



PLANNING APPLICATIONS COMMITTEE

Report by Head of Planning and Building Standards

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Item 3

20th April 2021

APPLICATION TYPE:	Listed Building Consent
RECOMMENDATION:	Grant Subject to Condition(s)

APPLICATION	20/02380/LBA	DATE VALID	16.09.2020
SITE ADDRESS	140 Trongate Glasgow		
PROPOSAL	Demolition of listed building behind facade, dismantling and re-erection of listed facade in association with redevelopment		
APPLICANT	Candleriggs Developments 2 Ltd 15 Exchange Place Glasgow G1 3AN	AGENT	Zander Planning Ltd Alex Mitchell Clyde Offices 2nd Floor 48 West George Street Glasgow G2 1BP
WARD NO(S)	10, Anderston/City/Yorkhill	COMMUNITY COUNCIL	02_120, Merchant City & Trongate
CONSERVATION AREA	Central Area	LISTED	B
ADVERT TYPE	Affecting a Conservation Area/Listed Building	PUBLISHED	9 October 2020
CITY PLAN			

REPRESENTATIONS/ CONSULTATIONS

Representations

No representations have been received to this application.

Consultations

Historic Environment Scotland (HES) - no objection

SITE AND DESCRIPTION

Application Site

The application property involves a four storey 'B' listed building at 140 Trongate. Built around 1875, it has been subdivided, extended to the rear and reconfigured to provide commercial accommodation at

ground floor level. The building used to adjoin an unlisted property to the west, however, this building has now been demolished, and was subject to an application for conservation area consent, which was approved.

The Candleriggs site has been largely vacant for several years with the incremental demolition of buildings on the site resulting from long term vacancy and severe lack of maintenance, some of which needed to be demolished in the interests of public safety. The site comprises a large proportion of two street blocks and the category 'B' listed building at 140 Trongate is the only remaining listed building within its boundaries. Whilst the ground floor remains partially occupied, the remainder of the building has been vacant for over a decade and this is reflected in its current poor (and in some areas dangerous) condition. The limited occupancy of the building is also quite strikingly evident in the treatment of the façade, which almost appears as two separate buildings, due to the fact that the occupied portion of the building has been more recently painted.

Application Proposal

The proposal seeks listed building consent for the demolition of the category 'B' listed building behind the façade, dismantling of the listed façade and re-erection. This proposal is part of the redevelopment proposals for the wide Candleriggs redevelopment site.

SPECIFIED MATTERS

Planning legislation 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 Masterplan design and access statement relating to the wider Candleriggs site (19/03665/PPP).
A design and access submitted relating to this development.
 - 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)
Reports submitted include;
Demolition Statement
Heritage Statement
Structure Report on re-use of façade
Structural Condition Report
- 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)

Not applicable to this application

2. restricting the grant of planning permission

Not applicable to this application

- 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 and that it will either be imposed or need not be imposed.

Not applicable to this application

POLICIES

The following policies are considered particularly relevant to the application assessment:

Scottish Planning Policy 2014

Historic Environment Scotland Circular 2019

Historic Environment Policy for Scotland (HEPS)

Managing Change in the Historic Environment Guidance Series

CDP9 Historic Environment

SG 9 Historic Environment

ASSESSMENT AND CONCLUSIONS

The Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 provides the statutory context for the protection of listed buildings and conservation areas.

The purpose of listing is to provide statutory protection to buildings that are considered to have special historic or architectural interest from damage or loss that would affect their special interest. The Section 59 of the Act places a duty of care on the local planning authority (LPA) when considering development proposals affecting a listed building or its setting to have special regard to preserving a building or its setting or any features of special architectural or historic interest which it possess.

Section 61 of the Act gives local planning authorities the power to designate areas that they consider to have special historic or architectural interest, the character and appearance of which it is desirable to preserve and enhance, known as conservation areas. The Act gives the LPA powers to control demolition of buildings (excluding listed buildings) within a conservation area. Conservation Area Consent is required for the demolition of unlisted buildings within a conservation area.

Scottish Planning Policy 2014 sets the general presumption against the demolition or other works that will significantly affect the special interest of listed buildings, and the presumption of retaining unlisted buildings that make a positive contribution to the character and appearance of conservation areas (Sections 141 and 143, Scottish Government 2014).

The impact of new development on the setting of listed buildings is a material consideration in

determining planning applications and this is set out in the SPP. Paragraph 141 relates to listed buildings and states:

“Where planning permission and listed building consent are sought for development to, or affecting, a listed building, special regard must be given to the importance of preserving and enhancing the building, its setting and any features of special architectural or historic interest. The layout, design, materials, scale, siting and use of any development which will affect a listed building or its setting should be appropriate to the character and appearance of the building and setting.”

