

Application No: C/04/01244/OUT

Date Registered: 12th July 2004

Applicant: H.J. Banks & Company Limited
Scottish Area Office,
2nd Floor
Block C,
Brandon Gate,
Leechlee Road
Hamilton,
Lanarkshire
ML3 6AU

Development: Redevelopment of Cement Works to Form Residential
Development (In Outline)

Location: Castle Cement (Clyde) Ltd
Hollandhurst Road
Coatbridge
Lanarkshire
ML5 2EG

Ward: 33 North Central And Glenboig Councillor Mary Clark

Grid Reference: 272915 666315

File Reference: C/PL/CTH630/CM/LR

Site History: 90/619 Erection of Electricity Sub-Station and Access Road Granted
Feb 1991

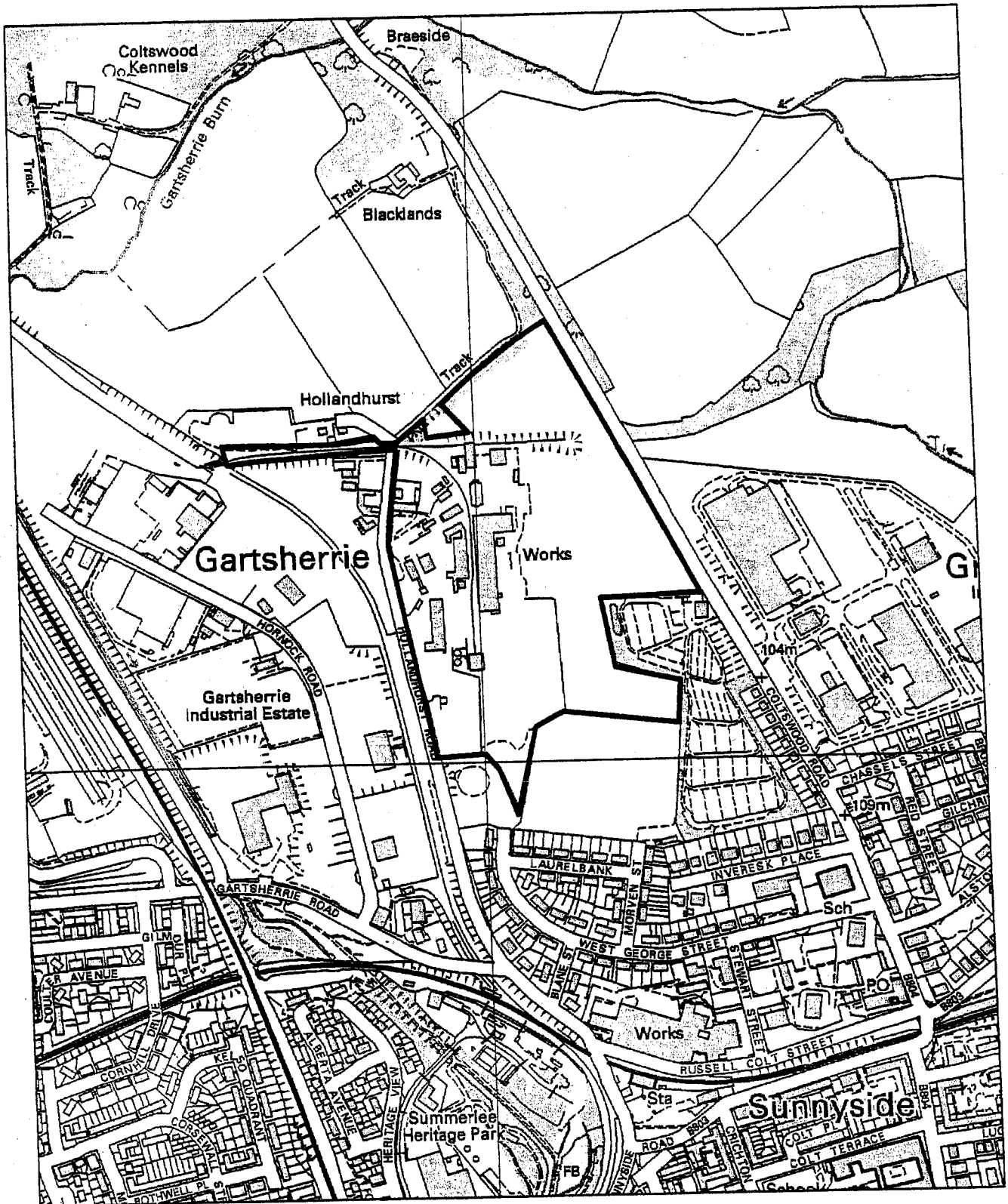
Development Plan: Under the terms of the Adopted Monklands District Local Plan 1991
the application site is located within an area covered by policies and
proposals: Econ 2 (Existing General Industrial Areas) and Econ 3
(General Industrial Area), and CEM 1 Improve Cemetery Provision

