



PLANNING APPLICATIONS COMMITTEE

Report by Executive Director of Development and Regeneration Services

Contact: Mr C Pepper Phone: 0141 287 8649

ITEM 1 (a)

21st May 2013

APPLICATION TYPE Full Planning Permission

RECOMMENDATION Grant Subject to Condition(s)

APPLICATION	13/00269/DC	DATE VALID	08.02.2013
SITE ADDRESS	Bellahouston Park Dumbreck Road Glasgow		
PROPOSAL	Erection of hospice (Class 8) including formation of access(es), car parking and landscaping. Potentially Contrary to Development Policy Principle DEV 11 'Green Space' of City Plan 2.		
APPLICANT	Hospice Developments Ltd Nord Architecture Ltd Studio 104 - South Block 60 Osbourne Street GLASGOW G1 5QH	AGENT	Nord Architecture Ltd Studio 104 - South Block 60 Osbourne Street GLASGOW G1 5QH
WARD NO(S)	05, Govan	COMMUNITY COUNCIL LISTED	02_079, Craigton (Inactive)
CONSERVATION AREA			
ADVERT TYPE	Contrary to Development Plan	PUBLISHED	1 March 2013
CITY PLAN	Green Space		

REPRESENTATIONS/ CONSULTATIONS

One objection was received in respect of this application from a member of the public. The points of objection may be summarised as follows:-

- This project is contrary to the Development Plan and represents further intrusion into Bellahouston Park;
- There are no reports which consider the impact of the development on the park and its amenities;
- The applicant has failed to submit detailed site layout plans, detailed elevation drawings and landscape proposals (inc mitigation measures) and due to the lack of information, it is not possible to comment on the development proposals.

CONSULTATIONS:

Land and Environmental Services (Public Health Unit) – No objection
Land and Environmental Services (Cleansing) – No response
Land and Environmental Services (Parks and Development) – No objection
Scottish Water – No objection
Scottish Natural Heritage (hereafter referred to as SNH) – No comments

BACKGROUND AND PLANNING HISTORY

BACKGROUND

The Prince and Princess of Wales Hospice's (PPWH) current facility at Carlton Place, Glasgow has been operational for 28 years, however the building is now at capacity and a new facility is required to allow the PPWH to continue extending their services. It has been identified that there is a growing need to provide such care facilities specifically designed to meet the needs of young people and their families and the hospice's current facilities require to be extended to address this gap in age appropriate care, in-line with the national policy for palliative care.

The proposed development has been commissioned to provide a purpose-built facility, which would meet the specific needs of younger people, while offering other benefits including single room accommodation, family accommodation, enhanced catering facilities, increased parking provision and integrated landscaped spaces for residents and users to enjoy and make use of. Furthermore, the proposed development allows the PPWH to extend its level of out-patient facilities and support services available, as well as improving the hospice's education facilities which will allow the hospice to be able to offer a *"flexible and patient-centred service in this purpose built facility, which critically will suit all ages"*.

In addition to the modernisation of the hospice's facilities and the provision of a fit-for-purpose facility, the PPWH has identified that their strategic plan is occurring the context of increasing regulatory requirements for hospices and it is anticipated that these requirements will continue to increase over the next five to ten years. As such, the hospice acknowledges that it is essential to move forward with plans for modernisation in order to be able to meet these increasing targets.

Prior to the selection of the site at Bellahouston Park, a number of sites were identified and considered. For varying reasons (including sites being affected by other development proposals, masterplans, etc), each site was subsequently discounted and the currently proposed site within the park selected as the preferred option as it met the identified needs of the PPWH in respect of size and location to the new South Glasgow Hospital (Southern General).

Furthermore, the Executive Committee of Council, on 13 December 2012, approved the land lease of the site based on a peppercorn rental over the next 60 years. This was based on the previous decision of 19 April 2012, by Land and Environmental Services and ACCESS, that identified the site as surplus and therefore declared non-operational.

PLANNING HISTORY

Due to the scale of this planning application, it has been identified as a 'major' development under the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009. As a result of this, the applicant has undertaken a number of pre-submission exercises prior to the submission of this application, including:-

- The submission of a formal request for a screening opinion under the Town and Country Planning (Environmental Impact Assessment) (Scotland) Regulations 2011. This sought to ascertain whether the development would necessitate a formal Environmental Impact Assessment (EIA); upon review it was determined that an EIA was not required for this development.
- The submission of a proposal of application notice (PAN); required under the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009 for all applications identified as being 'major' development proposals. In this instance, the submitted PAN identified the methodology for pre-application community consultation and this was approved by the planning authority in October 2012. Following the agreement of the PAN, the applicant undertook formal pre-application community consultation over two phases.

The focus of phase 1 was an internal consultation exercise with hospice staff, volunteers, patients and families; as well as initial consultation with key statutory consultees and other stakeholders. Phase 2 of the consultation exercise involved a programme of wider stakeholder consultation including public engagement through a series of public events and submission of the proposals to the Glasgow Urban Design Panel (GUDP).

Following the consultation exercises, the applicant is required to submit a Pre-application Consultation (PAC) report alongside the submission of the planning application. Within their submitted PAC report, the applicant has identified the consultation exercises undertaken and the outcomes of these consultation activities – specifically highlighting areas whereby the consultation exercise raised issues which resulted in design changes or other alterations to the scheme.

SITE AND DESCRIPTION

The application site, which extends to a total area of approximately 2.49Ha, forms part of a municipal Parks depot containing polytunnels, nursery storage buildings and events depot facilities. Within the park, the site is located west of the main pedestrian access to the park at Dumbreck Road and south of the Ski centre, House for an Art Lover and the Victorian Walled Garden. In respect of designations, the site is located within an area of Green Space, is designated through the Councils PAN 65 open space audit as 'Park or Garden' and is a Site of Special Landscape Significance (SSLI).

It is proposed to erect a hospice (residential care – Class 8) on the site of a parks depot/nursery administered by Land and Environmental Services (Glasgow City Council). The development comprises the hospice building, which includes both residential care (in-patient) facilities, non-residential care (out-patient) facilities, an ancillary café/coffee shop, ancillary retail shop and associated staff, clinical and office facilities. Additionally, a detached building housing a biomass boiler is proposed alongside various formalised landscaped areas, visitor and staff car parking and the formation of pedestrian and vehicular accesses to/from the site from within the park.

