historic interest. Internal alterations are required throughout, and including principle rooms of the building. Early engagement with HES was carried out in respect of these changes and a detailed schedule accompanies the application. HES have largely endorsed these changes as being sensitive to principle rooms and important internal fabric. Where some additional work or minor changes may still be required, conditions can be used to address this.
- 3.20. **Formation of glazed link containing ground floor hub/cafe area and new three storey extension comprising 27 flats (sheltered accommodation).**
- 4.0 Whilst the glazed link will be higher than that currently connecting to the existing extension, its purpose is to create a hub area at ground floor level and provide access at upper floor levels between the original and new buildings, thereby obviating the need for a lift to be installed in the original building, which would have had a significant impact on its fabric. HES indicated a preference for the link to be set further back behind the principle elevation of the building, however have no objections to its design, position and height and recognise that it has been designed to reduce impact on the listed building.
- 4.1. The proposed new extension is of 2½ storey height; higher than the extension it replaces and of a larger footprint. Nevertheless, both it and the glazed link have taken design cues, in terms of elevational details, proportions and finishing colours and materials from the original building.
- 4.2. The extension would, overall be one storey lower than the original building, and whilst the footprint extends beyond that of the extension it replaces, this allows for opening up of a currently concealed east elevation of Greenfield House and formation of a new enclosed garden space between the old and new buildings.



- 4.3. Whilst HES have raised some concerns about the overall scale of the extension, they have acknowledged the challenges of a new build development in the setting of a listed building such as this, and as noted, have no objections to the application.
- 4.4. **Erection of two-storey new build block containing 6No. flats (sheltered accommodation).**
- 4.5. The positioning of this building is as described in paragraph 3.10.6 above. It has been adjusted by 2m since original submission of the application to provide adequate clearance from a nearby tree canopy. This is a two-storey block of 6No. flats, designed and finished in keeping with the overall character of the proposed Greenfield extension. The building would sit at an angle to and to the rear of Greenfield House, served off the same communal access.
- 4.6. The building orientation is in line with houses and plots on adjacent Hill Street, and the privacy and amenity of such houses would not be unacceptably compromised by the building due to its positioning, height and lack of any windows on the elevation facing neighbours.
- 4.7. Whilst the overall building position, design and orientation is considered acceptable, the gable end facing Greenfield House may benefit from enhanced elevational treatment, such as additional stonework, in order to better integrate with the main listed building.
- 4.8. **Re-modelling of existing road/carpark around building to provide car parking, amenity space and communal gardens to serve development, and provision of new 5No. new public parking spaces off the park entrance road.**
- 4.9. As noted, the development takes place within the immediate environs of Greenfield House and its associate carpark, and the remainder of Greenfield Park remains largely unchanged. Parking areas have been designed to be porous in order to provide a SUDs scheme. The other changes within the park are provision of 5No. new public parking spaces off the Greenfield access road, close to the site entrance, and re-routing of a path close to the northwest corner of the development site.
- 4.10. These changes have no detrimental impact on the quality or function of the park itself.
- 4.11. **Other Matters**
- 4.12. Developer Contributions - The Council's Developer Contributions Group considered that as the proposed flats within the new build and extension all fell under the definition of "sheltered housing" , they would not attract contributions towards education or affordable housing. The applicant has since confirmed that this status would not apply to the new build block of 6No. flats. Therefore, the developer contributions arising from the development would be restricted to secondary school and public art contributions from these 6No. units, using the rates specified in the Developer Contributions SG.

- 4.13. Trees - As noted, a total of 6No. trees are required to be felled in order to accommodate the development, with another 7No. trees to be felled due to their condition (some of which are on land in the park to be retained by the Council). Whilst the retention of trees is always preferred wherever possible, the trees in question are not subject of a TPO and the overall impact of the development on trees within the park is not significant. Nevertheless, as is normal practice, where trees require to be felled, proposals for replacement planting shall be required.
- 4.14. Protected Species - As noted in Paragraph 3.6.1, a full bat survey has now been completed in respect of the buildings and trees, and SNH have no objection to the proposals in respect of any potential impact on bats.

