

WEST DUNBARTONSHIRE COUNCIL

**Report by Acting Director of Housing, Regeneration and
Environmental Services (Housing & Regeneration Services)**

Planning Committee: 7 March 2007

PLANNING APPLICATION REPORT

APPLICATION NUMBER: DC04-422

PROPOSAL: Erection of residential and office development with associated access roads and parking, and formation of community park (outline)

SITE: Hospital Gate
Golden Jubilee National Hospital
Clydebank

APPLICANT: Clydebank Re-Built

AGENT: Austin-Smith Lord
202 Bath Street
Glasgow
G2 4HW

WARD: 2

DATE REGISTERED: 26/04/05

PUBLICITY:

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Neighbour Notification Development Contrary to the Development Plan	06/01/05	20/01/05	Clydebank Post
	07/04/05	28/04/05	Clydebank Post

REPORT

A. SITE DESCRIPTION

The application site is the Golden Jubilee National Hospital, including the existing car parking areas, the Community Park on Beardmore Way and vacant land between the River Clyde and Cable Depot Road. The site is approximately 18.84 hectares and is generally flat. A redundant railway line runs along the north of the site with the River Clyde forming its southern boundary. The site has a varying depth from river front to former railway ranging from 330 metres at the west end to 160 metres at the east. Access to the site is currently taken from Beardmore Street to the west and from Agamemnon Street to the east under the former railway line. A community park is located along the west side of the site adjacent to Clydebank Industrial Estate.

B. DEVELOPMENT DETAILS

Outline planning permission is sought for mixed uses incorporating residential development with car parking; office use with related car parking; increased car parking for the hospital and landscaping; an upgrading of the existing public park at Beardmore Way. A new roundabout is also proposed to the south of Agamemnon Street with a riverside walkway along the River Clyde. The application had originally included extensions on the east and west sides of the hospital building and a viewing platform in the River Clyde however these have been deleted from the proposal.

The application was accompanied with a supporting masterplan and indicative layout. The masterplan indicates that the development would benefit the local community, complement the hospital and realise potential economic and employment opportunities; recognises the significant assets that the site enjoys; improves public access to the waterfront and hospital; and increases the quality and structure of the urban environment, public realm and built form.

The residential development would be adjacent to the east side of the hospital building and 286 units are proposed with 514 parking spaces. The offices would be located at the east of the site incorporating floorspace of 11,115 sq. metres with 206 parking spaces. The car parking area at the front of the hospital would be extended to form a total of 713 spaces and a new parking area on its east side would create 34 spaces. An area of public space is shown between the residential and office units.

Vehicular accesses into the site from the east will involve the re-alignment of Cable Depot Road to the proposed new roundabout which will also meet with the southern end of Agamemnon Street. The western access will remain off Beardmore Street.

Details of the design, height and external appearance of the buildings would be submitted at the reserved matters stage.

C. CONSULTATIONS

Scottish Environment Protection Agency	No objections subject to conditions to ensure safe access and egress to the site during a flood event and buildings must be set back a minimum of 10 metres from the high water mark in order to protect them from flooding. A Sustainable Urban Drainage System is required within the drainage design
Scottish Power and Clydeport	No objections.
Scottish Natural Heritage	Recommends appropriate conditions be attached to ensure that the natural heritage interests in the surrounding area are protected.
Scottish Water	Objects on the grounds that the impact of the development could prejudice Scottish Water's ability to supply potable water. The developer is required to agree with Scottish Water to connect to their water and sewerage infrastructure.
British Airports Authority	Recommend that conditions should be attached to safeguard the safe operation of Glasgow Airport in terms of nesting and roosting birds.
West Dunbartonshire Roads Service	No objections subject to a Transport Impact Assessment and Green Travel Plan being submitted at the reserved matters stage.

D. REPRESENTATIONS

None.

E. ASSESSMENT AGAINST THE DEVELOPMENT PLAN

Clydebank Local Plan

The site is identified in the Clydebank Local Plan as being within the Riverside Regeneration Area and Policies UR1, UR2 and RD1 promote the reuse of vacant and underused land to stimulate the process of urban renewal and thereby enhance the area as a place to live, work and visit. The principle of the development accords with the general redevelopment/regeneration criteria contained within Policies UR1 and UR2.

Policy LE1 identifies the east part of the site as being suitable for business/industrial use. The proposed office development and roundabout would accord with Policy LE1 as this part of the site is identified as an existing business/industrial site.

