

# Scheduled Monument Consent: Report on Handling



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## Case information

Reference/Case ID		201602629	
Scheduled Monument	Glasgow Cathedral, precinct and graveyard		
Index no	M90150	Grid Ref	NS603656 260300.0000 665600.0000
Date of Application	15 August 2016	Application Received	16 August 2016
Summary of proposed works	Re-building approximately 80 cubic metres of collapsed retaining walls, restoring a collapsed mausoleum, restoring three free-standing walls. Removal of setts forming a car park and restoring to grass.		

## 1. Summary recommendation

The works would consolidate and repair part of the monument and have been designed to preserve its cultural significance. Therefore, this report recommends approval is granted subject to compliance with one condition.

## 2. Background

The monument comprises those parts of Glasgow Cathedral that are not in use as a parish church and the ground underneath and around it that formed the medieval precinct.

The cathedral is believed to have been founded by St Kentigern around AD 600. However, the earliest standing parts of it relate to a building started by King David I between 1114 and 1118. The building that exists today is largely a result of 13<sup>th</sup> Century expansion and rebuilding.

The cathedral had a precinct, or chanonry, where the dignitaries and canons lived. This extended to the north where it later became part of a graveyard known as the New Burial Ground, which was laid out in 1801. Consequently, the New Burial Ground may contain buried archaeological remains from the early medieval or medieval period.

The New Burial Ground was laid out with a boundary wall and sub-divided into sections by three free-standing walls during the 19<sup>th</sup> Century. It was formally divided

into individual lairs and plots and includes many fine memorials and tombs, some set into the walls. The boundary wall is specifically included in the scheduling.

Three car parks were constructed within the burial ground in the 1970s.

Three sides of the boundary consist of walls around the Royal Infirmary and its ancillary buildings. The fourth side of the cemetery is closed off by cabins and workshops used by Historic Environment Scotland. A stretch of wall on the north side has collapsed. Debris from the fallen section includes red brick from the hospital laundry walls and a section of collapsed concrete walkway.

The burial ground includes an elaborate mausoleum (currently laid flat and proposed for restoration). The three freestanding walls have perhaps been weakened by the removal of cast iron mort safes. The most easterly and westerly are in reasonable condition, but the central wall is in poor condition with some sections of collapse.

Overall, the poor condition of the graveyard may present risks to visitors and is unsightly.

The proposed works are to repair walls and structures and to remove two of the three 1970s car parks. The proposals have been informed by a Condition Survey and form part of a wider restoration project. The proposed works have been initiated by the monument's owner (Glasgow City Council). The benefits of the project include the following outcomes:

- To provide an attractive cemetery for the Cathedral and restore significant retaining walls shared with the Royal Infirmary.
- To conserve the cemetery walls and prevent their potential failure.
- To preserve and improve the fabric, infrastructure and appearance of Glasgow Cathedral and its environs.

The general approach to the works is to restore or replicate damaged, failed or lost structural elements using matching materials and by the original method. As much of the original historic fabric would be retained as possible.

The application for Scheduled Monument Consent is supported by a Summary of Proposed Works (August 2016), a Condition Survey and Works and Site Information (May 2016). It has been supplemented by some additional information by Glasgow City Council Land and Environmental Services. The application was discussed in advance with representatives of HES Heritage Management.

### 3. Proposals

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The proposed works are as follows:

#### **Remove 400 square metres of redundant car park and restore to grass**

This proposed works would remove two redundant car parks at the southwest and northwest corners of the burial ground. The car parks are surfaced in granite setts and were created in 1978. The setts and kerbing would be broken out and removed. The area would then be covered in soil and sowed with grass seed. An existing gate at the southwest corner and two bollards elsewhere would be removed and be replaced with more sympathetic designs.

