

Report

Report to:	Planning Committee
Date of Meeting:	12 December 2023
Report by:	Executive Director (Community and Enterprise Resources)

Reference no:	P/23/0288
Proposal:	Demolition of extensions and cottage, retention of original hotel to form 4 flats and erection of 5 houses with associated access road, parking, landscaping and SUDS system (In Principle)
Site Address:	Abington Hotel 78 Carlisle Road Abington Biggar ML12 6SD
Applicant:	Mr Darren Hill
Agent:	Michael Nisbet Architect
Ward:	03 Clydesdale East
Application Type:	Planning Permission in Principle
Advert Type:	Non-notification of neighbours: Lanark Gazette 17 May 2023
Development Plan Compliance:	Yes
Departures:	N/A
Recommendation:	Grant subject to conditions and legal agreement
Legal Agreement:	Yes – to secure financial contributions towards nursery provision
Direction to Scottish Ministers	N/A

1. Reason for Report

- 1.1. This application must be presented to the Planning Committee for determination as it has received more than 5 objections, as detailed in paragraph 3.5 (b) of the approved South Lanarkshire Council Planning Application Decision Making Process April 2015.

2. Site Description

- 2.1. The application site relates to a vacant hotel and associated grounds in the centre of the village of Abington which extends to 0.95 hectares. To the east, the site bounds onto Carlisle Road and beyond by a strip of amenity space and residential dwellings. Colebrook Terrace forms the northern boundary with Abington Village Hall to the south.
- 2.2. The existing hotel fronts onto Carlisle Road and while built in the Victorian/Edwardian era, has a number of extensions which vary in appearance and finishing materials. To the rear of the hotel are extensive grounds including a hotel cottage, finished in pebble dash and slate.
- 2.3. The grounds predominantly consist of grassland, with clusters of trees in the northern corner and a hedgerow along the southern boundary adjoining a footpath to the parish church. A surface water drain and open culvert cross the site and continues through adjoining woodland.

3. Description of Proposed Development

- 3.1. Planning permission in principle is sought to demolish the hotel extensions (including the front conservatory) and cottage, whilst retaining the original hotel. The retained portion of the hotel would be converted to form 4 two bedroom flats. Additionally, five dwellings would be formed on the area previously occupied by extensions and associated grounds.
- 3.2. The indicative layout shows that two semi-detached (two bedroom) single storey dwellings would be situated behind the retained hotel, whilst three single storey detached (three bedroom) dwellings would be located between the culvert and a new access road taken from Colebrooke Terrace. This application, however, seeks Planning Permission in Principle and the final details would be subject to further applications.

4. Relevant Planning History

- 4.1. None

5. Supporting Information

- 5.1. In support of the planning application, the applicant has submitted:-
- ◆ Bat Survey and Report
 - ◆ Supporting Statement
 - ◆ Scottish Water Assets Report
 - ◆ Water and Sewerage Capacity Information

6. Consultations

- 6.1. Roads and Transportation Services – No objection subject to conditions covering footway formation, visibility, parking, driveway gradients and requirement for a Traffic Management Plan.
Response: Noted. Suitable conditions would be attached to any decision issued.

- 6.2. Environmental Services – No objections, subject to conditions and advisory notes in respect of construction noise, pest control, asbestos, and nuisance.
Response: Noted. Should planning permission be approved appropriate conditions and informatives would be attached to any decision issued.
- 6.3. Scottish Water – No objection.
Response: Noted.
- 6.4. Education Resources – No issues with the proposal although developer contributions of £1100 per dwelling (totalling £9900) for nursery provision should be sought.
Response: The applicant has agreed to making the requested financial contribution and has asked that this is formalised through a section 75 agreement.

7. Representations

- 7.1. Following the statutory period of neighbour notification and advertisement for non-notification of neighbours, a total of 18 objections, 3 representations and one supporting the proposals have been received. The issues raised are summarised as follows:-

Amenity

- ◆ The proposal will affect the character of the village.
- ◆ The existing building could be saved and redeveloped.

