

Case reference	NOD-GLW-002
Application details	Conversion of former school building to form 29 flatted dwellings and erection of 56 flatted dwellings with associated access, parking and landscaping
Site address	29 Shakespeare Street, Glasgow
Applicant	Spectrum Properties (Scotland) Ltd
Determining Authority	Glasgow City Council
Local Authority Area	
Reason(s) for notification	Direction 2016
Representations	196 and 2 petitions
Date notified to Ministers	13 March 2017 but not fully documented until 14 March 2017
Date of recommendation	8 May 2017
Decision / recommendation	Clear

### Description of Proposal and Site:

- Planning permission is sought to convert the former Shakespeare Street School into 29 flats and to erect two new 4 storey blocks containing 56 flats, with associated access and 63 parking spaces, at Shakespeare Street, Maryhill, Glasgow. The new buildings will be red/brown facing brick with a mono-pitched roof hidden behind a brick parapet.
- The 0.88 ha application site is made up of 3 separate parcels of land - the former Shakespeare Street primary school building and playground, an area of brownfield land (approx. 2550 sqm) to the south east, and an area of public open space (approx. 2260 sqm) to the south known as 'Elephant Park'. The historic school building has been vacant since 2012.
- The area within the current site boundary has previously been occupied by a quarry, a brick works and soil heap, mine shafts and most recently by a school and related buildings.

### EIA Development:

- The proposal also fits the description of being an urban development project under 10(b) of the table in Schedule 2, and exceeds the size threshold of 0.5ha, being approx. 0.88ha. The council has screened the proposal and consider that the proposed works would not have significant effects on the environment, and would not therefore necessitate the submission of an Environmental Statement. Any potential environmental impacts of the development can be assessed and mitigated through the planning application process. Their view that no EIA is required is reasonable.

### Consultations and Representations:

- There have been 196 individual representations to the application, as well as 2 petitions containing approximately 563 and 2050 signatures respectively. The letters of representation include 2 neutral representations, and 194 objections. The two petitions object to the proposals.

- The representations include objections from Cllr John Letford, Cllr Martin Rhodes, Cllr Franny Scally, Bob Doris MSP and Patrick Grady MP. Organisations that have made objections include Shakespeare Street Youth Club, East Park School and West End Nursery.
- The main areas of representation include: the development of open greenspace; contrary to the development plan and the Maryhill Town Centre Action Plan; loss of trees and biodiversity; and adverse impacts on the residential amenity, traffic and car parking.

### Proposed Site Plan



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 Total Site Area: 0.9074 Hectares (7,074m<sup>2</sup>)

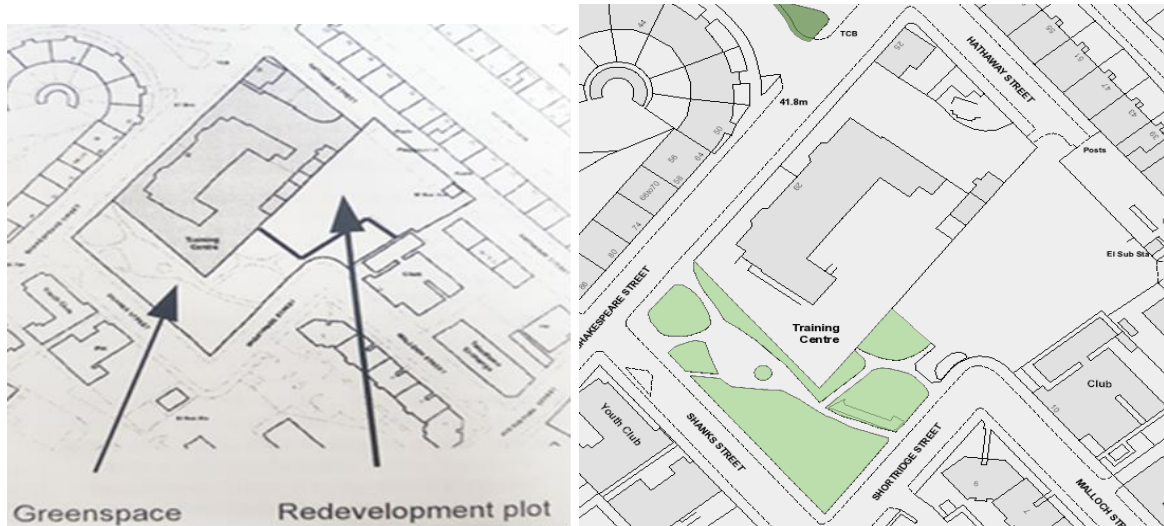
SHAKESPEARE STREET

### Assessment:

1. Glasgow City Council is minded to grant planning permission for the development subject to conditions and a legal agreement. The application has been notified to Ministers due to its potential impact on the loss of valued open green space.
2. SPP aims to protect open space and states that development of land allocated as green infrastructure for an unrelated purpose should have a strong justification. Paragraph 224 in particular states that local development plans should identify and protect open space identified in the open space audit and strategy as valued and functional or capable of being brought into use to meet local needs. SPP also reflects the need for new housing in appropriate locations and has a presumption in favour of sustainable developments.
3. The council has assessed the proposal against relevant policies in the adopted Local Plan 'City Plan 2' (2009) and the Glasgow City Development Plan (CDP, 2017), given the age of the local