4.15. **Summary**

- 4.16. The proposals represent a sensitive re-use of an important heritage building in Alloa and suitably designed new build development adjoining it on currently vacant brownfield land. The development type is suitable for the location and complies with the site's designation in the LDP.
- 4.17. Based on the above assessment, it is considered that the proposals comply with the relevant policies of the LDP.
- 4.18. The issues raised by the range of consultees have largely been addressed through submission of appropriate reports and plans. Any outstanding issues can be addressed through planning conditions.
- 4.19. The issues raised in representations have been considered and would not warrant refusal of the application.

**5.0 Sustainability Implications**

- 5.1. The proposal would secure the appropriate re-use of a vacant Category B Listed Building in a prominent location within Alloa.

**6.0 Resource Implications**

6.1. *Financial Details*

- 6.2. The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

- 6.3. Finance have been consulted and have agreed the financial implications as set out in the report. Yes

6.4. *Staffing*

**7.0 Exempt Reports**

- 7.1. Is this report exempt? Yes  (please detail the reasons for exemption below) No

## 7.0 Declarations

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

### (1) **Our Priorities** (Please double click on the check box )

- The area has a positive image and attracts people and businesses
- Our communities are more cohesive and inclusive
- People are better skilled, trained and ready for learning and employment
- Our communities are safer
- Vulnerable people and families are supported
- Substance misuse and its effects are reduced
- Health is improving and health inequalities are reducing
- The environment is protected and enhanced for all
- The Council is effective, efficient and recognised for excellence

### (2) **Council Policies** (Please detail)

## 8.0 Equalities Impact

8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?

Yes  No

## 9.0 Legality

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

## 10.0 Appendices

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

## 11.0 Background Papers


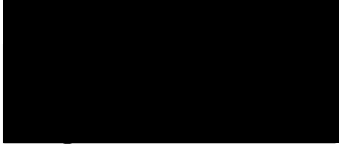
11.1 Have you used other documents to compile your report? (All documents must be kept available by the author for public inspection for four years from the date of meeting at which the report is considered)

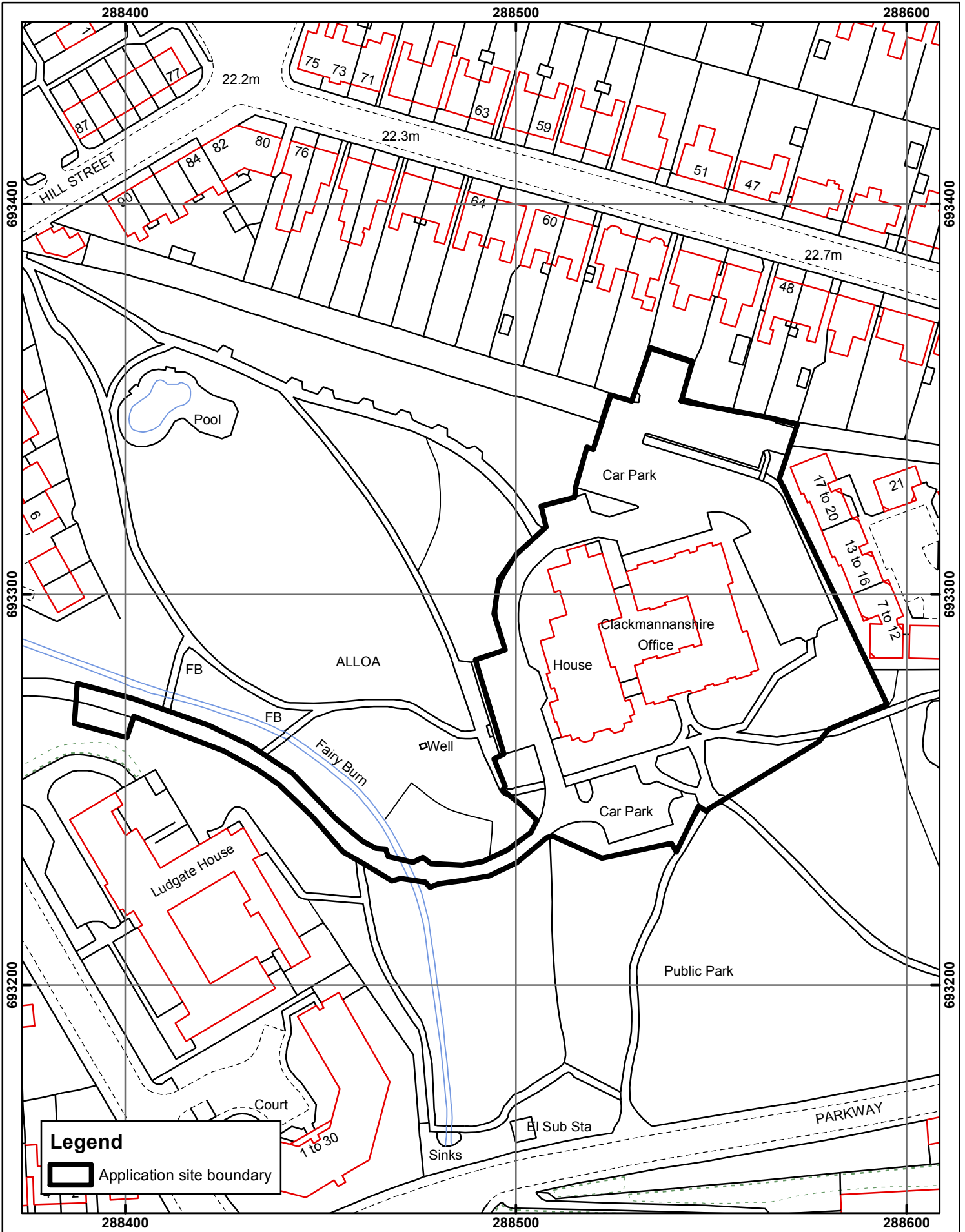
Yes  (please list the documents below) No