In respect of the building layout, the hospice has a gross total floor area of approximately 5,840sqm, divided over three levels; with the resultant footprint of the building will therefore be approximately 2,000sqm. Situated centrally within the site and designed to present its principal aspect/visitor entrance to the north, the building will be recessed at lower ground floor level (due to site topography), creating the impression of a low/medium rise development.

With regard to accommodation, the building incorporates the following:-

- Main entrance (300sqm approx);
- 14 bedroom in-patient residential unit with associated family and support spaces (1,800sqm approx);
- Day services and non-residential out-patients unit (1,800sqm);
- Education area (300sqm approx); and
- Administrative and clinical offices, including staff changing and associated facilities (900sqm approx).

With regard to materials, it is proposed to utilise a palette of external finishes; which would produce a contemporary design while reflecting the natural character of the park, and also tie-in with the nearby Hazelwood Conservation Area. As such, the external finish is proposed as a mix of natural stone, brick, slate rainscreen cladding and contemporary bronze aluminium cladding panels, with the pitched roof design finished in slate.

In respect of site layout, the proposed building is located centrally within this L-shaped site and is principally orientated to the north. The orientation of the building has been based on the ability to provide the main public reception and user entrance directly from the car parking area, which is located at the northmost part of the site due to the serving vehicular access. In addition, by orientating the building northward, it allows for the provision of residential accommodation – including resident's gardens - to the south, which will maximise views within the site and natural lighting levels.

The principal landscaped gardens (referred to as 'shared gardens') are located immediately east of the building and have been designed as a series of interconnected spaces with four distinct 'seasonal gardens' and a water garden area. To the westmost part of the site, the land levels slope steeply upward – this area of land is proposed to be soft landscaped and left as open amenity space which will contribute to the visual amenity of the site.

The main vehicular and pedestrian entrances are proposed at the north boundary of the site; which is currently part utilised as the entrance to the municipal depot. Further pedestrian only access can be taken via the south boundary of the site, which adjoins the tree-lined avenue of the park and serves as the main pedestrian link between Bellahouston Park and Dumbreck Road on the park's eastern boundary.

With regard to parking, it is proposed to provide 87 vehicular parking spaces situated immediately to the north of the main entrance area. In addition, immediately outwith the site boundary there are a further 126 parking spaces used for the House for an Art Lover, the dry ski slope and as general public parking for Bellahouston Park. This notwithstanding, it is acknowledged that the level of proposed parking is provided to ensure that the development remains self-contained within its site and to avoid overspill into the public parking facilities currently serving the park.

SPECIFIED MATTERS

Planning legislation now requires the planning register to include information on the processing of each planning application (a Report of Handling) and identifies a range of information that must be included. This obligation is aimed at informing interested parties of factors that might have had a bearing on the processing of the application. Some of the required information relates to consultations and representations that have been received and is provided elsewhere in this Committee Report. The remainder of the information and a response to each of the points to be addressed, is detailed below.

A. Summary of the main issues raised where the following were submitted or carried out

- i. An environmental statement.

Not applicable to this application.

- ii. An appropriate assessment under the Conservation (Natural Habitats etc) Regulations 1994.

Not applicable to this application.

- iii. A design statement or a design and access statement.

A design and access statement has been submitted in respect of this application. The content of this statement is discussed later in this report.

- iv. Any report on the impact or potential impact of the proposed development (for example the retail impact, transport impact, noise impact or risk of flooding).

Not applicable to this application.

B. Summary of the terms of any Section 75 planning agreement

N/A

C. Details of directions by Scottish Ministers under Regulation 30, 31 or 32

These Regulations enable Scottish Ministers to give directions.

- i. With regard to Environmental Impact Assessment Regulations (Regulation 30).

Not applicable to this application.

- ii. 1. Requiring the Council to give information as to the manner in which an application has been dealt with (Regulation 31).

No direction has been made by Scottish Ministers/Not applicable.

2. Restricting the grant of planning permission.

No direction has been made by Scottish Ministers/Not applicable.

- iii. 1. Requiring the Council to consider imposing a condition specified by Scottish Ministers.

Not applicable to this application.

2. Requiring the Council not to grant planning permission without satisfying Scottish Ministers that the Council has considered the condition.

Not applicable to this application.

POLICIES

With respect to the Town and Country Planning (Hierarchy of Developments) (Scotland) Regulations 2009 this application is considered to fall within the descriptions of 'Other Development', due to the residential institution nature of the proposals. The total application site area is 2.49 hectares and the gross internal floor area of the development is 5,842 square metres. The application is therefore considered a 'Major' development.

Section 25 of the Town and Country Planning (Scotland) Act 1997 requires that where an application is made under the Planning Acts, it shall be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The main issues in the assessment of this application are considered to be:-

- (a) whether the proposal accords with the Development Plan;
- (b) whether any other material considerations, including the matters raised in the consultation responses and letters of representation, have been satisfactorily addressed.

In respect of (a), the Development Plan comprises the Glasgow and Clyde Valley Strategic Development Plan and City Plan 2.

With respect to (a), there are no policies within the Strategic Development Plan which have a direct bearing on this application. Within the City Plan 2, the policies outlined below are considered relevant to the assessment of the application:-

- DEV 11 - Green Space
- RES 14 - Care in the Community Developments
- RES 2 - Residential Layouts
- DES 1 - Development Design Principles
- DES 2 - Sustainable Design and Construction
- DES 4 - Protecting and Enhancing the City's Natural Environment
- ENV 1 - Open Space Protection
- ENV 4 - Sustainable Drainage Systems (SUDS)
- ENV 5 - Flood Prevention and Land Drainage
- ENV 7 - National, Regional and Local Environmental Designations
- ENV 8 - Trees, Woodlands and Hedgerows
- TRANS 4 - Vehicle Parking Standards
- TRANS 6 - Cycle Parking Standards

ASSESSMENT AND CONCLUSIONS

City Plan 2 identifies the site as being within a Green Space (DEV 11) policy principle area. This notes:-

'The areas designated 'GREEN SPACE' generally represent the larger permanent green/open spaces serving the City and its resident population and visitors. Areas which are considered to make a particular contribution to local townscape character are also included. These, and the numerous smaller open spaces that can be found within other Development Policy Principle Designations, particularly [DEV 2: Residential and Supporting Uses](#), make up the City's green network and contribute to biodiversity. All green/open space areas (regardless of their size or purpose) are functionally important elements of Glasgow's green infrastructure.'