The Historic Environment Policy for Scotland 2019 (HEPS) forms part of the national planning policy suite of documents, providing specific policy guidance on matters concerning the historic environment and was produced to take account of the changes resulting from the Historic Environment Scotland Act 2014, which created Historic Environment Scotland (HES).

HEPS is a policy statement directing decision-making that affects the historic environment. It is non-statutory, which means that it is not required to be followed as a matter of law or statute but is a material consideration for planning proposals that might affect the historic environment. It is relevant to a wide range of decision-making at national and local levels and is supported by more specific guidance on individual topics, known as the Managing Change Guidance (MCG).

Managing Change in the Historic Environment is a series of guidance notes about making changes to the historic environment. Each Managing Change guidance note looks at a different theme. Of relevance to the application proposal is the ‘Managing Change in the Historic Environment: Demolition of Listed Buildings’ 2019 document which explains what information is needed in order to satisfy the case for demolition. It states that if one of the following situations applies, demolition is likely to be justified, provided this is clearly demonstrated and justified:

- *Is the building no longer of special interest?*
- *Is the building incapable of meaningful repair?*
- *Is the demolition of the building essential to delivering significant benefits to economic growth or the wider Community?*

When considering the ‘special interest of the building’, the guidance states that:

‘In some circumstances a listed building may no longer be of special architectural or historic interest. This might include where there has been a significant loss of fabric or features of interest, or where there have been later alterations which have affected the character of the building.’

In relation to ‘meaningful repair’, it is explained that:

‘There are occasions when repairing and reusing a listed building would lead to extensive loss or replacement of fabric, which would have a consequent effect on its special interest. If repairing a building cannot preserve its special interest, it is not capable of meaningful repair.’

Instances where meaningful repair might not be possible include where the building has inherent design failures, or where a timber structure has decayed so much that no original material can be saved. It would not be possible to meaningfully repair a building where there is structural damage that cannot be repaired without complete reconstruction – such as serious corrosion of reinforced concrete frames, or extensive damage to the building.’

The guidance recognises that in some exceptional circumstances, the demolition of a building may be ‘essential to delivering significant benefits to economic growth or the wider community’. In such cases:

‘An LBC application for demolition on these grounds should provide evidence to demonstrate why the loss of the building is essential in order to obtain these benefits.’

Further guidance on the setting of listed buildings is provided in Historic Environment Scotland’s Managing Change Guidance: Setting (2016). This advises that an assessment of impact of development proposals on the setting of listed building should be undertaken and sets out the process for undertaking these assessments.

Policy **CDP9 ‘Historic Environment’** aims to ensure the appropriate protection, enhancement and management of Glasgow’s heritage assets by protecting, conserving and enhancing the historic

environment for the benefit of existing and future generations. This will be achieved by assessing the impact of proposed developments and supporting high quality design that respects and complements the character and appearance of the historic environment and the special architectural or historic interest of its Listed Buildings, Conservation Areas, Scheduled Monuments, archaeological remains, historic gardens and designed landscapes and their settings, or by mitigating unavoidable adverse effects on them.

SG9 'Historic Environment' supports the above policy by providing detailed guidance on the Historic Environment. It explains that there is a presumption in favour of retention of all listed buildings, with encouragement given to adaptation and creative design and reiterates the criteria set out in Historic Environment Scotland Policy Statement 2016 (now superseded by Historic Environment Policy Statement 2019).

In cases where demolition is proposed, applicants are required to show that they have made all reasonable efforts to retain Listed Buildings in accordance with Historic Environment Scotland Policy Statement 2019 and will need to meet at least one of the tests to justify demolition. In this regard, where the demolition of a Listed Building is proposed, 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 for 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.*

Comment: A previous application for listed building consent for the demolition of this listed building including the façade retention (ref: 15/00465/DC) was granted in 2015 in association with the originally submitted redevelopment scheme. At that time, Historic Scotland expressed concerns in relation to the principle of the substantial loss of the building and the way the building façade was treated within the new Trongate street block frontage and conveyed a preference for the entire building to be retained and incorporated within the scheme.

With regard to the principle of the façade retention, it was acknowledged that with extremely substantial investment the building could be rehabilitated and brought back into active use. In reality, however, it was recognised that the cost of such works would render this prospect economically unviable.