**Author(s)**

<b>NAME</b>	<b>DESIGNATION</b>	<b>TEL NO / EXTENSION</b>
Grant Baxter	Principal Planner	Ext 2615

**Approved by**

<b>NAME</b>	<b>DESIGNATION</b>	<b>SIGNATURE</b>
Julie Hamilton	Development Services Manager	
Gordon McNeil	Head of Development and Environment Services	





Date:  
04-Aug-2016

**16/00068/FULL & 16/00069/LIST – Greenfield House, Tullibody Road, Alloa  
Alterations, Partial Demolition, Three Storey Extension And Change Of Use To  
Form 42 Sheltered Housing Flats, Erection Of 6 Flats, Car Park, Landscaping**

**Ward: Clackmannanshire South    OS Grid Ref: NS 88 93 SE & NS 88 93 SW**

0   10   20   30   40  
Meters

Scale: 1:1,250



**Clackmannanshire  
Council**  
[www.clacksweb.org.uk](http://www.clacksweb.org.uk)

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**Report to:** Planning Committee

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**Date of Meeting:** 25th August 2016

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**Subject:** Planning Application 16/00089/FULL - Erection Of 30 No. Houses With Associated Roads And Footpaths (Amendment to Planning Permission 06/00386/FULL), Land To West, The Glen, Coalsnaughton, Clackmannanshire

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**Report by:** Grant Baxter, Principal Planner

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## **1.0 Purpose**

- 1.1. The purpose of this report is to provide an assessment of and recommendations on the development proposals for erection of 30No. units (22No. houses and 8No. cottage flats) on land to the west of The Glen, Coalsnaughton.
- 1.2. The planning application is being reported to the Planning Committee for a decision as the Council has an interest in the development, as a joint-venture partner with the applicant, to provide 28No. affordable homes on the site through the National Housing Trust (NHT) initiative. The Council approved extension of the NHT project to include this proposed development on 25th June 2015.

## **2.0 Recommendations**

- 2.1. It is recommended that the application for planning permission is APPROVED, subject to the following conditions:
- 2.2. Conditions
  1. Before any works commence on site, a construction traffic management plan shall have been submitted to and approved in writing by the Council. It shall include:-
    - a) All road and pedestrian safety measures on the C74 road (The Glen), including carriageway work, signing, traffic control measures and supervision.
    - b) Internal site servicing and construction vehicle/site personnel parking.
    - c) Measures to control and treat surface water run-off during site construction.

d) Hours of construction.

e) Timescales for implementation before the start of any site works.