The proposal is for the erection of a hospice (Class 8), which is considered to be potentially contrary to this land use designation as Green Space. Further detailed consideration as to the acceptability of this development in line with policies ENV 1 'Open Space Protection' and ENV 7 'National, Regional and Local Environmental Designations' is outlined below.

In addition to the development policy principles, the proposal also requires to be considered/assessed against the following policies:

RES 14 – Care in the Community Developments

RES 2 – Residential Layouts

Policy RES 14 is considered the key assessment criteria in respect of applications of this nature. It aims to ensure that all care facility developments enjoy a high level of residential amenity and do not detract from the amenity of neighbouring properties.

In accordance with the policy, residential care facilities with more than 10 bedrooms in size will be sited on larger sites and should meet the standards of policy RES 2, as appropriate. Open space provided on the site should include a spacious garden for sitting-out, which should be sheltered from the wind, screened from public view and should receive sunlight for a significant portion of the day. It should comprise a mixture of soft landscaping and seating and be accessible to the disabled. Within this development, significant attention has been paid to the provision of suitable garden areas (both private and shared), open spaces, orientation and general landscaped areas. It is considered that the proposed scheme will provide a high quality and accessible environment for all residents/users of the hospice development, and furthermore through the use of quality landscaping and boundary treatments the development will result in an overall improvement to the landscape character of this area of the park.

In terms of further policy requirements of RES 14, it is noted that there are areas where the proposal is not wholly commensurate. Specifically, these include the location of the development outwith a designated residential area and within an area of below base accessibility to public transport infrastructure. On these points however, it should be noted that the site is considered to benefit from the parkland setting and by virtue of its location will increase amenity for residents and users. Furthermore, the site is located close to the residential areas of Hazelwood, Dumbreck and Pollokshields. With regard to access to public transport, it is noted that while the site is within 110m of an area of high accessibility and facilities such as Dumbreck train station, Ibrox underground station and regular bus services on Paisley Road West and Nithsdale Road/Dumbreck Road are within short walking distances of the site. In addition to the proposed vehicular parking, the development also provides cycle parking which will further promote sustainable travel options.

As above, the proposals are required to be assessed in-line with policy RES 2, in respect of the overall layout of the residential element of the care facility. In this regard, RES 2 aims to provide high quality residential environments that minimise environmental impacts and create neighbourhoods and buildings that are attractive to live in. In order to achieve this, RES 2 states that all residential layouts should:

- *"take account of the space and design requirements of the required SUDS scheme;*
- *make provision for refuse and recycling storage areas;*
- *wherever possible, retain all significant trees on sites, unless removal is necessary, e.g. for good arboricultural reasons;*

- *have roads designed to the standards of Planning Advice Note [\(PAN\) 76: New Residential Streets.](#)”;*
- *“have large areas of clear glazing and, wherever possible, orientate with main rooms facing south/west, in order to minimise energy use;*
- *have no adverse impact on existing or proposed neighbours, in terms of overlooking, loss of privacy, daylight, or sunlight, and not have upper rooms, balconies etc. which directly overlook adjacent private gardens/backcourts;*
- *provide usable communal private garden spaces as “backcourts”. This is in addition to the requirements of policy ENV 2: Open Space and Public Realm Provision; and*
- *make outside provision for clothes drying, in areas screened from public view and not subject to excessive overshadowing.”*

The key issues of consideration in respect of policy RES 2 relate to the layout and location of the building within the site. This in turn determines the development’s resultant impact on any surrounding properties through overlooking/loss of privacy, impact on daylight/sunlight and visual amenity through the overall design and scale of the building and the impact on existing trees. In this regard, the proposed development is considered to be of appropriate scale, mass and layout which will not result in a detrimental impact on the wider surrounding residential area, nor will it interrupt the green network within the park.

In addition, the development satisfies the policy requirements of RES 2 in respect of the provision of refuse and recycling areas, access and parking. Other elements of the scheme such as the impact on open space, trees and landscaping are considered later in this report

On this basis, the proposal is considered to comply with the requirements of policies RES 14 and RES 2, by providing a suitably high quality development for this hospice/residential care facility.

DES 1 – Development Design Principles

Policy DES 1 aims to promote new development which is designed and constructed to contribute positively towards the creation of high quality environments and sustainable places. The policy achieves this by ensuring that developments demonstrate the highest standards of urban design which respects context, setting, local townscape and landscape character while relating to the existing locale through scale, massing, design and appearance. Beyond this, the policy requires all development to be reflective of an inclusive, high quality and contemporary design which creates a sense of place and a clear distinction between public and private space.

This policy supports the Plan’s Development Strategy by seeking to ensure that all new developments are designed to help to create a City of successful, sustainable places, resulting in an improved quality of life for those living, investing, working in and visiting the City.

At its core, this proposal is about improving the quality of life through the provision of hospice care, ensuring that those who require care are cared for in well designed environments which are fit for purpose and in line with the policy requirements of RES 14 (see above).

Given this, it is considered that the proposal meets the requirements of policy DES 1 in respect of design context, accessibility and traffic management, landscape design and open space, drainage, waste and recycling and overall site layout. Ultimately, as a result of the nature of this development, the building has been designed to meet the needs of the end-users and the operational requirements of a such a care facility.

DES 2 – Sustainable Design and Construction

This policy aims to ensure that the development and regenerations of the City is undertaken in a manner that embraces the principles of sustainable design and construction, thereby helping to deliver sustainable development. To achieve this, DES 2 requires that developments should make best use of sustainable design and construction techniques, protect and mitigate any existing biodiversity features, incorporate green features, mitigate against pollution, minimise flood risk and incorporate waste and recycling facilities where appropriate.

Due to the nature of the proposed development, the applicant advises that a key driver of the design is the low carbon performance and energy efficiency of the development, which has resulted in the utilisation of biomass heating and other passive design features such as sustainable materials selection, etc. The applicant has stated that the building is intended to serve as an exemplar of sustainability.

