

KEY INFORMATION

Ward East Port

Proposal

Demolition, conversion and alterations to listed buildings

Address

Wallace Craigie Works
2 Wallace Street
Dundee

Applicant

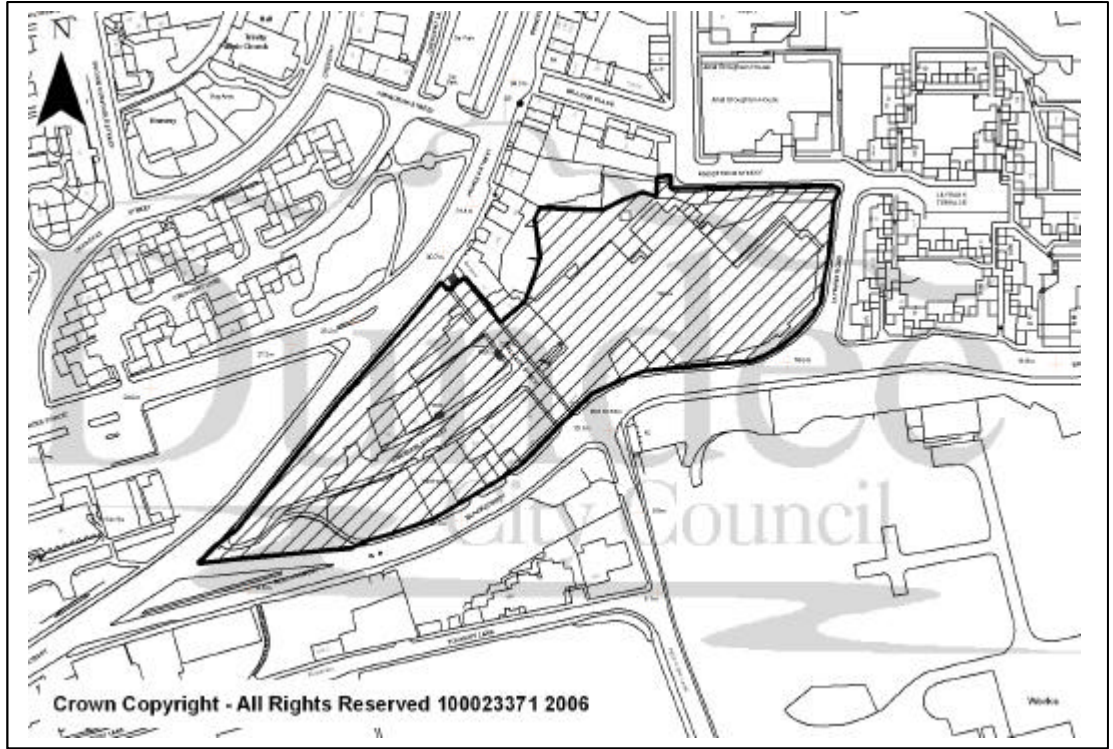
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Agent

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Registered 4 April 2006

Case Officer Julie Young



Proposal to Partially Demolish and Convert Former Wallace Craigie Works

The demolition, conversion and alterations to listed buildings are **RECOMMENDED FOR APPROVAL subject to conditions**. Report by Director of Planning and Transportation

RECOMMENDATION

The proposed development will preserve this architectural and historically important listed mill building and associated buildings. The proposal complies with the policies of the Dundee Local Plan Review 2005 and the statutory duty set out in Section 14 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 is discharged. The application is therefore recommended for **APPROVAL**.

SUMMARY OF REPORT

- Listed building consent is sought to convert a B-listed former mill building to flats, alter listed buildings and demolish some listed buildings at Wallace Craigie Works.
- Section 14 of the Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997 and Policy 60 of the Dundee Local Plan Review 2005 require the Council to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess. Policies 59 and 61 of the Local Plan support alternative uses for listed buildings if this will secure their future and demolitions must be supported by reports from the applicant and by acceptable proposals for redevelopment.
- It is considered that the proposed development will preserve significant listed buildings and retain the character of the streetscape within the Wallace Craigie Works site.

DESCRIPTION OF PROPOSAL

Listed building consent is sought for the demolition, conversion and alterations to listed buildings as part of a redevelopment for 131 flats and 15 townhouses at Wallace Craigie Works, Wallace Street, Dundee. The proposal includes the conversion of the main listed mill building, demolition of buildings at the west end of the site, in front of the mill building and to the east of the mill. The buildings on the site and the remains of the chimney are all B-Listed.