plan (7 years old) and the imminent adoption of the CDP at the time of determination. The CDP has since been formally adopted on 29 March 2017 and replaces City Plan 2 (CP2, 2009) and this assessment will focus on compliance with the newly adopted plan. As the proposal is not of strategic significance, the council considered there are no directly relevant policies within the approved or proposed Strategic Development Plan.

### Glasgow City Council - Open Space Map – Shakespeare Street



#### Development Plan

4. The CDP designates the site as an area for residential and supporting uses. The council report considers that the proposals are well-considered and will offer a positive comprehensive regeneration of the site that comply with placemaking (CDP1) and sustainability (CDP2) policies.
5. CDP 6 (Green Belt and Green Network) includes the statement that the council will support the retention, as open space, of the categories of open space specified, and identified on the council's Open Space Map, together with the Green Belt and those spaces protected through Policy CDP 7 (Natural Environment), as the core elements and links in the Green Network. Development that is likely to adversely impact on the existing green network will be resisted unless it includes appropriate mitigation, as detailed in associated Supplementary Guidance (which is in preparation) aimed at enhancing and extending the Green Network. Elephant Park is identified as 'Amenity Greenspace - Housing' on the Open Space Map, as it is on Scotland's Greenspace Map. The protected open space on the site is therefore protected by this policy, unless its loss can be suitably mitigated.
6. In assessing the proposed mitigation for loss of the existing public open space, the council report sets out that a total of 1044 sqm of useable amenity space will be available for public use on the site. A further 887 sqm of semi-private open space is primarily intended for use of residents within the development, and was not taken into account. The council considers that while the quantity of public open space has reduced (from 2260 sqm to 1440 sqm), the proposed spaces are better located and designed than the existing space, and will benefit from passive supervision from surrounding buildings. The council considers that the spaces provide an improved environment for passive recreation compared to the existing space, and also provide an equipped children's play area, which is currently lacking in the area.
7. While the council consider that the proposed on-site amenity provision is acceptable, the provision for children's play and allotments/community gardens are considered to be deficient in this area and are required to be met by an equivalent financial contribution. A financial contribution of £79,789 towards the enhancement of existing council open spaces will be secured through a legal agreement.

8. In support of Supplementary Guidance being prepared, which is aimed at enhancing and extending the Green Network, the council have conducted a quality, quantity and accessibility audit of four types of publicly usable open space across the City as the basis for the development of a new Open Space Strategy and Open Space Standards. The threshold set for amenity open space in the audit included spaces greater than 0.3ha, therefore the open space of Shakespeare Street was not assessed as part of the audit. However, the audit revealed that there are 3 open spaces within in the vicinity of the Shakespeare Street site that fall within this threshold - a play area on Hotspur Street, a linear Park at River Kelvin Walkway and amenity open space on Oran Street. The council report states that as part of the forthcoming open space strategy action plan, actions will be identified to improve the standard of existing open spaces where quality improvements are necessary. The council report identifies that the Shakespeare Street site is connected within a 5 minute walk/ 400m distance to three different publicly useable open spaces as well as being highly accessible to a range of local amenities such as public transport, Town Centre retail provision and local services.
9. The council report considers that the Maryhill Town Centre Action Plan (TCAP, Jan 2012) is a material consideration for proposals affecting the area. The TCAP sets out a Vision to create a vibrant town centre serving Maryhill including providing a coherent, connected public realm in the area – of both greenspace and streetscape. The TCAP recommends the space be sensitively developed into a local park and growing space. It appears that the opportunity to improve the 'elephant garden' open space had not progressed, due to a lack of available resources. The council report states that at the time of the TCAP's publication, the school building was still in use as an Adult Training Centre, and a more comprehensive development opportunity was not envisaged. The council considers that the proposed development and site consolidation has allowed the applicant to present a comprehensive urban design response which resolves the existing disjointed and piecemeal urban form. The council considers that the proposed development makes a positive net contribution, and is consistent with the overall vision for the area set out in the TCAP.
10. While the quantity of public open space will be reduced on site, the council considers the proposed spaces represent an improvement in both quality and function. The existing concrete elephants will be sensitively relocated within the public amenity space onsite. Overall the council considers the mitigation is acceptable, and that the development complies with development plan policy.