Contrary to Development Plan: Yes

Consultations: Community Services (Comments)
Scottish Environment Protection Agency (Comments)
Scottish Water (No Objections)
British Gas (No Objections)
Scottish Power (No Objections)

Representations: 1 letter of representation

Newspaper Advertisement: Advertised on 21st July 2004



Planning Application No. C/04/01244/OUT
 Redevelopment of Cement Works to Form
 Residential Development (In Outline)

Castle Cement (Clyde) Ltd, Hollandhurst Road, Coatbridge
 1 Representation Outwith Map Area.
 Site Area 13.02 HA

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Produced by
 North Lanarkshire Council
 Planning and Strategic Development
 Planning House, 2 Trinity Square
 Coatbridge, G84 1NW
 Tel: 01236 812119
 Fax: 01236 812221



Recommendation: Grant Subject to the Following Conditions:-

1. That before development starts, a further planning application shall be submitted to the Planning Authority in respect of the following reserved matters:-
 - (a) the siting, design and external appearance of all buildings and other structures;
 - (b) the means of access to the site;
 - (c) the layout of the site, including all roads, footways, and parking areas;
 - (d) the provision of equipped play areas;
 - (e) the provision of public open space;
 - (f) the details of, and timetable for, the hard and soft landscaping of the site;
 - (g) details for management and maintenance of the areas identified in (d),(e) and (f) above;
 - (h) the design and location of all boundary walls and fences;
 - (i) the provision for a SUDS scheme;
 - (j) the phasing of the development;
 - (k) the provision of drainage works;
 - (l) the disposal of sewage;
 - (m) details of existing trees, shrubs and hedgerows to be retained;
 - (n) details of existing and proposed site levels.

Reason: To enable the Planning Authority to consider these aspects in detail.

2. That the development hereby permitted shall be started, either within 5 years of the date of this permission, or within 2 years of the date of which the last of the reserved matters are approved, whichever is the later.

Reason: To accord with the provisions of the Town and Country Planning (Scotland) Act 1997.

3. That within three years of the date of this permission, an application for approval of the reserved matters, specified in condition 2 above, shall be made to the Planning Authority.

Reason: To accord with the provisions of the Town and Country Planning (Scotland) Act 1997.

4. That the total number of dwellinghouses within the site shall be not more than 262 including any flatted dwellinghouses

Reason: To safeguard the residential amenity of the area.

5. That before the development hereby permitted starts, a report describing the soil and ground conditions prevailing over the application site (including details of the nature, concentration and distribution of any contaminants), shall be submitted to the Planning Authority and the works required in order to remove or render harmless these contaminants, having regard to the proposed use of the site, shall be agreed in writing with the Planning Authority, and development shall not be commenced until these works have been completed.

Reason: To ensure the site is free of health risks from site contamination

6. That the open space and play area details shall be designed in accordance with the Council's approved Developer's Guide to Open Space.

Reason: To safeguard the residential amenity of the area.

7. That before the development hereby permitted starts, a scheme of landscaping, including boundary treatment, shall be submitted to, and approved in writing by the Planning Authority, and it shall include:-

- (a) details of any earth moulding and hard landscaping, grass seeding and turfing;
- (b) a scheme of tree and shrub planting, incorporating details of the location, number, variety and

- size of trees and shrubs to be planted;
- (c) an indication of all existing trees and hedgerows, plus details of those to be retained, and measures for their protection in the course of development
- (d) details of the phasing of these works.

Reason: To enable the Planning Authority to consider such aspects and to ensure that the development provides an acceptable level of amenity

8. That before the development hereby permitted starts, a management and maintenance scheme for the landscaping scheme noted in condition 7 and condition 1, and for the equipped play areas noted in condition 1 shall be submitted and approved in writing by the Planning Authority.

Reason: To enable the Planning Authority to consider such aspects and to ensure that the development provides an acceptable level of amenity

9. That before completion of the development hereby permitted, the management and maintenance scheme approved under the terms of condition 8 shall be in operation.

Reason: To safeguard the residential amenity of the area.

