



## PLANNING APPLICATIONS COMMITTEE

Report by Executive Director of Development and Regeneration Services

Contact: Mr D Drummond Phone: 0141 287 6067

|                          |  |                          |   |
|--------------------------|--|--------------------------|---|
| <b>APPLICATION TYPE</b>  | Listed Building Consent  |                          |   |
| <b>RECOMMENDATION</b>    | Grant Subject to Condition(s)  |                          |   |
| <b>APPLICATION</b>       | 12/01360/DC  | <b>DATE VALID</b>        | 05.07.2012  |
| <b>SITE ADDRESS</b>      | London Road Primary School 1147 London Road Glasgow G40 3Rf                            |                          |   |
| <b>PROPOSAL</b>          | Demolition of listed buildings (in association with planning application 12/01359/DC). |                          |   |
| <b>APPLICANT</b>         | Celtic Football Club<br>Celtic Park<br>London Road<br>Glasgow<br>G40 3Re               | <b>AGENT</b>             | McInally Associates Ltd<br>Per Thomas McInally<br>6 Newton Place<br>GLASGOW<br>G3 7PR |
| <b>WARD NO(S)</b>        | 09, Calton   | <b>COMMUNITY COUNCIL</b> | 02_046, Camlachie (Inactive)  |
| <b>CONSERVATION AREA</b> |  | <b>LISTED</b>            | B   |
| <b>ADVERT TYPE</b>       | Affecting a Conservation Area/Listed Building  | <b>PUBLISHED</b>         | 10 August 2012  |
| <b>CITY PLAN</b>         | Stadium  |                          |   |

## REPRESENTATIONS/ CONSULTATIONS

### Representations

Five representations have been received to this application through neighbour notification and press advert. The points of objection are as follows:

1. Demolition of a listed building that has a significant importance and removal would have a negative impact on the surrounding context.
2. Proposal is inappropriate and does not respond to surrounding context.
3. The building should be retained and reopened as a school.
4. The ground involved is not within Celtic Football Club's ownership.

## **Consultations**

Land and Environmental Services (Environmental Health) - no objection.

Scottish Water - no objection.

Historic Scotland were consulted and offered the following comments:

- Considers that the application for demolition as proposed does not accord with the Scottish Ministers policies as set out in the SHEP guidance.
- Questions whether the Council can be satisfied with the marketing of the building including the assessment of all other options including Building Preservation Trusts.
- Suggests that the accompanying structural report does not support the case for demolition on such basis, most damage following from the theft of materials from the roof.

## **SITE AND DESCRIPTION**

The site involves London Road Primary School, which is located at 1147 London Road, and ground to the west which belongs to Celtic Football Club. Kerrydale Street runs north to south, through the middle of the site. To the north lies the football stadium of Celtic Football Club. To the south is the recent sports development of The Emirates Arena and Sir Chris Hoy Velodrome. London Road is to the south of the application site.

London Road Primary School was built in 1907. The school was listed in 1992, and was given a 'B' category. The listing includes the lodge, boundary walls and gatepiers. The school closed and has been vacant since 2004. There has been no interim use of the property since closure.

Planning and listed building consent is sought for the demolition of the school building to accommodate a retail superstore. This would include a museum, theatre, café, ticket sales and offices. The scheme would also include public realm works, that would lead from London Road to the north west of the football stadium. Associated car parking is also proposed, and would be located at the east and west corner of the site.

It should be noted that the school building remains in council ownership, while the remainder of the site belongs to Celtic Football Club.

## **POLICIES**

Scottish Historic Environmental Policy (SHEP)

Scottish Planning Policy (SPP)

Glasgow City Plan 2

DEV 10 'Stadium'

DES 1 'Development Design Principles'

DES 3 'Protecting and Enhancing the City's Historic Environment'

DES 6 'Public Realm and Lighting'

TRANS 4 'Vehicle Parking Standards'

ENV 5 'Flood Prevention and Land Drainage'

## **Specified Matters**

Planning legislation now requires the planning register to include information on the processing of each planning application (a Report of Handling) and identifies a range of information that must be included. This obligation is aimed at informing interested parties of factors that might have had a bearing on the processing of the

application. Some of the required information relates to consultations and representations that have been received and is provided elsewhere in this Committee report. The remainder of the information, and a response to each of the points to be addressed, is detailed below.