The proposal is therefore considered to meet the requirements of DES 2 as it adequately embraces the principles of sustainable design and construction.

DES 4 – Protecting and Enhancing the City’s Natural Environment

The aim of Policy DES 4 is to ensure that all developments have a strong landscape framework which improves and enhances the setting and visual impact of the development, unifies urban form and architectural styles, provides shelter, creates local identity and promotes biodiversity.

The proposed development will replace the existing sheds and storage facilities as well as a series of interlinked polytunnels on the site - utilised as part of the Parks depot; and is therefore seen as a considerable improvement within the park in general.

Furthermore, the proposed hospice building has been designed to integrate within the landscape and existing topography of the site and will sit comfortably within its landscape and connect to the wider parkland setting through the considerate use of varying landscaping treatments. In terms of landscape character, the site in its current use as a Parks depot adds little to the wider identity of the park. The proposals would formalise this area of the park and support a high quality development. The site, which is currently predominantly hard surfaced with access roads and paths running throughout will be redeveloped to include a robust landscaping scheme which will aid in the visual appearance of the site within its setting in the park. Given this, the proposal is considered to enhance the setting and visual impact of the site as well as unifying the urban form and furthering local identity. The proposal therefore complies with Policy DES 4.

ENV 1 – Open Space Protection

Policy ENV 1 seeks to ensure that areas of formal and informal open space are protected from inappropriate development, in order to maintain or enhance the quality of life, health, well being and amenity of the communities they serve and also promote sustainability and biodiversity.

In accordance with the site’s land use designation, there is a presumption within policy ENV 1 to retain all public green/open space and in this regard, the site falls within Bellahouston Park which is listed as a public park and/or garden under the Council’s PAN 65 open space audit. The policy allows for exceptions to be made for development on open space on the following basis:

- a) *Development should better serve local community needs by the provision, in the local area, of an area of equivalent, or high quality open space, to directly replace the type of open space that would be lost;*
- b) *Comply with the requirements of policy ENV 2 ‘Open Space and Public Realm Provision’;*
- c) *Provide for appropriate habitat creation, landscape treatment and subsequent maintenance of the retained or newly created open space; and*
- d) *Not have a negative impact of the connectivity of the green network.*

With regard to a) the proposal seeks to utilise approximately 2.49Ha of designated green space within Bellahouston Park for purposes which would not better serve the local community through further provision of open space. However, while this is noted, consideration must be given to the current operational nature of the site and the background that this site is not publicly accessible and therefore does not directly contribute to the provision of active open space within Bellahouston Park.

With regard to b), policy ENV 2 is deemed not to be required as this primarily relates to new-build mainstream residential development, whereas this application is for a residential care facility.

In terms of points c) and d), through the submitted ecological statement, the applicant acknowledges the opportunities for habitat creation and through the designed landscaping of the scheme the proposal is considered sufficient in this regard, without posing a detrimental impact on the connectivity of the green network.

In addition, weight is given to the type and nature of the development, which seeks to improve the levels of hospice care within the City – as supported through policy RES 14. It is noted that the location of this development was selected, in part, as it would benefit users through the borrowed amenity of the parkland setting.

Given the above, the proposals are considered acceptable under policy ENV 1 – subject to appropriate conditions regarding the provision of habitats and landscaping treatments.

ENV 4 - Sustainable Drainage Systems (SUDS)

This policy supports the Plan's Development Strategy to integrate sustainable surface water drainage infrastructure into new development throughout the City in order to ensure satisfactory measures are provided for the management and safe disposal of surface water run-off. In support of the application, the applicant has provided a Drainage Impact Assessment.

It is proposed to provide separate foul and surface water drainage systems for the proposed development, as follows:

Foul Water treatment:

Foul water generated from the development will be directed into the existing Scottish Water combined sewer located at Dumbreck Road. In addition, the applicant has confirmed that the proposals are designed in accordance with Sewers for Scotland – however Scottish Water approval is necessary in order to connect to this network.

Surface Water treatment:

Surface water runoff will be controlled in accordance within the "*Sustainable Urban Drainage Systems, Design Manual for Scotland and Northern Ireland*" – CIRIA, in the following manner:

- Surface water runoff from roof areas will undergo one level of treatment - this comprises directing runoff into a stone reservoir below the car park; this will provide the requisite treatment and attenuation for this runoff prior to discharge to the combined sewer.
- Surface water runoff from the car park and hardstandings will undergo two levels of treatment – this comprises directing runoff to permeable pavements and into a stone reservoir below the car park. Additionally, the perimeter road to the car park will discharge into roadside swales with a filter trench below. Both will provide the requisite treatment and attenuation for this runoff prior to discharge to the combined sewer.

The proposed design of the SUDS scheme is considered satisfactory, however, in line with standard procedures, the applicant must provide written confirmation from Scottish Water that the proposals have their technical approval to connect into Scottish Water's network.

ENV 5 – Flood Prevention and Land Drainage

This policy supports the Plan's Development Strategy to ensure that appropriate measures are taken to safeguard the development from flooding.

Supporting the application is a Drainage Impact Assessment and associated Flood Risk Assessment that confirms that the development site is not at risk of flooding under a 1:200 year storm event, nor is the site at risk of fluvial flooding (flooding arising from watercourses) or pluvial flooding (flooding arising from lack of surface water drainage).

The applicant has submitted the relevant independent compliance certification and as such, this assessment is acceptable and in accordance with ENV 5.

ENV 7 - National, Regional and Local Environmental Designations

DG/ENV 4 – Development Affecting Environmental Designations

Policy ENV 7 seeks to maintain, protect and enhance national, regional and local sites of landscape, cultural or nature conservation importance. Proposals should not have an adverse effect, either directly or indirectly, on the integrity or character of one or more of the natural, or special, features covered by an Environmental Designation. The site is covered by a Site of Special Landscape Importance (SSLI) designation. The associated development guide DG/ENV 4 'Development Affecting Environmental Designations' of City Plan 2 requires that when a site is designated a SSLI that it should be demonstrated how the proposal will enhance the landscape characteristics of the locale.