10. That before the development hereby permitted starts, a woodland management and maintenance scheme, covering the proposed planting areas noted on the Indicative Landscape Proposals (refer dwg no HJB/547/PA007) shall be submitted to, and approved in writing by the Planning Authority, and it shall include:-

- (a) proposals for the continuing care, maintenance and protection of the trees, shrubs and hedges, including details of the timing and phasing of all such works;
- (b) details of the location, number, variety and size of trees and shrubs to be planted, and the phasing of such works.

Reason: To ensure that there is proper care and maintenance of these structure planting areas in the interests of residential amenity

11. That before completion of the development hereby permitted, the woodland management and maintenance scheme, approved under the terms of condition 10 above, shall be in operation.

Reason: In the interests of amenity

12. That notwithstanding the terms of condition 1 above, a drainage strategy shall be submitted as part of the reserved matters and this shall include:-
- (a) details of the types of measures to be used;
 - (b) evidence of sub-soil porosity and suitability for use of infiltration SUDS;
 - (c) pre- and post-development run off calculations to determine the scale of SUDS required;
 - (d) assessment of flood risk where this is deemed appropriate;
 - (e) proposals for integrating the drainage system into the landscape or required public open space;
 - (f) demonstration of good ecological practice including habitat enhancement;
 - (g) details of land take for different drainage options based on initial calculations carried out on any significant drainage structures

Reason: To enable the Planning Authority to consider these details

13. That notwithstanding the terms of condition 1 the following specific requirements shall be included in the detailed layout plan
- (a) The new roundabout shall be designed in accordance with standards indicated in the Design Manual for Roads and Bridges.

- (b) The existing footway along Coltswood Road should be increased in width to provide a 2 metre wide verge and 2 metre wide footway to encourage the use of other forms of transport other than cars.
- (c) The street lighting system should be extended along the entire frontage of the site.
- (d) Traffic calming measures
- (e) Parking within the site should be provided on the basis of 2 in-curtilage spaces per dwellinghouse with a minimum of 30% visitor parking bays.
- (f) The road leading from the roundabout accessing the site shall be provided to local distributor road standards of 7.3m wide with 2m wide verges and 2m wide footway along both sides. No frontage access shall be permitted from this road and it shall terminate at a roundabout within the site boundary

Reason: In the interests of traffic and pedestrian safety

NOTE TO COMMITTEE

If granted, the outline planning permission will not be issued until an agreement under Section 75 of the Town and Country Planning (Scotland) Act 1997 has been concluded between the applicant and the Council in respect to associated road works noted in the Transportation Assessment that fall outwith the application site boundary.

Background Papers:

Application form and amended plans and Transportation Statement, received 16th May 2005
Demand Assessment Study received 31 August 2005

Glasgow and Clyde Valley Joint Structure Plan 2000
Monklands District Local Plan 1991

Memo from Local Plans Section received 13th July and 19 October 2005
Letter from British Gas received 10th June 2005
Memo from Community Services received 11th July 2005
Letter from Scottish Power received 30th June 2005
Memo from Head of Protective Services received 23rd June and 2nd November 2005
Memo from Transportation received 19 October and 3rd November 2005
Letter from Scottish Environment Protection Agency received 19th July 2005
Letter from Scottish Water received 27th June 2005
Memo from Geotechnical Team Leader received 18th August and 19 October 2005

Letter from received from Network Rail on 25th May 2005.

Any person wishing to inspect these documents should contact Mr Colin Marshall at 01236 812376.

