

WEST DUNBARTONSHIRE COUNCIL

Report by the Executive Director of Infrastructure and Regeneration

Planning Committee: 18 December 2013

DC13/234 **Demolition of hotel and erection of flats (28 units) and associated car parking (amendment to DC13/120) at Radnor Park Hotel, 409 Kilbowie Road, Clydebank by R & L Properties No1 Ltd.**

1. REASON FOR REPORT

- 1.1** The application is subject to an objection from a Community Council. Under the terms of the approved Scheme of Delegation it therefore requires to be determined by the Planning Committee.

2. RECOMMENDATION

- 2.1** That the Committee indicate that it is **Minded to Grant** and delegate authority to issue the decision to the Planning and Building Standards Manager subject to completion of a Section 69 legal agreement and to the conditions set out in Section 9 below.

3. DEVELOPMENT DETAILS

- 3.1** The application relates to the Radnor Park Hotel on the west side of Kilbowie Road. The site is roughly rectangular in shape and extends to 0.3ha. Along the northern boundary is an embankment with a line of mature trees beyond which are a grassed area of open space and a grassed mound containing a water reservoir structure. To the west of the site is a two-storey sheltered housing complex which is accessed via Young Street. To the south, on the opposite side of Young Street, is a single storey health centre building at a lower level, whilst on the opposite side of Kilbowie Road there is two storey housing. There is a gradient across the site running down from north to south.
- 3.2** The existing 1960s hotel building sits centrally within the site and is angled to face south-east towards the corner of Kilbowie Road and Young Street. It is made up of a series of flat-roofed red brick elements of different heights, the highest of which is four storeys, and due to the gradient through the site the building has entrances at different levels. There are currently two vehicular entrances into the site at either end of its frontage onto Kilbowie Road.
- 3.3** Planning permission is sought for the demolition of the hotel and the erection of 28 two-bed flats. The building would consist of a single large block which would be predominantly three storeys in height but with a four-storey centre section at the point where the block steps down the hillside. The building would be positioned close to the frontage of Kilbowie Road and Young Street. The elevations would comprise a mix of red sandstone, pink render and dark

brown facing brick. The positioning and design of the building is intended as a modern interpretation of the traditional tenement style, but with some modern features such as a fully glazed stairwell section on the roof adjacent to Young Street. The roof would be a mixture of hipped and subsidiary flat-roofed elements. The elevational treatment would include vertical window emphasis and horizontal beading to reflect the traditional Scottish tenement style.

- 3.4** To the rear of the building would be a car park for 46 cars, which would be accessed by way of the existing northern access onto Kilbowie Road. The embankment and tree line along the north and west boundaries would be retained and there would be some additional planting within the parking area. There would be a small enclosed amenity space (199 m²) immediately to the rear of the flats. There would be pedestrian access to the building from Kilbowie Road and Young Street as well as from within the parking area and a new pedestrian link from the rear of the building to Young Street.
- 3.5** This application supersedes a previous proposal which was for the same number of units but proposed a significantly different design for the flats. The earlier proposal was withdrawn following discussions about the style and massing of the building, and the current application reflects the outcome of these discussions.

4. CONSULTATIONS

- 4.1** BAA Aerodrome Safeguarding has no aerodrome safeguarding objection to the proposal.
- 4.2** Scottish Water has no objections.
- 4.3** West Dunbartonshire Council Environmental Health has no objections subject to conditions controlling construction activities and any unexpected contamination.
- 4.4** West Dunbartonshire Council Road Services has no objections subject to the existing access road being upgraded.

5. REPRESENTATIONS

- 5.1** One representation has been received from Parkhall, North Kilbowie and Central Community Council. They are concerned about the scale of the development in relation to surrounding buildings, and consider that there may not be a demand for flats in the area and that the proposal is speculative.
- 5.2** The Community Council have also indicated that they are concerned about the loss of the hotel which provides a valuable role in the community as a venue for functions, rotary club meetings, weddings, fundraising activities, etc. They are also concerned at the loss of local jobs (they estimate up to 45 full/part time jobs) and that any loss of employment opportunities on this scale

which would be disadvantageous for Clydebank. The concerns of the Community Council are addressed in Section 7 of the report.