Thereafter, all construction works shall be carried out in accordance with such approved details.

2. Before any works commence on site, the following additional details or information shall have been submitted to and approved in writing by the Council:-

a) Samples of all external building materials.

b) Details of all forms of boundary enclosure.

c) Details of finished ground, road and floor levels within the site and in relation to existing ground, road and building levels adjacent to the site.

Thereafter, the development shall proceed in accordance with such approved details.

3. Before any works commence on site, plans and sectional drawings, including a composite elevation of the site's entire frontage to The Glen, shall have been submitted to, and approved in writing by the Council. The drawing shall include the following details:

a) A 2 metre wide footway along the whole of the site's frontage to the C74, and extending northwards and southwards to connect with the existing public footway network.

b) Visibility splays at the junction of the proposed new access road with the C74 of 2.4m by 45m to the north and 2.4m by 60m to the south within which there shall be no obstructions above 1m in height.

c) Feature elevational details to articulate the frontage of the house on Plots 1 and 17.

d) High quality masonry boundary treatment to The Glen frontage, excluding any timber screen fencing.

e) Landscaping and planting details for all communal areas, including native hedge planting along The Glen frontage.

f) A phasing plan for completion of all above noted works.

Thereafter, the development shall be completed in accordance with all such approved details.

4. Surface water drainage arrangements shall be completed in accordance with the Approved WMA drawing "Proposed Drainage Layout" ref; D2923-2001. Before any works commence on site, details shall have been submitted and approved of arrangements for future maintenance of all



drainage infrastructure. Thereafter, such maintenance will be carried out in accordance with approved details.

5. All ground and building levels within the development shall be completed in accordance with the approved WMA Drawing ref: D2923 - 1001 - Proposed Site Plan and Ground Sections, unless otherwise approved in writing by the Council.

### 2.3 Reasons

1. In the interests of road safety and residential amenity.
2. In the interests of visual amenity.
3. In the interests of visual amenity.
4. To ensure adequate protection of the water environment for surface water run-off.
5. In the interests of residential amenity.

### Reasons for Decision

1. The proposals would result the completion of long-standing development plan housing site, and in doing so infill a brownfield site on The Glen.
2. The proposals would deliver 14No. affordable homes, significantly in excess of the LDP policy target for such provision.
3. Whilst the restricted shape and topography of the site, and to a degree, the development density, have limited the scope for a more innovative layout, the development would be consistent with adjoining recent developments and visually enhance the site and road frontage.
4. The application is considered to comply with the Local Plan, and no material considerations have been identified to indicate that the development should not be approved.

### Plan Numbers

- 2088-P-1.01 Location Plan
- 2088-P-1.02 Existing Site Layout
- 2088-P-1.03 Proposed Site Layout
- 2088-P-1.04 Type A Proposed Plans and Elevations
- 2088-P-1.05 Type B Proposed Plans and Elevations
- 2088-P-1.06 Type C Proposed Plans and Elevations
- 2088-P-1.07 Type D Proposed Plans and Elevations
- 2088-P-1.08 Type E Proposed Plans and Elevations
- D2923-1001 Revised Proposed Site Plan and Ground Sections
- Site Layout Plot and Area Comparison With Previous Phases
- Revised SUDS Solution - Rev A

### 3.1 **Background**

- 3.2 The site comprises 2.35 Ha site shown as Housing Proposal H46 in the LDP. Development of the northern and southern portions is complete.
- 3.3 Planning consent was originally granted for 52 No. houses on the overall site in February 2007, being a development of largely suburban houses. Subsequently 18 No affordable houses and then a further 12 No. houses were completed, in the northern part (Phase1), and later a further 28 No units were built on the southern portion of the site under the National Housing Trust (NHT) initiative. The currently proposed layout for this final phase was shown indicatively at that time.
- 3.4 This final phase of development at The Glen lies between the two previously completed phases, and as with the previous phases, the proposals are submitted as a stand-alone development, but effectively seeks to amend the originally planning approval.
- 3.5 The development layout would be in the form of a cul-de-sac served directly off The Glen, with two storey houses and cottage flats along each side of the street. The layout and house designs would closely resemble the earlier phases to the north and south. Due to the steeply sloping nature of the site, the proposals will require re-modelling of land, some steeply sloping gardens and retaining walls.