A further application for the demolition of the listed building with façade retention was submitted (ref: 18/00844/LBA), which established that the repair of the façade in-situ is no longer a practicable or safe option due to the deteriorating structural and material condition of its component elements, the poor quality and condition of its original foundations and the close proximity of a sewer running below the pavement adjacent and the underground rail tunnel in the street, and that in this respect, dismantling and re-erection provides the optimum strategy for its retention.

This application relates to the wider proposals for the redevelopment of the Candleriggs site, and will be incorporated into the build to rent development identified as phase 2 (ref: 20/02377/MS). This application follows the same principles and uses the same justification as the revised listed building consent for the dismantling and re-erection of the listed façade. As per the previous listed building consents, the restoration and retention of the façade of 140-144 Trongate as a prominent element in the new Trongate frontage is proposed in mitigation for the loss of the bulk of listed building.

The scheme to which the façade retention relates, is significant in scale, involving the comprehensive redevelopment of two street blocks, and proposes to adopt a holistic design approach to the entirety of the scheme. This approach, which comprises a perimeter block and an internal block separated by a series of elevated private amenity spaces and set around a large includes the realignment of Brunswick Lane in order to maintain north south permeability across the site and through the public square would be compromised by the retention of the rear of the listed building, notwithstanding the buildings condition.

The application premises is the only listed building within the wider application site and the applicant was careful to incorporate the façade within the new frontage. Historic Environment Scotland (HES) have been involved on the various proposals for this building and the wider Candleriggs site. Concerns were raised on previous proposals for this building, however, the latest proposals are viewed as

acceptable to HES based on the methodology of integrating the rebuild façade into the new structure. They have requested that a darker brick be used which would be located immediately behind the façade in order to help that element to read more recessively. The applicant has accepted this and has submitted revised drawings indicating a darker brick.

The applicant did much to develop the design detailing of the proposed buildings in response to the surrounding historic and modern context and made a significant effort to incorporate the listed façade within the development through an innovative design solution which fully utilises the façade in the composition of the new street landscape. It is considered that the strategy adopted by the applicant's design team is acceptable.

Whilst consent is in place for demolition and façade retention, following detailed inspection of the building the optimum strategy has been identified:

- To disassemble the sand stone façade;
- Repair the masonry in a controlled environment;
- Repair and protect the cast-iron members if in a suitable condition; and
- Reassemble the façade onsite.

This approach provides a more controlled environment and systematic approach for the repair of the façade which should lead to more of the original stone being retained and repaired rather than replaced which is likely to have been required through the consented façade retention approach.

It is considered that the application complies with Policy CDP9 and SG9 and as such, it is recommended that listed building consent for the demolition of the listed building behind facade for the dismantling and re-erection of the listed facade in association with the wider redevelopment be granted, subject to conditions.

CONDITIONS AND REASONS

01. Prior to the commencement of works, a methodology in respect of the demolition of the rear of the listed building and dismantling of the listed façade to Trongate for future re-assembly in a manner which ensures the protection and preservation of the façade components, features, detailing and materials, shall be submitted for the written approval of the Planning Authority.

The methodology should specify the process which will be undertaken in respect of recording, cataloguing and assessing the condition of the building components and their subsequent protection, transportation and storage. For the avoidance of doubt, no material or component shall be disposed of, regardless of condition, without the prior approval of the Planning Authority. The demolition and dismantling shall thereafter be implemented under the supervision of a specialist conservation contractor in the approved manner.

Reason: To safeguard the character of the listed building.

02. Following examination of the façade off-site, detailed drawings and a method statement explaining how the façade will be re-assembled as part of the new development, including any necessary repairs or replacement components, features, detailing and materials shall be submitted to and approved in writing by the Planning Authority prior to being implemented in the approved manner under the supervision of a specialist conservation contractor in the approved manner.

Reason: To safeguard the character of the listed building.

03. Stone repairs for the listed façade at 140 Trongate shall be carried out using replacement natural stone to match the original stonework in every respect including colour, geological character, texture and coursing pattern. A petrographic analysis of the original stonework and the proposed replacement stone together with samples shall be submitted to and approved in writing by the Planning Authority before work on this element of the development commences.

Reason: To safeguard the character of the listed building.

04. Details of the extent of stonework repairs and details of the proposed repair methods for the listed façade at 140 Trongate shall be submitted to the Planning Authority in the form of marked-up elevational drawings at a scale of 1:20. No work shall be begun on this element of the development until written approval has been issued.

Reason: To safeguard the character of the listed building.

05. All repointing of exterior stonework to 140 Trongate shall match the original pointing in every respect including mix of materials, colour and thickness.

Reason: To safeguard the character of the listed building.