6. ASSESSMENT AGAINST THE DEVELOPMENT PLAN

West Dunbartonshire Local Plan 2010

- 6.1** The site is within an Existing Residential Area where Policy H5 seeks to protect the character and amenity of existing residential areas. Development within such areas should reflect the character of the area in terms of scale, density, design and materials. There is a requirement to avoid over-development which would have an adverse effect on local amenity, access and parking or would be out of scale with surrounding buildings.
- 6.2** Policy H4 sets out the standards against which new housing developments are assessed and seeks to ensure that housing is of a high quality design in terms of scale, form, layout and materials. Developments should also reflect a residential density which is appropriate to the surrounding area and existing densities should not be exceeded where the residential amenity would be adversely affected. Higher densities will be acceptable at locations accessible to transport interchanges and open space, and where townscape benefits can be demonstrated.
- 6.3** Policy R2 sets out open space standards and developers are required to provide open space in accordance with the targets set out. Flexibility regarding location, need and extent of open space provision may be acceptable if existing areas of open space are readily accessible from the development site and developers contribute to the provision or improvement of facilities in these areas.
- 6.4** The principle of residential development on this site is appropriate due to the predominantly residential nature of the surrounding area, and the proposal is therefore consistent with Policy H5. Detailed consideration of the design, scale and layout of the proposed development is addressed in Section 7 below. It is considered that whilst the proposal does not comply with open space standards set out in Policy R2 the applicant proposes a financial contribution which is allowed by the terms of the policy. Therefore the proposal complies with the criteria and standards set out in the above policies.

7. ASSESSMENT AGAINST MATERIAL CONSIDERATIONS

West Dunbartonshire Local Development Plan (WDLDP), Proposed Plan

- 7.1** It identifies the site as within an Existing Neighbourhood where Policy BC3 seeks to ensure that development that would harm the residential amenity, character or appearance of existing neighbourhoods will not be permitted. It is considered that the proposal would not have an adverse impact on residential amenity or the existing neighbourhood and therefore it would comply with this policy.

Site Context and Design Considerations

7.2 Kilbowie Road is one of the most important streets within Clydebank, and is a major gateway into the town. The character of the street varies along the road, with this northern end being a residential area of predominantly semi-detached and terraced two storey properties along with some larger post-war buildings which are set back from the street or angled away from it. There are some surviving traditional tenement buildings further to the south, along with some modern tenement style flats under construction on the former Clydebank College site nearby, and the proposal seeks to replicate the scale and massing of this type of building. Whilst the immediate neighbouring properties are mostly of lower height, it is considered that a three/four storey tenement style building would be acceptable in principle, given the existence of similar buildings a short distance away, the nature of the site and the fact that the existing hotel building is of similar height. In comparison with the existing buildings on the site, the front block of the hotel facing the south-west corner at Young Street is 9.8m high and the block behind this 13m high with the lift shaft extending a further 3m. The new flats would be a comparative height being 10.9m high on the south-west corner and 12m at the back corner (north-west). It is therefore considered that the current proposal would be appropriate for this elevated site and it would appear no larger or more prominent than the existing hotel buildings, and would be of a more attractive appearance.

7.3 The site is close to the highest point on Kilbowie Road, and any new building would therefore occupy a prominent position. The applicant has therefore reduced the height of the building at the south-west corner by stepping this down the hillside and using a flat roof for this corner, which lessens its impact. Only the central section of the building and the glazed stairwell feature would be the full four storeys in height, with the majority of the building being three storeys. The building's visual impact would be further off-set by the quality of the design, which would be visually more acceptable than the existing building on the site. The elevational treatment reflects a traditional Scottish tenement style, albeit with a modern interpretation. Horizontal beading is proposed across the front facade between floor levels, and the windows would have a vertical emphasis with banding. The materials proposed include red sandstone and a slate roof and a condition can be applied to ensure that a suitable quality of materials is used. The glazed stairwell box on the roof and the separate glazed stair column in the centre of the Kilbowie Road elevation would provide contemporary styling features. Overall, it is considered that the proposed building would be of an acceptable appearance which would be appropriate for the location.

Amenity Space

7.4 The proposed layout shows a communal area of 199sq m which does not meet the normal amenity open space requirement for a 28 unit development as set out in Policy R2 which would require amenity space of 308sq m. In addition the proposal does not include provision of a children's equipped play area. However, the proposal consists of redevelopment of a single building, and there are other open space and play areas in the vicinity (Boquhanran Park being accessible from Young Street, and the park at East Thomson

Street also being nearby). It is considered that in this instance the provision of an equipped children's play area on site would not be appropriate due the nature of the proposed development and the constraints of the site. Therefore it is proposed that the applicant pays a financial contribution of £23,284 towards provision or enhancement of play provision in the local area and this could be dealt with by means of a legal agreement. The applicant is agreeable to this financial contribution. Under the circumstances it is considered that this is a suitable alternative to the provision of additional open space on the site.

