



PLANNING APPLICATIONS COMMITTEE

Report by Executive Director of Development and Regeneration Services

Contact: Mr M Thomson Phone: 0141 287 6031

APPLICATION TYPE	Full Planning Permission
RECOMMENDATION	Grant Subject to Condition(s)

APPLICATION	08/01198/DC	DATE VALID	01.05.2008
SITE ADDRESS	Site At Wardrop Street/ Rathlin Street Glasgow		
PROPOSAL	Erection of residential development with associated landscaping and parking		
APPLICANT	Govan Housing Association 35 McKechnie Street Glasgow G51 3AQ	AGENT	Coltart-Earley Architects 11 Clairmont Gardens Glasgow G3 7LW
WARD NO(S)	05, Govan	COMMUNITY COUNCIL LISTED	02_073, Govan
CONSERVATION AREA	Govan		
ADVERT TYPE	Affecting a Conservation Area/Listed Building Bad Neighbour Development	PUBLISHED	23 May 2008
CITY PLAN	Residential		

REPRESENTATIONS/ CONSULTATIONS

No letters of representation have been received.

Land and Environmental Services (Environmental Health) -	No objection (conditions).
Strathclyde Passenger Transport -	No objection (subject to a financial contribution for Fastlink).
Development and Regeneration Services (Transport & Policy) including Land Services (Roads) -	Recommend refusal.

SITE AND DESCRIPTION

Full Planning Permission is sought for the erection of a residential development, including alterations to the existing road layout with associated parking and landscaping. The site is located within the centre of Govan and in the heart of the recently designated Conservation Area. It comprises a small blaes football pitch located in the gap site on the western side of Rathlin Street, where previously there had been tenement buildings. This pitch does not form part of the Council's pitches strategy. On the eastern side of Rathlin Street at the corner of Wardrop Street is another gap site left over following the removal of a cinema. On the northern side of Wardrop Street is a further gap site which has always been redundant space associated with the adjacent shipyard.

The site is bounded to the north by the shipyards (BAE Systems Marine Ltd), to the west and south by 4-storey traditional tenement buildings on Rathlin Street and to the east by more modern residential development.

The site is identified as a top priority proposal for new build housing in the Central Govan Action Plan which was approved by the Development and Regeneration Services Committee on 1st December 2005. This plan sets out a framework of development proposals in the central Govan area to be implemented over a five to ten year period by both the public and private sectors. Particular focus was given to an early action programme to deliver investment and achieve short term physical improvements to secure the confidence and continued support of the community. Two of the main recommendations of the report were:-

- build additional new housing for social renting and for sale on key development sites with a view to increasing the local population by 1500 people; and
- bring forward early action development sites at Golspie Street, Elder Street/Harhill Street and Rathlin Street to deliver investment and achieve short term physical impact in the area. Development of the Orkney Street site was envisaged at a later stage.

To date, planning consent was granted for the development 109 residential comprising housing for social rent, home stake and outright sale at Elder Street/Harhill Street (07/04008/DC) by Committee in May 2008. The site was part of the Council's Accelerated Re-provisioning Programme for 2007/08 and will be developed in partnership between Elderpark Housing Association and Cruden Construction Ltd. The total cost of this development is over £14 million. Subject to the approval of Roads Construction Consent construction should begin on site in early February 2009.

Further housing developments in Govan in conjunction with Housing Association and the Council's Housing and Investment Team are proposed on the sites at Elder Street/Garmouth Street and Pearce Street.

The site under consideration here is part of the Council's Core Programme for 2007/08 and will be developed in partnership between Govan Housing Association and McTaggart Construction Ltd. The total cost of development is over £7 million.

The proposal is for the erection of 58 residential units in three blocks providing a mixture of accommodation and tenure types. 46 of the units would be for rent and 12 would be for low cost home ownership through the NESSE (New Supply Shared Equity) scheme, more commonly referred to as home stake. The accommodation would be for families, single parents, people with mental health issues and wheelchair users for local people and those on the housing association's waiting list.