06. No external fittings including gas and water pipes, gas and water meter boxes, balanced flues, solar panels, wind turbines, burglar alarms, security lights and cameras, air conditioning and ventilation plant, grilles or ducts shall be installed on the elevations facing Trongate.

Reason: To safeguard the character of the listed building.

07. No secondary ventilation grilles shall be fitted in the glazed areas of window on the Trongate elevations.

Reason: To safeguard the character of the listed building.

08. No demolition or dismantling of the building 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.

for Chief Executive, Glasgow City Council

DC/ DDR/
23/03/2021

BACKGROUND PAPERS

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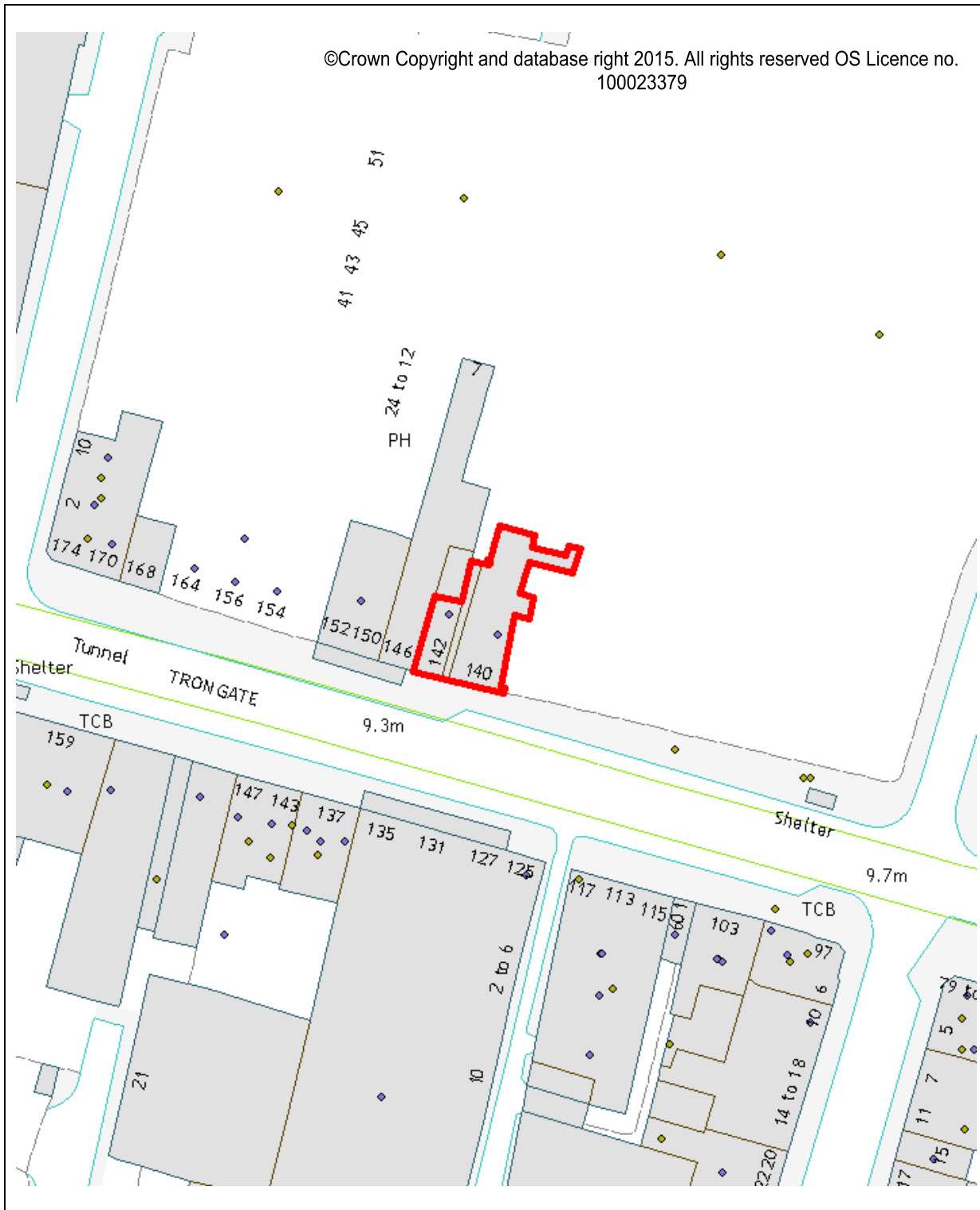
Reference No: 20/02380/LBA

Address: 140 Trongate Glasgow

Ward: 10

Scale: 1:1250

Indicative Site Location



Location of Site (for details refer to Report)