The proposed community park covers an area identified as existing open space and part of the grounds of the hospital. Although the hospital and its grounds are identified as an existing community facility, the extension of the park would be considered acceptable. The hospital grounds adjacent to the west boundary with Clydebank Industrial Estate are not intensively developed and the proposal offers an opportunity to create high quality landscaping which would act as a visual buffer to the industrial estate.

The application site is not specifically identified for residential development in the Local Plan. The hospital and its grounds are identified as an existing community facility that the Council will seek to protect. The area on which the residential development is identified lies between the hospital building itself and business/industrial land. This is an area that forms part of the grounds at the rear of the hospital and is generally underused. The hospital is the dominant building at this location and appropriately scaled residential development would bridge the gap between the hospital and the proposed office buildings. Policy PS1 of the local plan indicates that in assessing changes of use regard should be given to the character and amenity of the surrounding area and whether the loss of the facility would have a significant adverse impact on the community. The proposal does not involve a change of use of the hospital itself but development within its grounds. The hospital would remain in situ. There is existing residential development to the north of the site beyond the former railway line as well as a recent planning permission for residential development adjacent to Benbow Road. The hospital complex also contains a hotel and it is considered that residential development would be compatible with the site and the surrounding area and an exception to policy can be justified in this instance.

F. ASSESSMENT AGAINST OTHER MATERIAL CONSIDERATIONS

The principal material considerations are natural heritage issues, flood risk, the West Dunbartonshire Local Plan (Consultative Draft) and consultation replies.

Natural Heritage

The majority of the application site lies adjacent to the Inner Clyde Special Protection Area (SPA), Ramsar Site and Site of Special Scientific Interest (SSSI). A small section of the site lies within this designated area which is designated variously for its populations of waterfowl and waders and for coastal and intertidal habitats. On the opposite bank of the River Clyde is Newshot Island, which is part of the SPA. This is of international importance and used by overwintering redshank for feeding and roosting. The River Clyde is an important wildlife corridor in which European Protected Species (otters and bats) are also known to forage.

The development has the potential to adversely affect these natural heritage interests during both the construction and occupation of the site. This has resulted in an Appropriate Assessment being required under the terms of the European Union "Habitats Directive".

The applicant has produced a report on the potential impact of the development on the natural heritage interests, particularly the overwintering redshank, as well as proposing mitigation measures. The report considers the likely effect of the noise generated during construction on the natural heritage interests in the surrounding area. This report has been scrutinised in conjunction with Scottish Natural Heritage and their original objection to the proposal can be considered to be withdrawn if the following matters are addressed through planning conditions, which need only apply between September and April inclusive.

These matters relate to noisy construction activities not being carried out at high tides at spring; the construction site being screened along the River Clyde; static plant and machinery being sited to the north of the site and being silenced with appropriate measures; plant and machinery being properly maintained; night working being avoided; pollution control must be implemented.

Flood Risk

Given the proposal site's proximity to the River Clyde a Flood Risk Assessment has been submitted as part of the application. Scottish Environment Protection Agency requested details of options for safe egress and access to and from the site during a design flood and recommends that buildings must be set back a minimum of 10 metres from the high water mark. This could be addressed at the reserved matters stage.

Consultation Responses

The consultation process has not raised any negative responses. Many of the comments of the consultees have been addressed by attaching conditions to the grant of planning permission.

West Dunbartonshire Local Plan (Consultative Draft)

In the West Dunbartonshire Local Plan (Consultative Draft) the site is similarly identified as being within the Riverside Regeneration Area and the site specific policies are the same as above with the exception of part of the east side of the site that is identified specifically as an industrial and business opportunity site.

G. CONCLUSION

There is broad general support for the redevelopment for this area. Its development has the potential to have a significant impact upon the attractiveness of the area for investment and economic development, and to improve the character and amenity of this part of the town. The proposal to redevelop this site for mixed uses would accord with the above policies and would assist in the regeneration of Clydebank.

The development represents a major redevelopment opportunity for a large vacant area of Clydebank Riverside. The business development, community park and expansion of the hospital parking accords with the development plan. Although not specifically identified in the Development Plan, it is considered that the proposed residential development would be an appropriate development at this location and would not have an adverse impact on the provision of the hospital services.

Although the applicant has provided an indicative layout, details of the site, design and materials of the office and residential development will be provided at the detailed stage.