On the western side of Rathlin Street a long block would run south to north, infilling the gap site and reinstating the traditional built form of the tenement block and street pattern. The building would be predominantly 4 storeys in height with occasional 5 storeys providing internal mezzanine space for the top floor flats. In total 40 flats would be provided over five closes, comprising a mix of 1 and 2 bedroom flats. Four ground floor flats will be built to a wheelchair user standard. To the rear, large back court areas of open space are provided, with the bin stores accessed via a separate passageway through the building from Rathlin Street. These access passages are a feature of the building design ensuring that the closes are used by residents only. The passageway would be entered via a set of timber louvered doors on Rathlin Street. Alterations to Rathlin Street would create 43 car parking bays.

On the corner of Rathlin Street and Wardrop Street a stand alone block would address the existing exposed tenement gable on the eastern side of Rathlin Street by providing a visual full stop to the block and allowing the built form to turn the corner. The design is similar to the flats on the western side of Rathlin Street. A predominantly 4-storey building would rise to 5 storeys on the corner, again providing extra internal accommodation by way of a mezzanine level. One 1 bedroom flat and eleven 2 bedroom flats would be provided for home stake. Twelve car parking spaces would be provided in an off-road car park area.

To the north of Wardrop Street, six 2 storey terraced houses for rent are proposed. The two end houses have single-storey extensions running the length of the side of the house in order to create more space for wheelchair users. Each house would have a car parking space in the front garden.

As a result of the new built form, minor changes to the street layout are required. New parking bays will be formed along the western side of Rathlin Street and Wardrop Street will require to be narrowed and will be subject to a separate stopping up order application.

Materials being proposed include facing brick, metal cladding, tiles and render.

POLICIES

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

The Development Plan consists of The Glasgow and The Clyde Valley Joint Structure Plan 2000 and the Glasgow City Plan which was adopted in August 2003. It is considered that the proposal has no Structure Plan implications. The site lies within the Residential Policy Principle Area and the following City Plan policies are considered relevant:

- DEV 2 - 'Residential Policy Principle'
- DEV 1 - 'Quality and Design'
- DES 1 - 'Reinforcing Local Character and Identity'
- DES 2 - 'Urban Design'
- DES 3 - 'Building Design and Materials'
- DES 4 - 'Design Statement'
- RES 1 - 'Residential Density'
- RES 2 - 'Residential Site Layouts'
- RES 3 - 'Residential Greenspace Standards'
- ENV 2 - 'Development Related to Greenspace'
- TRANS 4 - 'Vehicle Parking Guidelines'
- TRANS 6 - 'Cycle Parking Standards'

Under the terms of the Town and Country (Listed Buildings and Conservation Areas) (Scotland) Act 1997, the Council is required to have special regard to preserving or enhancing the character or appearance of conservation areas. The City Plan includes policies to secure this, notably:

- HER 1 'Conservation Areas'
- HER 3 'Design Standards for Listed Buildings and Properties in Conservation Areas'

City Plan 2 (Finalised Draft 2007) has been approved by the Council and published for consultation purposes. The following emerging policies are considered to have a material bearing on the assessment of the applications:-

- TRANS 8 - 'Developer Contributions: Transport Infrastructure'
- DG/TRANS 4 - Clyde Fastlink – Developer Contributions'

The Central Govan Action Plan (2005) identifies the site as a priority site for housing regeneration.

ASSESSMENT AND CONCLUSIONS

The two main issues to consider in the assessment of this application are:-

- (a) whether the proposal conforms with the Development Plan; and
- (b) whether there are any other material considerations to be taken into account, including comments and any matters arising in letters of objection.

In respect of (a), the Development Plan, there are no specific policies of relevance in The Glasgow and The Clyde Valley Joint Structure Plan 2006 (Third Alteration).

With respect to the adopted City Plan Policy Principle, **DEV 2 'Residential'** presumes in favour of residential development as long as they preserve and enhance residential amenity, particularly in respect of townscape, landscape and greenspace provision.