**A. Summary of the main issues raised where the following were submitted or carried out**

- i. An environmental statement.  
Not applicable to this application.
- ii. An appropriate assessment under the Conservation (Natural Habitats etc.) Regulations 1994.  
Not applicable to this application.
- iii. A design statement or a design and access statement.  
A design statement has been submitted. A Response Report in relation to the SHEP (Scottish Historic Environmental Policy) Report.
- iv. Any report on the impact or potential impact of the proposed development (for example the retail impact, transport impact, noise impact or risk of flooding).  
A transport assessment and flood risk assessment has been submitted; no significant issues that might prohibit the development were identified.

**B. Summary of the terms of any Section 75 planning agreement**

Not applicable to this application.

**C. Details of directions by Scottish Ministers under Regulation 30, 31 or 32**

These Regulations enable Scottish Ministers to give directions

- i. With regard to Environmental Impact Assessment Regulations (Regulation 30).  
Not applicable to this application.
- ii.
  - 1. Requiring the Council to give information as to the manner in which an application has been dealt with (Regulation 31).  
No direction has been made by Scottish Ministers/Not applicable.
  - 2. Restricting the grant of planning permission.  
No direction has been made by Scottish Ministers/Not applicable.
- iii.
  - 1. Requiring the Council to consider imposing a condition specified by Scottish Ministers.  
Not applicable to this application
  - 2. Requiring the Council not to grant planning permission without satisfying Scottish Ministers that the Council has considered the condition.  
Not applicable to this application.

**ASSESSMENT AND CONCLUSIONS**

Sections 25 and 37 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.

Sections 14 and 59 (Listed Buildings and Conservation Areas) (Scotland) Act 1997 places a duty of care on the Planning Authority to have special regard the desirability of preserving the building or its setting or any features of the special architectural or historic interest which it possesses.

The principal planning issues to be addressed with respect to this application are considered to be:

- a) whether the proposal accords with the Development Plan;
- b) whether the proposals are acceptable having regard to the provisions of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 in respect of its impact on the Category 'B' Listed Building, its setting, and any features of special architectural or historic interest it may possess.
- c) whether the proposal is appropriate having regard to the provisions of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 with respect to the development and its impact on the character and appearance of any Conservation Area.
- d) whether any other material consideration, such as consultations or representation, have been satisfactorily addressed in the assessment of this proposal.

In respect of (a), the Development Plan comprises the Glasgow and Clyde Valley Strategic Development Plan and City Plan 2. There are no directly applicable policies of relevance to the application proposal within the Strategic Development Plan.

The Scottish Historic Environment Policy (SHEP) is relevant to this proposal. The SHEP sets out Scottish Ministers policies for the historic environment, provides greater policy direction for Historic Scotland and provides a framework that informs the day to day work of the Local Authority in its management of the historic environment.

Where a proposed development is based on the demolition or part demolition of a listed building the principle of demolition must first be considered. Current Government policy on Listed Building issues is contained in the Scottish Historic Environment Policy (SHEP) published in July 2009. The SHEP promotes a presumption against demolition or other works that adversely affect the special interest of a listed building or its setting. Knowing what is important about a building is central to an understanding of how to protect its special interest. Applications should demonstrate that in arriving at a strategy for intervention, the importance of the building has been clearly understood and those features which contribute to its special interest have been identified. It is the opinion of Historic Scotland that the special interest of the building is largely confined to the front elevation and central hall.

Where the application proposes the demolition of a listed building applicants will be expected to provide evidence to show that:

- a. the building is not of special interest; or
- b. the building is incapable of repair; or
- c. the demolition of the building is essential to delivering significant benefits to economic growth or the wider community; or
- d. the repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period.

Where proposals involve significant intervention to, or the demolition of a listed building the planning authority should involve Historic Scotland in the pre-application discussions.

City Plan policy DES 3 states that proposals for the total and substantial demolition of a listed building will only be supported where it can be demonstrated, beyond reasonable doubt, that every effort has been made to find practical ways of keeping it. This should take into account the condition of the building; cost of repair (requires to be backed up by appropriate evidence) and the adequacy of efforts to find a suitable alternative use, including marketing of the property at a price which takes account of its condition. This reflects the SHEP criteria outlined above against which any proposed demolition must be tested.

Historic Scotland's Managing Change in the historic environment guidance notes provides further information on how to apply the policies contained in the SHEP and SPP; setting out the principles that apply to the demolition of listed buildings and unlisted buildings in conservation areas; informing the determination of planning applications relating to the historic environment. In line with national policy, applications for demolition will be assessed against the following tests:

- Importance of the building
- Condition of the building
- Economic viability of re-using the building
- Wider public benefits

In order to obtain consent for demolition, applications will need to meet at least one of the above tests.

