

Report

Report to:	Planning Committee
Date of Meeting:	23 March 2021
Report by:	Executive Director (Community and Enterprise Resources)

Application no.	P/20/1752
Planning proposal:	Partial demolition of annex building and conversion of retained element to form 8 flats (Listed Building Consent)

1 Summary application information

Application type:	Listed building application
Applicant:	Wilson Developments and Clyde Valley Housing Association
Location:	Lanark Grammar Annex Hyndford Road Lanark ML11 9AQ

2 Recommendation(s)

2.1 The Committee is asked to approve the following recommendation(s):-

- (1) Grant detailed planning permission (subject to conditions) based on conditions attached.

2.2 Other actions/notes

- (1) The Planning Committee has delegated powers to determine this application.

3 Other information

- ◆ Applicant's Agent: Teri Porter
- ◆ Council Area/Ward: 02 Clydesdale North
- ◆ Policy Reference(s): South Lanarkshire Local Development Plan: Policy 15 Natural and historic environment
Supplementary Guidance 9: Natural and historic environment Policy NHE3 Listed buildings
Proposed SLDP2: Policy 14 Natural and Historic Environment
Proposed South Lanarkshire Local Development Plan 2: Policy NHE3 Listed Buildings

◆ **Representation(s):**

▶	0	Objection Letters
▶	0	Support Letters
▶	0	Comment Letters

◆ **Consultation(s):**

Historic Environment Scotland

West of Scotland Archaeology Service

Planning Application Report

1 Application Site

- 1.1 The application site (0.75ha) is situated within a predominantly residential area, close to Lanark town centre and relates to the vacant B-Listed Lanark Grammar Annexe. It is a single-story building, in neo gothic style with slate roof, ancillary hardstanding playground, boundary walls and railings and two outbuildings. The building has been vacant since 2003 and is in a dilapidated condition.
- 1.2 To the north the site is bounded by Hyndford Road and beyond by a mixture of terraced, semi-detached and detached residential properties; to the south is the former janitor's lodge house, Albany Drive and Braxfield Road with detached dwellings beyond; to the west are two storey residential flats and to the east one and a half storey detached and semi-detached dwellings of the Victorian/Edwardian era which front Hyndford Road and Albany Drive respectively. Vehicular access is taken from Braxfield Road and there is a pedestrian gated access taken from Hyndford Road via steps because of level differences between the street and the playground, which sits at a higher level and is fronted by a natural stone retaining wall.
- 1.3 The category B-Listed building is single storey with raised basement to the rear and is laid out on an H plan featuring 3 and 5 gabled ends with 'Neo Gothic' fenestration and light lancets. Other features include ashlar quoins, decorative drip moulds, iron finials, straight skews and a prominent octagonal lead bellcote topped by a weathervane. This is an early school board building with the original section including bellcote being built in 1883. After fire damage, a first extension was built in 1888 and a second prior to 1911; there are minor late 20th century additions to the rear. The first and second extensions reflect the gothic styling of the original buildings. The building has been listed as an example of an early school board building with distinguishing architectural detailing in contrast to the simpler, plainer school board buildings found in most Scottish towns outwith the larger cities.

2 Proposal(s)

- 2.1 After extensive marketing it has been proven that retention of the entire building is unviable. The current proposal involves the selective demolition of the first and second extensions and later additions to facilitate a new housing development in the cleared area and remaining playground. The new element will cross fund the restoration and conversion of the original 1883 building to form 8 two and three, bedrooms flats. The interior will be reconfigured to create new apartments over two floors retaining original subdividing walls where practical – 1st floor rooms will be accommodated within the existing roofspace. Heritage rooflights will be introduced to provide daylight to the upper floors. Internally, due to water penetration damage and other factors, ceilings and floors will have to be removed allowing the development of sustainable and insulated residential units. The majority of the flats will be entered from a central atrium that will allow natural light from roof glazing. Where possible the creation of the 1st floor will be undertaken sensitively to minimise intrusion on the existing windows. The semi derelict condition of the structure shall necessitate extensive restoration, repairs and reinstatement of the original exterior fabric, detailing and features including stonework, roof, guttering, downpipes and flashings. Following demolition, a new eastern gable on the retained building will have to be constructed using salvaged stones and window dressings from the demolished sections, with care taken to ensure that the new gable matches the existing stonework and detailing. To enable a wider vehicle access with appropriate visibility, part of the boundary wall and the easternmost outbuilding will be removed whilst the western outbuilding will be adapted for cycle storage and the remaining boundary walls and railings maintained.

