



Case reference	NA-GLW-077
Application details Site address	Erection of Serviced apartments with ground floor retail and roof top restaurant 4-8 Dixon Street, Glasgow
Applicant Determining Authority Local Authority Area	Clyde Dixon Land & Property Ltd and Citihome Glasgow Ltd Glasgow City Council
Reason(s) for notification	Town and Country Planning (neighbouring Planning Authorities and Historic Environment) Scotland Direction 2015
Representations	1
Date notified to Ministers Date of recommendation	8 October 2019 but not fully documented until 9 October 2019 04 November 2019
Decision / recommendation	Clear

Description of Proposal and Site:

- Planning permission is sought for the erection of a mixed use development comprising: ground level hotel reception lobby, café space & artisan bakery; mezzanine level lounge; first floor conference / meeting rooms and gym facilities; 17 levels of hotel studio apartments & suites, incorporating one level of premium 'penthouse' studios & suites (providing a total of 204 bedrooms); roof-top 'destination' bar/restaurant with an external cantilevered sky-deck; and associated back of house facilities, (22 storeys in total). The proposed development is on a prominent corner site, behind the St Enoch Square area overlooking the Clyde, within the Glasgow Central Conservation Area. The site is currently occupied by a three storey commercial unlisted tenement building which is vacant. In close proximity are a number of A listed buildings including: The Customs House, Portland Street Suspension Bridge, Glasgow Central Railway Bridge, St Enoch Square Subway Station and Carlton Place.

Relevant Planning History

- There is existing planning permission for this development site - Ref: 16/02417/DC, dated 12th December 2017, for the erection of a 17-storey hotel with commercial/retail at ground floor. And a linked Conservation Area Consent: Ref: 16/02418/DC, dated 6th July 2017 for the demolition of the existing building on site. Both were notified to Scottish Ministers as Historic Environment Scotland objected and were subsequently cleared back to the Council.

- Earlier planning history is also relevant. Planning Permission (04/02481/DC) and Conservation Area Consent (04/02482/DC) were sought for a 15-storey residential development in 2004. On 12th July 2005 both applications were approved at Committee. However, while the decision notice for the CAC was issued, the planning application was later withdrawn prior to the completion of a legal agreement.

EIA Development:

- The Council does not consider that this is EIA development.

Consultations and Representations:

- Historic Environment Scotland (HES) have objected to the application on the grounds of a detrimental impact on the setting of the A listed St Enoch Square Underground station. The applicant considers that the iconic building as proposed would form a new focus for Buchanan Street. However, HES consider that the St Enoch Square Underground station already provides that focus and that the proposed building, because of its height, would overwhelm it and significantly reduce its prominence as a landmark. While not a formal part of their objection, HES consider that the proposed new building would also detract from the setting of the A listed South Portland Street suspension bridge because its height would make it dominant. HES also consider it would detract from the prominence of the A listed Customs House which is an important building on Clyde Street, with views to it across the river from Carlton Place. However, recognising the emerging context of consented schemes closer to the bridge, and adjacent to the Customs House HES do not consider that those impacts raise issues of national significance.
- Strathclyde Passenger Transport (SPT) have objected to the application on the grounds of potential impact to the integrity of Subway infrastructure affected as a result of future construction on the development site. SPT acknowledge that only once the existing structures on the site are removed will the applicant be in a position to undertake the relevant ground investigations to allow the piling and construction methodology to be determined. The applicant has agreed to share with SPT the demolition and site investigation methodologies. STP anticipate on receipt and review of these documents, that demolition and ground investigations can be undertaken without affecting the integrity of Subway infrastructure.
- Upon notification of the application, the Scottish Government's Culture and Historic Environment Division (CHED) were consulted. CHED had no specific comments from their own perspective but noted that HES's grounds for objection are in line with Scottish Planning Policy (paragraph 141) which sets out that listed buildings should be protected from demolition or other work that would adversely affect it or its setting.
- One representation was received by the Council with concerns regarding an adverse impact on an adjacent building at 266 Clyde Street in terms of overshadowing, daylight and privacy; and, an adverse impact on views to and from the city centre due to the scale of the proposed building.