Through their SHEP report and Design Statement, the applicant has submitted their assessment and analysis of these issues. They conclude that the building has no significant importance or function at this location. The architectural quality relating to the listing of the building has since been diminished in respect of the current quality of the building, its condition and what it has to offer in terms of its reuse. Financial numbers stated in their reports conclude that it would not be a viable option to reuse the building for alternative uses, in comparison to the demolition of the former school building for a modern development in its place.

The applicants have provided information in relation to these matters and this is considered below.

*A. The building is not of special interest*

Applicant's response

Selection of architectural or historic interest is assessed under a range of broad headings including plan form based on whether the integral planning of buildings is instructive. In this context the plan form of the school is fairly basic and similar to most schools of this age in Glasgow with classrooms distributed around a central atrium on three floors. In this regard it is maintained that the school offers no particular architectural or historic interest or importance.

Council response

The Council acknowledges the reasoning behind the listing of this former primary school. This particular part of the East End has undergone major regeneration through the works involved with Clyde Gateway, the urban regeneration company, and the developments which have taken place on the south side of London Road involving The 2014 Commonwealth Games. It is not the case that the Council believes this particular building has no special interest, it is the analysis of the ongoing regeneration works and how this site could be transformed in order to continue the theme of regeneration. Moreover, the City still retains many good examples of municipal school architecture, either in its existing educational estate, in the re-use of school buildings and in its surplus building stock; albeit finding alternative uses is challenging in the current economic climate and funding pressures.

*B. The building is incapable of repair*

Applicant's response

In this instance the capability for repairing the building is not only dependant upon costs but is also dependant on the ability to absorb the costs arising from the need for grouting and underground coal workings and bridging a substantial geological fault which underlies the school buildings.

### Council response

The Council accepts that the building is structurally sound and not beyond repair, however, in terms of overall costs, it might be the case that demolition and new build is more viable than the reuse of the existing building.

*C. The demolition of the building is essential to delivering significant benefits to economic growth or the wider community.*

### Applicant's response

The area around London Road will be the centrepiece for the Commonwealth Games in 2014 and is currently subject of significant investment in the provision of new sports facilities and an improved environment to secure long term environmental improvement in this area of the City. This is evidenced already by the construction of the new National Indoor Sports Arena and velodrome and the associated landscaping works which will follow before the opening of the Games. The former primary school is in a highly prominent and visible location and without the prospect of conversion and physical improvement will seriously detract from the image of Glasgow and is likely to deter further investment in the surrounding area and the remainder of the City.

### Council response

This area has undergone major physical, social and environmental regeneration through investment by Glasgow City Council, Clyde Gateway and other public sector partners. Construction associated with the 2014 Commonwealth Games has produced The Emirates Arena, Sir Chris Hoy Velodrome and The Athletes Village and a number of legacy projects are to follow. The Council is persuaded that if the school were to be demolished, it would allow for further regeneration work and in doing so, meet the expansion and development needs of Celtic Football Club, but also benefit the economic growth and placemaking that is taking place in this rejuvenated part of the East End; therefore enhancing the image of the City as a whole.

*D. The repair of the building is not economically viable and that it has been marketed at a price reflecting its location and condition to potential restoring purchasers for a reasonable period.*

### Applicant's response

The condition of the property has deteriorated to the extent that it can no longer be converted for use in an economically viable way. The building had been subject of proposals for conversion to club facilities in 2009. The subsequent damage to the roof and subsequent water ingress removes any potential for the viable conversion of the building.

### Council response

Supporting documentation has been submitted indicating the current condition of the building, and details of costs in terms of re-use or new build. The Council supports the ongoing regeneration works that are taking place in the local area.

City Plan 2 identifies the site as within a Residential and Supporting Uses Policy Principle Area. This policy notes:

The areas designated 'STADIUM' are the City's main sports arenas and stadia and include supporting uses such as ancillary offices and parking facilities that relate to the operation of their primary function as sports arenas or stadia. The Council will support appropriate developments which relate to, or help maintain the viability of, the primary use of these areas.

The proposal involves the redevelopment of a primary school for a new superstore in connection with Celtic Football Club. The proposal is considered to be in keeping with the Development Policy Principle.

DES 1 promotes new development that focus on design that contributes positively towards quality environments and sustainable places. Focusing on the new development, the proposal offers a modern design which incorporates high quality materials such as metal cladding and dark masonry base course. The proposed design form is reflective of the recent development located to the south of London Road, namely The Emirates Arena and Sir Chris Hoy Velodrome.