The proposed materials for new build properties within the site are red and dark red brick, light grey fibre cement panels, dark grey metal panels, grey roofing membrane, grey UPVC windows, timber doors, stone boundary walls, metal railings and red brick boundary walls.

Justification from Applicant

A Design and Strategy Statement was submitted by the applicant in support of the application. It provides historical background, an urban context, local context, details of the site, site analysis, building analysis, design approach and design development.

A summary of the key points discussed in further detail in the statement are listed below:

- The site which is currently occupied by the Wallace Craigie Works is located to the east of Dundee City Centre and about 500m east of the inner ring road;
- The site is split into two zones (east and west) by the existing north-south axis formed by Wallace Street which is to be retained;
- Due to the recent realignment of Broughty Ferry Road and Princes Street the site now has a new prominence as a key location on the route into and out of the City Centre;
- The family owned mill was built in phases and dates back to 1835;
- The factory closed in 2004 as the site could no longer accommodate modern

transportation lorries due to limited access by the severe topography;

- The buildings on the site are B-listed and have fallen into a state of disrepair;
- The current owners purchased the site in February 2004 and have advertised the site and buildings on numerous occasions for



commercial use since April 2004;

- No interest was shown in leasing the property, so architects were employed to investigate the architectural and economic viability of changing the use of the site from industrial/commercial into residential use to safeguard a future for the mill building;
- Many similar buildings around Dundee have been successfully converted into residential accommodation;



- An architectural, structural and economic analysis was carried out on the buildings currently

occupying the site and their suitability into being converted into modern residential accommodation;

- The outcome of the study was that the obtrusive work buildings at the east end of the site surrounding the mill were unsuitable to be converted and it is proposed that the mill building, the adjoining south facing façade adjoining the east end gable and the remaining chimney stump are to be retained with the remaining buildings being demolished. This will allow the mill building to stand as the dominant building on the site;
- A partial retention scheme is proposed for the existing handloom buildings and warehouses to the west end of the site;
- A financial appraisal was prepared by consultants;
- The new buildings adjoining the retained handloom buildings will follow the line of Constable Street;
- The existing stone from the demolished buildings will be retained and used to construct a new boundary wall following the line of the existing street pattern. This wall will enclose the private south facing gardens for the family accommodation;
- Parts of the existing mill buildings north and south facades particularly at ground level have been removed and it is proposed that these will be infilled with contemporary pieces of architecture that will tell the story and history of the mill building;
- The proposed development will adopt a contemporary style of architecture, using a simple palette of materials that will act as a suitable juxtaposition to the mill building, façade retention and the retained handloom buildings.

Structural Engineer's

Report

The applicant has submitted this information in support of the demolition of some of the listed buildings within the site. It provides a description of the buildings on the site and technical information on the current structure of the buildings. In summary, all the roofs are leaking, north light glazing on roofs is missing, stonework is severely weathered, stone lintels are cracked, floors are damaged, defects on all timber due to water penetration and an elevated walkway to the north of the mill building is in a dangerous condition. The buildings at 72 and 74 Constable Street were only inspected externally. Slates are missing from the roofs, rainwater goods have failed, stonework is severely eroded, movement of walls, displacement of door lintel and there is partial collapse of stonework.

SITE DESCRIPTION

The site is situated to the east of Dundee City Centre and approximately 500m from the inner ring road. The application site lies between Broughty Ferry Road (to the south) and Princes Street (to the north). Wallace Street runs along the middle of the site in a north to south direction. There are existing buildings on the east and west sides of Wallace Street, which were part of a jute industry in the 19th century. The main mill building contributes towards the skyline of Dundee and can be seen from the railway, the Docks, City Quay and also East Dock Street. The site slopes steeply upwards from south to north. At the steepest point at the west end of the site, there is a full 3 storey level difference between Princes Street and Broughty Ferry Road.

The predominant building on the site is to the east side of Wallace Street and it is a 3 storey stone built former textile mill, which has been extended at the east end over the years. There are smaller stone buildings on the west side of Wallace Street, which are recognisable as former handloom buildings due to the small window openings and they range from 1.5 to 2 storeys in height. In later years, these buildings were used as offices and the windows adapted to accommodate the new use. There are former warehouses to the west end of the site and these have a steep drop of approximately 15 feet inside and access doors on

Constable Street. Other more modern flat roof buildings are located in front of the mill building. There are remains of a listed chimney in front of the mill, which was significantly reduced in height in the 1990s without relevant permission.