Roads and Parking

- 7.5** The use of the existing vehicular access at Kilbowie Road would be acceptable provided the access is upgraded to the Council' standard for a single minor access with 4.5m minimum width and graded footway, which can be required by a condition. Young Street is a narrow cul-de-sac and does not currently have a pedestrian footpath on either side. The proposal to form a new pedestrian path running parallel with the road within the site will allow a suitable connection between the rear entrance and Young Street for residents. In addition, the footway at the corner of Kilbowie Road and Young Street would be widened by means of additional paving adjacent to an entrance into the building. The proposed level of car parking would comply with the Council's adopted standards, and the design of the parking area is considered to be appropriate. New tree planting would be incorporated into the rear courtyard parking to help reduce the visual dominance of cars and to provide a more attractive setting for residents.

Representations

- 7.6** The issues raised relating to the scale of the buildings by the Community Council have been addressed above and it is considered that whilst the proposal would be of a higher scale and mass than the surrounding residential properties the site can accommodate this scale of development. It would not be out of keeping with the surrounding area.
- 7.7** Concern was expressed over the demolition of the hotel which would lead to a loss of local jobs as well as a community facility. Whilst any such impacts would of course be regrettable, the applicant has indicated that the hotel is not operating at capacity and market forces have resulted in the owners going into administration. Preventing redevelopment of the site would not improve the viability of the existing hotel operation.

8. CONCLUSION

- 8.1** The proposed development is considered to be an attractive design which would be a modern interpretation of the traditional tenement style, and subject to a developer contribution towards off-site play area improvements the proposal is considered to be in compliance with all relevant policies. The development will provide new housing to the local area as well as contributing positively to the streetscape.

9. CONDITIONS

- 01. Exact details and specifications of all proposed external materials shall be submitted for the further written approval of the Planning Authority prior to any work commencing on site and shall be implemented as approved.**
- 02. The existing trees on site shall not be lopped, topped, felled, lifted, removed or disturbed without the prior written approval of the Planning Authority.**
- 03. No development shall commence until the trees marked for retention on the approved plans have been protected by suitable fencing around the extremities of their crowns. Details of the fencing shall be submitted for the further written approval of the Planning Authority prior to the commencement of development and shall be implemented prior to the commencement of any development onsite including any demolition.**
- 04. Any excavation works through the root areas of the trees shall only be undertaken by hand, unless otherwise agreed with the Planning Authority.**
- 05. A landscaping scheme for the amenity open space and boundary of the site shall be submitted to and approved by the Planning Authority prior to commencement of development on site and shall be implemented not later than the next appropriate planting season after the occupation of the first residential property. The scheme shall include details of the maintenance arrangements and the landscaping shall thereafter be maintained in accordance with these details.**
- 06. Prior to the occupation of the development hereby approved the car parking spaces shown on the approved drawings Drawing No. 06 Rev G shall be constructed, surfaced and delineated on the site.**
- 07. The existing access at Kilbowie Road shall be upgraded to conform with the Road Standards for a single minor commercial access with the work completed prior to occupation of the development hereby approved.**
- 08. During the period of demolition/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:**

Monday to Fridays:	0800-1800
Saturdays:	0800-1300
Sundays and public holidays	no working

09. No development shall commence on site until such time as a noise control method statement for the construction period has been submitted to and approved in writing by the Planning Authority. This statement shall identify likely sources of noise (including specific noisy operations and items of plant/machinery), the anticipated duration of any particularly noisy phases of the construction works, and details of the proposed means of limiting the impact of these noise sources upon nearby residential properties and other noise-sensitive properties. The construction works shall thereafter be carried out in accordance with the approved method statement unless otherwise approved in writing by the Planning Authority.
10. Unless otherwise approved in writing by the Planning 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 by the Planning 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 in writing by the Planning Authority.
11. The presence of any previously unsuspected or unencountered contamination that becomes evident during the development of the site shall be brought to the attention of the Planning Authority within one week. At this stage, if requested, a comprehensive contaminated land investigation shall be carried out and any remedial action shall be carried out within an agreed timescale with the Planning Authority.
12. Prior to the commencement of works, full details of the design and location of all walls and fences to be erected on site shall be submitted for the further written approval of the Planning Authority and shall be implemented as approved.
13. Prior to the commencement of works, full details of all hard surfaces and footpaths shall be submitted for the further written approval of the Planning Authority and implemented prior to the occupation of the first flat.

Richard Cairns
Executive Director of Infrastructure and Regeneration
Date: 3 December 2013

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Appendix: None

Background Papers:

1. Application documents and plans
2. West Dunbartonshire Local Plan 2010
3. West Dunbartonshire LDP - Proposed Plan
4. Consultation responses
5. Representations

Wards affected: Ward 5 (Clydebank Central)