



## Planning Applications Committee

Report by Executive Director of Neighbourhoods,  
Regeneration and Sustainability

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### Item 2(b)

4th June 2024

<b>Application Type</b>	Listed Building Consent
<b>Recommendation</b>	Grant Subject to Conditions

<b>Application</b>	21/02068/LBA	<b>Date Valid</b>	25.06.2021
<b>Site Address</b>	520 Sauchiehall Street Glasgow G2 3LW		
<b>Proposal</b>	Erection of residential development, with Class 1 (Retail), Class 2 (Financial, Professional and Other Services), Class 3 (Food & Drink), Class 4 (Business) and Class 11 (Assembly & Leisure) uses, including demolition of existing building with facade retention and other associated works.		
<b>Applicant</b>	Consensus Capital Group Ltd 10 Craigmillar Park Edinburgh EH16 5NE	<b>Agent</b>	Iceni Projects Ian Gallacher 177 West George Street Glasgow G2 2LB
<b>Ward No(s)</b>	10, Anderston/City/Yorkhill	<b>Community Council</b>	02_032, Garnethill
<b>Conservation Area</b>	Central	<b>Listed</b>	B
<b>Advert Type</b>	Affecting a Conservation Area/Listed Building  Bad Neighbour Development	<b>Published</b>	2 February 2024
<b>City Plan</b>	Mixed Development		

## Representations/Consultations

### Representations

Objections were received from 16 representees, including Bailie Mearns and Garnethill Community Council.

The application has been re-notified and re-advertised following submission of revised drawings to reduce the height of the proposed development, however, all comments received during consultation exercises under reference 21/02068/LBA have been included within the summary of representations.

The matters of concern raised can be summarised as:

- Inappropriate scale and form of the building;
- The impact of the building upon the setting and views of the Central Conservation Area and adjacent Listed Buildings;
- Impact upon existing residential amenity levels;
- Cumulative impact of development and densification within Garnethill;
- Impact of construction works;
- Increased vehicular traffic;

- Residents of Charing Cross Mansions have not been notified of the application.

## **Consultations**

Historic Environment Scotland – No objection.

## **Site and Description**

### **Site Description**

The application site, measuring approx. 0.1 hectares, lies towards the northwest of the city centre. Situated mid-block, the primary frontage is onto Sauchiehall Street and the secondary elevation facing north onto Renfrew Street.

The application site comprises a vacant plot on the south western portion, formerly occupied by The National Bank of Pakistan which was demolished in 2008, and a two storey building which fills the remainder of the site extending from Sauchiehall Street to Renfrew Street. The building on the site has lain vacant for over 10 years, with the previous use being as a bar/nightclub.

The application site is located within the Central Conservation Area and the building is Category B Listed. The Historic Environment Scotland listing description notes that the building is of late 19<sup>th</sup> century period. At Sauchiehall Street, the external elevation includes a red sandstone surround with Greek detailing at ground floor, and at 1<sup>st</sup> floor features flanking torch-bearing Ionic order caryatids, eaves cornice and stepped parapet with pipe-playing winged Harmony figure. At Renfrew Street, the description notes the single storey and basement elevation in red ashlar sandstone, which featured a parapet with central prominent bust of Beethoven (currently in storage).

The surrounding area is characterised by a broad mix of uses and built forms. To the south, Sauchiehall Street is characterised by commercial ground floor uses including retail, food and drink, hot food takeaways, betting office, and casino and night club uses. There is also residential accommodation within Charing Cross Mansions, Albany Chambers, upper floors of Sauchiehall Street tenements, and existing Student Accommodation immediately facing 520 Sauchiehall Street. Tay House at Sauchiehall Street/Charing Cross offers purpose-built office space. The southern street wall on Sauchiehall Street consists of a typical 4 storey conservation datum, with the student accommodation building rising to 11 storeys, and Tay House to 7 storeys. To the north elevation of Sauchiehall Street, there is greater variation to the street wall with Charing Cross Mansions being 5 storeys, reducing to a 1.5 storey form to the east, followed by the 10 storey Beresford Building.

On Renfrew Street, the context is less commercial, and is generally characterised by traditional residential uses, though including servicing access to Sauchiehall Street properties.

Being within the City Centre, the site is in close proximity to a range of uses including retail, food and drink outlets, residential, leisure, social, cultural and health facilities and educational institutions. Located within an area of High Accessibility, the site is within easy walking distance of Glasgow's public transport infrastructure including Charing Cross Station and key bus routes locally, and Central Station, Queens Street Station, the subway network and Buchanan Bus Station all being within walking distance.

### **Planning History**

The vacant building last operated as a bar/nightclub over 10 years ago, having since lain vacant for a significant period. There has been no significant planning history on the site, with previous applications generally reflecting the previous bar/nightclub use, with previous informal pre-application discussions were discouraged due to their excessive scale.

The building is on the Buildings At Risk Register, having been added in 2014. The log records the condition of the building as 'poor', and the category of risk as 'moderate'.

Though the application under consideration was submitted in 2021, there has been delay in progressing the decision due to concern regarding previous iterations of the scale and massing presented. Consequently, the proposal has been through a process of revision to gain an appropriate form that responds to the townscape and heritage context of the site, whilst presenting a viable development scheme.

