

WEST DUNBARTONSHIRE COUNCIL

Report by Planning, Building Standards and Environmental Health Manager

Planning Committee: 19th April 2023

DC22/222/FUL: Formation of new public library and museum, external alterations including replacement shop windows, demolition of the rear existing extension, construction of a three storey new rear extension and construction of a separate single storey children's library at the end of Quay Pend

DC22/223/LBC: Formation of new public library and museum, external alterations including replacement shop windows and entrance door, demolition of the rear existing 20th century extension, construction of a three storey rear extension, removal of some sections of internal floors, new slappings and internal arrangement

At Glencairn House, 95 High Street, Dumbarton by West Dunbartonshire Council

1. REASON FOR REPORT

- 1.1** The planning application raises new or significant issues and under the terms of the approved Scheme of Delegation, it therefore requires to be determined by the Planning Committee. The application for listed building consent is linked to the planning application and additionally considers the internal works to the listed building and is therefore also being presented for consideration.

2. RECOMMENDATION

- 2.1 Grant** planning permission subject to the conditions set out in Section 9.
- 2.2 Grant** listed building consent subject to the conditions set out in Section 9.

3. DEVELOPMENT DETAILS

- 3.1** The applications relate to the Category B listed Glencairn House situated on the southern side of High Street, Dumbarton, together with a small grassed area at the end of Quay Pend opening onto Riverside Lane. Glencairn House sits in the heart of Dumbarton Town Centre and is the oldest building in Dumbarton. The site is also located within the Dumbarton Town Centre Conservation Area. The site is bounded to the north by High Street, the main shopping street in Dumbarton. To the south is Riverside Lane beyond which there is an area of car parking, the riverside walkway leading to Dumbarton Rock and the River Leven. To the east is the early 20th century Burtons building which is occupied at ground floor level by three shop units. To the west the Captain James Lang public house with associated beer garden wraps

around the rear extension of Glencairn House, separating it from Riverside Lane. Quay Pend is a pedestrian route connecting High Street to Riverside Lane. The grassed area currently houses an electrical substation and informal parking as well as a mature tree. Previously there were public toilets on this site.

- 3.2** The “Earl of Glencairn’s Greit House” was built in 1623. It was built as a three-storey town house for James Cunningham, the 7th Earl of Glencairn. Glencairn House was an important building within the High Street where the most desirable plots for houses and trades within the High Street would have been on the south side near the river, with direct access to water and had several owners throughout this time. By 1918 the building had become derelict and was sold to the Town Council in 1923. Glencairn House was refurbished in the 1920s and converted into the Dumbarton Gas Corporation’s showroom for domestic gas appliances. The letters DGC were inlaid into a mosaic tiled floor at the entrance and remain today. Today the building stands empty having been last occupied by the Dumbarton Credit Union. Extensive fabric repair works were carried out in 2017 to consolidate the fabric and prevent further deterioration to the building.
- 3.3** Full planning permission and listed building consent are sought for the refurbishment, alteration and extension of the existing building to house a new combined public lending library and museum. In addition, a standalone children’s library pavilion is proposed at the end of Quay Pend opening out onto a library garden centered on the existing tree which will become the garden’s ‘storytelling tree’. The new library and museum will be operated by the Council and is likely to be open 6 days a week and in the evenings. Full details of opening hours are not available at this stage.
- 3.4** The proposals involve the existing rear extension will be demolished and replaced with a new three storey extension. The extension will provide 455 square meters of new floor space. It will measure 17.6m at its highest point and approximately 9 meters at the widest point where it cantilevers over the Pend. The architecture of the new extension takes inspiration from the town of Dumbarton and its illustrious history of industry, manufacturing and innovation. In the eighteenth century the townscape was dominated on one side by the tall conical forms of the glasswork chimneys, and on the other side by the distinctive volcanic forms of Dumbarton Rock. Both of these structures, manmade and natural, symbolise important aspects of Dumbarton’s story. A visually striking feature of the new additions to Glencairn House is the proposed jade green cladding. It is proposed to clad the extension and children’s library in bespoke ceramic tiles, designed in collaboration with artist Helen Kellock. The design and colour palette has been drawn from Dumbarton itself as well as the museum collections which will be exhibited in the new Glencairn House.
- 3.5** At ground floor, the first space off High Street is a tall space with library shelving and comfortable seating in the front windows. This is designed to engage passersby and activate the street frontage. The existing single glazed front windows on the ground floor are to be replaced with new double glazed modern windows. Within the three existing large openings in the central spine wall, museum displays are proposed. Large, bespoke museum display cases are to be integrated into the openings creating a dramatic statement as you enter the building. The original stone walls would be exposed on two sides, showing the history of the space. Beyond this space, named Room 01 on the floor plans is a circulation space where a new

staircase and lift are to be added. Also at ground floor level, but moving into the new extension is the reception desk and toilets. A new glazed entrance in the extension would open out onto Quay Pend to encourage movement through the building, down the pend and onto the river walkway beyond. The existing Quay Pend route from the High Street to the riverfront is unaffected by the extension.