There is a doctors' surgery with flats above immediately to the north of the site and fronting onto Princes Street. There are flats to the north on Robertson Street and to the east on Lilybank Road. There are commercial use buildings on the opposite side of Broughty Ferry Road and industrial uses opposite and to the east.

There is an existing green space at the westmost end of the site which is currently used as a pedestrian link between Blackcroft and Princes Street.

There are large advert hoardings along the Broughty Ferry Road boundary of the site at present, which screen the majority of the site from the public road.

POLICY BACKGROUND

Dundee and Angus Structure Plan 2001-2016

There are no policies relevant to the determination of this application.

Dundee Local Plan 2005

The following policies are of relevance:

Policy 59: Alternative Uses For Listed Buildings. Suitable alternative uses will be considered for listed buildings where this is necessary to secure their future. Any adaptation of the fabric must be undertaken carefully and sensitively and have minimum impact on the architectural and historic interest, character and setting of the building. Reference should be made to other policies in the Plan.

Policy 60: Alterations To Listed Buildings. The alteration of a listed building will only be acceptable where the proposals have regard to the preservation or enhancement of its architectural or historic character. Alterations will not be permitted where the works would diminish the architectural integrity of the building or its historic interest.

The City Council will provide specific supplementary guidance on the

following: window and door alterations, advertisements, shopfronts, roller shutters, treatments to masonry and painting and use of materials.

Policy 62: Demolition Of Listed Buildings And Buildings In Conservation Areas.

Applications for the demolition of a listed building or building that is worthy of retention in a Conservation Area must be fully supported by reports on the condition and marketing history of the building along with a feasibility study which explores the viability of retaining the building in active use.

Where the demolition of buildings is permitted, applications must be supported by acceptable proposals for the redevelopment or treatment of the cleared site.

Scottish Planning Policies, Planning Advice Notes and Circulars

The following are of relevance:

NPPG18: Planning and the Historic Environment - this sets out the framework for dealing with planning applications affecting listed buildings.

Non Statutory Statements of Council Policy

There are no non statutory Council policies relevant to the determination of this application.

SUSTAINABILITY ISSUES

The proposal involves the re-development of a brownfield site resulting in the improvement and enhancement of this derelict site. The application raises no concerns in relation to the Council's Sustainability policies.

SITE HISTORY

The mill building was last used in 2004 and the buildings have remained derelict since that time. There is a partner planning application on this agenda, which is recommended for approval.

PUBLIC PARTICIPATION

The application was advertised as affecting a listed building on 18th April 2006 in the Dundee Courier and

in the Edinburgh Gazette on 21 April 2006. It was advertised as contrary to Policy 62: Demolition of Listed Buildings and Buildings in Conservation Areas on 24 April 2006 in the Dundee Courier.

CONSULTATIONS

Historic Scotland has details on their website outlining the importance of each of the listed buildings on the site. They consider the main mill building and former handloom buildings on the west side of Wallace Street to be of considerable importance. The warehouses on the west side of Constable Street and the façade to the east end of the mill building are classified as important. The 1865 extension to the east side of the main mill building is classified as being of small importance. All other buildings within the site are classified as neutral or intrusive. The applicant has taken this classification into consideration in the redevelopment of the buildings on the site.

Historic Scotland have been closely involved in the application both at pre-application stage and also during the ongoing discussion and consultations with the applicant in the processing of the application. Their comments have been taken into account and incorporated into various amendments. They will be formally consulted, if Members are minded to grant approval of the application at the Development Quality Committee meeting.

RCAHMS (Royal Commission on the Ancient and Historical Monuments of Scotland) have requested that they are notified of the decision on the listed building application and that the applicant notifies them of the intention to develop as they will wish to record any buildings which are to be demolished.

OBSERVATIONS

In accordance with the provisions of Section 14 of the Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997, the Council is required to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

All buildings at the Wallace Craigie Works site are B-listed. The first mill building was built between 1834 and

1836 and this was extended to the east in 1864-5. There are office buildings to the south of the mill, which were built in the 1950s and 1960s. Up until the mill closed in 2004, it was the oldest functioning textile works in the city and was family owned. The former mill building is the predominant building on the site. It is being sympathetically converted into apartments and later extensions to the north and south of the main mill building and to the east are being removed, which it is considered will further enhance the character and appearance of the mill building. The existing mill building and façade retention element are being converted into apartments and maisonettes as the buildings' existing height, depth and structure lend themselves to being suitably converted into this type of accommodation. Former window openings at first floor level will be reinstated and door openings at ground floor level will be replaced with windows and follow the same pattern as others on the front elevation. Larger rooflights will be inserted and this will result in a higher living accommodation for future occupants.