As originally submitted, the proposal sought consent to deliver 87 units within a 14 storey building. The revised proposal now seeks to deliver 71 units, with an 8 storey building presented to Sauchiehall Street, and 6 storeys from ground level on Renfrew Street.

The revised proposal has been subject to re-notification and re-advertisement to ensure any further public comment is captured.

## Proposal

The proposal, linked to an application for full planning consent (21/02069/FUL) is for the demolition of the existing building to allow redevelopment, though retaining and incorporating the listed facades on both Sauchiehall Street and Renfrew Street. The mixed-use development would comprise residential accommodation with active commercial provision at Sauchiehall Street consisting of Class 1A (retail, financial, professional and other services); Class 3 (food and drink); Class 4 (business) or Class 11 (assembly and leisure). Internal and external amenity spaces are proposed for residents, with associated landscaping and access.

The development would be linked from Sauchiehall Street to Renfrew Street at the ground floor, with the change in topography between the two streets being utilised to discretely accommodate back of house and utilitarian functions. Two building forms are proposed - fronting Sauchiehall Street and Renfrew Street, with a central raised courtyard between these buildings. A total of 71 units are proposed on the site, with 57 located to Sauchiehall Street and 14 to Renfrew Street. The majority of the accommodation shall be studio apartments of varying sizes, though include 2no. duplex apartments, and 3no. 1-bedroom apartments.

The proposed amenity spaces available to residents include a ground floor studio space, laundry room, communal kitchen, workspace, lounge, and external courtyard.

The development has been designed to retain the historic facades of the listed building, preserving their special interest and the positive contribution these make to the Central Conservation Area. The facades will be repaired where necessary and integrated into the proposal to create distinctive entrances to the accommodation. Double-height spaces on Sauchiehall Street retain the commercial shopfront scale. Similarly, the scale of the Sauchiehall Street façade is respected at 1<sup>st</sup> floor level by creating deep reveals and introducing duplex apartments to exploit the large-scale opening. A solid panel has been incorporated behind the harmony figure to avoid obscuring views of this heritage feature. At Renfrew Street, glazing will be re-instated into the historic bays of the façade, and the Beethoven bust re-instated.

The proposal has been revised to respond to the existing context, scale and massing of the block. At Sauchiehall Street, a street wall of 6 storeys (including double-height ground floor) is presented, with an additional 2 storey crown being set back from the building line to prevent a dominant impact upon the streetscene. On Renfrew Street, the building is extended to 4 storeys above ground level to generally line through with the datum of the adjoining tenement, with 2 additional storeys again being set back above this to reduce the impact of the height on the street context. Due to the increase in topography from Sauchiehall Street to Renfrew Street, the Renfrew Street block includes a further 2 storeys below the ground level/street access on Renfrew Street

The detailed design and material palette has been informed by an analysis of the existing facades and surrounding context. The architectural response is defined by strong concrete framing, which takes cues on Sauchiehall Street from the original pattern of development along the street in narrow fues. Glazing is recessed in deep reveals to allow provision of generous fenestration whilst the framing provides a rhythm of strong verticals with intermittent horizontal elements. The development has been designed to form a relationship with the retained façade whilst clearly being understood as a new modern component. Gable elevations are simple in design with subtle articulation. Visible gables have been modelled to avoid an over-bearing expanse of wall, adopting variations in form at higher level.

The proposal would deliver high quality materials that are sympathetic to, and complement, the surrounding context. The proposal utilises dark pigmented 'polished' precast concrete to the main facades, whilst lighter off-white pigment will be used to the courtyard to provide attractive external residential spaces. Anodised aluminium in bronze/brass colour to architectural metalwork and window frames have been specified to complement the darker concrete tones.

The courtyard is bounded by high masonry walls which screen neighbouring properties. Within the courtyard, three apartments benefit from private terraces to ensure no overlooking issues arise into habitable rooms. The remaining courtyard shall include raised planting beds and seating. A shared lounge will have direct views into the courtyard.

## 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

**ii. an appropriate assessment under the Conservation (Natural Habitats etc.) Regulations 1994**

Not applicable

**iii. a design statement or a design and access statement**

A design and access statement has been provided.

**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)**

Not applicable

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

Not applicable

**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

**ii.**

**1. requiring the Council to give information as to the manner in which an application has been dealt with (Regulation 31)**

Not applicable

**2. restricting the grant of planning permission**

Not applicable

**iii.**

**1. requiring the Council to consider imposing a condition specified by Scottish Ministers**

Not applicable

**2. requiring the Council not to grant planning permission without satisfying Scottish Ministers that the Council has considered to the condition and that it will either imposed or need not be imposed.**

Not applicable

**Policies**

**Assessment and Conclusions**

Section 59 of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997, requires that in considering whether to grant planning permission for development which affects a listed building or its setting, the planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Section 64

of the same act requires, with respect to any building or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

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

- a) Whether the proposal is appropriate having regard to the provisions of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act with respect to the proposed development and its impact on listed buildings and the character and appearance of the Central Conservation Area;
- b) Whether any other material considerations, such as consultations or representations, have been addressed satisfactorily in the assessment of this proposal.