- 3.6** At first floor level within the existing building there is a mezzanine floor. The ceiling height in this area is low and as such has been allocated as a plant space which serves all three floors of the existing building. The location of the services (on the mezzanine and a separate room within the extension on the ground floor) allows the spaces to be served independently but also enables the number of openings on the rear wall of Glencairn House to be kept to a minimum. Other spaces within the existing building at first floor level are the stairway, lift and cleaners store. Within the extension area at first floor level is the second museum display. The extension turns and cantilevers out over the pend to provide a large window with a view over to Dumbarton Rock. This space would include digital access points as well as shelving and comfortable seating.
- 3.7** The existing second floor room within Glencairn House has a domestic quality which has led to its proposed use being a reading room. It is proposed to contain shelving and comfortable seating as well as digital access points and space for a photocopier/printer/scanner. On the third floor there is further reading rooms in the existing building and with the reading room in the new extension contains a large windows looking to Levensgrove Park and Dumbarton Rock. It will also have a tall conical ceiling crowned by a roof light. Also within the existing building on the third floor is a staff room and meeting room.
- 3.8** The Children's library is proposed to sit at the end of Quay Pend. The entrance is through a garden space with a large existing mature tree. The layout of the Children's library is simple in form with a total floor space of approximately 161m². A large single space with a tall conical roof sitting at approximately 7.4m in height, forms the core of the library with supporting space such as toilets and the desk area housed in the most northern part of the building under a flat roof. Three big picture windows framing views to the garden, the river and Dumbarton Rock also are proposed.

4. CONSULTATIONS

- 4.1** Scottish Environmental Protection Agency have no objections to the proposed development.
- 4.2** West Dunbartonshire Council Environmental Health Service have no objections subject to conditions relating to contaminated land, hours of work, dust control and piling.
- 4.3** West Dunbartonshire Council Roads Service have no objections in relation to both roads and flooding matters.
- 4.4** West of Scotland Archaeological Service (WoSAS) advise that a condition requiring a written scheme of investigation in relation to a programme of archaeological works

to be submitted and approved prior to any development on site should be attached to any planning permission granted.

- 4.5** Historic Environment Scotland have no objections and recommend changes to the design of the proposed replacement glazing for the ground floor arched windows and advise that the historic roll-mounded chimneypiece to the existing 1st floor should be retained.
- 4.6** West Dunbartonshire Council Citizen, Culture and Facilities Service support the proposal noting that it capitalises on the rich history and heritage of the area, providing access to objects which have never previously been displayed, promoting a sense of place for our residents and highlighting the area's fascinating past to new generations. The project has been subject to extensive consultation with communities and is a key element of the Levelling Up project which will regenerate Dumbarton town centre through the development of the Artizan Centre and completion of the Connecting Dumbarton project, enhancing active travel connections between the river, rock and railway.

5. REPRESENTATIONS

- 5.1** None received.

6. ASSESSMENT AGAINST THE DEVELOPMENT PLAN

National Planning Policy 4

- 6.1** National Planning Framework 4 (NPF4) was adopted by the Scottish Ministers on 13th of February 2023 and now forms part of the Development Plan.
- 6.2** Policy 1 relates to tackling the climate and nature crises and states that when considering all development proposals significant weight will be given to the global climate and nature crises. Policy 2 also relates to the climate in the form of climate mitigation and adaptation and states development proposals will be sited and designed to minimise lifecycle greenhouse gas emissions as far as possible and development proposals will be sited and designed to adapt to current and future risks from climate change. Policy 3 states that proposals for local development will include appropriate measures to conserve, restore and enhance biodiversity, in accordance with national and local guidance. The proposal re-uses an existing building and as such the embodied carbon of the building remains. Flood risk from climate has been assessed as part of the proposal. The flat roof section of the children's library is proposed to have a green roof, which will add biodiversity value, and there are also air source heat pumps proposed as part of the development which enables significant emissions savings over a conventional gas boiler heating system. Passive measures will be employed to achieve a continuous, well insulated and airtight envelope for each building. The development has been designed to maximise the availability of natural daylight with the addition of large new windows as well as rooflights which aids in reducing energy consumption from artificial lighting. An existing mature tree has been incorporated within the design of the proposal. As such the proposal has considered both climate change and biodiversity in accordance with the policies.