- 2.2 The new build element in the eastern section shall comprise 16 flats and 3 terraced dwellings contained in three two storey blocks situated in tandem alignment between the Hyndford Road and Albany Drive frontages. Also, a three storey building containing 12 flats between the rear of the retained annexe and the Braxfield Drive frontage will be developed. The conversion of the retained building along with the new build element will allow the formation of 39 residential units for affordable tenancies managed by the Clyde Valley Housing Association.
- 2.3 Planning Application P/20/1751 covering the conversion and new build element is subject of a separate report which will also be determined by the Planning Committee at its meeting on 23 March 2021.
- 2.4 The submission includes a Heritage Statement and a Visual Inspection Report.

3 Background

3.1 Local Plan Status

- 3.1.1 The adopted South Lanarkshire Local Development Plan identifies the site as being located within the settlement boundary of Lanark. Policy 15: Natural and Historic Environment of the adopted Plan and Policy NHE3: Listed Buildings of the associated Supplementary Guidance 9: Natural and Historic Environment apply.
- 3.1.2 On 17 August 2020 the Directorate for Planning and Environmental Appeals issued its report of the Examination of SLLDP2 and a number of modifications to the Plan were recommended. At the Planning Committee on 1 December 2020 members agreed to the approval of all of the modifications; the publication and public deposit of the Plan, as modified; and the submission of the Plan to Scottish Ministers. For the purposes of determining planning applications the Council will, therefore, assess proposals against the policies contained within the adopted South Lanarkshire Local Plan and those within the proposed LDP2. In this regard the application site and associated proposal is affected by Policies 14 Natural and Historic Environment and NHE3 Listed Buildings of LDP2.

3.2 Relevant Government Advice/Policy

- 3.2.1 Scottish Planning Policy advises that changes to a listed building should be managed to protect its special interest while enabling it to remain in active use. 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. Enabling development may be acceptable where it can be clearly shown to be the only means of preventing the loss of the asset and securing its long-term future.
- 3.2.2 Demolition of Listed Buildings also requires to be assessed against national policy set out in the Historic Environment Policy for Scotland (HEPS), and the Managing Change guidance on the demolition of listed buildings. This policy and guidance states that every effort should be made to retain a listed building and it is expected that an application for demolition demonstrates that one of the following 4 tests can be satisfied:-
- 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.

3.3 Planning Background

- 3.3.1 After being declared surplus to educational requirement in 2003, Listed Building Consent CL/04/0485 and Planning Permission CL/04/0506 to convert the Lanark Grammar Annexe into 14 residential flats was granted in November 2004. The approvals were not implemented and expired in 2009 and the site was sold on to Muse development. In 2015, Muse entered into negotiations with a national food retailer seeking to relocate their local outlet to the site, however, after feasibility studies indicated that the Listed Building would have to be removed, interest was withdrawn.
- 3.3.2 A Listed Building Consent application P/20/0365 to demolish the building to enable the development of a 70 bedroom nursing home was submitted in March 2020 and subsequently withdrawn in June 2020 because of a failure to provide supporting information justifying demolition.
- 3.3.3 Lanark Grammar Annexe has been on the Buildings at Risk Register since 2004.
- 3.3.4 An unsuccessful application was made to Historic Environment Scotland to remove the building from the statutory list in February 2020.

4 Consultation(s)

- 4.1 **Historic Environment Scotland (HES)** – It is proposed to convert the original 1883 building to 8 flatted dwellings, the later extensions would be removed to enable a further 31 dwellings on the site at large. To support the removal of the later extensions the applicant has submitted a detailed Heritage Statement prepared by Hurd and Rolland. It notes that against the backdrop of the perceivable inherent lack of economic viability of bringing all of the component elements of the former Lanark Grammar School into sustainable alternative use, the proposal has been developed on the basis that the restoration and adaptation of the most important element(s) of the former school might reasonably be cross funded by new development on the wider site, enabled in part by the selective demolition of less important elements.

The Historic Environment Policy for Scotland (HEPS) sets out a series of principles and policies for the recognition, care and sustainable management of the historic environment. HEP4 is most relevant in this context and sets out that 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.