New townhouses and flatted development within the site have been sympathetically designed to complement the height of the retained listed buildings. The finishing materials have been limited in range to ensure that the listed buildings are complemented and will provide a suitable juxtaposition to the existing mill building and façade retention. Strong streetscapes will be formed onto Broughty Ferry Road and Princes Street. The applicant has submitted a Design Statement in support of the proposal with the following objectives:

- 1 To design a quality development that will allow the existing Mill to remain as the dominant building on the site;
- 2 Retain the existing line of Constable Street and some of the street character;
- 3 Form a new street frontage onto Princes Street that will enclose the development and protect it from the busy street;
- 4 Create green spaces that act as the focal heart of the development;
- 5 Retain and enhance the existing access route through the site from

Broughty Ferry Road to Princes Street;

- 6 Locate parking areas to the north side of buildings to allow for larger south facing gardens/open spaces where appropriate;
- 7 Take advantage of the sites south facing slope and the views southwards towards the River Tay;
- 8 Create a new signature building at the south west corner of the site to signal the new development;
- 9 Retain and refurbish the existing mill building incorporating new quality contemporary apartments;
- 10 To use a simple palette of materials and contemporary design style that will provide a suitable contrast and juxtaposition to the existing mill building.

It is considered that the development achieves these objectives.

The massing of the buildings is generally dictated by the immediate context and site contours and a desire to introduce a sensitive development which does not dominate its surroundings or the listed buildings. The height of the buildings has been restricted to 4 storeys, which complements the buildings on Princes Street. The signature building at the south west corner of the site will rise to a maximum of 5 storeys. The buildings all have living accommodation at the south side, which takes advantage of the views and orientation. The curved terrace of mixed accommodation facing Broughty Ferry Road has been increased in height at the west end to provide a suitable transition between the townhouses and signature building. The proposed massing and materiality of the development contribute to a comfortable relationship with the surroundings and allow the buildings to integrate and enhance the existing urban fabric.

It is considered that the development will preserve those listed buildings which are being retained and there are material considerations to justify demolition of some buildings on the site. The requirements of Section 14 of the Act are therefore discharged.

Other Material Considerations

The other material considerations to be taken into account are as follows:

1 The Development Plan

The provisions of the development plan relevant to the determination of this application are specified in the Policy background section above.

Policy 59 of the Dundee Local Plan Review 2005 states that suitable alternative uses for listed buildings will be considered where this is necessary to secure their future. Any adaptation of the fabric must be undertaken carefully and sensitively and have minimum impact on the architectural and historic interest, character and setting of the building. The current owners purchased the site in February 2004 and have advertised the site for commercial use since April 2004, with no interest being shown. The site is very limited for vehicular access and restricts the future commercial viability of the buildings for such a use. The principle of residential use at the site is acceptable and there are no specific policy allocations on the site which would prevent residential use from being considered. The proposed conversion of listed buildings within the site will be sympathetic to the historic and architectural character. Therefore it is considered that the proposal complies with this Policy.

Policy 60 states that alterations to listed buildings will only be acceptable where the proposals have regard to the preservation or enhancement of its architectural or historic character. The 1950s and 1960s buildings to the south of the mill building are considered obtrusive and detract from the visual importance of the mill. Alterations have been made to first floor windows of the mill to incorporate the more modern buildings at the front. These windows will be reinstated as part of the redevelopment. There is a listed chimney stump to the south, which forms an important feature of the history of the mill. It will be retained and form an historic reference to the previous use of the site. Although it is proposed to remove a later extension to the east, its façade will be retained. The fenestration pattern and materials will be retained as part of the overall redevelopment. Partial retention of the former handloom buildings on the west side of Wallace Street is proposed. It

is unfortunate that more of these buildings are not being retained and it is considered that some of the historic character of this part of the site is lost. A stone boundary wall will be built along the south and east boundaries and will retain some of the original window fenestration. It is concluded that the alterations to the listed buildings are acceptable and therefore the proposal complies with Policy 60.