- 6.3** Policy 7 addresses proposals affecting historic assets and places. Development proposals with a potentially significant impact on historic assets or places will be accompanied by an assessment which is based on an understanding of the cultural significance of the historic asset and/or place. Development proposals for the reuse, alteration or extension of a listed building will only be supported where they will preserve its character, special architectural or historic interest and setting. Also, development proposals in or affecting conservation areas will only be supported where the character and appearance of the conservation area and its setting is preserved or enhanced. The listed building as well as the conservation area are at the core of the design for the new proposals. This is highlighted throughout the Design and Access statement which accompanied the submissions. The striking new additions demonstrate the cultural and historic significance of the building and the area, whilst safeguarding the future listed building with new uses and activity, all to enhance and benefit the Conservation Area and Dumbarton Town Centre. As such the proposal is in accordance with the policies.
- 6.4** Development proposals that will result in the sustainable reuse of brownfield land including vacant and derelict land and buildings, whether permanent or temporary, will be supported in accordance with Policy 9 of NPF4. Also in accordance with Policy 9 where land is known or suspected to be unstable or contaminated, development proposals will demonstrate that the land is, or can be made, safe and suitable for the proposed new use. Glencairn House is currently sitting empty. The land on which the proposed children's library is proposed was previously the site of a public toilet which has since been demolished. As such the site has both vacant buildings and brownfield land and the proposal will bring these spaces back into use as supported by the policy.
- 6.5** Policy 14 advises that development proposals will be supported where they are consistent with the six qualities of successful places. The development proposal is designed to improve the visual quality and activity of the area in that the design provides attractive new internal and external spaces. The design as well as the chosen external materials is particularly distinctive, creative and innovative as well as a nod to the historic past of Dumbarton. As such the proposal is in accordance with the policy.
- 6.6** Policy 15 states that development proposals will contribute to local living including, where relevant, 20 minute neighbourhoods. Access to lifelong learning opportunities is highlighted as part of the policy. The provision of a library and museum within an accessible town centre area provides an opportunity for lifelong learning and as such contributes to local living in accordance with the policy. The Council's 20 minute neighbourhood tool indicates there are approximately 1050 residences within a 10 minute walk (800 metres) of the Glencairn House site.
- 6.7** Flood risk and water management is covered in Policy 22. Development proposals at risk of flooding or in a flood risk area will only be supported under certain circumstances including redevelopment of an existing building or site for an equal or less vulnerable use. A flood risk assessment has been provided which demonstrates that whilst there is the potential for flooding this has been taken into consideration throughout the design. SEPA does not consider the proposed use to increase vulnerability to flooding. As such the proposal is considered to be in accordance with the policy. This is addressed further in Section 7.25 below.

- 6.8** Development proposals that are likely to raise unacceptable noise issues will not be supported in accordance with Policy 23. Whilst the immediate surrounding area comprises a busy town centre which is not predominantly residential, the construction phase of the development has the potential to cause noise issues. Subject to appropriate conditions the proposal complies with the policy.
- 6.9** Policy 27 relates to city, town, local and commercial centres. Development proposals that enhance and improve the vitality and viability of city, town and local centres, including proposals that increase the mix of uses, will be supported. The proposal provides a new museum and library which will encourage users into the town centre and provide a more mixed use town centre. The proposal is in accordance with a Town Centre First approach. The addition of a new facility will enhance the vitality and viability of Dumbarton town centre in accordance with the policy.
- 6.10** Policy 30 sets out criteria for the assessment of tourism related development. The proposed development is considered to accord with these. Policy 31 states that proposals involving a significant change to existing or creation of new public open spaces will make provision for public art. The proposal integrates an existing mature tree into the garden of the children's library to become a story-telling tree, and proposed new extension is considered to be a nod to the rich history of the area and the proposal is considered to accord with this policy.
- 6.11** Overall, it is considered that the proposal is supported by and presents no conflict with the policies set out within NPF4 and is assessed fully in Section 7 below.