Impact on Natural and Historic Environment

- ◆ The hotel is not listed but should be as it is a historic building in the village and a focal point.
- ◆ The hotel is an important village asset.

Roads Related Matters

- ◆ Colebrooke Terrace is in need of repair and does not have a footpath.
- ◆ Additional traffic generated will impact upon public safety.

Other Matters Raised

- ◆ If demolition goes ahead the site may become an eyesore.
- ◆ The village does not require any further housing but does require a hotel with amenities to serve the local community and passing tourists.
- ◆ New buildings could be affected by flooding.
- ◆ Consultation should have been more extensive.

- 7.2. In addition to the reasons for objecting listed above, a number of non-material concerns were also raised. The above issues are considered in the assessment below and full copies are available to view on the planning portal.

8. Development Plan

- 8.1. Under Section 25 of the Town and Country Planning (Scotland) Act 1997, all applications must be determined in accordance with the development plan unless material considerations indicate otherwise.
- 8.2. National Planning Framework 4
National Planning Framework 4 (NPF4) is Scotland's national spatial strategy for Scotland. It sets out spatial principles, regional priorities, national developments, and national planning policy. NPF4 supports the planning and delivery of sustainable places, liveable places, and productive places.

National Planning Framework 4 Policies

- ◆ Policy 1 - Tackling the climate and nature crises
- ◆ Policy 2 - Climate mitigation and adaptation
- ◆ Policy 3 - Biodiversity
- ◆ Policy 6 - Forestry, woodland and trees
- ◆ Policy 9 - Brownfield, vacant and derelict land
- ◆ Policy 14 - Design, quality and place
- ◆ Policy 15 - Local living and 20 minute neighbourhoods
- ◆ Policy 16 - Quality homes

8.3. South Lanarkshire Local Development Plan 2 (2021)

For the purposes of determining planning applications the Council will, therefore, assess proposals against the policies contained within the adopted South Lanarkshire Local Development Plan 2 (SLLDP2). In this regard the application site and associated proposals are affected by the following policies contained in the SLLDP2:-

SLLDP2 Volume 1 Policies

- ◆ Policy 2 - Climate Change
- ◆ Policy 3 - General Urban Areas and Settlements
- ◆ Policy 4 - Green Belt and Rural Area
- ◆ Policy 5 - Development Management and Placemaking
- ◆ Policy 7 - Community Infrastructure Assessment
- ◆ Policy 14 - Natural and Historic Development

SLLDP2 Volume 2 Policies

- ◆ Policy DM1 - New Development Design
- ◆ Policy DM7 - Demolition and Redevelopment for Residential Use
- ◆ Policy NHE9 - Protected Species

South Lanarkshire Council (SLC) Supporting Planning Guidance

- ◆ The Community Infrastructure Assessment Supplementary Guidance (2022)

9. Guidance

9.1. None applicable.

10. Assessment and Discussion

10.1. Principle of Development

The adopted SLLDP2 indicates that the application site is within the Settlement boundary of Abington where Policy 3 – General Urban Areas and Settlements advises that residential developments on appropriate sites will generally be acceptable.

10.2. NPF4 Policy 16 – Quality Homes seeks to encourage, promote and facilitate the delivery of high-quality homes, in the right locations. It advises that development proposals for new homes on land not allocated for housing in the LDP will be supported where the proposal is consistent with the spatial strategy and other relevant policies in the Development Plan, and it represents a small-scale housing opportunity within the settlement boundary of a 20 minute neighbourhood. As such, the proposal accords with Policy 16 – Quality Homes of NPF4.

10.3. Policy 9 Brownfield of NPF4 relates to vacant and derelict land and empty buildings. The proposed development will result in the sustainable reuse of brownfield land relating to new build, after demolition of extensions to the original hotel and hotel cottage and use of existing hardstanding and parking areas. In their consultation response Environmental Services did not highlight any contaminated land issues and

therefore the proposal complies with Policy 9 – Brownfield, vacant and derelict land empty buildings of NPF4.