DEV 1 'Quality and Design' is the overarching principle that applies to development throughout the City. This requires all development affecting the built and natural environment, to conform to the general urban design principles in the plan, as identified under Policies DES 1 Reinforcing Local Character, DES 2 Urban Design and DES 3 Building Design and Materials.

DES 1 'Reinforcing Local Character and Identity' seeks to ensure the highest possible quality of built environment, in order to enhance and promote a positive image and create a strong sense of place. New development proposals and improvement measures should respect and reinforce local character and identity.

DES 2 'Urban Design' states the Council expectation that new developments conform to a high standard of urban design. All new development proposals should seek to create successful meaningful and memorable buildings and spaces.

DES 3 'Building Design and Materials' outlines that the design of new development should be site specific and take account of its context.

The proposed development has been sensitively designed to respect the site topography and the context within which it is located and has been orientated to maximise daylight penetration. The position of the buildings respects the existing pathways, roads and movement patterns around the site, with the minor changes to these retaining existing routes and permeability through the site. The built form relates well to the existing but fragmented tenement buildings by enclosing them in a traditional pattern while simultaneously re-establishing building lines which will directly overlook the streets, bringing increased security to pedestrians. The building height and alignment respond well to the surrounding context, with the flatted buildings of the site relating to the surrounding tenement buildings on Rathlin Street, whilst the 2-storey terraced buildings reflect the adjacent smaller building heights of the more recent infill developments. The proposed palette of materials are of good quality and will contribute to the well considered design of the buildings.

Policy RES1 'Residential Density' seeks to ensure that new developments provide an appropriate urban scale and townscape which re-establishes the traditional urban grain. Development should provide a range of housing to encourage a social mix and should make provision for family housing. The density of development will vary according to its location and setting. The site is within the Inner Urban Area where higher housing densities will be supported. The form and scale of the development is appropriate for the site given the surrounding context and the proposed density at 116 houses per hectare is acceptable. The development will contain properties suitable for disabled people and for those with mental health problems. There will be a mix of tenure with 46 houses for rent and 12 for home stake. Therefore, it is considered that the proposal is in accordance with policy.

In terms of **Policy RES 2 'Residential Site Layouts'**, the layout accords with the criteria in relation to privacy standards, window to window distances and overshadowing. RES 2 notes that window to window distances should be a minimum of 18m where they directly face each other. These distances have been applied to the site design. The distances for 4-storey or more developments from the rear elevation to the boundary should be 13 metres. The reasoning for these distances is to ensure that development does not borrow amenity from adjacent land, prejudice the development of adjacent land or adversely affect or impact on existing development in terms of privacy, overlooking, daylighting or sunlighting. The flatted building on Rathlin Street would be a minimum of 16 metres from the mutual boundary with the back courts of the tenements on Howat Street to the west.

The site is in close vicinity to the BAE shipyard and therefore there is potential for noise from the operations at the shipyard to adversely affect residents in the proposed development. Environmental Protection Services were consulted and have advised that the submission of a noise survey demonstrating the impact of the industrial premises on the proposed development, including any mitigation measures as proposed, will be required for the approval of the Council prior to the commencement of development on site. This will form the basis of a planning condition.

Given that there are records of industrial uses within the vicinity of the site since the 1980's, Environmental Protection Services are recommending that a site investigation be carried out to assess the level of any contamination. This will form the basis of a planning condition.

With respect to **Policy RES 3 'Residential Greenspace Standards'**, the proposal shows that the six terraced houses would have rear gardens, the 40 flats on Rathlin Street would have generous backcourt areas, however, due to its plot size and shape the stand alone block of 12 flats would have limited opportunities for amenity space. Therefore, the amenity space proposed is not considered to be sufficient to meet the recreational greenspace requirements. Usually a financial contribution would be required in this case to compensate and that figure would be in the sum of £33,915 and would be the subject of a S69 agreement. Later sections of this report will deal with this matter in more depth.