West Dunbartonshire Adopted Local Plan 2010

- 6.12** Policy UR1 of the Local Plan (LP) promotes the re-use of land and buildings in the urban area that become vacant, derelict or underused in order to stimulate the process of urban renewal. Policy GD2 has a similar purpose in that it encourages the redevelopment of underused, vacant and/or derelict land and buildings for appropriate uses. As stated above, the development re-uses Glencairn House – a vacant listed building as well as a grassed area.
- 6.13** Policy GD1 requires all new development to be of a high quality of design and to respect the character and amenity of the area in which it is located. The new development is of high quality and particularly respects the character of the building, local history and wider area.
- 6.14** Policy BE1 seeks to ensure that no works adversely affect the appearance and character of the Conservation Areas and Policy BE2 ensures that in relation to any works affecting a listed building or its setting, its appearance, character and setting is not adversely affected. The building is currently lying empty, the proposal will protect this building and the Conservation Area by bringing it back into use. The alterations proposed arise from a high quality proposal which respects the listed building and its features.
- 6.15** The site is located within the Dumbarton Town Centre and as such Policy RET1 applies where new retail, commercial leisure, cultural and public service developments and other key town centre uses should adopt a sequential approach

to site selection. Policy RET5 also applies in the town centre. Policy RET5 seeks to improve the environment of the town centres. The proposal for a new museum and children's library within the town centre is both a cultural and public service and will encourage footfall in the town centre, all to the benefit of the vitality of Dumbarton town centre.

- 6.16** There is a large tree on the site and as such Policy E5 applies. Development proposals should take account of trees at the beginning of the design process. The proposed design not only takes account of the tree on site but centres the development on that part of the site around it. Policies F1 and F3 relate to flood prevention and standards of flood prevention. A flood risk assessment has been submitted as part of the development which demonstrates the risks involved and the potential for flooding has been taken into account with the design of the proposal.
- 6.17** The proposal complies with the policies of the adopted Local Plan and is assessed fully in Section 7 below.

7. ASSESSMENT AGAINST MATERIAL CONSIDERATIONS

West Dunbartonshire Local Development Plan (LDP2) Proposed Plan

- 7.1** On 15 March 2023, the Planning Committee took a decision that the Council would not adopt Local Development Plan 2. The Proposed Local Development Plan 2 (LDP2), incorporating the recommended modifications of the Examination Report received on 22 April 2020, which were accepted by the Planning Committee of 19 August 2020, remains the Council's most up to date spatial strategy and is therefore afforded significant weight in the assessment and determination of planning applications, subject to compatibility with NPF4. The Scottish Ministers' Direction relating to the adoption of LDP2, dated 18 December 2020, is also a material consideration.
- 7.2** Dumbarton Policy 1 supports a more diverse and vibrant Town Centre and encourages a range of uses within the Core Town Centre area where they accord with Policy SC2. Policy SC2 states that within the core Town Centre areas, the Council will support a range of different uses where they help to improve the vibrancy of the Town Centre. Although Class 10 uses (Assembly and Leisure, such as a library and museum) are not listed in Table 5 of the Plan, which identifies appropriate town centre uses, this does not mean it is an inappropriate use for the town centre, and is considered to meet all of the assessment criteria set out in Policy SC2. Policy E6 supports and encourages the development of new and existing tourist facilities where there would be no adverse effect on built and natural resources.
- 7.3** Policy BE2 relates to listed buildings and Policy BE3 relates to conservation areas. Development that would adversely affect the special interest, character or setting of a listed building will not be permitted and development that would harm the character or appearance of a conservation area. As stated the proposal is not considered to have an adverse impact upon the listed building or conservation area.
- 7.4** Development which would have a significant probability of being affected by flooding or would increase the probability of flooding elsewhere will not be supported in accordance with Policy ENV6. All new development must ensure that significant adverse noise impacts on surrounding properties and uses are avoided as stated in

Policy ENV8. Developers will be required to establish the nature of any contamination on any potential development site in accordance with Policy ENV9. Suitable conditions can be applied to ensure accordance with these policies.

- 7.5** Policy CP1 requires new development to take a design led approach to creating sustainable places which puts the needs of people first. The design of the development has evolved through a number of detailed discussions and meetings and this is discussed further below.
- 7.6** It is considered that the proposal presents no conflict the relevant policies of the proposed LDP2.