Assessment:

1. The application has been notified because HES have advised against the granting of planning permission.
2. HES object to the application because of the detrimental impact the proposal would have on the setting of the A-listed St Enoch Square underground station. While HES have concerns regarding the settings of the A listed Customs House and South Portland suspension bridge, they do not consider that to be an issue of national significance.
3. This Planning Application has been primarily informed by the overarching Glasgow City Development Plan Policies CDP 1 (The Placemaking Principle) and CDP 2 (Sustainable Spatial Strategy) and their associated Supplementary Guidance as well as key policies including CDP 9 Historic Environment / SG 9 Historic Environment. Glasgow City Council considers that the proposed development complies with the adopted 2017 City Development Plan. It is a 'Catalyst' project site forming part of the Glasgow City Centre Strategy, and the Custom House Quay waterfront area is earmarked by Glasgow City Council as an area for strategic investment to create an attractive waterfront destination. The Council is satisfied that the proposal is located in a highly accessible location on the River Clyde and in terms of economic development the provision of a new serviced apartment development will address the existing shortfall in such accommodation and support wider aims such as tourism and conferencing within the City Centre. The Council consider the proposal will support local businesses and create jobs and will not place substantial additional pressure on local amenities or change the character or amenity of the surrounding area.
4. In terms of Historic Environment policy – the Council consider that the existing building is of little townscape value due to it having been altered to incorporate the single storey section on Clyde Street and that at ground floor the appearance of the frontage contributes little to the streetscape. They consider the proposed replacement building would introduce a plinth element at its base featuring two storeys of glazing on the majority of the Dixon Street elevation, part of the Fox Street and Clyde Street elevations, and that this openness and transparency has the potential to enhance street level activation when compared with the existing building where less glazing exists.
5. The Council disagrees with HES over the impact of the scheme on the St Enoch's Square Underground and considers it forms a subdued end stop to Buchanan Street and that the new glazed entrance canopies to the underground also result in a significant loss of prominence for the A-listed building. The Council's Report of Handling concludes that rather than detracting from the setting of any nearby listed buildings, or indeed the Central Conservation Area itself, that the proposed development would be a welcome and stimulating addition to the city. The Council consider that the proposed development would offer a more positive presence to Buchanan Street with a high level of design interest when viewed from all vantage points.
6. In coming to a decision the Council has attached significant weight to the urban design and public realm aspects and given less consideration to the historic environment issues and impacts within the Central Conservation Area. The

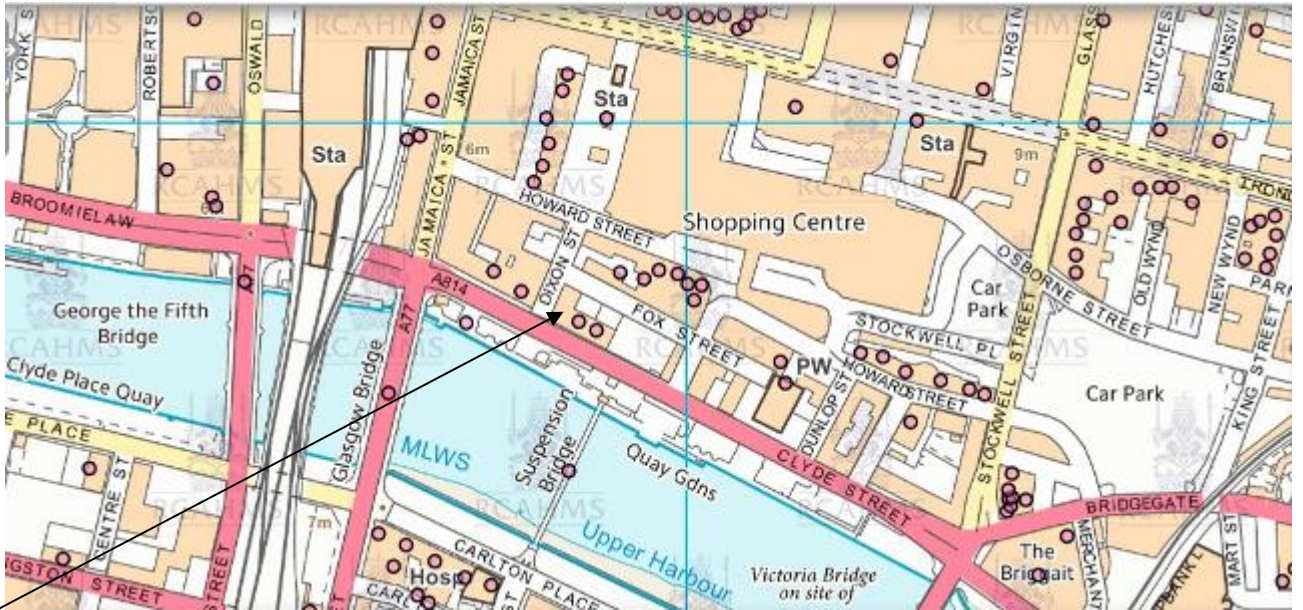
proposal is significantly higher than several existing buildings within the vicinity. The Council has given significant weight to the changing urban context. Tall buildings in the vicinity have been previously consented on the riverside and in the conservation area although some of these schemes have not been implemented and remain derelict gap sites. The proposed development is expected to bring economic benefits and support regeneration. It is worth noting, however, that national policy would favour prioritising development of existing gap sites rather than removal of existing buildings which are partially in use and contributing positively to the character of the conservation area.