DES 3 aims to protect the special architectural and historic interest of the City's listed buildings. With regard to demolition, DES 3 requires the demolition proposal to meet the following:

- The existing building is incapable of viable repair and re-use; and
- The proposed replacement will preserve or enhance the character of the area.

It is considered that the building can not be recognised as incapable of repair or re-use, but focus on the ideas of ongoing regeneration works that would help preserve and enhance the character of this area , that is undergoing major transformation that benefits the local community and the sporting aspect associated with the 2014 Commonwealth Games.

DES 6 sets out to create the highest possible quality of public realm. The works involved are recognised as an improvement to the existing visual appearance to which these public realm works involve.

TRANS 4 aims to ensure vehicle parking provision supports sustainable transport objectives. The site has an existing access to London Road to accommodate site vehicles. DRS Transport Planning have been consulted on the application and recommend approval, subject to a condition relating to vehicle movement.

ENV 5 is applicable for this application. These details are considered to be acceptable in principle, however, a suspensive condition has been attached requesting these details to be looked at in further detail.

This application does not need to be considered against the National Planning Framework 2. It is worth mentioning this document, however, as the works associated with the 2014 Commonwealth Games are relevant, which therefore shows the significance of how vital the developments taking place are to the delivery of a successful regeneration scheme.

In terms of issue (a), the proposal is considered to be in line with the Development Plan.

In respect of (b), the school building is 'B' listed. An argument has been put forward in terms of its demolition to allow for a new build development. With significant reference to the works that have taken place to the south of the school building in connection with the upcoming 2014 Commonwealth Games, the proposal to demolish the school for a modern development is accepted, as it would support the ongoing regeneration of this area, and help encourage sporting activities in this part of the east end.

In respect of (c), the application site does not lie within a Conservation Area.

In respect of (d), five representations have been received to this application through neighbour notification and press advert. The points of objection, with appropriate comment, are as follows

1. Demolition of a listed building that has a significant importance and removal would have a negative impact on the surrounding context.

Comment: The issue of demolition has been assessed throughout this report. It is accepted that the building could be demolished to allow for a modern development that contributes positively to the developing local townscape in this area.

2. Proposal is inappropriate and does not respond to surrounding context.

Comment: The issue of demolition has been assessed throughout this report. The new development is considered to have an appropriate design, and responds to the surrounding context, which has and continues to undergo major change.

3. The building should be retained and reopened as a school.

Comment: Retaining the building for other uses has been investigated, however, a solution was not found.

4. The ground involved is not within Celtic Football Club's ownership.

Comment: Part of the ground involved does not belong to Celtic Football Club, but is within the ownership of Glasgow City Council. The Council has been notified appropriately as an owner as part of this application.

## CONCLUSION

The proposal is considered to comply with the relevant policies of Glasgow City Plan 2 and the City Council is persuaded that a case for the buildings demolition has been made having regard to the requirements under Plan Policy DES 3. The redevelopment of this site for a modern purpose built development, which offers a range of facilities to visitors to Celtic Football Club and this area together with its associated public realm works, is considered a positive outcome. The proposed development is also considered to respond to the developing local context, which has undergone major redevelopment over the last few years; further supporting the regeneration of the area and ensuring that members of the public and local community continue to visit and get involved with activities in the local area. This proposal also supports the encouragement of active sport for the local area and the city of Glasgow.

In conclusion, the submission is considered to meet the requirements under the SHEP, in so far as this justifies the buildings demolition on the grounds of delivering continued, significant benefits to economic growth and the wider community benefits; seen in the context of the sites proximity to and interface with adjacent Commonwealth Games facilities, while complying with the relevant policies of the Glasgow City Plan. Other material considerations, namely the points raised in the letter of objection, is considered to have been satisfactorily addressed and do not outweigh the Development Plan.

In the light of all of the foregoing, it is recommended that listed building consent be granted subject to the conditions.

## CONDITIONS AND REASONS

01. The development shall be implemented in accordance with drawing numbers 001, 101, 102, 110, 300, 301, 302, 310, 311, 312, 411, 500, 501 and 511 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. No demolition of the building(s) shall take place until contracts have been placed for the redevelopment of the site in accordance with a current planning permission. Written evidence shall be submitted to and approved in writing by the planning authority before any demolition takes place.

**Reason:** To safeguard the character of the listed building and the character of the surrounding conservation area.

03. Samples of all external materials 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.

04. Details shall be submitted indicating the use of salvaged stone from the demolition of the primary school and incorporated into the new development. These details shall be submitted and agreed in writing with the Planning Authority, prior to commencement of works.