Historic Environment Scotland's Policy and Guidance

- 7.7** Historic Environment Policy for Scotland seeks to ensure that changes to specific assets and their context are managed in a way that protects the historic environment.
- 7.8** Historic Environment Scotland's Managing Change in the Historic Environment Guidance Note series provides advice and guidance to Planning Authorities determining applications which affect the historic environment. Guidance Note subjects relevant to this proposal include setting, accessibility, extensions, external walls, interiors, roofs, shopfronts and windows.
- 7.9** The guidance note on 'Setting' advises that setting can be important to the way in which historic structures or places are understood, appreciated and experienced, and provides guidance on factors to be considered in assessing the impact of a change on the setting of a historic asset or place. Overall, it is considered that the principle of the new build children's library will enhance the setting of the listed building and the full proposal will enhance the setting of the Dumbarton Conservation Area to the benefit of the wider area.
- 7.10** The guidance on 'Accessibility' sets out the principles that apply to developments for improving physical access to the historic environment. The guidance on 'Extensions' notes that most historic buildings can be extended sensitively. Extensions must protect the character and appearance of the building; be subordinate in form, be located on a secondary elevation and designed in a high quality manner using high quality materials. The guidance on 'External Walls' highlights the importance of their role in defining the character of a listed buildings and that maintenance and appropriate repair are the best means of safeguarding the historic character of a wall. In regard to internals and roofs the guidance notes also highlights their importance in defining a building's character and special interest. Shopfronts are highlighted as contributing to the architectural quality of a building and to the character of a place. In regard to windows, the guidance states that maintenance and appropriate repair is the preferred means of safeguarding the character of a historic window.
- 7.11** Whilst the guidance on windows states that maintenance and repair is the preferred means of safeguarding, Historic Environment Scotland has confirmed that the principle of replacing the shop windows is acceptable given the condition of the existing fabric. The re-use of the existing building as well as the extension and addition of a new building has no conflicts with the aims of the policy and guidance

of Historic Environment Scotland which seek to preserve and enhance the historic environment.

7.12 Draft Dumbarton Town Centre Conservation Area Appraisal

Dumbarton Town Centre Conservation Area was designated on 11 October 2019. The draft Conservation Area Appraisal notes that the architecture of Dumbarton town centre falls into a number of distinct eras which can be easily identified by the styles and materials employed. This creates interest and relieves potential monotony. The sole survivor from the (late) mediaeval period is Glencairn House, a landmark building due to its age. The appraisal also notes that originally the main street was linked to the riverside by a series of vennels one of these survives beneath Glencairn House. The proposal retains this landmark building, as well as the vennel of Quay Pend. The draft appraisal also notes that given the various periods of development evident in the Dumbarton Town Centre Conservation Area, there is a wide range of building materials used, not all of which fall under the category of “traditional”. The addition of a new, bold material will enhance the conservation area, adding to the large range of existing materials.

Principle of Development

- 7.13** The site is located within the defined Dumbarton Town Centre area. NPF4, the adopted Local Plan and the proposed LDP2 all promote developments within town centres which increase viability and vitality of the town centre. The location at the very heart of the town centre is therefore an appropriate location for a new cultural and educational building. The re-use of a vacant building and use of grassed area site within the town centre will only further the case that the proposal will add vitality to the town centre.
- 7.14** The proposal will support long term town centre regeneration plans for Dumbarton Town Centre. It will complement the proposals for the regeneration of the Artizan Centre by providing new town centre uses and a striking modern extension facing the river and linking Glencairn House to Dumbarton Rock. The new “Arc of attraction” tourist route, described in West Dunbartonshire Council’s “Dumbarton Visitor Gateway Strategy and Action Plan”, will link Dumbarton train station, through Glencairn House onto the developed riverside walkway, past the Maritime Museum terminating at Dumbarton Rock. The proposal recognises Glencairn House’s role within this town centre development plan with the proposed design responding to the broader town context.
- 7.15** The development will benefit the local community and also bring economic benefit to the area in terms of creating jobs for local people and providing health and wellbeing and cultural facilities. Local people will benefit from the proposal which will also attract visitors and tourists to the Town Centre. Bringing this building back into use will remove a dead frontage within the town centre and have a positive impact on the appearance of the High Street, whilst safeguarding the long term future of the oldest building in Dumbarton. The new uses will also have a positive benefit to the vitality of the town centre by bringing people into the area and increasing pedestrian activity including into the evening. Whilst in the area, visitors to the library/museum may also visit other shops and services within the town centre. The provision of a library and museum within this accessible town centre location would also provide an opportunity for lifelong learning and as such contributes to local living.