In respect of (a), the proposal should be considered against the relevant policies of the Development Plan, which comprises NPF4 adopted on the 13th of February 2023 and the Glasgow City Development Plan adopted on the 29th of March 2017.

#### **National Planning Framework 4**

Considering NPF4, the relevant policy with regard to the Listed Building Application is Policy 7.

**Policy 7 Historic Assets and Places** aims to protect and enhance the historic environment assets and places, and to enable positive change as a catalyst for the regeneration of places. Development proposals with a potentially significant impact on historic assets or places should be accompanied by an assessment which is based on an understanding of the cultural significance of the historic asset and/or place. The assessment should identify the likely visual or physical impact of any proposals for change, including cumulative effects and provide a sound basis for managing the impacts of change.

Development proposals for the demolition of listed buildings will not be supported unless it has been demonstrated that there are exceptional circumstances and that all reasonable efforts have been made to retain, reuse and/or adapt the listed building. Considerations include whether the:

- i) Building is no longer of special interest;
- ii) Building is incapable of physical repair and re-use as verified through a detailed structural condition survey report;
- iii) Repair of the building is not economically viable and there has been adequate marketing for existing and/or new uses at a price reflecting its location and condition for a reasonable period to attract interest from potential restoring purchasers; or
- iv) Demolition of the building is essential to delivering significant benefits to economic growth or the wider community.

Development proposals in or affecting conservation areas will only be supported where the character and appearance of the conservation areas and its setting is preserved or enhanced. Relevant considerations include the:

- i) Architectural and historic character of the area;
- ii) Existing density, built form and layout; and
- iii) Context and siting, quality of design and suitable materials.

Development proposals in conservation areas will ensure that existing natural and built features which contribute to the character of the conservation area and its setting are retained.

Demolition of buildings in a conservation area which make a positive contribution to its character will only be supported where it has been demonstrated that:

- i) reasonable efforts have been made to retain, repair and reuse the building;
- ii) the building is of little townscape value;
- iii) the structural condition of the building prevents its retention at a reasonable cost; or
- iv) the form or location of the building makes its reuse extremely difficult.

**Comment:** The majority of the building on the site has been evidenced to be in a poor state of repair, as per the Structural Survey undertaken. The long-term vacancy of the building, for over 10 years, shows that there is no demand for the property as existing. Given the existing building form, there is little opportunity for its viable re-use. The remaining features of special interest are the facades, which are retained within the proposal and appropriately incorporated into a new building on the site which will deliver regenerative benefits to Sauchiehall Street and ensure that an active use is returned here, whilst providing much needed housing provision and improving the streetscene on Renfrew Street.

The existing building is Category 'B' listed and located within the Central Conservation Area. The site is in close proximity to a number of listed buildings including:

- 'A' Listed Charing Cross Mansions to the west, at junction with Charing Cross and St Georges Road;
- 'A' Listed Albany Chambers immediately to the west of the application site 528-538 Sauchiehall Street;
- 'B' Listed Albany Mansions to the west of the application site 347-353 Renfrew Street;
- 'B' Listed 518 Sauchiehall Street immediately to the east of the application site; and
- 'B' Listed 516 Sauchiehall Street to the east of the application site.

The submitted Heritage and Townscape and Visual Impact Assessment considers the impact of development on the site upon the setting of the area and the neighbouring heritage assets, which is considered fully within the report below. Though the full HTVIA relates to the original submission height, as the height of the building has been reduced so has the potential impact on the streetscene. The HTVIA has since been accompanied by updated visuals of the revised proposal.

In assessing the proposed building within the heritage context of the site, it is not considered that the modern development would significantly impact the existing architectural or historic character of the area nor significantly alter views of the City Centre Conservation Area. The proposed density is considered appropriate for the City Centre context, with the detailed form having been informed by the topography and context on Sauchiehall and Renfrew Street. It has therefore been determined that in order to allow positive development of the long-term vacant site a façade retention scheme is appropriate in this case.

The impact of the proposed development upon the historic environment is further considered within the report below.

### **Glasgow City Development Plan**

With regards to the Glasgow City Development Plan, the relevant Policy and Supplementary Guidance are listed below.

The City Development Plan contains two overarching policies: CDP 1 The Placemaking Principle and CDP 2 Sustainable Spatial Strategy, which must be considered in relation to all development proposals. Other policies and associated supplementary guidance provide more details on specific land uses or environments which contribute to meeting the requirements of the overarching policies.

The following policies are considered relevant to the application assessment:

#### **Policy CDP 1 The Placemaking Principle and SG 1 The Placemaking Principle**

Placemaking is underpinned by a design-led approach to planning. This approach is not restricted to influencing the appearance of a building, street or place; rather it is a holistic approach that considers the area's context and balances the range of interests and opportunities to create multiple interconnected benefits through a collaborative process.

This Policy aims to contribute towards protecting and improving the quality of the environment, improving health and reducing health inequality, making the planning process as inclusive as possible and ensuring that new development attains the highest sustainability levels.