Managing Change in the Historic Environment; Use and Adaption of Listed Buildings notes that for a building to stay in use over the long-term, change will be necessary. This reflects changes over time in how we use our buildings and what we expect of them. This should always be considered carefully and avoid harming the building's special interest. A building's long-term future is at risk when it becomes hard to alter and adapt it when needed. Proposals that keep buildings in use, or bring them back into use, should be supported as long as they do the least possible harm. Alterations to a building, even if they are extensive, will be better than losing the building entirely. If the only way to save a building is a radical intervention, we have to avoid being too cautious when we look at the options. If a building might be totally lost, we should be open to all the options to save it.

Whilst it is regrettable to consider the loss of the later parts of the school, they are mindful of the continued worsening condition of the site. Alterations to a building, even if they are extensive, will be better than losing the building entirely. They believe this

proposal would offer the original 1883 a sustainable new use, retaining its strong townscape/landmark value to Hyndford Road.

In principle they welcome the reuse of this site and accept that it may be necessary to remove less significant parts of the building to allow this. The application doesn't provide detailed information regarding conservation repairs to the 1883 block, any works should safeguard the historic interest and special character of the building. They would be happy to comment on any forthcoming new information. In summary, their view is that the proposals do not raise historic environment issues of national significance and, therefore, they do not object.

Response: Noted. Conditions have been attached requiring the approval of details and repairs to the building fabric prior to the commencement of work. The views of HES will be sought again once this information has been submitted.

- 4.2 **WOSAS** – Due to the historic nature of the locality and the potential for archaeological finds it is recommended that a condition be attached covering the requirement for a programme of archaeological investigation.

Response: Noted. An appropriate condition has been attached.

5 Representation(s)

- 5.1 Following advertisements of the proposal in the Lanark and Edinburgh Gazette and attachment of a site notice to the front railings of the annexe no letters of representation have been received.

6 Assessment and Conclusions

- 6.1 The applicant seeks listed building consent to convert the original 1883 annexe building into 8 flats and demolish the first and second extensions to enable a new build residential development comprising 31 dwellings (16 flats contained in two 2 storey blocks, 3 two storey terraced dwellings and 12 flats contained in a 3 storey building). The application requires to be assessed against the policies of the adopted South Lanarkshire Local Development Plan, Policy 15: Natural and Historic Environment, the associated supplementary guidance 9: Natural and Historic Environment, and the policies of the South Lanarkshire Local Development Plan 2, policies 14 and NHE3.
- 6.2 Policy 15 of SLLDP states that the Council will assess all development proposals in terms of their effect on the character and amenity of the natural and built environment. Further development which would affect listed buildings and their setting, following the implementation of any mitigation measures, will only be permitted where there is no significant adverse impact on the protected resource. Policy NHE3: Listed Buildings of the associated Natural and Historic Environment supplementary guidance states that development affecting a listed building or its setting shall, as a first principle, seek to preserve the building and its setting, and any features of special architectural interest which it has. Proposals for the total or substantial demolition of a listed building will only be supported, where it is demonstrated to the satisfaction of the Council, that every effort has been exerted by all concerned to find practical ways of keeping it. This will include the provision of evidence to the Council that the building is incapable of physical repair and re-use, through the submission and verification of a thorough structural report.
- 6.3 The proposed demolition also requires to be assessed against national policy set out in the Historic Environment Policy for Scotland (HEPS), and the Managing Change guidance on the demolition of listed buildings. This policy and guidance states that every effort should be made to retain a listed building and it is expected that an application for demolition demonstrates that one of the following 4 tests can be satisfied:-

- 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.

6.4 Due to the continuing deterioration of the building, HES accept that significant alterations and partial demolition is preferable to losing the Lanark Grammar Annexe in its entirety especially as the proposal involves the retention of historically the most important element, the original 1883 building, thereby still retaining a strong townscape presence and landmark along Hyndford Road.