Design and Appearance

- 7.16** The concept for the extension to Glencairn House takes inspiration from the town of Dumbarton and its illustrious history of industry and manufacturing. The architect for the project looked to the past for inspiration and uses the architecture of the proposal as a form of heritage interpretation to tell part of the historic story of Dumbarton. Visual and physical connection to Dumbarton Rock underpin the planning of the proposed extension and children's library pavilion, with the form of each building shaped to open up towards the Rock, linking these two structure together.
- 7.17** The main visual changes to the external appearance of Glencairn House are the demolition of the existing 1930s extension and its replacement with a three storey extension of contemporary design as well as the new complementary children's library building at the end of Quay Pend. Whilst the new extension is three storey in height, the window configuration over the floors give the impression of two levels. Large elongated windows feature in order to give views over the river and to Dumbarton Rock. The extension is cantilevered over Quay Pend, further extending the enclosed section under the building. The children's library itself has a large conical roof inspired by tall conical form of the glasswork chimneys as well as the Skellet Bell, a key object in the museum collection to be displayed with a conical form and faceted sides.
- 7.18** The proposed cladding for the extension and children's library is a bespoke ceramic tile. The Project Team has been working with artist Helen Kellock to develop a unique colour and texture for the tiles. In designing the ceramic surface, it was important to achieve an effect that is both visually striking as well as in keeping with the town of Dumbarton. The artist spent time in Dumbarton researching the town and museum collection in order to develop a colour palette and range of textures that would inform the ceramic design as well as complement the existing stonework. A cohesive colour palette of aqua, turquoise and lime green emerged from the River Leven, Dumbarton Rock and the museum collection. Each ceramic tile that is to clad the extension and children's library is to be hand crafted and have its own unique fluid texture. The tile is considered to be uniquely of Dumbarton and will result in a high quality and unique development.
- 7.19** The redevelopment of Glencairn House, will add a modern contemporary feel to the listed building and the Dumbarton Town Centre Conservation Area with its distinctive and exemplary design.

Impact on the Listed Building

- 7.20** As noted, Glencairn House is category B listed. The listing covers the whole building including the interior and exterior. The main comments of Historic Environment Scotland (HES) center on the chimney piece and arched windows. Historic Environment Scotland believe that the existing glazing pattern harmonises with the 1920s alterations and should be retained. Revisions were made by the agent with the chimney retained and notes that final window design details are to be submitted at a later stage. It is considered that an appropriate condition requiring the final design of the windows will ensure that the design is appropriate as the principle of replacing the windows is acceptable.
- 7.21** In terms of internal alterations to Glencairn House, excluding the demolition of the more modern extension to the rear, much of the internal floor space remains the

same. A new staircase is to be created however none of the internal walls have been removed to do so. As part of the design, two plant rooms have been created. One in the extension and one in Glencairn House itself. This has ensured that the new openings made to the rear wall of Glencairn house have been kept to a minimum in accordance with the guidance given by HES at pre-application stage.

- 7.22** Aside from the comments relating to the chimney piece and the windows which have been addressed, no objections have been raised by Historic Environment Scotland who welcome the refurbishment of the building. Whilst there are bold, new additions to the listed building, the principle elevation of Glencairn House which fronts onto High Street remains largely unaltered from its existing visual appearance with new uses within to energise it.

Natural Environment

- 7.23** The children's library pavilion would sit at the end of Quay Pend. The entrance is through a garden space with a large existing mature tree (referenced as the story telling tree). The flat roof section of the library would have a wildflower roof providing habitat to encourage biodiversity. The wildflowers selected would be native Scottish plants and in time will be seen from the garden peaking over the parapet. Whilst some grass will be lost due to the construction of the library the addition of the wildflower roof is considered to be an improvement in biodiversity due to the increase in provision of habitat. The retention of the mature tree, and its integral role within the design is welcomed.

Accessibility and Parking

- 7.24** The town centre location means the site is highly accessible with good connections to the surrounding area including footpath network and nearby bus stops and the train station. The site is approximately 0.5 miles or a 10 minute walk from Dumbarton train station, and connectivity between the locations is scheduled to be improved through the Connecting Dumbarton project. From Dumbarton train station there are regular trains to other stations in West Dunbartonshire and to Glasgow, Edinburgh and Helensburgh. National cycling route 7 runs through Dumbarton town centre, within 100 metres of Glencairn House. Route 7 connects Sunderland to Inverness, but more locally connects Glasgow to Loch Lomond and is a busy cycle route. There are a number of local bus routes that run along the High Street with a bus stop just outside Glencairn House. There is sufficient car parking in the vicinity, and due to the town centre location, proximity to access routes and existing town centre parking provision, it is considered that no additional or dedicated parking is justified. The Council's Roads Service is supportive of this position.

Flooding

- 7.25** The River Leven flows to the south of the site and, as noted in the applicant's Flood Risk Assessment submitted in support of the development, it is tidally influenced at this location. It is identified on the SEPA flood maps that site is fully within the river/coastal flood extent of the River. Accordingly, it is acknowledged that the application site is at risk of flooding. SEPA advise that having considered the application submission the proposal is for the re-development of an established site which does not result in a significant increase in building footprint. Accordingly, SEPA consider that the proposal should not have a significant, detrimental effect on floodplain storage or conveyance. In further considering the proposal, SEPA note that site access and egress may not be available during certain flooding events.