Given the site's location within the park and the current use of the site as an operational/municipal nursery and store, the site is not visually representative of the landscape designation, which has been included due to the surrounding landscape environment rather than that of the site itself. The proposals to re-use this site for the location of a hospice development; incorporating planned shared/common gardens accessible to users/residents of the development; individual resident gardens; a shared/common series of 'seasonal' gardens; as well as a publicly accessible area of landscaped open space to the west of the site would significantly improve the environmental quality of the site itself as well as its relationship within the park; therefore underpinning the environmental designation.

Additional consideration has been given to the nature of the proposed development, which seeks to take advantage of the landscaped character and wider parkland setting, which this site has the potential to offer; and on this basis the proposal is considered to support the aims of Policy ENV 7 without posing a detrimental impact on the SSLI.

ENV 8 - Trees, Woodlands and Hedgerows

The aim of Policy ENV 8 is to protect trees, woodlands and hedgerow from inappropriate development. On this basis, the site falls within an area of Council owned land and therefore any trees are afforded protection and where possible should be retained.

While policy ENV 8 seek to retain trees, where possible, it is noted that in respect of this application, appropriate justification has been made for the removal of a number of existing trees within the site; primarily due to the changes in levels and introduction of retaining structures to support the integration of the main building within the existing topography.

Given this, it is considered that the proposal generally complies with Policy ENV 8, subject to safeguarding conditions.

TRANS 4 – Vehicle Parking Standards

TRANS 6 - Cycle Parking Standards

With regard to TRANS 4, this policy aims to ensure that vehicle parking provision supports sustainable transport objectives and meets the requirements of car park design in line with the Council's Roads Development Guide. For this development, it is noted that the site is designated as being below base accessibility; however, there are areas of both high accessibility and base accessibility immediately surrounding the park. Given this, the applicant has sought to provide 87 parking spaces to serve the site.

The parking figure for this development has been produced based on the operational activities and demands of the PPWH's current facility at Carlton Place. On this basis, the applicant has demonstrated that the current facility – which has an equivalent provision of in-patient facilities – is underserved by its 55 spaces, while benefiting from a high accessibility, city centre location. Given that the Bellahouston site is located in an area of lower accessibility to public transport than the current facility, and given that the proposed development will include additional training and education facilities; the applicant has projected greater demand on parking to serve this development.

On this basis it is accepted that the proposed development will be suitably served in regard to vehicle parking to meet the demands of staff/visitors/users, without impacting on the surrounding public parking facilities within the park.

Policy TRANS 6 supports the Plan's Development Strategy by ensuring that an appropriate standard of cycle parking is supplied for different forms of development and requires minimum levels of cycle parking in new development. In respect of the proposed development, safe, sheltered and secure cycle parking is to be provided, with eight spaces identified. In addition, staff shower and changing facilities are also to be provided within the back-office area of the development. These proposals are considered acceptable and in accordance with policy TRANS 6.

In terms of issue (a), while the proposal is identified as contrary to the site's development policy principle (Green Space), analysis has shown suitable justification for a departure for the development plan based on the proposals compliance with core development policies, as above.

In respect of (b), with regard to the letter of representation, the grounds can be summarised, with appropriate comment, as follows:-

This project is contrary to the Development Plan and represents further intrusion into Bellahouston Park.

COMMENT:- It is noted that due to its location within Bellahouston Park, that this development is proposed upon land which is designated as Green Space within City Plan 2 and therefore the development has been advertised as contrary to the development plan. In stating this however, consideration must be given to the nature of the site and its context, and in this regard, it should be noted that the site is that of an operational nursery, which has previously been developed upon and is not currently publicly accessible. It is on this basis, that the proposal is not considered to represent further encroachment/intrusion into the park, nor does it result in an overall loss of amenity open space within the park.

There are no reports which consider the impact of the development on the park and its amenities.

COMMENT:- The applicant has submitted a comprehensive design and access statement, ecological survey report and arboricultural survey report which provides a detailed assessment of the impact of the proposed development within this area of the park. As above, it is noted that development will not result in an overall loss of amenity open space within the park, and as a result of the proposed landscaping scheme, it is considered that the development will have an overall beneficial impact on the landscaped character of this area of the park.

The applicant has failed to submit detailed site layout plans, detailed elevation drawings and landscape proposals (inc mitigation measures) and due to the lack of information, it is not possible to comment on the development proposals.

COMMENT:- The applicant has submitted detailed site layout plans, elevations and landscape proposals in support of this application, as well as providing a comprehensive design and access statement, as required. The planning authority has considered these documents in the assessment of these proposals and this documentation is deemed sufficient to appropriately determine this planning application.

CONCLUSION

In conclusion, the proposals are, on balance, considered to be generally in accordance with the development plan and its policies; and therefore represent a suitable departure from the land use designation of the site. Given this, it is recommended that planning permission be granted subject to conditions detailed below.

CONDITIONS AND REASONS

01. The development shall be implemented in accordance with drawing number(s)

Design and Access Statement – February 2013;
 Drainage Impact Assessment;
 Flood Risk Assessment;
 Pre-development Report on Selected Trees – November 2012;
 Development Appraisal;
 Ecological Appraisal and Bat Assessment – November 2012;
 Pre-application Consultation Report;
 Planning Statement;
 Transportation Assessment – February 2013;
 Desk-Based Assessment Report No. 2151;
 Dispersion Modelling Assessment REC Report 33242r1 – December 2012;
 Light Pollution Statement – July 2012
 SK01 'Drainage Proposals & Details';
 SK001 'Existing Surrounding Services';
 L(00)000 'Location Plan as Existing';
 L(00)001 'Location Plan as Proposed';
 L(00)002 'Site Plan as Existing';
 L(00)003 'Site Plan as Proposed';
 L(00)004C 'Lower Ground Floor Plan';
 L(00)005C 'Ground Floor Plan';
 L(00)006C 'First Floor Plan';
 L(00)007A 'Roof Plan';
 L(00)008 'Sections A/B/C';
 L(00)009 'Sections D/E/F';
 L(00)010 'Sections G';
 L(00)013B 'Elevations A – D/L – M as Proposed';
 L(00)014B 'Elevations E - K as Proposed';
 L(00)015 'Elevation Legend';
 L(00)050 'Biomass Building';
 L(00)060 'Entrance Gate A';
 L(00)061 'Entrance Gate B';
 Erz/12/05/P 01 Revision G 'External Works GA Plan'

as stamped received 08 February 2013, or as otherwise agreed in writing with the planning authority.