With regard to policy **ENV 2 'Development Related to Greenspace'** the proposed development would not prejudice the Council's Recreational Greenspace Standards nor have a negative impact on the distribution of greenspace within the surrounding area. There are no Environmental Policy Designations that the proposal would conflict with. Due to the size and location of the existing small blaes pitch, it does not form part of the Council's Sports Pitch Strategy and no compensatory provision is required for its loss.

TRANS 4 'Vehicle Parking Guidelines' states that parking provision will be considered against the parking guidelines set out in the accompanying tables. The Transport & Environment team have recommended that the application be refused as there is inadequate and insufficient residents' car parking provision, therefore failing to comply with Trans 4. The proposed layout shows 58 car parking spaces for the 58 residential units proposed; broken down to 43 new car parking spaces on Rathlin Street for the 40 flats proposed; 12 car parking spaces off Wardrop Street for the 12 flats in the stand alone block; and six front garden car parking spaces for the six terraced houses on Wardrop Street. Whilst this parking proposal provides 100% provision for the proposed residents, the effective on-street parking provision will be further reduced by the existing 39 tenement properties on Rathlin Street. Rathlin Street's on-street parking is not regulated and there are no dedicated spaces for existing residents. Once this is factored in, the parking provision falls to 60% for the whole development or 50% for Rathlin Street alone.

In mitigation of this fact it should be remembered that Govan has amongst the lowest in the City for car ownership with approximately only 30% of households owning cars (Source GIS). In nearby developments, such as McKechnie Street/Wanlock Street, there are surplus car parking spaces available. Approximately 50% of the car parking is used and the majority of these spaces are filled by the cars of Govan Housing Association staff and by visitors to the Association, not by local residents.

The six family houses proposed on Wardrop Street (all social rented) have their own car parking space, with the two end houses designed for wheelchair users if required. A further four flats on Rathlin Street will be built to wheelchair standard. Within the proposed block on Rathlin Street, eight flats will be allocated to tenants with mental health issues; who do not drive, nor will they have visitors or carers calling on them on a daily basis as 24 hour care will be provided on site from one of the other flats.

The development proposes a total of 58 flats/houses with 61 car park spaces, 43 of which would be located on Rathlin Street. The existing 39 flats on Rathlin Street are owned by Govan Housing Association who advise that the level of car ownership within the existing tenants on this street is around 30%. This figure is similar to their tenants' car ownership levels throughout Govan and it is anticipated that new tenants taking up the housing under consideration here will display the same levels of car ownership. The applicant investigated reconfiguring the layout to provide dedicated off-street parking on Rathlin Street, however, the alternative layout reduced the parking provision by 20 spaces to 23. This was considered less desirable even although the on-street parking option cannot be dedicated to specific users.

Therefore, given the relatively depressed levels of car ownership within the area and within the Housing Association's tenants in particular, there is likely to be over provision of parking within the application site. With this in mind it is considered that the level of car parking proposed is acceptable for the proposed development.

Other roads issues such as the resurfacing of the footways around the development and access to parking areas to be via dropped kerb footway crossings shall be dealt with by way of planning conditions.

With respect to **TRANS 6 'Cycle Parking Standards'**, a planning condition will be attached to the planning permission to ensure that safe and secure sheltered cycle parking of a level compliant with policy is provided.

Policy HER 1 'Conservation Areas' states that new development in the conservation area must respect its historic context in volume, scale, form and quality and materials should be appropriate to the locality and sympathetic to the existing buildings. Part D, Section 3 of **Policy HER3 'Design Standards for Listed Buildings and Properties in Conservation Areas'** states that new development on 'Infill Site' requires new building to respect the building line, match the heights of adjacent properties, use good quality material and consider the stability of the adjoining buildings during construction. The proposed development respects the building lines of the existing streets and the buildings are of a similar height, scale and massing to the neighbouring buildings. Good quality building materials such as brick and copper are proposed and are considered acceptable for use within the conservation area.