7. Historic Environment Scotland objected to a similar scheme on the proposal site in 2017 (16/02417/DC) and the associated conservation area consent. The current scheme raises similar issues in terms of the setting of listed buildings and impacts on the character of the conservation area. The applications were notified and cleared by Scottish Ministers in June 2017 and subsequently granted planning permission and conservation area consent subject to conditions and a legal agreement. The scale & massing of the consented proposals are very similar to the current notified application, and to a degree establish the principle of both hotel use and that a tall building is appropriate for this location. It is also noted that there have been design changes in response to consultation since the previous consented hotel as detailed in the pre-application consultation report. The Design & Access Statement submitted with the application sets out the design principles for the development incorporating the historic and contextual analysis of the site, and takes into consideration the emerging new riverfront with recently consented adjacent developments currently under construction. It sets out that the development would add a connection from the city centre to the river and would regenerate the Clyde Street area, animating the waterfront attracting a higher footfall and help remedy the disconnection between city centre and the river.
8. The recommendation on the current proposed scheme is again very finely balanced in light of the objection from HES. However, it is recognised that the Clyde riverfront is a developing area, home to a variety of building styles, both existing and proposed. The applicants have submitted a comprehensive design and access statement in support of the application which provides a detailed explanation and justification for the development design. It is understood that the application is the result of continual negotiation and discussion with the Council and other relevant stakeholders. The planning authority considers that the applicants are proposing a purposefully distinctive building, of a suitably civic scale, justified by the prominent site position. The planning authority considers the proposal to be in accordance with the development plan and that there are no material considerations which outweigh the proposal's accordance with the Development Plan. Given the council's support against their development plan policies, the emerging urban context with regard to consented schemes on the waterfront within the conservation area, it is not considered that this application raises issues that would warrant Ministerial intervention.

Decision/Recommendation:

- Clear the planning application back to Glasgow City Council to determine.