The scope of The Placemaking Principle is intentionally wide to ensure that it becomes embedded in all new development and not just large scale regeneration. Engagement should be proportionate to the development that will take place. This approach will enable Glasgow to ensure that new development contributes towards the creation of new and improved places which are fit for people.

**SG 1 'Placemaking'** supports the above policy by providing guidance to promote the overarching Placemaking Principle being applied to all development types in the city. This comprises two parts - Part 1 provides the context and approach of Placemaking established in Policy CDP1, and how it will apply to new development in the City, stipulating that the onus will be on developers to fully consider, evaluate and apply the principles of Placemaking to individual schemes, as appropriate. Applicants must be able to show how their proposals meet placemaking requirements and how they have responded to relevant local development plan policies and associated supplementary guidance. Part 2 contains detailed assessment criteria relating to physical design.

SG 1, Part 2, Section 5 '*Detailed Design*' – '*Building Materials*' stipulates that all new development, depending on the nature and scale of the development, will be expected to:

- Employ high quality facing and roofing materials that complement and, where appropriate, enhance the architectural character and townscape quality of the surrounding area;
- Use robust and durable materials that fit their context and are capable of retaining their appearance over time and in Glasgow's climate; and

- c) Acknowledge the local architectural and historic context through the use of appropriate materials.

On listed buildings, in conservation areas and in areas of sensitive urban character, particular care will require to be taken regarding choice of materials. Poorly specified facades can appear flat and dull in comparison to Glasgow's well-articulated historic architecture. As such, a high level of design sophistication will be expected. Proposals should:

- a) avoid flat and visually dull facades, especially in areas of sensitive architectural urban form;
- b) acknowledge and respond to the existing datums, courses and proportions found in the surrounding built environment; and
- c) acknowledge and harmonise with the range of textures and tones in the surrounding buildings and streetscape.

**Comment:** The proposal has been developed to respond appropriately to the site context. This is a modern infill development within the heritage setting of the Central Conservation Area and neighbouring listed buildings. The development therefore requires to form a cohesive intervention within the streetscene, whilst ensuring the character of the retained facades and neighbouring buildings are preserved. High quality, durable, materials are proposed with dark pigmented concrete complimenting the surrounding context, whilst ensuring the lighter Sauchiehall Street historic facade retains its prominence.

A cohesive architectural approach has been adopted between Sauchiehall Street and Renfrew Street, with the building height having been reduced significantly on Sauchiehall Street from first submission to avoid significant impact of height on the streetscene and to respond to the heritage buildings of high quality architecture and materiality. Similarly, an appropriate massing has been adopted on Renfrew Street to reflect the secondary elevation conditions. At Renfrew Street, a solid gable will be exposed to the east, being a typical traditional Glasgow tenemental condition and therefore not forming an incongruous feature.

Final specifications and samples would be assessed prior to approval for use, as suggested within the recommended conditions.

The proposal is in accordance with CDP 1 and SG 1.

#### **Policy CDP 9 Historic Environment and SG 9 Historic Environment**

CDP 9 aims to ensure the appropriate protection, enhancement and management of Glasgow's heritage assets by providing clear guidance to applicants. The Council will protect, conserve and enhance the historic environment in line with Scottish Planning Policy/Scottish Historic Environment Policy for the benefit of our own and future generations. The Council will assess the impact of proposed development and support 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, archaeology, historic gardens and designed landscapes and their settings. The Council is unlikely to support development that would have a negative impact on the historic environment.

SG 9 supports CDP 9 by providing detailed design guidance. With regard to demolition, SG 9 notes that there is a presumption in favour of the retention of all listed buildings. These buildings must be allowed to adapt to new uses and the Council is willing to respond favourably to creative ideas and excellent design, in order to ensure and facilitate their retention, subject to other policies of the Plan. Consent for demolition of a listed building is only granted in exceptional circumstances.

Applicants need to show that they have made all reasonable efforts to retain Listed Buildings in accordance with Historic Environment Scotland Policy Statement, 2016. Where the demolition of a Listed Building is proposed, applicant 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.

Facade retention may be considered, but will not be regarded as an automatic option and should be justified in line with the Historic Environment Scotland Policy Statement, 2016. The architectural value of the interior, function and use of the building must be fully assessed; evidence of the obsolescence of the interior will be part of such an assessment. Where demolition of the interior is proposed and authorised, an architectural audit should be produced and submitted to the Council's Conservation

Officers to enable them to assess features and artefacts that should be salvaged, retained or re-used.

In order to protect townscape quality, consent for redevelopment will require the retention of existing buildings until the replacement development commences.

The character of Glasgow's Conservation Areas consists of a variety of elements including a rich mix of architectural styles, dense groupings of buildings, distinctive street patterns interspersed with landmark buildings and historic landscape features. Guidance requires that proposals for infill development in Conservation Areas should maintain or enhance the character and appearance of their historic context by using high quality design and materials. Proposals should reinforce local distinctiveness and historic character and seek to:

- a) Respect the established building lines of the street where this is an identified feature;
- b) Ensure that the scale and massing respects and responds to the existing adjacent properties; and
- c) Harmonise external finishes with those of existing adjacent properties (while natural stone is the preferred option in areas of traditional construction, alternative materials may be acceptable dependent on the quality of the architectural design and the context of its setting).