Policy 62 states that applications for demolition of listed buildings should be accompanied with reports on the conditions and feasibility studies which explore the viability of retaining the buildings in active use. The applicant submitted various reports to justify the demolition of listed buildings on the site. The Design Statement justifies the demolition of buildings to the north and south of the mill building as they are more modern in nature and detract from the character and appearance of the mill. They offer no significant contribution to the site and they will allow the mill building to stand as the dominant building and create a greater impression along Broughty Ferry Road. It is agreed that the mill building will be greatly enhanced by the removal of these buildings. An engineers report was submitted to justify the removal of buildings at 72 and 74 Constable Street. In summary, the report concludes that the buildings are unsafe and unstable and their reuse is not recommended. The Council agrees with the findings of this report. Financial and architectural appraisals were submitted for the partial demolition of buildings on the west side of Wallace Street. The existing handloom buildings facing onto Constable Street will be retained and the warehouses will be demolished. The existing handloom building on Broughty Ferry Road will be demolished with the existing external stone walls being retained to provide secure south facing private gardens and the footprint of the existing buildings will be retained. The existing openings on the facades will be retained, where possible. Existing stone from demolition work will be re-used in the creation of boundary walls. Historic Scotland has been consulted and whilst they are extremely disappointed that more of the buildings are not retained at this part of the site, they are not minded to require that the application be called in for consideration by Scottish Ministers. It

is concluded that the proposal complies with Policy 62.

It is concluded from the foregoing that the proposal complies with the provisions of the development plan.

2 The Memorandum of Guidance on Listed Buildings and Conservation Areas 1998 (Historic Scotland) and NPPG18: Planning and the Historic Environment

These documents provide guidance on such matters as the presentation of the historic environment and alterations and extensions to listed buildings. For the reasons set out in the consideration of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 it is also concluded that the alterations comply with NPPG18 and the Memorandum of Guidance.

There are material considerations which justify the demolition of listed buildings on the site and reuse of the buildings for residential purposes. Alterations to the listed buildings are sympathetic and new buildings complement the existing buildings in terms of design, height and materials.

It is therefore recommended that listed building consent be granted with conditions.

Design

It is considered that the proposed conversion and alterations to the listed buildings are sympathetic to the architectural and historic character of the buildings. The proposed new development is designed in a manner to complement the existing buildings. A high quality living environment will be provided for future occupants at this prominent location within the inner city.

CONCLUSION

The proposed development complies with Policy 59, 60 and 62 of the Dundee Local Plan Review 2005. There are no material considerations that justify refusal of the application in these circumstances.

RECOMMENDATION

Recommendation 1

This consent should not be issued unless and until Historic Scotland has

formally decided that the application will not be called in for determination by Scottish Ministers.

Recommendation 2

It is recommended that consent be GRANTED subject to the following conditions:

- 1 The works must be begun not later than the expiration of 5 years beginning with the date of this consent.
- 2 Samples of the finishing materials and boundary treatments proposed to be used shall be submitted to the Council for approval and if approved the development shall be carried out only in accordance with such approved samples.
- 3 The listed chimney to the south of the mill building shall be retained and restored to the satisfaction of the Council, prior to the occupation of any of the dwellings within the site. A method statement shall be submitted for approval if it is proposed to move the chimney to another position within the site.
- 4 The setts along Constable Street shall be retained and if any damage is caused during construction work they shall be restored in a manner acceptable to the Council, all prior to the occupation of the first dwelling along Constable Street.
- 5 Details of the method of retention for the facade to the east of the mill building shall be submitted to the Council for approval before any development is commenced and if approved the development shall be carried out only in full accordance with such approved details.
- 6 Full details of all new window and door openings and rooflights within the listed buildings shall be submitted to the Council for approval before any development is commenced and if approved the development shall be carried out only in full accordance with such approved details.
- 7 The existing sign on the front elevation of the mill building reading "William Halley & Sons Ltd" shall be retained and reused

within the redevelopment of the building.

Reasons

- 1 To comply with Section 16 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997.
- 2 To ensure that the proposed development has a satisfactory external appearance in the interests of the visual amenities of the area and to safeguard and enhance the listed buildings within the site.
- 3 In order to safeguard the appearance of the listed chimney and surrounding listed buildings and to improve the architectural appearance.
- 4 To protect the historic character of Constable Street and safeguard the setting of the listed buildings.
- 5 To safeguard the appearance of the listed buildings and to improve their architectural setting.
- 6 To safeguard the appearance of the listed buildings and to improve their architectural setting
- 7 In order to ensure that the character and appearance of the building as a building of architectural and historic interest is retained.