### 3.6 **Consultations**

- 3.7 Roads: Site layout dictates proposed cu-de-sac design. Comments on geometrical design standards, footpath provision, parking standards etc. Additional details on surface water drainage required to demonstrate management of water reducing risk of flooding to adjoining developments. Comment: Additional drainage information has been provided. The details of road layout, geometry etc will be subject of an application for RCC, and design details will be finalised at that stage.
- 3.8 SEPA: Initial objection on basis of lack of information on surface water drainage. Subsequently withdrawn, following submission of suitable proposals.
- 3.9 Scottish Water: Have not responded to the consultation notice. We are proceeding on the basis that there is no known infrastructure constraint.
- 3.10 Environmental Health: No objections. Comments on management of construction operation to protect amenity of adjoining residents. Comment: A planning condition will require a construction management plan to be submitted and approved.
- 3.11 The Coal Authority: Objection. Additional information required on precise location of previously stabilised and capped mine shaft in relation to the proposed development layout. This has now been provided and the objection has been withdrawn.

### 3.12 Representations

3.13 A total of 33No. adjoining proprietors were notified of the application and Neighbour Notification advert was placed in the local newspaper. In response, no objections or representations were received from neighbours, however two representations were received from the following parties:

- Woodland Trust Scotland, Shore Road, Perth.
- Liz Albert, Scottish Wildlife Volunteer, 11 Pullar Avenue, Bridge of Allan.

On the following grounds:

1. Woodlands to the west of the site are likely to be ancient and further assessment and ecological study of them is required before a decision is made. Comments on potential impacts on this adjoining woodland and suggestion of a buffer zone. *Comment: The wooded gorge referred to lies entirely outwith the planning application site and is not owned by the applicant. In addition, a felling licence has been granted to the owner to carry out timber operations and re-stocking in the gorge by The Forestry Authority in May 2016.*
2. A green footpath corridor should be considered within the site or some native planting to support biodiversity. *Comment: Proposed gardens would abut those of existing houses on either side of the site. It is proposed that shrubs and native hedging are planted along the site's frontage to The Glen.*

### 3.14 Planning Assessment

3.15 The application must be determined in accordance with the development plan unless material considerations indicate otherwise. The Clackmannanshire Local Development Plan, adopted August 2015 (LDP) comprises the development plan.

3.16 The site is identified in the adopted LDP as part of a wider housing proposal designation (Proposal H46), which set out a number of development requirements and, in respect of these, traffic management, enhancement of The Glen, safe route to school and play area improvements have been delivered, along with a significant proportion of the houses already built being affordable homes.

3.17 An originally envisaged pedestrian link from the site, westwards across the steep gorge has not been delivered and does not form part of the current proposals. The land required to form such a link does not lie within the developers control and would require extensive and costly infrastructure on both sides of the gorge, which would significantly affect viability of this affordable housing scheme. The development will complete a new footpath alongside the road, linking to the school, shop and other amenities in Coalsnaughton. In light of these collective circumstances, the Service would conclude that a pedestrian link across the gorge is not required.