Within the Central Conservation Area in particular, SG 9 notes that in assessing new development within the city centre, the following, along with other policy considerations, should be taken into account. Development should:

- a) Respect the built form, maintain (or re-instate) continuity of building lines, street containment, street pattern and elevational proportions;
- b) Maintain variation of plot width and grid-iron street pattern in the Victorian business area;
- c) Design roofscapes which do not compete with the original building design; and
- d) Use high quality materials and utilise sandstone on prominent elevations.

**Comment:** The existing building has lain vacant for over 10 years due to lack of interest in the use of the premises. With the exception of the historic facades, the building does not contain significant elements of special interest internally. Though the building contains elements of historic decoration including sections of corning, this is in a significantly fragmented form and has been subject to substantial modern intervention. It is evident that large parts of the building have been entirely re-built during past conversions and overall, there are few remaining legible elements internally. The application has been accompanied by a Structural Survey which finds that the building is generally in a poor state of repair. It is therefore considered appropriate in this case that the facades, being the remaining high level special interest components of the building, are retained and incorporated into a new high-quality development, with the remaining building being demolished.

The site is located within a sensitive historic environment – being within the Central Conservation Area, visible from points of the Park Conservation Area to the west of the M8, and sitting within the context of neighbouring listed buildings. The impact of the proposal on the heritage context has been considered as part of the assessment of the application. To assist with this assessment, the immediate and wider context of the site has been considered with regard to architectural styles, building scale and massing, material and palette, and heritage assets.

The impact of the scheme has been considered within the applicant's Heritage and Townscape Visual Impact Assessment (HTVIA). Whilst the original submission was considered to be detrimental to the general streetscene and form an imposing backdrop to the heritage context of the site, this has been subject to a number of reductions as the applicant seeks to address these concerns raised. The most recent scheme is considered to significantly reduce the impact of the proposal and mitigate the impact on the heritage context, whilst ensuring that benefits are secured via the viable redevelopment and re-use of the site.

The full HTVIA considers the height and massing of the original proposal, with subsequent updated views having also been produced to inform design discussions and illustrate the scheme as proposed. The Impact Assessment included within the HTVIA provides an understanding of the likely effects of the development above the existing datums on the sensitive townscape receptors and considers the impact from selected verified viewpoints within the Central and Park Conservation Areas.

On Renfrew Street, being of a more residential context, the existing neighbouring building to the west presents a tenemental gable end approx. 19m in height, whilst the new development will present a gable end approx. 21m in height. The proposed building form at Renfrew Street is considered to sit appropriately within the context. It is not uncommon within Glasgow for tenements to present blank gable elevations, with this being the adopted approach in this case.



At Sauchiehall Street, the revised proposal has a southern elevation that will rise approx. 7m above the ridge height of the adjoining building to the west. Immediately to the east, the building will rise approx. 10m above the ridge height of the adjoining building. Having been reduced in height on Sauchiehall Street, the proposal is no longer considered to form an incongruous feature within the urban city centre environment. The high-quality architecture successfully incorporates the historic facades, though will be clearly legible as a modern intervention within the Conservation Area.

In considering the potential impact of the building upon existing views, the revised scale is not considered to unacceptably detract from the distinctive protected townscape qualities. Whilst the perception of the roof profile and setting of listed buildings, particularly Charing Cross Mansions and Albany Chambers, will be altered from selected viewpoints, this has been sought to be reduced and is now considered to be contextual to the urban backdrop of the city centre.

The gables of the scheme appear as a modern addition and have been purposely subtly articulated with simple high-quality materiality so as not to detract from the distinct historic profile and detailing of the heritage roofscapes and silhouettes of these protected features. To further break down the potential impact of a solid gable, subtle design techniques have been employed to break up the built wall by adopting palette variations, breaks in the built form at height, and recessed panels to add subtle texture/relief. It is therefore considered that views of the proposed building from the west will not significantly impact upon the legibility of, nor form competition against, the existing roofscapes or special interest of listed buildings. In consideration of the Conservation Area Appraisal, the view east from Charing Cross is not identified as a principal view within/from the Conservation Area.

From points of public vantage to the east of the application site, the proposed building will occlude views of the roofscape of Charing Cross Mansions, though these views will continue to be legible from other viewpoints. In addition, there is an existing stepping of blank gables towards the application site and the additional step created by the east elevation of the new building does not sit incongruously above these. This is an accepted pattern that exists and has evolved over various periods of development in the City Centre. Whilst the Conservation Area Appraisal identifies a westward principal view on Sauchiehall Street, this terminates a number of blocks before the application site, with visibility of the application site being blocked by existing buildings (the Dental Hospital and Beresford Building).

In consideration of the submitted documentation, and following significant post-submission discussion, the amended proposal is no longer considered to have a negative impact upon the Central Conservation Area, nor neighbouring listed buildings or their settings.