6.5 The building has been marketed for over 15 years without finding a viable proposal which ensures the conservation and retention of the complete building. It has been on the Buildings at Risk Register since 2004 and in that time there has been significant physical deterioration to the structure and fabric both internally and externally. This is having a negative impact upon a heritage asset and the surrounding locality. An inspection report in 2010 estimated repair costs of £340,000 – further surveys in 2015 and, more recently, A Visual Inspection Report in December 2020 have identified continuing deterioration. Areas of concern include erosion of stonework, repointing, faulty rainwater goods, subsidence, failed ceilings, rotten trusses, asbestos, failing lintols, rotten door surrounds, flooring and joists, missing slates, roof sections, skew stones, windowpanes and flashing allowing water penetration and deterioration of stonework. Conversion of an old building is significantly more costly per square metre of liveable floorspace compared to complete demolition and new build. The developer has carried out a feasibility study to consider options A-D, 3 of which (A-C) include the retention of the original 1883 building and parts of the first and second extensions along with new build whilst option D involves the conversion of the original building and complete demolition of the first and second extensions to facilitate new build. Options A-C were unviable because development costs exceeded net profit by a significant margin – losses ranged from £866,505 to £124,844. Option D is deemed to be profitable and the only viable scheme after 15 years of marketing which offers the original school building, the most important component, from a historical and heritage perspective, a long and sustainable future. The site is identified in the Local Plan proposals map and the housing supply audit as a suitable housing site. Also, it is included within the Strategic Housing Investment Programme (SHIP) for South Lanarkshire 2021-2026 and is, therefore, eligible for funding from the Scottish Government. A quality restoration of the retained building along with a well designed new build housing development will remove the sense of dereliction which is currently having a negative impact upon the townscape character.

6.6 The proposal could be construed as affecting the setting of the A-Listed St Mary's RC Church to the north, however, as there are intervening dwellings and mature trees which provide a degree of screening, such impacts are considered insignificant. Across the road the setting of 5 and 7 Hyndford Road, a B-Listed residential property is more directly affected. The semi derelict nature of the application site is already having an adverse impact upon its setting. The proposed redevelopment will preserve the most important part of the school building and the new build alongside has been designed in a sensitive and complementary manner, also boundary walls and set back distances between building frontages on both sides of Hyndford Road will be maintained; together these factors will result in significant visual and townscape improvements benefitting the setting of the neighbouring B-Listed Building.

- 6.7 In summary, and in view of all of the above, the Council is satisfied that all reasonable efforts have been made to find an acceptable redevelopment proposal for the site and that the repair and reuse of the complete building is not economically viable. As outlined above, the most important part of the Lanark Grammar Annexe, the original 1883 building will, in terms of its exterior, be restored to a high quality and converted into 8 residential flats for affordable rent. The new build element, facilitated by the selective demolition of the 1st and 2nd extensions, is required to cross fund the restoration which is an expensive undertaking. Although any demolition is regrettable, this is the only viable option for securing the future of the original school building which will continue, in a better condition, to be an impressive landmark contributing to the historic character of Lanark. It is, therefore, considered that given the poor condition of the existing structure, the proposal would maintain the character and setting of the listed building as much as possible and is, therefore, considered to comply with Policy 15: Natural and Historic Environment of the adopted South Lanarkshire Local Development Plan, Policy NHE3: Listed Buildings of the associated supplementary guidance: Natural and Historic Environment, and with Policies 14: Natural and Historic Environment and Policy NHE3: Listed Buildings of the proposed South Lanarkshire Local Development Plan 2. The proposals are also considered to comply with national policy on the demolition of listed buildings, contained in the Historic Environment Policy for Scotland (HEPS) and the Managing Change guidance on the demolition of listed buildings.
- 6.8 In view of all of the above it is, therefore, recommended that Listed Building Consent be granted for partial demolition and the conversion of the retained building to form 8 residential flats.

7 Reasons for Decision

- 7.1 The proposals are considered to comply with Policy 15 of the adopted South Lanarkshire Local Development Plan and with Policy NHE 3 of the Natural and Historic Environment supplementary guidance as the Council is satisfied that it has been adequately demonstrated that the majority of the building is incapable of physical repair and re-use. The proposals are also consistent with the relevant policies of the Proposed South Lanarkshire Local Development Plan 2, namely Policies 14 and NHE 3. Further, there are no additional material considerations which would justify refusing Listed Building Consent.