Reason: As these drawings constitute the approved development.

02. Noise from or associated with the completed development (the building and fixed plant) shall not give rise to a noise level, assessed with windows closed, within any dwelling or noise sensitive building in excess of that equivalent to Noise Rating Curve 35 between 0700 and 2200, and Noise Rating Curve 25 at all other times.

Reason: To protect the occupiers of dwellings or noise sensitive buildings from excessive noise.

03. Disposal of Cooking Odours/Fumes

- (a) All cooking smells, noxious fumes or vapours from the premises shall be disposed of by means of a duct carried up the rear of the building and terminating at a point 1 metre above eaves level. The duct shall be free from any obstruction such as a plate, cowl, cap or any other deflection at its termination point.
- (b) A ventilation and filtration system incorporating at least the following elements shall be installed and operational before the use commences. The elements to be included are:
 - (i) Canopies - A canopy (or canopies) shall be located above all cooking appliances.
 - (ii) Air Flow - The canopy face velocity shall be not less than 0.5 m/s.
 - (iii) Primary Grease Filtration - Labyrinth (baffle) grease filters shall be installed within the canopy or canopies.
 - (iv) Air Input – An air input system shall be provided by means of a pleated inlet filter, supplying clean filtered air equivalent to at least 80% 'make-up' of the extracted air.
- (c) A maintenance/management scheme for the ventilation and filtration system, including all aspects referred to in (a) and (b) above shall be submitted to and approved in writing by the planning authority before the use commences and shall be implemented as approved for the duration of the use.
- (d) Mechanical and electrical installations shall be arranged to ensure that the ventilation system is in operation during periods when the premises are open for the preparation and/or cooking of food.

Reason: To protect local residents from nuisance resulting from the disposal of cooking odours.

04. Before any work on the site is begun, details of refuse and recycling storage areas and bins shall be submitted to and approved in writing by the planning authority. These facilities shall be completed before the development/the relevant part of the development is occupied.

Reason: To ensure the proper disposal of waste and to safeguard the environment of the development.

05. Before any work on the site is begun, a scheme of landscaping shall be submitted to and approved in writing by the planning authority. The scheme shall include hard and soft landscaping works, boundary treatment(s), details of trees and other features which are to be retained, and a programme for the implementation/phasing of the landscaping in relation to the construction of the development. All landscaping, including planting, seeding and hard landscaping, shall be completed in accordance with the approved scheme.

Reason: To ensure that the landscaping of the site contributes to the landscape quality and biodiversity of the area.

06. Before any work on the site is begun, a detailed plan which shows the location and details of a method of tree protection to comply with BS 5837 2005, Trees in Relation to Construction, shall be submitted to and approved in writing by the planning authority. The approved protection shall be in place prior to the commencement of any work on the site and shall be retained in place until completion of the development.

Reason: To maintain the contribution of existing trees to the landscape quality and biodiversity of the area.

07. Before any work on the site is begun, a maintenance schedule for the landscaping scheme/open space, and details of maintenance arrangements, including the responsibilities of relevant parties, shall be submitted to and approved in writing by the planning authority.

Reason: To ensure the continued contribution of the landscaping scheme/open space to the landscape quality and biodiversity of the area.

08. Any trees or plants which die, are removed or become seriously damaged or diseased within a period of five years from the completion of the development shall be replaced in the next planting season with others of similar size and species.

Reason: To ensure the continued contribution of the landscaping scheme/open space to the landscape quality and biodiversity of the area.

09. Before any work on the site is begun, a programme for the implementation/phasing of the landscaping in relation to the construction of the development shall be submitted to and approved in writing by the planning authority.

Reason: To ensure that the landscaping of the site contributes to the landscape quality and biodiversity of the area.

10. External materials shall be natural stone, slate rainscreen cladding, slate roofing, brick and anodised aluminium cladding. Samples shall be submitted to and approved by the planning authority in writing in respect of type, colour and texture. Written approval shall be obtained before the materials are used on site.

Reason: In order to safeguard the property itself and the amenity of the surrounding area.

Reason: In order to protect the visual amenity of the surrounding area.

11. Before any work on the site is begun, details of all hard landscaping materials (including samples) shall be submitted to and approved in writing by the planning authority.

Reason: To enable the Planning Authority to consider this/these aspect(s) in detail.

12. Vehicular access shall be taken via a dropped kerb footway crossing in accordance with Figure 10.19 of the Glasgow City Council Roads Development Guide.

Reason: To ensure that the access complies with approved standards in the interests of pedestrian and vehicular safety.

13. Full details of safe, secure and sheltered cycle parking in association with this development, shall submitted for the written approval of the planning authority. Cycle parking shall be provided to the standards of City Plan 2 policy TRANS 6 `Cycle Parking Standards, and provision made available in the approved location(s) before the development is occupied.

Reason: To ensure that cycle parking is available for the occupiers/users of the development.

14. The gradient of the access ramps shall be no greater than 10%.

Reason: In the interests of pedestrian and vehicular safety.

15. Any access gates shall open inwards only.

Reason: To ensure that gates do not obstruct pedestrian or vehicle movement or create a safety hazard.

16. Notwithstanding the submitted information and prior to the commencement of development, the applicant shall submit a supplementary bat and bird method statement. This method statement shall cover the approaches to be taken to the demolition of existing buildings on-site which may have the potential to support roosting bats and/or birds and any mitigation or further survey measures which may be required. This method statement shall be prepared and approved by the Planning Authority, in consultation with Scottish Natural Heritage, prior to the commencement of any works on-site.

Reason: To ensure that any site demolition/construction works afford appropriate protection for ecologically sensitive and/or European protected species.

17. Prior to the commencement of development, the applicant shall submit full details of the location(s) and design of bat boxes, as per the advice contained within the submitted ecological assessment.

Reason: To ensure that appropriate protection for European protected species is ensured within the site.

18. Unless otherwise agreed by the planning authority, no trees or shrubs shall be cleared/removed from the site during the bird breeding season.

Reason: To ensure that any site works, in relation to trees, are carried out in a manner which affords appropriate protection for breeding birds.

19. Prior to the commencement of site works, the applicant shall submit a copy of the technical approval or permit to connect to the Scottish Water sewer network prior to the commencement of site works for the written approval of the planning authority.