The listed building application is accompanied by an associated application for full planning consent (21/02069/FUL), also presented to the Planning Applications Committee for determination.

The proposal is considered to be in accordance with CDP 9 and SG 9

The works to the listed building have been justified in terms of the Development Plan. It should be noted that the above mentioned Historic Environment Scotland Policy Statement 2016 has now been superseded. This will be reflected in future Supplementary Guidance, however the current national policy is considered below.

Considering whether the proposal is appropriate having regard to the provisions of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act with respect to the proposed development and its impact on the Listed Building and the character and appearance of the Central Conservation Area - the policies below are material considerations and outline the key considerations for making decisions that affect listed buildings.

### **Historic Environment Policy for Scotland May 2019**

This policy statement is a material consideration and should be used to direct decision making for the whole of the historic environment. It consists of 6 policies, being:

- HEP 1 – Decisions affecting any part of the historic environment should be informed by an inclusive understanding of its breadth and cultural significance;
- HEP 2 – Decisions affecting the historic environment should ensure that its understanding and enjoyment as well as its benefits are secured for present and future generations;
- HEP 3 – Plans, programmes, policies and strategies, and the allocation of resources, should be approached in a way that protects and promotes the historic environment. If detrimental impact on the historic environment is unavoidable, it should be minimised. Steps should be taken to demonstrate that alternatives have been explored, and mitigation measures should be put in place;
- HEP 4 – Changes to specific assets and their context should be managed in a way that protects

the historic environment. Opportunities for enhancement should be identified where appropriate. If detrimental impact on the historic environment is unavoidable, it should be minimised. Steps should be taken to demonstrate that alternatives have been explored, and mitigation measures should be put in place;

HEP 5 – Decisions affecting the historic environment should contribute to the sustainable development of communities and places;

HEP 6 – Decisions affecting the historic environment should be informed by an inclusive understanding of the potential consequences for people and communities. Decision-making processes should be collaborative, open, transparent and easy to understand.

### **Managing Change in the Historic Environment – Demolition of Listed Buildings April 2019**

Managing Change is a series of guidance notes produced by Historic Environment Scotland. The series supports the national level policy for planning and the historic environment. This document states that if one of the following situations applies, then the loss of the listed building is likely to be acceptable, as long as this is clearly demonstrated and justified.

- a) The building is not of special interest – this includes where there has been a significant loss of fabric or features of interest;
- b) The building is incapable of 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;
- c) The demolition of the building is essential to delivering significant benefits to economic growth or the wider community – some projects may be of such economic or public significance that their benefits may be seen to outweigh the strong presumption in favour of retaining a listed building. Often these projects form part of wider strategies at national or regional level;
- d) The repair of the building is not economically viable – this means that the cost of retaining the listed building would be higher than its end value.

**Comment:** There is a presumption that listed buildings should be protected from demolition. In order to obtain consent for demolition, applications will need to meet at least one of the tests of Managing Change in the Historic Environment – Demolition of Listed Buildings 2019.

The proposal fails to meet test a) as whilst there are limited remaining features of special interest internally, there remains significant interest in the historic facades. It would therefore not currently be considered appropriate to de-list the property.

With regard to test b), a structural survey submitted in support of the application notes that the structural condition of the brickwork throughout the building is generally considered to be poor. Deterioration of the walls is evident throughout the building and is attributable to excessive moisture. The walls are very wet in some locations and degradation and spalling has occurred. The dampness within the majority of the building has also caused damage to finishes, internal masonry, and steel. Whilst some mild steel beams were observed to be in good condition with some surface corrosion evident, other steel members were found to be in poor condition with more significant corrosion, with pitting and delamination evident. The survey deduces that there is water ingress occurring at roof level, with standing water being evident, and bulging and collapsing ceiling finishes at second floor level.

The Sauchiehall Street and Renfrew Street facades are generally found to be in good structural condition and do not raise immediate structural concern.

Given the low scale of the existing buildings within the site, and the results of the structural survey, there is limited scope for the reuse of the structure as existing and the proposal is found to meet the test b).

In terms of c), the significant demolition of the structure of the building will allow an active use to be developed on the long-term vacant site and provide wider community and economic benefit, whilst incorporating the special interest of the historic facades.

With regard to test d), supporting justification has not been provided as the proposal meets test b), though it has been evidenced that there is no market interest in the use of the building in its current form.

The historic facades are considered to be the remaining features of special interest and shall be retained. As the proposal for substantial demolition meets the Managing Change in the Historic Environment test, then the substantial demolition of the listed building is acceptable in this case.

The demolition of the building therefore is justified against the above policy documents, having regard to the provisions of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act with respect to the proposed development and its impact on the Listed Building and the character and appearance of the Central Conservation Area.

### **Material Considerations**

In respect of b), with regard to material considerations, objections were received from 16 representees. These representations can be summarised and addressed as follows:

- The proposal will have a negative impact upon existing visual amenity due to the inappropriate scale, form and materiality of the building.