3.18 Key policy considerations from the LDP are as follows:

- Policy SC2 - Affordable Housing
  - Policy SC5 - Layout and Design Principles
  - Policy SC9 - Developer Contributions
  - Policy SC12 - Development Proposals - Access and Transport Requirements
  - Policy SC20 - Water and Drainage Infrastructure and Capacity
  - Policy EA7 - Hedgerows, Trees and TPOs
- 3.19 Taking account of these policy considerations, the proposals can be assessed as follows:
- 3.20 **Affordable Housing and Developer Contributions**
- 3.21 Fourteen of the total 30No. units are proposed as affordable housing (mid-market rented), meaning that just under 50% of the development would be affordable, whereas Policy SC2 would normally seek affordable provision of up to 25% of the total number of units. The development would therefore deliver affordable housing well in excess of the proportion sought by the LDP.
- 3.22 The previous phases of development of this site have delivered play area improvements, traffic calming and footway construction on The Glen. The applicant submitted development appraisal information for consideration by the Council's Developer Contributions Group. Based on the collective circumstances, and in accordance with Policy SC9, the Group agreed that no additional contributions were required from this phase.
- 3.23 **Layout, Design and Density**
- 3.24 Policy SC5 sets out detailed criteria for new housing developments, and is supported by the Placemaking Supplementary Guidance (SG). The policy seeks to ensure that new developments positively contribute to their setting and surroundings.
- 3.25 In this case, the character and density of the proposed development is in keeping with the completed phases to the north and south. The design and layout of the development is standardised, partly as a result of the steeply sloping nature of the site, which restrict road alignment and building design, but also due somewhat to the density of housing. This has limited the scope for innovative street layout and greater space within the public realm.
- 3.26 The layout does, as noted, reflect the character of the surrounding developments and streetscape, and will complete the development of a currently unattractive gap site in a manner that enhances the street frontage of The Glen. The development will also complete a new frontage footway along The Glen and thereby enhance linkages to the existing village.
- 3.27 **Water and Drainage Infrastructure**
- 3.28 Detailed surface water drainage plans have now been submitted which set out drainage arrangements to satisfy SEPA and the Council's Roads Authority.

Temporary cut-off drains are proposed during construction to protect existing houses from any flood risk.

### 3.29 **Trees and Hedges**

3.30 Houses in the western end of the site lie close to mature trees within the adjoining gorge, which have previously been surveyed and a scheme of works proposed. Since then a felling licence has been issued for this area by The Forestry Authority which entails felling of trees that would adjoin the proposed houses, but also requires re-stocking of the site thereafter. Whilst there are no new trees proposed within the site, hedging and shrubs will form part of the boundary treatment to The Glen frontage.

### 3.31 **Summary**

3.32 The proposals represent a relatively high density housing development on a site identified in the LDP, which would reflect the layout and design of earlier adjoining phases, provide affordable housing and complete the development of an unsightly gap site in an appropriate manner. The application therefore complies with the development plan and there are no material considerations that indicate it should not be approved.

## 4.0 **Sustainability Implications**

4.1 The proposals would complete the development of a long-standing development plan housing site in a manner that would enhance the site's frontage to The Glen road and provide affordable housing.

## 5.0 **Resource Implications**

### 5.1 *Financial Details*

5.2 The full financial implications of the recommendations are set out in the report. This includes a reference to full life cycle costs where appropriate. Yes

5.3 Finance have been consulted and have agreed the financial implications as set out in the report. Yes

## 6.0 **Exempt Reports**

6.1 Is this report exempt? Yes  (please detail the reasons for exemption below) No

## 7.0 **Declarations**

The recommendations contained within this report support or implement our Corporate Priorities and Council Policies.

(1) **Our Priorities** (Please double click on the check box )

- The area has a positive image and attracts people and businesses
- Our communities are more cohesive and inclusive
- People are better skilled, trained and ready for learning and employment
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- Health is improving and health inequalities are reducing
- The environment is protected and enhanced for all
- The Council is effective, efficient and recognised for excellence

(2) **Council Policies** (Please detail)

**8.0 Equalities Impact**

8.1 Have you undertaken the required equalities impact assessment to ensure that no groups are adversely affected by the recommendations?  
 Yes  No

**9.0 Legality**

9.1 It has been confirmed that in adopting the recommendations contained in this report, the Council is acting within its legal powers. Yes

**10.0 Appendices**

10.1 Please list any appendices attached to this report. If there are no appendices, please state "none".

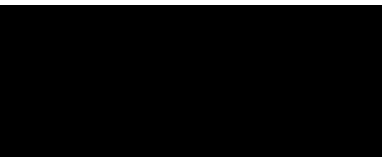
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**Author(s)**