APPLICATION NO. C/04/01244/OUT

REPORT

1. Description of Site and Proposal

- 1.1 Planning permission is being sought in outline for the re-development of the Castle Cement Works at Clydeworks, Hollandhurst Road, Coatbridge.
- 1.2 The site extends to some 14.7 ha (36.3 acres). It is bounded to the north by Blacklands Farm, to the east by the B804 Coltswood Road and the Coltswood Road Cemetery, to the south by Sunnyside playing fields and housing estate and to the west by Hollandhurst Road industrial area along which provides the current vehicular access to the site. Further to the west there is a disused railway line and the continuation of the industrial area comprising other industries such as container storage and a recycling works.
- 1.3 The site is generally split in two distinct levels with a height difference of some 5 metres. The lower, western part of the site is generally hardstanding and accommodates the buildings associated with the Cement Works. The site is also dissected by a disused railway line, which used to serve the works. The upper north and eastern part of the site is characterised by stockpiles of slag material, previously used in the cement manufacturing process, and an area of vacant land adjoining the cemetery and the recreational area to the south.
- 1.4 The majority of the site is no longer in active operational use, and the cement company use only part of the site as an area distribution depot. The site was surplus to their requirements and was sold to the applicants in January 2005. The Cement Company is currently leasing the premises from the applicants and it is their intention to relocate their cement distribution operations to a smaller and more functional site.
- 1.5 The outline proposals relate to the redevelopment and regeneration of the semi-derelict industrial land for residential use. As the application has been submitted in outline, the indicative layout plan does not show detailed plots, however the developer estimates that the site could accommodate up to 262 residential units. A mix of flatted, detached and semi-detached dwellinghouses are proposed, with the flats forming a gateway entrance feature to the site.
- 1.6 Access to the site would be taken solely from Coltswood Road via a new roundabout. A core internal loop road would serve the development with access taken directly from the loop road and from a series of cul-de-sacs with appropriate turning facilities. A new bus stop would be formed on Coltswood Road.
- 1.7 Given the undulating nature of the topography, the site would be reworked using cut and fill techniques to produce a gradual grading to achieve maximum slopes of 6%. The developer envisages that a balance of cut and fill would be achieved to avoid the need to remove material from the site. An existing unused metal rail bridge would be removed from the site.
- 1.8 An indicative scheme of landscaping has also been submitted. It is proposed that a landscaping screen 10m wide would be provided along the western boundary of Hollandhurst Road. This would screen the proposed residential development from the existing industrial uses. The developer considers this landscape screen would supplement an existing green corridor along the disused railway line adjacent to Hollandhurst Road. Landscape buffers are also proposed along the boundaries with the cemetery and the recreational area. The developer has advised that provision would be made for 3,300m² of formal open space within the site including equipped play areas.

- 1.9 Supplementary reports on Office and Industrial Demand were also submitted in support of the proposals along with a Transportation Assessment and Ground Conditions Report.
- 1.10 The Transportation Assessment recommended that additional road works outwith the application site boundary would be required. These included modifications to the double mini-roundabout located at the junctions of Sunnyside Road/Coltswood Road/Dunbeth Road/Burnbank Road and the provision of a 2 m wide footway along the east side of Hollandhurst Road, which would be widened to 7.3m. The developer has agreed to enter into a Section 75 Agreement with the Council to ensure these works are implemented.

2. Development Plan

- 2.1 Under the terms of the Glasgow and the Clyde Valley Joint Structure Plan 2000, the terms of Strategic Policy 9 and 10 would be relevant.
- 2.2 Under the terms of the Adopted Monklands District Local Plan 1991 the terms of policies ECON 2 (Existing General Industrial Area), ECON3 (General Industrial Area) and CEM 1 (Improve Cemetery Provision) would be relevant.

3. Consultations and Representations

- 3.1 Whilst the Geotechnical Section had no objections, it was advised that further information would be required in relation to ground conditions and in particular to the uniformity of the slag material. In regards to the shafts located on site it was advised that no roadway or footway should lie, wholly or in part directly over any shaft even when this is capped. No road or footway should overlie any capped shaft. Whilst information has been submitted that the site layout will allow space for a SUDS scheme, insufficient detail has been submitted to assess this. It is recommended that given the scale of the development, a detailed drainage assessment should be undertaken no later than the detailed planning stage at which time a detailed drainage design would also be required in line with PAN 61.
- 3.2 SEPA object to the proposals unless and until all matters relating to the disposal of foul drainage has been fully resolved to SEPA's satisfaction.
- 3.3 The Community Services Department had no objection but suggested detailed improvements to the indicative planting scheme in the interests of the biodiversity and visual amenity of the site.
- 3.4 Scottish Power had no objections.
- 3.5 Scottish Water had no objection provided a suitable drainage scheme can be agreed with the developer.
- 3.6 Protective Services has requested that a full site-specific investigation be carried out in order to establish the extent of any contamination of the ground.
- 3.7 Scotland Gas Networks Limited had no objection
- 3.8 The Transportation Section has no objection subject to conditions include the following.
- The new roundabout shall be designed in accordance with standards indicated in the Design Manual for Roads and Bridges.
 - The existing footway along Coltswood Road should be increased in width to provide a 2 metre wide verge and 2 metre wide footway to encourage the use of other forms of transport other than cars.