**Comment:** The scale and height of the building has been subject to post-submission revision to address concerns of the inappropriate height of the building. As now presented, the proposal is considered to respond appropriately to both Sauchiehall Street and Renfrew Street. Whilst taller than the adjoining buildings, the proposed scale and form does not form an incongruous feature within the urban City Centre environment. New developments within conservation areas do not require to adopt traditional materials, with modern high-quality materials being acceptable. The high-quality architecture of the proposal would be considered to deliver an appropriate contemporary intervention to this vacant site.

- The proposal will have a negative impact upon the setting and character of the Central Conservation Area and surrounding Listed Buildings.

**Comment:** The existing listed building is in a poor state of repair, with the historic facades being considered to be the special interest features. The facades have therefore been retained and will be restored as part of the proposed scheme. The reduced height of the Sauchiehall Street building is considered to mitigate the impact of the development upon the Central Conservation Area, and produces a development which is no longer competing with the views of the adjacent Listed Buildings. As the building is of a high-quality contemporary design, legible as a modern addition to the streetscene, it will not detract from the general existing heritage context.

- The proposal will negatively impact upon residential amenity levels – including privacy, daylight, sunlight, and noise.

**Comment:** This is not a matter under consideration of the Listed Building Application and has been fully assessed under associated planning application 21/02069/FUL.

- Concern regarding the cumulative impact of development proposals/consents within Garnethill.

**Comment:** Whilst there have been a number of recent proposals along Renfrew Street and within the Garnethill area, these are not considered to be unsustainable within the city centre environment. Each application requires to be assessed against planning policy and the material considerations of the case. These assessments include consideration of potential impact upon the existing heritage context of the site.

- There will be a negative impact on amenity arising from demolition and construction works, including noise, dust and impact upon air quality. Additional concern regarding impact on structure of neighbour buildings.

**Comment:** Demolition/construction works are temporary in nature and are not a material planning consideration. It is the responsibility of the developer to ensure the safeguarding of neighbouring properties during construction, however suitable mitigation measures are subject to recommended condition.

- The proposal would increase vehicular traffic associated with the development.

**Comment:** This is not a matter under consideration of the Listed Building Application and has been fully assessed under associated planning application 21/02069/FUL.

- Residents of Charing Cross Mansions were not notified of the application.

**Comment:** Regulations do not warrant neighbour notification of Listed Building Applications. The application has been placed on the Weekly List, has been subject to publication within the Glasgow Times and Edinburgh Gazette, and site notices have been placed at the application site. In addition, neighbour notification was issued for the associated full planning application, though Charing Cross Mansions is outwith the 20m notification zone.

**Conclusion:** The proposal to significantly demolish the listed building is not considered to impact on the remaining features of historical interest – being the facades. Due to the poor state of repair of the remaining building and the fragmented nature of the internal character features, the Council has been convinced by the case made by the applicant that careful demolition is warranted in this case. Historic Environment Scotland have also accepted the case put forward by the applicant and do not object to the substantial demolition of the building to allow a new development to emerge, incorporating the retained facades.

The demolition of the building has been considered against relevant policies of the Development Plan and National Policy Guidance, and has been found to comply. The redevelopment works are considered to be appropriate to the site and shall not significantly impact upon the heritage context of the building or locality.

Other material considerations including letters of objection have been considered and addressed, though are not considered to outweigh the justification for significant demolition of the listed building, and subsequent re-development of the site incorporating the historic facades.

It is recommended that listed building consent is granted subject to the following suggested conditions.

## Drawings

The development shall be implemented in accordance with the approved drawing(s)

ADP-00-02-DR-A-0913 Location Plan 25 June 2021  
ADP-00-XX-DR-A-1001 S2 P1 Proposed Downtakings 25 June 2021  
ADP-00-ZZ-DR-A-1000 Proposed Downtakings 25 June 2021  
ADP-00-ZZ-DR-A-1301 S2 P2 Proposed Site Sections 16 January 2024  
ADP-00-XX-DR-A-0910 S2 P2 Proposed Site Plan 16 January 2024  
ADP-00-00-DR-A-1010 S2 P1 Proposed Ground Floor Plan 16 January 2024  
ADP-00-M1-DR-A-1011 S2 P2 Proposed Mezzanine Floor Plan 16 January 2024  
ADP-00-01-DR-A-1012 S2 P1 Proposed Level 1 (SHS & RS) 16 January 2024  
ADP-00-ZZ-DR-A-1013 S2 P1 Proposed Level 2 (SHS & RS) 16 January 2024  
ADP-00-03-DR-A-1014 S2 P1 Proposed Level 3-5 (SHS) & 2-4 (RS) 16 January 2024  
ADP-00-06-DR-A-1016 S2 P1 Proposed Level 6-7 (SHS) & 5-6 (RS) 16 January 2024  
ADP-00-09-DR-A-1019 S2 P1 Proposed Roof Plan 16 January 2024  
ADP-00-ZZ-DR-A-1202 S2 P1 Proposed North Elevation 16 January 2024  
ADP-00-ZZ-DR-A-1203 S2 P1 Proposed South Elevation 16 January 2024  
ADP-00-ZZ-DR-A-1201 S2 P1 Proposed East and West Elevations 11 October 2023

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

## Conditions and Reasons

01. No demolition of the building(s) shall take place until a contract or other agreed form of written evidence demonstrating that construction of the new building will commence as soon as reasonably practicable following demolition, has been exhibited to and approved in writing by the Planning Authority.