H. RECOMMENDATION

It is recommended the application be approved subject to the notification to Scottish Ministers under the Town and Country Planning (Notification of Applications) (Scotland) Direction 1997 and subject to the conditions listed below. Notification is required as the housing element is contrary to the Local Plan and the Council has an interest through its relationship with Clydebank Rebuilt.

I. CONDITIONS

- 1. Approval of the following reserved matters shall be obtained from the Director of Housing, Regeneration and Environmental Services within 3 years of the date of this permission and the development shall be commenced within 5 years of the date of this permission or within 2 years from the date of final approval of all foregoing reserved matters.**

- (a) the layout of the site
 - (b) size, height, design materials and external appearance of the proposed residential development and buildings.
 - (c) the means of drainage and sewage disposal.
 - (d) details of access arrangements.
 - (e) the landscaping of the site and associated maintenance arrangements.
 - (f) finished site levels/floor levels and cross sections.
 - (g) the provision for car parking.
 - (h) the provision for open space and associated maintenance arrangements.
 - (i) walls and fences.
 - (j) phasing of the development.
 - (k) a Green Travel Plan and Transport Statement.
2. At the same time as the submission of the reserved matters details of the proposed landscaping throughout the site shall be submitted to and approved by the Director of Housing, Regeneration and Environmental Services. The scheme shall indicate the siting, numbers, species and heights (at the time of planting) of all trees, shrubs and hedges to be planted and the extent of any earthmounding, and ensure that:
- (a) completion of the scheme during the planting season immediately following the completion of the development, or such other dates as may be agreed in writing with the Director of Housing, Regeneration and Environmental Services.
 - (b) the maintenance of the landscaped areas for a period of five years or until established, whichever is the longer. Any trees or shrubs removed, or which in the opinion of the Director of Housing, Regeneration and Environmental Services, are dying, being severely damaged or becoming seriously diseased within three years of planting, shall be replaced by trees or shrubs of similar size and species to those originally required to be planted.
 - (c) the landscaping scheme shall comply with Civil Aviation Authority Advice Note "Potential Bird Hazards From Amenity Landscaping and Building Design".
 - (d) the proposed planting shall not exceed 50metres Above Ordance Datum.
3. At the same time as the submission of the reserved matters, details shall be submitted for a Sustainable Urban Drainage System (SUDS) for the approval of the Director of Housing, Regeneration and Environmental Services. The SUDS shall be designed in accordance with the CIRIA C521 Design Manual for Scotland and Northern Ireland.
4. At the same time as the submission of the reserved matters a detailed remediation strategy specifying all action to be taken to remove or treat contamination of the site, shall be submitted for the written approval of the Director of Housing, Regeneration and Environmental Services. No work, other than investigative work, shall commence until such time as the remediation strategy has been approved and implemented to the

satisfaction of the Director of Housing, Regeneration and Environmental Services.

- 5. At the same time as the submission of the reserved matters details shall be submitted for the approval of the Director of Housing, Regeneration and Environmental Services of steps to be taken to safeguard the River Clyde from contamination by pollutants during the construction phase of the development. Such safeguards as approved shall be put in place prior to any works commencing on site. These details shall include the proposed methods of groundwater control as well as details of the quantity of sediment that will be generated during construction and the effects of discharging the sediment into the River Clyde, and no work shall commence on site until these details (or such other details as may be acceptable) are approved.**
- 6. At the same time as the submission of reserved matters full details shall be submitted of any works proposed to be undertaken on the quay walls and river edge treatment. All such proposals shall be supported by a method statement for undertaking the works. No work shall commence on site until these details are approved by the Director of Housing, Regeneration and Environmental Services.**
- 7. No construction works audible at the site boundary, or such other such places as may be agreed in writing with the Director of Housing, Regeneration and Environmental Services, shall be carried out outwith the hours of 0800 to 1800 Monday to Saturday, and not at all on Sundays or public holidays.**
- 8. Details to be submitted under Condition 1 as part of the Reserved Matters of options for safe access and egress for the site during a design flood event.**
- 9. At the same time as the submission of the reserved matters, specific details of the riverside promenade shall be submitted for the approval of the Director of Housing, Regeneration and Environmental Services. These details shall include details of surfacing material, boundary treatments/barrier to the River Clyde, landscaping and street lighting.**
- 10. Notwithstanding the submitted details site preparation and construction works shall not occur concurrently in Zones 1 and 2 as identified on URS Noise Contour Map, figures 4A and 4B between September and April inclusive unless a further assessment of the combined working effects of Zones 1 and 2 on the adjacent Inner Clyde SPA is submitted and approved by the Director of Housing, Regeneration and Environmental Services. Any actions arising from this further assessment shall be implemented as approved.**
- 11. During high tides at Springs (between September and April inclusive) there shall be no works that exceed the existing ambient noise levels within the site. Prior to any works commencing details of the existing**

noise levels shall be submitted for approval. During these periods works may be carried out by hand-held, non-mechanised tools and equipment, unless otherwise agreed in writing by the Director of Housing, Regeneration and Environmental Services.