However, as this is the redevelopment of an existing site which is classed as a 'least vulnerable use' with no overnight accommodation, SEPA do not consider this to be grounds for objection. Accordingly, having fully considered the proposal, SEPA offer no objection on flood risk grounds. The application proposal has also been considered by the Council's Roads Service in its capacity as local flooding authority and it also offers no objections to the proposal. The submitted Flood Risk Assessment goes on to identify various flood resilience measures that will be incorporated into the development, designed to minimise and mitigate the effects of a flood event. Procedures will also be put in place to ensure the safe vacation of the building should a flooding event occur. Despite the location of the site within the floodplain, no objections have been received from consultees and there are no considerations which would render the proposal unacceptable on flooding grounds.

Residential amenity

- 7.26** Whilst the immediate surrounding area is a busy town centre which is not predominantly residential, it is recognised that residential properties do exist within the town centre. Whilst residents choosing to reside within the town centre may benefit from the proximity of local shops, services and transport links, the same degree of residential amenity as would be experienced within a primarily residential area cannot be expected. The library and museum is likely to be opened 6 days a week with one later (8pm) evening a week. The redevelopment of this building may bring additional activity, however this is in the context of a busy town centre location and it is considered that any impact on residential amenity within the town centre would be minimal. The construction phase of the development has the potential to cause noise issues, however this will be short term in nature. Subject to appropriate conditions the proposal complies with the policy.

Technical Issues

- 7.27** As part of the consultations for this application Environmental Health recommended conditions relating to contaminated land, hours of work during construction, dust control and piling. The addition of these conditions will ensure that the proposal is in accordance with the relevant policies.
- 7.28** The West of Scotland Archeology Service comments relate to the elements of the proposal that would require ground disturbance as they would have the potential to encounter and remove sub-surface features, deposits and artefacts associated with the early development of the town. In order to address this a condition has been attached.

Pre-application consultation

- 7.29** An elected members briefing was held on 28th June 2022. The briefing gave Members opportunity to highlight any issues which they considered any future planning application or listed building application ought to address. Members were generally supportive of the proposal and it's aesthetic. Some members noted that the proposed ceramic tile was perhaps too bold, however this has been fully justified as part of the application.
- 7.30** The Citizen, Culture and Facilities Service of the Council undertook numerous consultations as the proposals for the Glencairn House library/museum were developed. Consultation methods included an online survey, staffed drop-in sessions and a fixed display in the existing Dumbarton Library. A report setting out

the findings of the most intensive period of consultation was considered by the IRED Committee on 21 August 2019. Consultation continued after this period as detailed drawings for the proposal were developed.

8. CONCLUSION

- 8.1** The proposed development is a welcome and an important addition to the oldest building in Dumbarton Town Centre. The use as a museum and library will bring vitality to the town centre and provide positive new uses for the currently disused listed building, securing its long term future. The striking new additions of the rear extension and children's library designs and material finishes are heavily influenced by the rich history of the building and the town of Dumbarton itself and add an additional layer to the story of the use of this building and is a contemporary addition to Dumbarton Conservation Area. The proposal is considered acceptable with reference NPF4, the adopted West Dunbartonshire Local Plan and the proposed West Dunbartonshire Local Development Plan 2.

9. CONDITIONS

Planning application DC22/222/FUL

1. The bespoke, artist designed, turquoise/green glaze ceramic tile detailed as part of this application and submitted to the Planning Authority shall be used for the cladding of the extension and children's library as detailed on the approved drawings. Samples of all other new external materials to be used on site shall be submitted to and approved in writing by the Planning Authority prior to the commencement of works on site. Works shall then proceed as approved.
2. No development shall take place within the development site as outlined in red on the approved Proposed Site Plan GLC-PPA-XX-R1-DR-A-1001 until the developer has secured the implementation of a programme of archaeological works in accordance with a written scheme of investigation which has been submitted by the applicant, and approved by the Planning Authority in consultation with the West of Scotland Archaeology Service. Thereafter the developer shall ensure that the programme of archaeological works is fully implemented and that all recording and recover of archaeological resources within the development site is undertake in agreement with the West of Scotland Archaeology Service.
3. No development (other than investigative works) shall commence on site until such time as a detailed remediation scheme for the site has been submitted to and approved in writing by the Planning Authority. The scheme shall be prepared by a suitably qualified person and shall detail the measures necessary to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property, and the natural and historical environment. The scheme shall include details of all works to be undertaken, the remediation objectives and criteria, a timetable of works and/or details of the phasing of works relative to the rest of the development, and site management procedures. The scheme shall ensure that upon completion of the remediation works the site will not qualify as contaminated land under Environmental Protection Act 1990 Part IIA in relation to the intended use of the land after remediation.