Reason: To ensure the development can be effectively drained.

20. Prior to the occupancy of the development, the applicant shall submit a copy of the maintenance schedule for all elements of the surface water drainage network for the written approval of the planning authority.

Reason: To ensure the development can be effectively drained.

REASON(S) FOR GRANTING THIS APPLICATION

01. The proposal was not considered to be in accordance with the Development Plan, however there were material considerations which outweighed the proposal's variance from the Development Plan.

REASON(S) FOR CONSENT CONTRARY TO THE DEVELOPMENT PLAN

01. By reason that the proposed development represents a Class 8 hospice development which is considered to generally reflect the policy requirements of City Plan 2, and given the existing nature of the site as a municipal parks depot which is not publicly accessible and has been declared surplus to requirement, the proposal will not result in an unacceptable loss of Green Space within the locale and is, on balance, considered acceptable.

ADVISORY NOTES TO APPLICANT

01. By reason that the proposed development represents a Class 8 hospice development which is considered to generally reflect the policy requirements of City Plan 2, and given the existing nature of the site as a municipal parks depot which is not publicly accessible, the proposal will not result in an unacceptable loss of Green Space within the locale and is, on balance, considered acceptable.
02. Any advertisement, other than that deemed within the terms of the Town and Country Planning (Control of Advertisements) (Scotland) Regulations 1984, to be the subject of an application for express consent.

03. It is recommended that any intruder alarm installation should comply with the relevant British Standard BS4737.
04. Prior to implementation of this permission, the applicant should contact Land and Environmental Services (Roads) at an early stage in respect of legislation administered by that Service which is likely to have implications for this development
05. The applicant should consult with Land and Environmental Services (Environmental Health) concerning this proposal in respect of legislation administered by that Service which is likely to affect this development.
06. It is recommended that the applicant should consult with Strathclyde Fire Brigade concerning this proposal in respect of legislation administered by that body which is likely to affect this development.
07. It is recommended that the applicant should consult with Building Services Operations and Safety (Development and Regeneration Services) as a Building Warrant may be required for the development.
08. The applicant is advised that the granting of planning permission does not remove him/her from the requirement to obtain the consent of adjacent landowners in respect of any access required to build, or maintain, this approved development. Such consent should be obtained prior to the commencement of works on site.
09. This development may be subject to the Construction (Design and Management) Regulations 2007 (CDM 2007) which govern health and safety through all stages of a construction project. For all construction projects, apart from projects with a domestic client, a client has to appoint designers and contractors who are competent, have sufficient resources and are appointed early enough, so work can be carried out safely. The Regulations apply to projects for a domestic client, but only the domestic client has no duties. For notifiable construction projects, the Regulations require clients to appoint a CDM co-ordinator and a principal contractor, to ensure a health and safety plan is in place, and to keep a health and safety file. Your designer, contractor and, if applicable, your CDM co-ordinator will be able to advise you on your duties. Visit www.hse.gov.uk/construction for more specific information on CDM 2007 and health and safety in the construction industry, including a link to additional guidance for CDM clients developed by the construction industry. For information about health and safety ring HSE's Infoline Tel: 0845 345 0055 Fax: 0845 408 9566 Textphone: 0845 408 9577 e-mail: hse.infoline@natbrit.com or write to HSE Information Services, Caerphilly Business Park, Caerphilly CF83 3GG.
10. The primary responsibility for safeguarding land or property against flooding remains with the owner. Approval of this application does not imply the absence of flood risk. Development at risk of flooding may face difficulties with the cost or availability of insurance and the applicant may wish to seek the views of insurers at an early stage.
11. The applicant is advised that, if the proposals hereby approved are altered in any way, for example as a result of obtaining any of the other statutory consents or for any other reason, they should so inform the planning authority and submit copies of the amended proposals in order that a view may be taken as to whether the alterations are material or not and whether a fresh application will be required.
12. The applicant is advised to consider registering the site with the Considerate Constructors Scheme, which aims to improve the image of the construction industry. For further details, please contact the scheme directly. Considerate Constructors Scheme, PO Box 75, Ware, Hertfordshire SG12 0YX. Telephone: 01920 485959 Fax: 01920 485958 Free phone: 0800 7831423 www.ccscheme.org.uk email: enquiries@ccscheme.org.uk
13. Before the lighting system is installed, the applicant should submit certification from a member of the Institute of Lighting Engineers, or other suitably qualified person, to the planning authority confirming that the proposed system will satisfy the requirements of the light pollution condition.
14. Before the use commences, the applicant should, following the testing of the installed lighting system, submit certification from a member of the Institute of Lighting Engineers, or other suitably qualified person, to the planning authority confirming that the system complies with its design specification.

15. Before the ventilation system for the disposal and treatment of cooking odours from the premises is installed, the applicant should submit certification from a member of the Heating and Ventilating Contractor's Association, or other suitably qualified person, to the planning authority, confirming that the proposed system will satisfy the requirements of sections (a) and (b) of the condition relating to the disposal of cooking odours/fumes.
16. Construction and/or demolition work associated with this development should conform to the recommendations/standards laid down in BS5228 Part 1: 1997 "Noise and Vibration Control on Construction and Open Sites". Best Practicable Means as defined in Section 72 of the Control of Pollution Act 1974 should be employed at all times to ensure noise levels are kept to a minimum.
17. In order to protect local residents' amenity, noise associated with construction and demolition works in residential areas should not occur before 0800 or after 1900 Monday to Friday, and not before 0800 or after 1300 on Saturdays. Noise from construction or demolition works should be inaudible at the site's perimeter on Sundays and public holidays. The planning authority should be notified of necessary works likely to create noise outwith these hours.
18. The applicant should consult Scottish Water concerning this proposal in respect of legislation administered by that organisation which is likely to affect this development. In particular, sustainable drainage systems (SUDS) should be designed and constructed in accordance with the vestment standards contained in "Sewers for Scotland", 2nd edition 2007.

The applicant is advised that, where drainage systems including SUDS are not vested in Scottish Water, it is the applicant's/developer's responsibility to maintain those systems in perpetuity or to make legal arrangements for such maintenance.