Michael McGlynn
Executive Director (Community and Enterprise Resources)

12 March 2021

Previous References

- ◆ CL/04/0485
- ◆ CL/04/0506
- ◆ Planning Committee – 20 March 2007 - CL/07/0106
- ◆ P/20/0365

List of Background Papers

- ▶ Application form
- ▶ Application plans
- ▶ South Lanarkshire Local Development Plan 2015 (adopted)
- ▶ Proposed South Lanarkshire Development Plan 2
- ▶ Neighbour notification letter dated

- ▶ Consultations
Historic Environment Scotland 23.12.2020
West of Scotland Archaeology Service 17.12.2020
- ▶ Representations
None

Contact for further information

If you would like to inspect the background papers or want further information, please contact:-

Ian Hamilton, Planning Officer, Montrose House, 154 Montrose Crescent, Hamilton, ML3 6LB

Phone: 01698 455174

Email: ian.hamilton@southlanarkshire.gov.uk

Conditions and reasons

01. That before commencement of the demolition works, further details/plans shall be submitted which illustrate measures to protect the areas of the building it is proposed to retain. These measures shall include details of any infill and repair works required to the remaining structure, together with details of an appropriate secure boundary fence to prevent unauthorised access to the premises. No work shall commence on this part of the demolition until these details have been agreed in writing with the Council as Planning Authority, and the works shall thereafter be implemented in accordance with the approved further details/plans, under the supervision of a suitably qualified structural engineer.

Reason: In order to retain effective planning control

02. That prior to the commencement of any demolition works, a method statement detailing the process of the demolition and dismantling of the areas of the building it is proposed to remove (including phasing) shall be submitted to and approved in writing by the Council as Planning Authority. The approved method statement shall thereafter be implemented and overseen by a suitably qualified structural engineer, all to the satisfaction of the Council as Planning Authority.

Reason: In order to retain effective planning control.

03. On completion of the works referred to under the terms of condition 1 above, further details of measures to secure the long term retention and ongoing maintenance of the remaining parts of the original listed building shall be submitted for the written approval of the Council as Planning Authority, in consultation with Historic Environment Scotland.

Reason: To ensure the remaining parts of the building are adequately retained and protected.

04. Details of the extent of stonework repairs and details of the treatment required shall be agreed in writing with the Council as Planning Authority once the condition of stone is known and prior to the commencement of works on this aspect.

Reason: In the interests of visual amenity and to safeguard the character and appearance of the retained building and surrounding area.

05. That before any development commences on site or before any materials are ordered or brought to the site, details and samples of all materials to be used on all external finishes on the development shall be submitted to and approved in writing by the Council as Planning Authority.

Reason: To ensure the development is satisfactory in appearance and to maintain the visual quality of the Listed Building and Conservation Area.

06. That prior to the construction phase of the development starting on site further details of the construction methods and finishes proposed on the exterior of the building shall be submitted to the Planning Authority for written approval; this shall include 1 to 20 construction detail drawings showing but not limited to cill details, window and door construction and fixing details, roof trim, all material transition trim details, water goods design/materials & fixings, dormer roof construction, skew details, curtain wall glazing details & fixing details, lead standing seam roof details, entrance door canopy details etc.

Reason: These details have not been submitted or approved.

07. All external colours shall be agreed in writing with the Council as Planning Authority prior to the commencement of works.

Reason: To ensure the development is satisfactory in appearance and to maintain the visual quality of the area.

08. Repairs to the slated roof areas shall be undertaken in natural slate to match existing.

Reason: To ensure the development is satisfactory in appearance and to maintain the visual quality of the area.

09. That after the partial demolition, the roof and walls of the remaining building shall be satisfactorily reinstated to match the existing exterior.

Reason: In the interests of visual amenity and to safeguard the character and appearance of the retained building and surrounding area.

10. That any external alterations required for a building warrant not already shown on the approved plans shall be subject of a further application to amend the Listed Building Consent.

Reason: In the interests of visual amenity and to safeguard the character and appearance of the retained building and surrounding area.

11. That before any works hereby approved are started, Historic Environment Scotland shall be notified of the proposed works and thereafter allowed a period of up to 3 months to record the buildings during which time no demolition shall be undertaken.