The City Plan 2 'Finalised Draft' was approved by the Council in February 2007. The Clyde Fastlink project envisages a dedicated, off-road rapid public transport system linking the City Centre to the Southern General Hospital along the south bank of the River Clyde. In pursuit of strategic public transport objectives, policy **TRANS 8 'Developer Contributions: Transport Infrastructure'** states the Council, where appropriate, will seek through, Legal Agreements, developer contributions as appropriate, from the redevelopment of sites that would benefit from the Clyde Fastlink proposals listed in **TRANS 1 'Transport Route Reservations'** (defined as being within 400m of the route centre line using actual walking distance) and future routes resulting from the proposed Conurbation Public Transport Study as outlined in Development Guide **DG/TRANS 4: Clyde Fastlink - Developer Contributions**.

In the context of the application site the local road network comprising Govan Road is identified as part of 'Clyde Fastlink (South Bank) and extension west to Renfrew which promotes the integration of a fast, effective and sustainable public transport scheme along the River's South Bank which connects the area with the City Centre and the established public transport network. Using calculations detailed in Development Guide DG/TRANS 4 a figure of £9,000 has been identified as the appropriate developer contribution in this instance.

The Council's Housing Investment and Property team have confirmed that this development will cost in excess of £7 million to build. The vast majority of this cost will be met out of funding from the Council's Development budget. In addition to the usual development, during the processing of the application ££33,915 is required as a RES 3 payment to off set the amenity spaces requirements and £9,000 is required as a financial contribution to Fastlink. This totals an additional development cost of £42,915.

The application has promoted a range of house types and tenures in line with City Plan policies and as part of this the Council is committed to funding housing for rent and low cost affordable housing on this site. The development of this scheme is vital to the regeneration of Govan and represents a priority development of the Central Govan Action Plan. The regeneration of this site will, in time, give renewed confidence to the local housing market and development industry. It is anticipated that in the future this will make it easier for other such projects of a public or private nature to happen. With this and the tight budget constraints in mind, it is recommended that in this instance the required developer contributions are dispensed with in order that the finances of the scheme become more viable thus allowing the regeneration of this part of Govan to proceed.

Turning to point (b), no letters of objection have been received from any neighbouring proprietors.

In conclusion, it is considered that the proposed development will make a significant and positive contribution to the regeneration of the surrounding area. It will provide a mixture of house types and tenures and its well mannered architecture will complement the tenemental housing styles in the area. On the basis of this information, it is therefore recommended that Full Planning permission is granted, subject to conditions. As outlined in earlier sections of this report, it is recommended that in this instance, the required developer contributions and associated S69 legal agreement are dispensed with in order that the finances of the scheme become more viable thus allowing the regeneration of this part of Govan to proceed.

CONDITIONS AND REASONS

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

SK(90)05B received 13th January 2009

L(21)021B
L(20)011D
L(20)012D
L(20)013D
L(20)014D
L(20)015
L(20)016
L(22)011B
L(22)012B
L(21)025B
L(20)021D
L(20)022D
L(20)023C
L(20)024C
L(20)024C
L(21)031F
L(20)031D
L(20)032D
L(20)033D
L(22)031B
L(22)032B
L(22)033B
L(22)034B

received 1st May 2008

as qualified by the undernoted condition(s), or as otherwise agreed in writing with the Planning Authority.

Reason: As these drawings constitute the approved development.

02. External materials shall be Brick, terracotta rainscreen cladding, obscured glass spandrel panels, zinc flashings, timber windows, pressed metal powder coated cills, copper cladding, reconstituted stone cills. Samples shall be submitted to and approved by the Planning Authority in writing in respect of type, colour and texture. Written approval shall be obtained before the materials are used on site.

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

Reason: To safeguard the amenity of the surrounding Conservation Area.

03. The use of render on the public elevations of buildings facing onto a street are not approved. Full details of the revised elevations showing alternative materials shall be submitted for the written approval of the Planning Authority prior to the commencement of works on site.

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

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

Reason: To safeguard the amenity of the surrounding Conservation Area.