- The street lighting system should be extended along the entire frontage of the site.
- A 2m wide footway should be provided along the full length of the east side of Hollandhurst Road.
- Pedestrian links should be developed between the existing footway network and the southern boundary of the site.
- Traffic calming measures should be provided to the satisfaction of the Planning Authority.
- The carriageway along Hollandhurst Road should be widened to 7.3 metres and that a turning circle be provided on this road.
- The proposed bus lay-by on Coltswood Road should be provided in agreement with the Strathclyde Passenger Transport (SPT)
- Parking within the site should be provided on the basis of 2 in-curtilage spaces per dwellinghouse with a minimum of 30% visitor parking bays.

3.9 Network Rail, owners of land adjacent to the site, had no objections. There were no other letters of representation.

4. Planning Assessment and Conclusions

- 4.1 Under the terms of Section 25 of the Town and Country Planning (Scotland) Act 1997, Planning Authorities are required that in determining planning application proposals where regard is to be had to the Development Plan, the determination should be in accordance with this Plan unless material considerations indicate otherwise. The Development Plan includes the above noted Structure Plan and Local Plan.
- 4.2 In order to accord with the Structure Plan, development proposals will require to satisfy the criteria set out under Strategic Policy 9. Any proposals, which fail to meet these criteria will be regarded as a departure from the Development Plan and will require to be justified against the criteria in Strategic Policy 10.
- 4.3 Under the terms of Strategic Policy 9A, the proposals do not fall within the scale of development types set out in Schedule 9.
- 4.4 Under the terms of Strategic Policy 9B, which deals with the locational aspects of a development, the proposals would require to be assessed against the following relevant criteria.
- 4.5 Strategic Policy 9Bi seeks to safeguard and avoid the diversion or displacement of investment from the development locations identified in Strategic Policies 1,5,6 and 8. In this instance only Strategic Policy 5 Competitive Economic Framework would be relevant. This policy sets out in part to protect Core Economic Development Areas identified in Schedule 5c from inappropriate alternative uses. The policy also seeks to maintain a minimum ten-year potentially marketable and serviceable land supply. The Demand Assessment Study submitted by the developer states that there is a more than adequate supply of industrial/business premises to satisfy such demands for the foreseeable future. This is supported by the Council's database on industrial land supply and industrial use take up in the Airdrie and Coatbridge areas. As such the proposals do not conflict with the terms of SP 5 or Strategic Policy 9Bi.
- 4.6 The proposed development relates to the part redevelopment of a brown field site and as such the location of the development would accord with the aims of SP 9Bii by promoting urban regeneration on brown field sites rather than using greenfield or open space. The proposals would not affect any environmental resources identified in Schedule 7.
- 4.7 The proposals are also in line with SP 9Bv as the proposals do not impact on the Green Belt or wider countryside yet allows the provision of a significant number of houses.

- 4.8 Under the terms of Strategic Policy 9B vi, the proposals are considered to be sustainable as the site is close to an existing residential area and its associated community facilities. New walking, cycling and public transport links would also be provided.
- 4.9 The proposals would include an appropriate drainage scheme incorporated a sustainable urban drainage system (SUDS) with the agreement of Scottish Water and SEPA. Therefore the development would avoid flooding risks as required under Policy 9Bviii.
- 4.10 Under the terms of Strategic Policy 9C, which requires developers to make appropriate infrastructure provision, the application details indicate that adequate provision would be made by the developer in regards to infrastructure, remedial environmental action, and provision of a SUDS scheme with appropriate maintenance measures. The supporting Transportation Assessment is considered to be acceptable and appropriate transport measures to minimise future traffic levels would be included with the proposals. There are no known archaeological sites within the site boundary. As such the proposed development would accord with the terms of Policy 9C.
- 4.11 As there are no criteria within Strategic Policy 9, which the proposals fail to fulfil, the application is not considered to be contrary to the Structure Plan.
- 4.12 Under the terms of the Adopted Monklands Local Plan 1991 the site is located within an existing general industrial area and policies ECON 2, ECON 3, are relevant. Part of the site is covered by proposal CEM 1. Policies HG2 and HG10 are also relevant.
- 4.13 Policy ECON 2 states the intention to retain the predominant industrial character of such designated areas, with the allowance of some wholesale or distribution uses on these locations, but not commercial development. In this regard the proposals are contrary to policy.
- 4.14 Policy ECON 3 zoned part of the application site as an additional site for general industry. As such the proposals would be considered as contrary to this policy
- 4.15 Policy HG2 seeks to encourage private sector housing within the local plan areas such as infill or redevelopment sites. Whilst the site is not one of those identified in the associated policy HG3, it is noted that the proposed site is located adjacent to existing housing and public open space to the south. The site has strong boundary definitions to the industrial area to the west and outlying greenbelt to the north of the site. The proposals include treatments along the periphery of the site and with this, the development would provide a defensible edge to this part of Coatbridge, with no loss of greenbelt land. This would be in keeping with the aims of this policy.
- 4.16 Policy HG 10 seeks to limit any development out with the designated residential area, to small development sites or those with particular justification under green belt policy. In this regard the proposals is considered to be contrary to policy.
- 4.17 Proposal CEM 1 relates to the development of a new cemetery. This proposal was implemented some time ago and there would be no conflict with the local plan.
- 4.18 On assessment of the proposals against the local plan, it is clear that any proposal for residential use of this industrial site would be contrary to the terms of policies ECON 2 and ECON 3 and HG 10 as explained above. Therefore, unless material considerations indicate otherwise, the proposal should be refused planning permission in accordance with Section 25.
- 4.19 The material consideration and determining issue to address are whether the industrial zoning is still appropriate for the site, and whether residential use is an acceptable alternative.