19. Commercial waste from the premises requires to be disposed of in accordance with the Duty of Care requirement under section 34 of the Environmental Protection Act 1990. Waste transfer notes require to be obtained for the disposal of such waste and retained for a period of two years.
20. Premises used for the purposes of a food business require to register under the Food Premises (Registration) Regulations 1991. An application form for registration of the premises or change of details of an existing registration can be obtained from Land and Environmental Services (Environmental Health).
21. Within the vicinity of the application site, there is a wetland habitat (in the growing space) that can support breeding amphibians. Within the development's landscaping scheme, the applicant should give consideration for foraging and over wintering habitat(s) for amphibians; including the possibility to include additional wetland creation.
22. It should be noted that Bellahouston Park is used for events such as outdoor concerts. The frequency of these events is likely to increase in the future. In due of this, is it most likely that noise nuisance will affect this proposed development during such events.
23. The applicant is advised that if any work is commence on-site, specifically in relation to demolition, after November 2013, then further ecological & bat survey work(s) will likely require to be undertaken. In this situation, it is recommended that the applicant agree the scope and extent of the survey work(s) in relation to the site works at an early stage with the planning authority and in consultation with Scottish Natural Heritage.
24. The applicant is advised to liaise with Land and Environmental Services (Roads), concerning the provision of directional signage serving this development on Dumbreck Road and within Bellahouston Park.
25. In the interests of biodiversity, it is recommended that the applicant seek to retain as much of the existing shrub boundary treatments which edge this site. Any proposals which may seek to retain these areas of soft landscaping may be identified on an appropriate plan for submission to the planning authority.

26. In the interests of biodiversity, it is recommended that the applicant seek to retain as much of the existing shrub boundary treatments which edge this site. Any proposals which may seek to retain these areas of soft landscaping may be identified on an appropriate plan for submission to the planning authority.
27. The applicant is advised that during preparation of the required landscaping plan, that consideration should be given to proposals which seek to retain a larger proportion of trees within the northern edge of the site. These details should be discussed with the planning authority and submitted as part of the landscaping strategy for this site.

ADVISORY NOTES TO COUNCIL

01. This application requires to be notified to the Scottish Ministers under the Town and Country Planning (Notification of Applications) (Scotland) Direction 2009.

for Executive Director of Development and Regeneration Services

DC/ CPE/k
14/05/2013

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 Development and Regeneration
 Development Management
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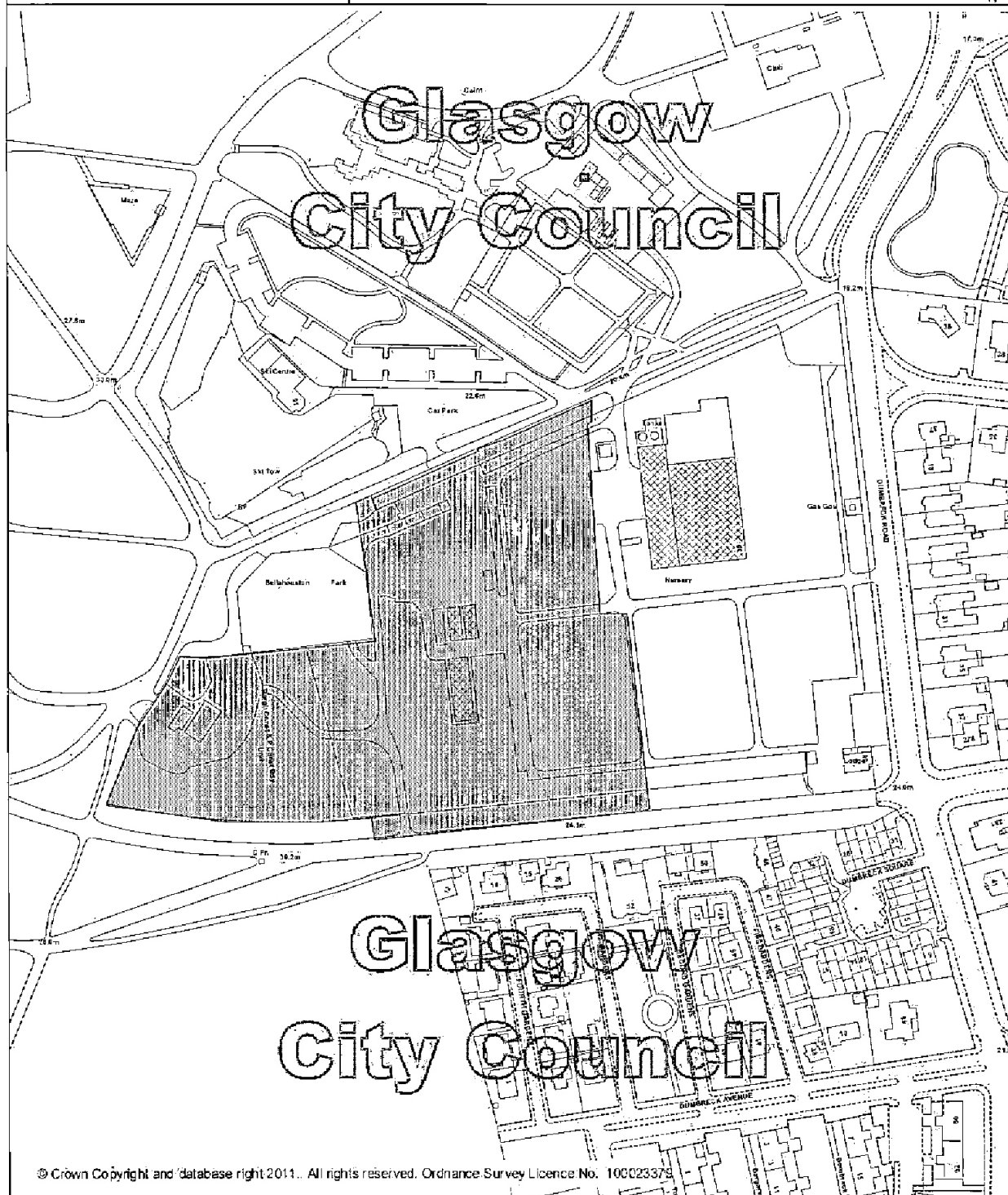
Reference No. **13/00269/DC**

Address : **Bellahouston Park, Dumbreck Road**

Scale : 1:2500

Indicative Site Location

Ward : **05**



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Location of Site
 (For details, refer to Report).