#### **Restoration of three sections of north boundary wall**

Three sections of north boundary wall, which has a brick core and sandstone facing, require restorative action as follows:

- A 15m section exhibits a bulge. This section would be down-taken and the stone and brick fabric sorted. The wall would be rebuilt on a concrete foundation (15 metres long by 1 metre wide and 0.5 metre deep). The retaining wall would then be rebuilt with new or recovered red brick and faced with new or recovered sandstone. The section would be pinned to the hospital buildings to the north with non-ferrous fixings. Lime mortars would be used on both red brick core and for the sandstone cladding. Memorial tablets built into the wall would be returned to their original location. It is estimated that 90% of the stone would be re-used and around 10% would be new.
- A section of around 20m has collapsed. The collapsed brick and stone would be cleared and sorted. Some concrete would be broken up and removed. A concrete foundation (20 metres long by 1 metre wide and 0.5 metre deep) would be laid to support the rebuilt wall. The section of wall would be rebuilt using recovered material bonded with lime mortar. It is estimated that 90% of the stone and brick would be re-used and around 10% new. The wall would be faced with sandstone and memorial tablets would be returned to their original locations.
- A section of around 25m has some missing cope-stones, which would be replaced. Light repairs (fixing cope-stones and picking out old mortar and pointing) would be required elsewhere. Some barbed wire and stanchions would be removed. An existing stretch of iron railings would be cleaned and painted. Some railings that had been previously removed would be reinstated and some identical railings would be re-cast and fixed in position.

The other boundary walls require some less extensive remedial action and rebuilding. Where required this would be done as per the methods set out above.

### **Restoration of the free standing walls**

The central free-standing wall is in poor condition. It is around 2m high and is 78m long. A substantial part of the wall has collapsed. Collapsed parts would be provided with new foundations and rebuilt. Reconstruction would follow the techniques used in the original wall construction as far as possible, although stainless steel ties may be used in locations where they would not be visible. Memorial tablets would be returned to their original locations. As much of the original sandstone as possible would be re-used.

Two sections of the wall are unstable and would be supported by the introduction of two mort cages made of steel. Each panel would be supported by three augured holes and concrete. The mort cages would be of sympathetic design and example photographs have been provided.

Around 20m of coping would be replaced with new stone to match the existing sandstone and any existing lair numbering would be carved into replacement coping by a stone mason.

The western and eastern walls are in better condition. There would be some replacement of coping stones (as above) and repair of fallen memorials.

### **Reconstruction of the Maxwell Graham Mausoleum**

This small mausoleum was disassembled in late 2015 because it was a risk to health and safety. The stones are laid out and numbered on site, as are the cast iron bars from the roof. After the relevant section of collapsed retaining wall was repaired, the stones for the Mausoleum would be re-built and bonded with lime mortar. The cast iron roof bars would be re-inserted and the structure would be secured by a steel gate built to an appropriate design. Tree stumps would be ground out from the base of the mausoleum.

### **General requirements**

Where new stone was required original material would be characterised in consultation with a stone specialist. Matching new material would be obtained from a suitable source.

Earlier cementitious repairs would be removed where loose or causing distress to surrounding fabric. These would be replaced with lime mortar.

Where vegetation and trees have taken root they would be carefully removed by hand and the roots poisoned. Sections of wall may require to be taken down to remove significant tree roots and then re-built as per the methods above.

Two piles of modern spoil would be removed.

It is planned to set up a site compound on the 22<sup>nd</sup> August 2016 and undertake the work over a 12-week programme.

## 4. Representations received

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No representations were received.

## 5. Report

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### a) Policy considerations

The application should be viewed with the following legislative and policy considerations in mind:

#### **Ancient Monuments and Archaeological Areas Act 1979**

Part 1 Section 2 - Control of works affecting an ancient monument.

#### **Historic Environment Scotland Policy Statement, June 2016 (policy statement)**

3.14. A monument is included in the schedule to secure the long-term legal protection of the monument in the national interest, in situ and as far as possible in the state it has come down to us. Scheduled monuments have an intrinsic value as monuments, not related to any concept of active use. It is the value of the monument to the nation's heritage, in terms set out in the section on Scheduling in Chapter 2 of this policy statement that is the primary consideration in determining applications for scheduled monument consent.

3.15 Monuments are subject to decay and the threat of destruction, from natural and human causes. Conservation work is normally needed to prolong the life of a monument, but there is a risk that this can be so invasive that it irreversibly modifies the monument's character and affects the special interest or features that made the monument important in the first place.

3.16. Works on scheduled monuments should therefore normally be the minimum level of intervention that is consistent with conserving what is culturally significant in a monument.

3.17. As each monument will require treatment specific to its individual nature, characteristics, significance and needs, any proposed change to it must be fully and explicitly justified.