- 4.20 The current occupier of the site, Castle Cement only uses part of the site for cement distribution purposes and intends to relocate to a smaller more manageable site. As such the site would become vacant in time. The applicant has submitted a report on the viability of finding another general industrial user of a similar nature, however this report has concluded that demand is low. Reasons for this include: a failure to successfully market a similar site over the last 3 years; an existing adequate supply of better located industrial/business premises in the North Lanarkshire area; the current semi-derelict state of the site, which would render the site uneconomic for modern industrial/business space development; the steep sloped topography of the site would not lend itself to comprehensive industrial development. Moreover the report suggests that the continuing encouragement of using the site for heavy industry in close proximity to a large housing area is perhaps questionable. Access to the site is via Hollandhurst Road, which has poor access onto Gartsherrie Road and this aspect does not encourage alternative industrial uses. Notwithstanding these considerations it is noted that the developer has not attempted to market this particular site. However given the above constraints it is likely the site would be difficult to let for industrial purposes.
- 4.21 From an environmental point of view the site is not attractive, and significant investment would be required that is both sustainable and regenerative, particularly as the site is close to existing houses and a new cemetery. Moreover the site is clearly visible from Coltswood Road and offers a poor visual aspect to visitors and residents travelling to Coatbridge.
- 4.22 The residential proposals would clearly provide an improvement to the general amenity of the area and as noted above, this site would be improved in a comprehensive manner through ground re-grading works, site decontamination, improved visual amenity and improvements to drainage and general infrastructure. A bad neighbour industrial use would be removed from the area and appropriate screening landscaping works would provide buffer zones between the site and outlying industrial uses to the west.
- 4.23 Taking these factors together, with the probability that the site would remain in substandard condition in environmental terms, it would seem reasonable from a planning viewpoint that the site be considered for residential use. Therefore there are material circumstances that would warrant a departure in principle from the terms of the current industrial zoning.
- 4.24 On assessing the initial outline proposals, it is considered that a residential use, subject to conditions could be accommodated without adverse affects on traffic, environment and amenity and would not give rise to other significant planning concerns. Moreover, a residential development on a partially derelict brown field site is considered to be sustainable, which in turn could improve the environment and amenity of the site and surrounding area.
- 4.25 As for other material considerations, it is evident that the consultation responses are reasonably positive subject to the developer reaching agreement over drainage issues and some minor clarification of figures in the Transportation Assessment. The developer has agreed to enter into a Section 75 Agreement with the Council to ensure that roadwork's out-with the application site and required by the TA are implemented. There were no negative responses over the loss of the industrial land, and no public representations were received.
- 4.26 In conclusion it is considered that the site should not be exclusively retained for industrial purposes as zoned in the local plan and that a residential development would be considered as a suitable alternative use. As such it is recommended that planning permission in outline be granted subject to conditions and completion of a Section 75 Agreement.
- 4.20 Although the proposals represent a departure from the local plan, the departure is not considered to be significant enough to refer the application to the Scottish Ministers. There is no significant departure from the terms of the Structure Plan and the loss of this semi-derelict industrial site to housing would not have an impact on the current serviceable industrial land supply in the Airdrie and Coatbridge areas. There were no insoluble objections from statutory

consultees or neighbours. The proposals represent an overall improvement to amenity of the area and the proposals would not set any harmful precedents to the aims of the development plan.