4. The approved remediation scheme shall be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Planning Authority. The Planning Authority shall be notified in writing of the intended commencement of remediation works not less than 14 days before these works commence on site.

Upon completion of the remediation works and prior to the site being occupied, a verification report which demonstrates the effectiveness of the completed remediation works shall be submitted to and approved in writing by the Local Planning Authority.

5. The presence of any previously unexpected contamination that becomes evident during the development of the site shall be reported to the Planning Authority in writing within one week, and work on the site shall cease. At this stage, if requested by the Planning Authority, an appropriate investigation and risk assessment shall be undertaken and a remediation scheme shall be submitted to and approved by the Planning Authority prior to the recommencement of site works. The approved details shall be implemented as approved.
6. If there is a requirement to either re-use site won material or to import material then the assessment criteria and sampling frequency that would adequately demonstrate its suitability for use shall be submitted to and approved by the Planning Authority prior to any material being re-used or imported. In addition to this and in accordance with BS3882:2015 and BS8601:2013, material to be used in the top 300mm shall also be free from metals, plastic, wood, glass, tarmac, paper and odours.

On completion of the works and at a time and or phasing agreed by the Planning Authority, the developer shall submit a validation report containing details of the source of the material and associated test results to demonstrate its suitability for use.

7. Unless otherwise approved in writing by this Authority, no development shall commence on site until such time as a scheme for the control and mitigation of dust has been submitted to and approved in writing by this Authority. The scheme shall identify likely sources of dust arising from the development or its construction, and shall identify measures to prevent or limit the occurrence and impact of such dust. The approved scheme shall thereafter be implemented fully prior to any of the identified dust generating activities commencing on site and shall be maintained thereafter, unless otherwise approved by this Authority.
8. No piling works shall be carried out until a method statement has been submitted to and approved in writing by the Planning Authority. This statement shall include an assessment of the impact of the piling on surrounding properties, taking into account the guidance contained in BS 6472: 1984 'Evaluation of Human Response to Vibration in Buildings'. It shall detail any procedures which are proposed to minimise the impact of noise and vibration on the occupants of surrounding properties. This statement shall be prepared by a suitably qualified person, and the piling works shall thereafter be carried out in accordance with the approved method statement.

9. During the period of construction, all works and ancillary operations which are audible at the site boundary (or at such other place(s) as may first be agreed in writing with the Planning Authority), shall be carried out between the following hours unless otherwise approved in writing by the Planning Authority:

Mondays to Fridays: 0800-1800
Saturdays: 0800-1300
Sundays and public holidays: No working

10. Notwithstanding the approved plans, prior to the replacement of the front shop windows being fitted, a final design which retains the existing glazing pattern shall be submitted to, and approved in writing by the Planning Authority in consultation with Historic Environment Scotland and implemented prior to the building being brought into use.

Listed building consent DC22/223/LBC

1. The bespoke, artist designed, turquoise/green glaze ceramic tile detailed as part of this application and submitted to the Planning Authority shall be used for the cladding of the extension as detailed on the approved drawings. Samples of all other new external materials to be used on site shall be submitted to and approved in writing by the Planning Authority prior to the commencement of works on site. Works shall then proceed as approved.
2. Notwithstanding the approved plans, prior to the replacement of the front shop windows being fitted, a final design which retains the existing glazing pattern shall be submitted to, and approved in writing by the Planning Authority in consultation with Historic Environment Scotland and implemented prior to the building being brought into use.

Pamela Clifford
Planning, Building Standards and Environmental Health Manager
Date: 19th April 2023

Person to Contact: Pamela Clifford, Planning & Building Standards Manager
Email: Pamela.Clifford@west-dunbarton.gov.uk

Appendix: Location Plan

Background Papers:

1. Application forms and plans
2. National Planning Framework 4
3. West Dunbartonshire Local Plan 2010

4. Proposed West Dunbartonshire Local Development Plan 2 2020, as amended
5. Historic Environment Scotland's Historic Environment Policy for Scotland
6. Draft Dumbarton Town Centre Conservation Area Appraisal
7. Historic Environment Scotland's Managing Change in the Historic Environment Guidance Note Series
8. Consultation responses

Wards affected: Ward 3 – Dumbarton