3.18. Scheduled monument consent applications must be considered in terms of the cultural significance of the monument and the impact that the proposals would have upon this cultural significance. The more important particular features of the monument are to its cultural significance, the greater will be the case against interventions which modify these features.

3.19. Extensive intervention will only be allowed where it is clearly necessary to secure the longer-term preservation of the monument, or where it will clearly generate public benefits of national importance which outweigh the impact on the national cultural significance of the monument. Such public benefits could come from, for example, interventions which make public access to scheduled monuments easier, or assist public understanding, or will produce economic benefits once the works are completed.

3.20. Where change is proposed, it should be carefully considered, based on good authority, sensitively designed, properly planned and executed, and where appropriate in the context of an individual monument, reversible.

3.22. Where consent for the range of works set out in paragraph 3.4 is granted, conditions are normally applied to ensure the works are undertaken in an appropriate manner. Common requirements are:

- a. the use of appropriate assessment methodologies to determine the full impact of any proposed management, use or development;
- b. the avoidance of irreversible change particularly wherever its effects cannot be adequately assessed;
- c. that where change is necessary, strategies should be adopted to mitigate its impact and limit intervention;
- d. that the management and execution of alteration, including remedial work, is sympathetic to the historic character;
- e. that appropriate skills and techniques, materials and construction techniques are specified where appropriate;
- f. that an appropriate level of record is made before, during and after any work and deposited in local and national archives, and, where appropriate, published;
- g. that it is possible, on close inspection, to differentiate new work from old particularly on masonry structures;
- h. that any archaeological excavation or other intrusive investigation should be based upon a detailed research strategy, with adequate resources, using appropriately skilled and experienced archaeologists with a satisfactory record of the completion and publication of projects (see Note 3.10); and,
- i. that the design, planning and execution of works on scheduled monuments are undertaken by people with appropriate professional and craft qualifications, skills and experience.

## **b) Assessment**

The works are intended to repair and maintain structures associated with the New Burial Ground at Glasgow Cathedral, and to remove some modern surfaces. This would reduce risks to the safety of visitors, contribute to the long term preservation of the structures and improve the appearance of the burial ground. Specific elements of the work are assessed individually below.

### **Remove 400 square metres of redundant car park and restore to grass**

The car park is a modern surface that does not contribute positively to the cultural significance of the monument. It detracts from an appreciation of the historic form and use of the burial ground. The proposed works are the minimum required to remove this surface and would return the area to grass. Because they are limited to removal and replacement of a modern surface and associated street furniture they should not disturb any sub-surface archaeological deposits. It is concluded that this element of the proposed work would have a positive effect on an appreciation of the significance of the monument and would not adversely affect its fabric.

### **Restoration of the retaining boundary wall**

Several sections of the boundary, in particular on the north side, have suffered collapse or are in a poor state of repair. These sections would be repaired re-using original material where possible and in such a way as to match the original construction, including the replacement of copes, railings and memorials. This would assist in ensuring the safety of visitors and contribute to the long-term preservation of the boundary wall. It would also restore the boundary to a condition that more closely matched its historic appearance and form. Hence, it is concluded that these works would be beneficial to the conservation of the monument's fabric and its appreciation.

Creation of new stretches of concrete foundations would require some excavation however the dimensions of this are the minimum required and would be restricted to the line of the existing wall foundation. Given the limited depth (0.5m) and width (1m) of these new foundations they are not likely to involve disturbance beyond the footprint of the original wall. Hence these works are not likely to adversely affect sensitive archaeological remains.

### **Restoration of the free standing walls**

The free-standing walls in the burial ground require repair and rebuilding in places, particularly the central wall. Relevant sections would be repaired re-using original material where possible and in such a way as to match the original construction, including the replacement of copes, numbering and memorials. This would assist in protecting the safety of visitors and contribute to the long-term preservation of the walls. It would also restore the walls to a condition that more closely matched their historic appearance and form. Hence, it is concluded that these works would be beneficial to the conservation of the monument's fabric and its appreciation.

Creation of new stretches of foundations would require some excavations. However, the dimensions of this would be the minimum required and they would be on the line of the existing wall foundations. Hence, they would be unlikely to involve disturbance beyond that caused by the construction of the original wall and so adversely affect sensitive archaeological remains.