04. Full details of the proposed location, design, height and materials for all fencing, boundary walls and boundary treatments, shall be submitted to and approved in writing by the Planning Authority prior to the commencement of works on site.

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

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

Reason: To safeguard the amenity of the surrounding Conservation Area.

05. A scheme of landscaping for the site, including full details of all hard and soft landscaping and external drying areas, and a maintenance management schedule for the scheme shall be submitted to and approved by the Planning Authority prior to the commencement of commencement of this aspect of the works on site. The landscaping scheme shall be implemented prior to the completion of works on site and maintained in accordance with the approved management schedule.

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

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

06. Full details of the location, design and materials for the bin sores shall be submitted to and approved in writing by the Planning Authority prior to the commencement of works on site.

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

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

Reason: To safeguard the amenity of the surrounding Conservation Area.

07. In accordance with Policy TRANS 6 of the Glasgow City Plan secured covered cycle parking/storage shall be provided for staff and visitors of the proposed development. Full details shall be submitted for the written approval of the Planning Authority prior to the commencement of works on site.

Reason: In the interest of traffic safety and to safeguard the amenity of the surrounding area.

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

08. No vents or flues shall be approved on the front elevation of the buildings.

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

Reason: To safeguard the amenity of the surrounding Conservation Area.

09. Vehicular access to the in-curtilage driveways and off-road residents' parking court shall be taken via dropped kerb footway crossings designed and constructed in accordance with Figure 10.16 and 10.18 of the GGC Roads Development Guide.

Reason: In the interest of traffic safety and to safeguard the amenity of the surrounding area.

10. All footways around the development site shall be resurfaced, with any redundant access reinstated as full kerb height footway.

Reason: In the interest of traffic safety and to safeguard the amenity of the surrounding area.

11. A noise survey demonstrating the impact of industrial premises in the vicinity on the proposed development, carried out by a method agreed with the Planning Authority, with details of any mitigation measures required should the survey predict an adverse impact on residential and/or noise sensitive premises, shall be submitted to, and approved in writing by, the Planning Authority prior to the commencement of works on site.

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

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

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

13. Suitable provision shall be made for refuse storage including provision of appropriate refuse bins and recycling facilities. Full details shall be submitted to and approved by the Planning Authority prior to the commencement of works.

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

14. No construction work shall take place on site until a series of tests for ground contamination have been carried out in accordance with a method approved by the Planning Authority and the recommendations published by the Department of the Environment. No construction work shall be started until remedial work considered necessary by the Planning Authority as a result of these tests has been carried out and the ground has been made safe.

Reason: To ensure the ground is suitable for residential development.

ADVISORY NOTES TO APPLICANT

01. Construction and/or demolition work associated with this development should conform to the recommendations/standards laid down in BS5228 Part 1: 1997 "Noise and Vibration Control on Construction and Open Sites". Best Practicable Means as defined in Section 72 of the Control of Pollution Act 1974 should be employed at all times to ensure noise levels are kept to a minimum.
02. It is recommended that noise associated with construction and demolition works in residential areas shall not occur before 0800 or after 1900 from Monday to Friday, and not before 0800 or after 1300 on Saturdays. Noise from construction or demolition works shall be inaudible at the site's perimeter on Sundays and public holidays. Land and Environmental Services should be notified of emergency works likely to create noise that will occur at these hours.
03. The applicant should consult Scottish Water concerning this proposal in respect of legislation administered by that organisation which is likely to affect this development in general and of pollution of water environment in particular.

04. The applicant should consult SEPA concerning this proposal in respect of legislation administered by that organisation which is likely to affect this development in general and of pollution of water environment in particular.

for Executive Director of Development and Regeneration Services

DC/ MTH/t
12/01/2009

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Glasgow City Council

Development and Regeneration
Development Management
229 George Street
Glasgow G1 1 QU
Director : Steve Inch BSc Hons DipTRP

Reference No. **08/01198/DC**

Address : **Site at Wardrop St/Rathlin St**


Scale : 1:1250

Indicative Site Location

Ward : **05**



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 Location of Site
(For details, refer to Report)