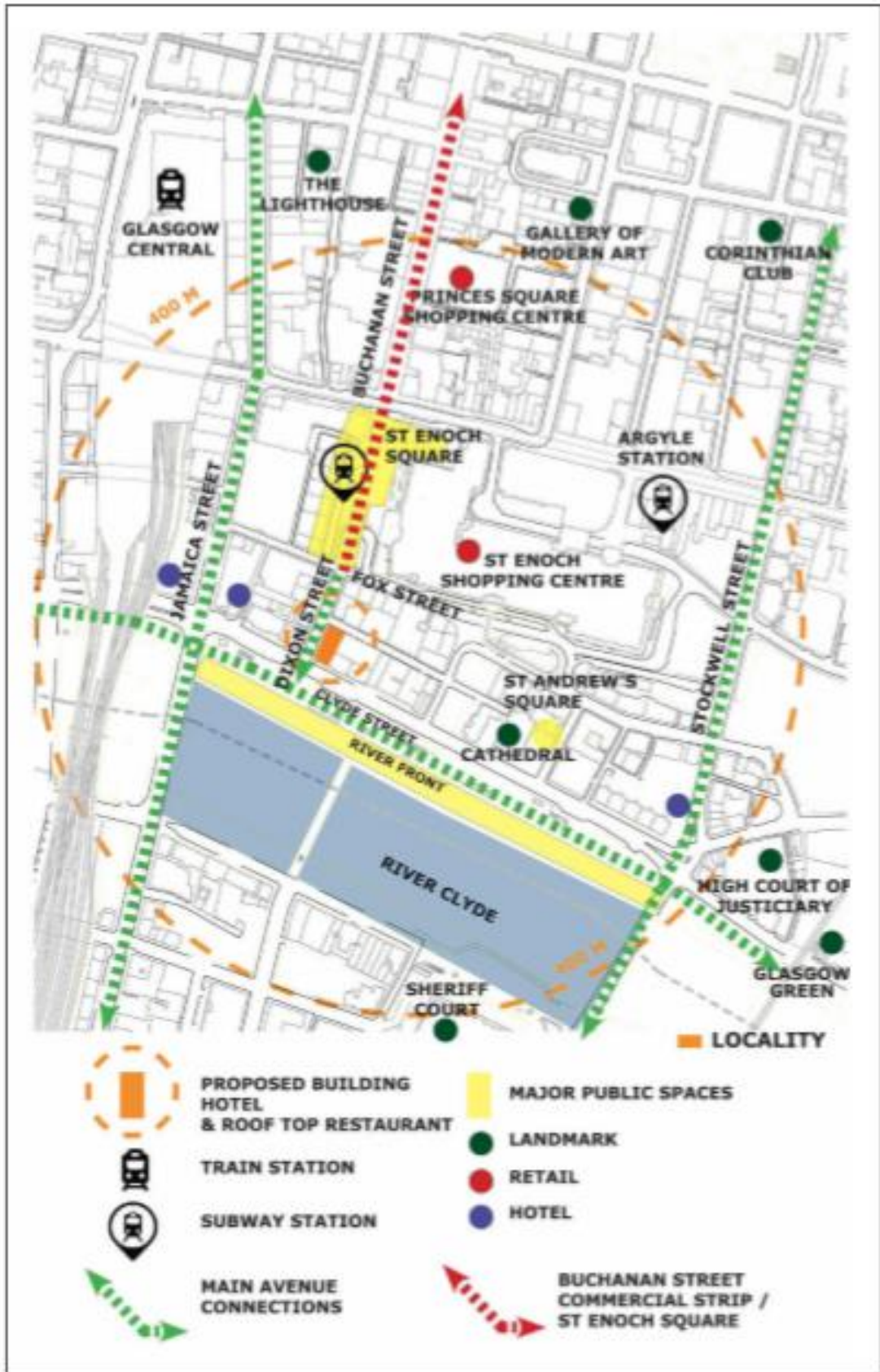
Annex – Location of 4-8 Dixon Street, Glasgow



2-8 Dixon Street, Glasgow - Location Map



City Context – 4-8 Dixon Street and Clyde Street corner highlighted in yellow.



Photographs



Fox Street elevations



St Enoch's Square – as existing



St Enoch's Underground Station building – A-listed and new canopies in situ.

St Enoch's Square – as proposed (**indicative**)

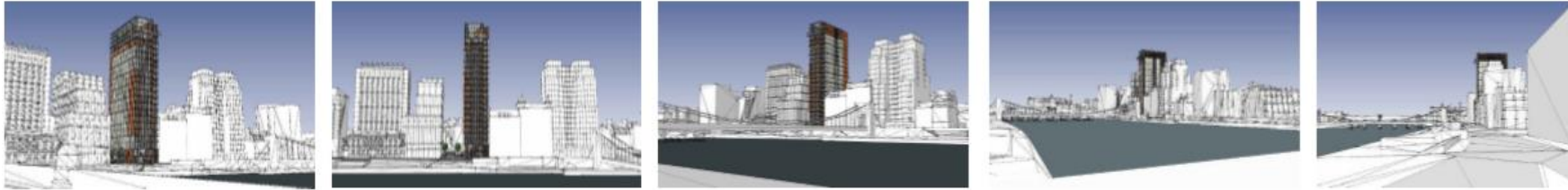


(NB – this is an **image from 2017** hotel proposal and **not the current proposal**. The current proposal is higher with a more streamlined design – see image below and overleaf.)



River Clyde as proposed – NB - Visualisation of proposed development

Design Proposal in Context



Principal Waterfront Views Within the Conservation Area



Future Waterfront Elevation