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

02. Prior to the commencement of demolition and construction works on site, a detailed phasing plan for the development shall be submitted to and approved in writing by the Planning Authority. Thereafter, phasing of the demolition and construction works shall be implemented in the approved manner, unless otherwise agreed in writing by the Planning Authority. For the avoidance of doubt, the required works to secure and retain the listed building's façade shall form the first phase of the works on site.

Reason: To enable the planning authority to monitor the implementation of the development.

Reason: To safeguard the character of the listed building.

03. Prior to commencement of demolition and construction works on site, a detailed construction methodology, specifying how the listed building's façade shall be secured and retained, shall be submitted to and approved in writing by the Planning Authority. Thereafter, the required works to secure and retain the listed building's façade shall be implemented in the approved manner unless otherwise agreed in writing by the Planning Authority and shall form the first phase of works on site.

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

Reason: To safeguard the character of the listed building.

04. Prior to commencement of demolition and construction works on site, details shall be submitted for the written approval of the Planning Authority setting out the method of ensuring the safety and stability of the building fabric identified to be retained throughout the phases of demolition and reconstruction. Such details are to include structural engineering drawings and a method statement. The work shall thereafter be carried out fully in accordance with the method statement approved unless otherwise agreed in writing by the Planning Authority.

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

Reason: To safeguard the character of the listed building.

05. Any external scaffolding required as part of the façade retention on Sauchiehall Street/Renfrew Street shall be erected such that it does not damage the fabric of the existing building. Full details shall be submitted for the written approval of the Planning Authority prior to demolition of the building and thereafter the scaffolding shall be implemented in the approved manner until such times as it is no longer required.

Reason: To safeguard the character of the listed building.

06. Prior to the commencement of demolition and construction works on site, a method statement detailing the anticipated programming and agreed methodology for demolition of the existing building and erection of the new building and including information relating to:

(a) measures for the control of noise dust and vibration;

(b) areas for the delivery and storage of equipment and materials;

(c) management of site traffic;

(d) method statement and programme for demolition works,

(e) measures for control and limitation of damage to the Avenues public realm on Sauchiehall Street and;

(f) proposals for contractors storage,

in a manner that minimises disruption to the local community and associated road network and maintains the safe movement of pedestrians and traffic, shall be submitted to and approved in writing by the Planning Authority. Thereafter, the programming, methodology and site management shall be implemented and maintained in the approved manner throughout the demolition and construction phases.

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

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

07. Prior to commencement of above ground construction works on site, details of all works to the retained Sauchiehall Street/Renfrew Street facades (to include modern additions) shall be submitted to the planning authority in the form of elevational drawings. No work shall be begun on this element of the development until written approval has been issued by the planning authority.

Reason: In order that the works do not detract from the appearance of the building.

Reason: To safeguard the character of the listed building.

08. Prior to the commencement of above ground construction works on site, and following completion of exploratory/scoping works or investigations of the retained Sauchiehall Street/Renfrew Street façades, details of the extent of repairs and re-instatement shall be submitted to and approved in writing by the Planning Authority in the form of marked-up elevational and sectional drawings at a scale of not less than 1:20 and shall be accompanied by a full stone survey and stonemason's report. Thereafter, the repairs and reinstatement shall be implemented in the approved manner prior to occupation of the building.

Reason: In order that the works do not detract from the appearance of the building.

Reason: To safeguard the character of the listed building.

09. Prior to the commencement of above ground construction works on site, 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. For the avoidance of doubt, stone repairs shall be carried out using replacement natural stone to match the original stonework in every respect including colour, geological character, texture and coursing pattern. All repointing of exterior stonework shall match the original pointing in every respect including mix of materials, colour and thickness. Thereafter, the stone repairs shall be carried out in accordance with the submitted and agreed details prior to occupation of the building.

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

#### Advisory Notes to Applicant

01. In cases where a Listed Building Consent/Conservation Area consent authorises a measure of demolition the applicant(s) must give notice of intention to carry out the works to Threatened Building Survey, Historic Environment Scotland, John Sinclair House, 16 Bernard Terrace, Edinburgh EH8 9NX, and thereafter allow HES a period of up to three months for recording purposes, during which period demolition may not be undertaken unless the HES has indicated in writing that its record has been completed. The relevant Historic Environment Scotland Team can be contacted at [tbs@hes.scot](mailto:tbs@hes.scot), or 0131 662 1456.
02. 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.
03. In order to protect local residents' amenity, noise associated with construction and demolition works in residential areas should not occur before 0800 or after 1900 Monday to Friday, and not before 0800 or after 1300 on Saturdays. Noise from construction or demolition works should be inaudible at the site's perimeter on Sundays and public holidays. The planning authority should be notified of necessary works likely to create noise outwith these hours

for Executive Director of Neighbourhoods, Regeneration and  
Sustainability

DC/NMR/09/05/2024

#### BACKGROUND PAPERS

#### PLEASE NOTE THE FOLLOWING:

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