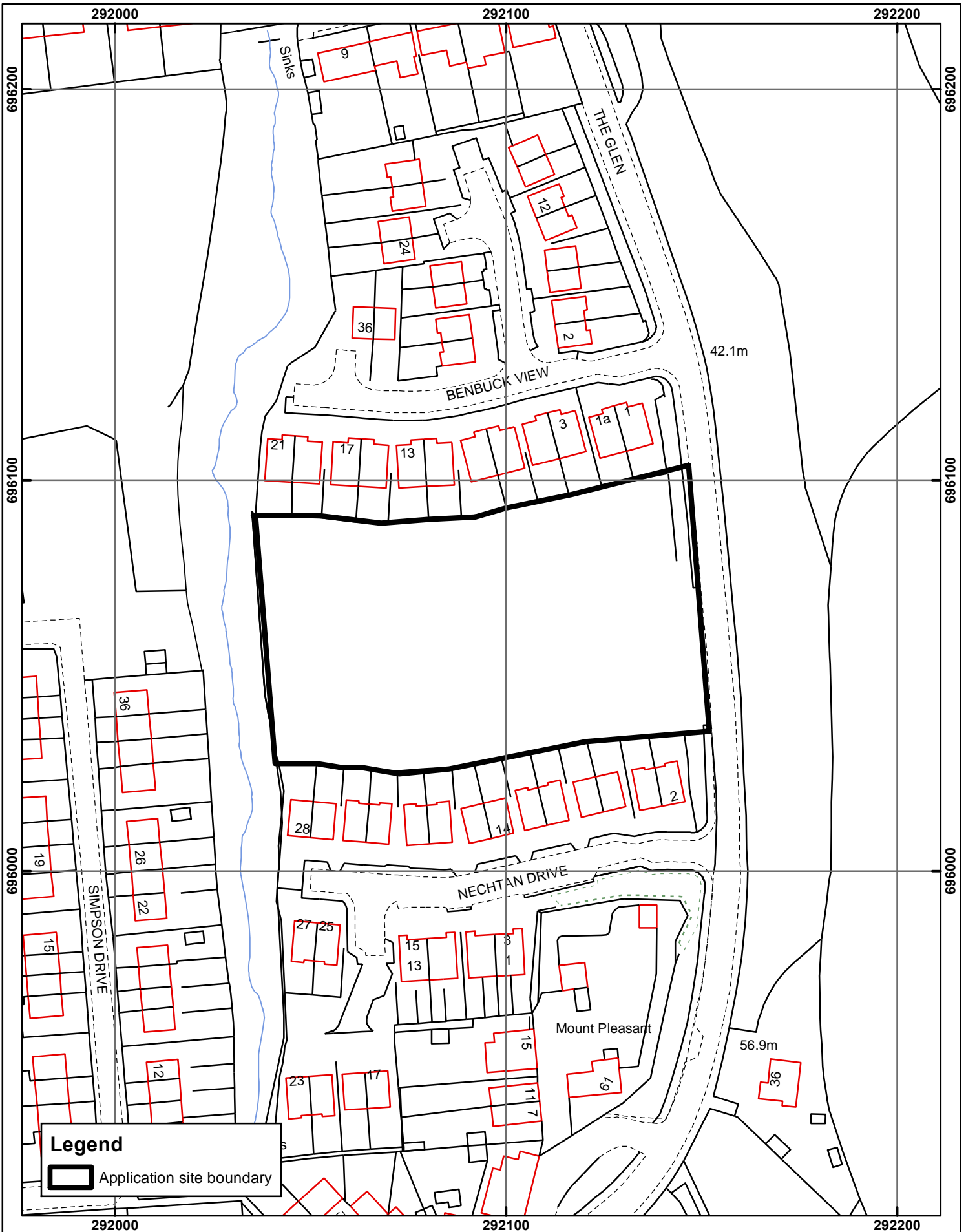
NAME	DESIGNATION	TEL NO / EXTENSION
Grant Baxter	Principal Planner	Ext 2615

Approved by


NAME	DESIGNATION	SIGNATURE
Julie Hamilton	Development Services Manager	
Gordon McNeil	Head of Development and Environment Services	








**Legend**

 Application site boundary

**N**  
  
 Date:  
 04-Aug-2016

**16/00089/FULL – Land To West, The Glen, Coalsnaughton  
 Erection Of 30 No. Houses With Associated Roads And Footpaths  
 (Amendment to Planning Permission 06/00386/FULL)**

**Ward: Clackmannanshire North**  
 0 10 20 30 40  
 Meters

**OS Grid Ref: NS 92 96 SW**

**Scale: 1:1,250**

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