12. Prior to the commencement of any works on site a programme of works for throughout the site (that does not allow for working during high tides at Springs and between sunrise and sunset between September and April inclusive) shall be submitted for the further written approval of the Director of Housing, Regeneration and Environmental Services in consultation with Scottish Natural Heritage. The approved programme of works shall be adhered to all times between September and April inclusive
13. At the same time as the submission of reserved matters details of an acoustic screen facing onto the River Clyde shall be submitted for the written approval of the Director of Housing, Regeneration and Environmental Services. The approved screen shall be erected prior to any works commencing on site. The details of this screening shall accord with the maximum measures described in BS5228 (1999: Part 1) and thereafter the agreed screening shall be retained in position during any works on site.
14. Static plant and machinery shall be sited to the north of the site, unless otherwise agreed in writing by the Director of Housing, Regeneration and Environmental Services. Details of the location of the static plant and machinery shall be submitted to the Director of Housing, Regeneration and Environmental Services for his written approval prior to any works commencing on site.
15. Plant and machinery shall be enclosed and/or silenced in accordance with the maximum measures described in BS5228 (1999: Part 1) unless otherwise agreed in writing with the Director of Housing, Regeneration and Environmental Services.
16. Prior to any works commencing on site details of pollution measures (which are in compliance with SEPA Pollution Prevention Guidelines) shall be submitted for the further written approval of the Director of Housing, Regeneration and Environmental Services and thereafter shall be implemented at all times as approved.
17. The applicant is advised that should revisions to the requirements of conditions 10, 11, 12, 13, 14, 15 & 16 be sought, those relevant sections of the "Appropriate Assessment" shall be revised and submitted for the further written approval of the Director of Housing, Regeneration and Environmental Services. Any actions arising from this revised "Appropriate Assessment" report shall be implemented as approved.

- Note 1:** A Design Statement in accordance with the advice issued in Planning Advice Note No. 62 shall be submitted for the approval of Director of Housing, Regeneration and Environmental Services.
- Note 2:** No cranes or any other structure of any kind shall be erected to a height exceeding 50metres Above Ordnance Datum at any time during the development of the site.
- Note 3:** For the avoidance of doubt any buildings to be erected on site shall be set back a minimum of 10 metres from the high water mark of the adjacent River Clyde.

Irving Hodgson
Acting Director of Housing, Regeneration and Environmental Services
(Housing & Regeneration Services)
22 February 2007

Person to Contact: Pamela Clifford, Section Head, Development Management, Housing, Regeneration & Environmental Services, Council Offices, Clydebank G81 1TG.
01389 738656
email: Pamela.Clifford@west-dunbarton.gov.uk

Appendix: None

Background Papers:

1. Copy of planning application received – 23/2/04
2. Consultation response from Environmental Health Section 17/1/05 and 22/8/05.
3. Consultation response from British Airports Authority 19/1/05.
4. Consultation response from Scottish Power 26/1/05, 12/05/05, 17/05/05, 3/5/05 and 29/4/05.
5. Consultation response form Scottish Environment Protection Agency 28/1/05, 11/8/05 and 26/5/05.
6. Consultation response from Scottish Natural Heritage 14/2/05, 4/10/05, 22/11/06 and 8/8/06.
7. Consultation response from Clydeport 25/2/05.
8. Consultation response from Roads Services 30/3/05, 6/7/05 and 22/2/06.
9. Consultation response from Scottish Water 7/4/05 and 13/4/05.
10. Flood Risk Assessment prepared by Dr. John Riddell May 2005.
11. Letter from Clydebelt 28/5/05.
12. Report on Potential Noise Impacts on Redshank 1/9/05.
13. Appropriate Assessments – URS 24/05/06, 28/6/06, 19/8/06 and 31/10/06.

Wards affected: 2