#### Housing

11. The CDP examination identified a shortfall of over 20,000 houses in the proposed plan's provision for the period 2015-2020, when considered against the housing requirement in the 2012 SDP. The council report sets out that this proposed residential development on a brownfield site in a sustainable location has the potential to make a contribution to addressing the significant shortfall in the effective housing land supply for 2015-2020 and is a strong material consideration in favour of the application proposal.
12. The school building and playground site was originally marketed separately by City Property on behalf of Glasgow City Council, with a closing date of 06 December 2012. This closing date was extended to 31 January 2013, but no offers were received. The site was re-marketed along with the adjacent parcels of land by City Property in 2014. This allowed a larger developable area which increased potential residential unit numbers on site. A closing date was held on 2 October 2014 with two offers being received. The applicant, Spectrum Properties (Scotland) Ltd, was ultimately successful in this process.

#### School Building /Bats/Remediation

13. The school building was last used by the council as an Adult Training Centre, but has been vacant since 2012. The council report states that although the school building (built 1913-1915) is unlisted, it is a fine example of early twentieth century civic architecture and makes a significant and positive contribution to the local townscape. Minimal external alterations are

proposed in order to refurbish and convert the existing building to form residential flats and will be in keeping with the style of the original building. The building has been included on the 'Buildings at Risk' register, and is described as being in fair condition, with a moderate category of risk. The council considers that the retention and sensitive conversion of this 'at risk' building to residential use is a significant benefit, and reflects the council's strong preference that traditional sandstone buildings should be retained and improved wherever possible.

14. A bat survey carried out in June 2016 identified two roosts within the school building. The council report sets out that appropriate mitigation is detailed in a Bat Protection Plan survey report and that an SNH license is required.
15. The council report notes that the remainder of the site between Hathaway Street and Malloch Street (approximately 2550 sq m) is brownfield land with trees and patchy grass cover which is used informally by local residents for dog walking. This part of the site is identified as a 'site not affecting protected open space' in Glasgow's Open Space Map. The council report sets out that the area within the current site boundary has previously been occupied by a quarry, a brick works and spoil heap, mine shafts and most recently by a school and related buildings. As such remediation works are required to address abnormal ground conditions and contamination before the site can be reused.

### Trees

16. The council report states that the redevelopment would result in the removal of 10 existing trees. None of these trees have statutory protection and there are no hedgerows. Significant tree planting is also proposed as part of the overall landscaping. In total there will be 56 trees within the landscaping proposals resulting in a substantial net increase in tree cover within the site. The council considers that the proposed landscape works and tree replacements will compensate for the loss of the existing trees on site and that the proposal complies with policy on Trees, Woodlands and Hedgerows. The council considers that the proposals will make a positive net contribution to the biodiversity in the area, including providing additional opportunities for bird nesting and foraging.

### Conclusion

17. The council consider that appropriate mitigation has been identified in relation to the loss of the protected open space on site through the use of sensitive design, landscaping and a financial contribution towards open space requirements. Overall the council considers that the proposal generally complies with the development plan and that the proposed residential development is appropriate for the location and site context.
18. The development will retain and repurpose the existing unlisted and 'at risk' school building, which the council consider to be a significant benefit. It will also remediate a brownfield site in an inner urban high accessibility area affected by a legacy of mining and heavy industry. The council report sets out that such sites are the preferred location for new housing, and the development proposal has the potential to make a contribution to addressing the significant shortfall in the effective housing land supply for 2015-2020, and is a strong material consideration in favour of the application proposal.
19. The council consider that the benefits of the proposal – regeneration of a brownfield site and at risk historic building together with sensitively designed hierarchy of public, private and semi-private space are strong material considerations in favour of the proposal. On balance, the council considers other material considerations, including the Maryhill Town Centre Action Plan, consultation responses and letters of representation that have been considered, do not outweigh the benefits of the proposal.
20. There are a number of issues raised in this proposal which have been thoroughly assessed by the council alongside the development plan and other material considerations. This has included matters relating to the loss of open space, proposed mitigation, the council's housing shortfall

and the re-use of buildings and regeneration of brownfield land. It is not considered that the application raises issues of national importance that would require further scrutiny by Ministers.

**Decision/Recommendation:**

- Clear back to Glasgow City Council.

Extract From Glasgow City Council's Open Space Strategy

- Shakespeare Street Proposal in Red.
- North Kelvin Meadow in Blue.