Two sections of wall would be supported by the introduction of two new mort cages made of steel. Each panel would be supported by three augured holes and concrete. Photographs of the mort cages have been supplied, they are of sympathetic design and are likely to be similar to the original iron examples that have now been lost to

erosion. The mort cages are proposed as a sympathetic method designed to provide support to the walls and the holes required to support them would involve minimal disturbance. However, details of the mort cages' exact location and form have not been provided. A mechanism to ensure that they would not adversely affect the significance of the monument is desirable and hence the application of a condition is recommended.

### **Reconstruction of the Maxwell Graham Mausoleum**

This mausoleum would be rebuilt to match its former form and appearance, with the exception of a new steel gate of sympathetic design. This would restore this part of the burial ground to a condition that more closely matched its historic form. It would help ensure the safety of visitors. It would have no adverse effects on the monument's significance.

### **Other works**

The removal of two piles of modern spoil would help restore the burial ground to a condition closer to its historic form. The spoil heaps do not positively contribute to the monument's cultural significance.

### **Summary**

The work would repair degraded fabric related to the New Burial Ground's construction and use as a graveyard from 1801. The work has been informed by a Condition Survey and has been designed to restore, recreate and support the historic fabric in a sympathetic manner. The work would return the graveyard to a condition much closer to its historic form than is currently the case. It would be positive for the long term preservation of the burial ground and enhance an appreciation of it.

The work is the minimum necessary to achieve this outcome. The excavations that would be required are limited to areas very likely to have been disturbed during construction of the relevant parts of the burial ground in the 19<sup>th</sup> century and later. Consequently, they should not have a substantive effect on any earlier archaeological remains.

### **c) Other material considerations, including impact of the works on Protected Species and Places**

The application site does not lie in a Site of Special Scientific Interest (SSSI), Special Area of Conservation (SAC) or Special Protection Area. National Biodiversity Network GIS data sets indicate no evidence for Protected Species in the relevant 100m grid squares.

### **d) Conclusion**

The works would re-build and repair degraded structures within the New Burial Ground at Glasgow Cathedral. In particular they would include the controlled removal of vegetation, the removal of two late 20<sup>th</sup>-century car parks, and the repair



and re-building of several walls and a mausoleum. The work would restore the New Burial Ground to a condition that would be much closer to its historic form.

The works would contribute positively to the long term preservation of the monument and therefore be compliant with Policy Statement paragraphs 3.14 and 3.19. Although the works are to some extent intrusive this has been minimised and would not change the monument's character or those elements that make it nationally important. They are, therefore, also consistent with Policy Statement paragraphs 3.15 and 3.16.

The work has been justified, in line with Policy Statement paragraph 3.17, and because the monument's cultural significance would not be materially diminished the proposal is consistent with the Policy Statement paragraph 3.18.

The Project Summary, Condition Survey and Works Information make clear that the work has been properly planned and is likely to be executed appropriately, as outlined in Policy Statement paragraph 3.20.

Details regarding the form and exact location of mort cages that would provide structural support have not been provided. Consequently, it is recommended that a condition should be applied to consent that requires the applicant to agree details of the mort cages with HES HM in advance and in accordance with paragraph 3.22 of the Policy Statement.

## **6. Recommended decision**

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Subject to compliance with the schedule of conditions set out below, the works proposed are considered acceptable in meeting the terms of national policy for scheduled monuments, and also accounting for other material considerations.

## **7. Conditions**

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1. No mort cages shall be installed until their design, form and location have been approved by Historic Environment Scotland in writing.

*Reason: to ensure that the character of the monument is maintained and to maintain an accurate record of works to the monument.*

## **8. Approval**

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<b>Officer</b>	<b>Simon Stronach</b>	<b>Date</b>	<b>19/08/2016</b>
<b>Approved by</b>	<b>John Raven</b>	<b>Date</b>	<b>19/08/2016</b>

## **Annex A – list of supporting documents**

- Glasgow City Council Land and Environmental Services 5110-Works and Site Information for the Restoration of the North Burial Ground at Glasgow Cathedral
- Application for Scheduled Monument Consent for the North Burial Ground at Glasgow Cathedral (August 2016) – Summary of Proposed Works
- North (New) Burial Ground, Glasgow Cathedral, Condition Statement
- Emails and attachments from D McCue (Glasgow City Council Land and Environmental Services) to HES 12 and 15 August 2016