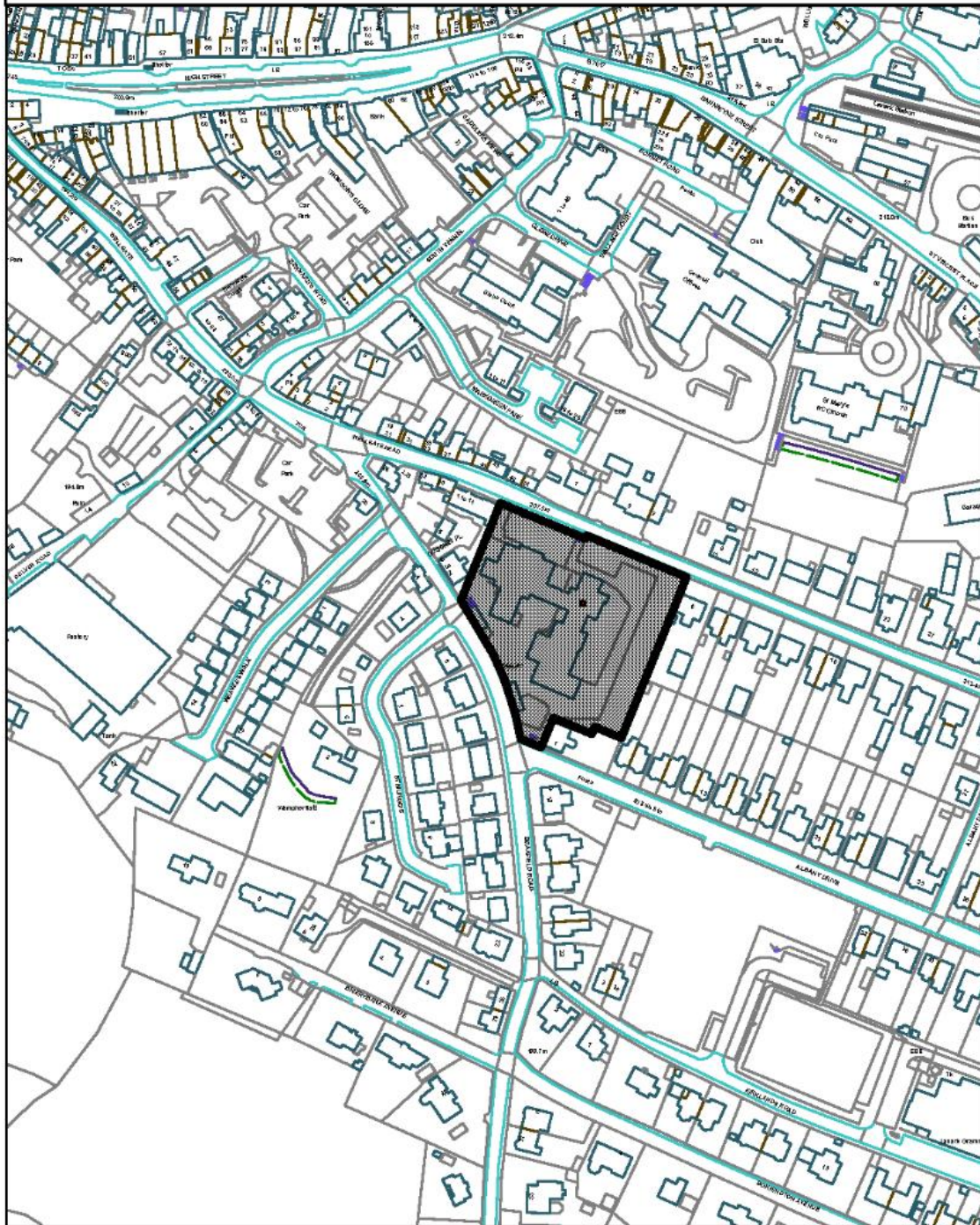
Reason: To comply with the provisions of the Planning (Listed Building and Conservation Areas) (Scotland) Act 1997.

12. That no development shall take place within the development site as outline in red on the approved plans until the developer has secured the implementation of a programme of archaeological works in accordance with a written scheme of investigation, this scheme shall be submitted for written approval by the Council as Planning Authority following consultation and agreement with West of Scotland Archaeology Service. Thereafter the developer shall ensure that the programme of archaeological works is fully implemented and that all recording and recovery of archaeological resources within the development site is undertaken to the satisfaction of the Planning Authority in agreement with the West of Scotland Archaeology Service.

Reason: In order to safeguard any archaeological items of interest or finds.

P/20/1752

Lanark Grammar Annex, Hyndford Road, Lanark



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Scale:
1:2,500
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South Lanarkshire Council
Community and Enterprise Resources
Planning and Economic Development