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

**Reason:** To safeguard the character of the listed building and the character of the surrounding conservation area.



**ADVISORY NOTES TO COUNCIL**

01. This application requires to be referred to Historic Scotland.
02. This application requires to be notified to The Royal Commission on the Ancient and Historical Monuments of Scotland.

for Executive Director of Development and Regeneration Services

DC/DDR/c1  
02/05/2013

**PLEASE NOTE THE FOLLOWING:**

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**Glasgow City Council**

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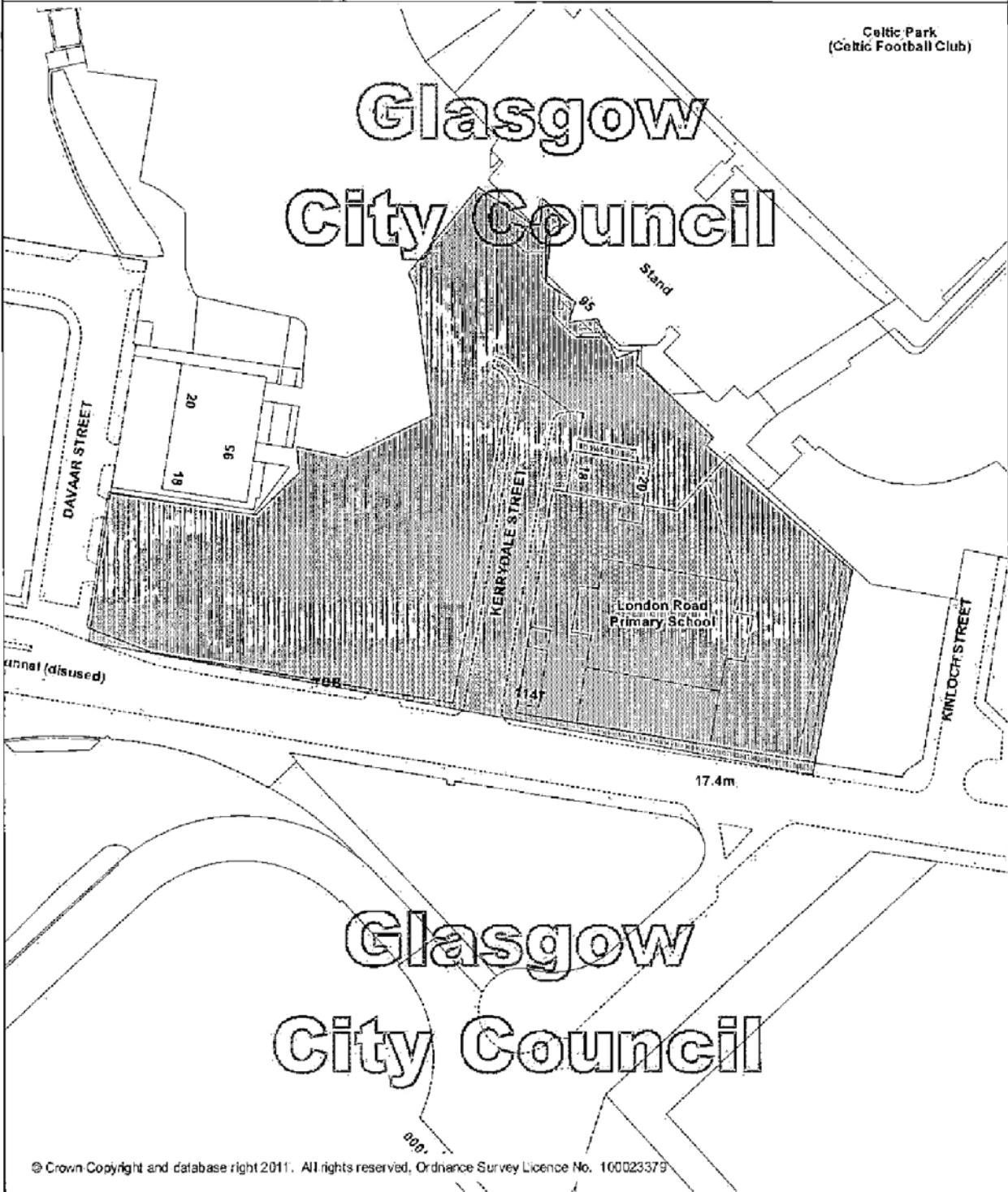
Reference No. **12/01360/DC**

Address : **London Road Primary School 1147 London Rd**

Scale : 1:1250

Indicative Site Location

Ward : **09**



Location of Site  
(For details, refer to Report)