10.4. Climate Change

NPF4 Policy 1 requires that when considering all development proposals, significant weight will be given to the global climate and nature crises. NPF4 Policy 2 Climate Change and Mitigation expands on this, requiring all new developments to be sited and designed (1) to minimise lifecycle greenhouse gas emissions as far as possible and (2) to adapt to the current and future risks from climate change. In the absence of a methodology for measuring the emissions which would result from the proposed building, it is considered appropriate at this time to instead consider the general sustainability of the proposal in land-use planning terms (whether the conversion of existing building and associated new build development is supportable when assessed against other relevant policies in NPF4) and use that as an indicator about whether or not it is likely to minimise emissions and adapt to current and future impacts of climate change.

10.5. SLLDP2 Policy 2 Climate Change seeks to minimise and mitigate against the effects of climate change by considering various criteria including: being sustainably located; reuse of vacant and derelict land; avoidance of flood risk areas; incorporating low and zero carbon generating technologies; opportunities for active travel routes and trips by public transport; electrical vehicle recharging infrastructure and, where appropriate, connection to heat networks.

10.6. There is no evidence that the site is affected by flooding, however if permission is granted, as a precaution, a condition requiring a Flood Risk Assessment will be attached to the Decision Notice. Hedgerow and tree planting is proposed along sections of the site boundary. If permission is granted, conditions will be attached requiring the submission and approval of details for low carbon technology, the installation of electric vehicle charging points, measures to protect retained trees and extensive tree planting in the undeveloped area of the site to compensate for tree loss. The proposal involves the re-use of brownfield land which ties in with the objectives of sustainability. In consideration, the proposals would not undermine the objectives of Policy 2.

10.7. Layout, Siting and Design

NPF4 Policy 14 Design, quality and place states that development proposals will be supported where they are consistent with the six qualities of successful places. The development layout utilises vacant land and buildings contained within the urban fabric of Abington. The locality around the site, along Colebrooke Terrace and Carlisle Road primarily consists of older single storey, and one and a half storey properties from the Victorian/Edwardian era with traditional architectural features and finishes similar to the original hotel which is to be retained and converted into flats.

10.8. In the area behind the hotel, the indicative proposals submitted show a small cluster of 5 single storey dwellings will be positioned on a new access road. A significant area in the western half of the site will be left undeveloped and available for tree planting. Existing trees in the northern corner of the site and on adjoining land within the applicant's ownership will be retained. In consideration the proposed development complies with Policy 14 Design, quality and place of NPF4.

10.9. NPF4 Policy 15 promotes the concept of Local Living and 20 minute neighbourhoods. The application site lies at the centre of Abington and is close to a range of services and therefore the proposal does accord with the aims and intent of Policy 15 of National Planning Framework 4.

- 10.10. SLLDP2 Policy 5 - Development Management and Place Making supports residential developments where they do not have a significant adverse effect on the amenity of the area while SLLDP2 Policy DM7 sets out residential redevelopment proposals involving demolition of existing properties will require to comply with the relevant policies (NHE3 and NHE7), ensure that the design, layout, density, amenity, access/parking and finishing materials are all acceptable.
- 10.11. The application originally sought to demolish and clear the whole site. However, due to the appearance of the original hotel building and its importance to the village, the proposals were amended to ensure that the original building would be retained. The removal of later additions will not detrimentally impact on the appearance or setting of the original hotel building.
- 10.12. In terms of design, these matters are more properly dealt with at the approval of matters specified in condition application stage. However, a small-scale residential development, restricted to single storeys in height can be successfully integrated into the setting of the hotel and surrounding area. The new buildings would be visually contained by the converted hotel building, retained trees and extensive tree planting on the slopes to the west of the culvert.
- 10.13. Adequate access, parking, turning areas and access can be provided. A condition has been attached requiring approval of measures to facilitate the provision of full fibre broadband. The proposal would relate satisfactorily to the character and amenity of neighbouring residential areas which would not be impaired by reason of traffic generation, parking, visual intrusion, overlooking, overshadowing or physical impact. The proposal is therefore satisfactory in terms of Policies 5, DM1 and DM7 of the adopted Local Plan.
- 10.14 Natural and Historic Heritage
NPF4 Policy 3 Biodiversity states that development proposals should contribute to the enhancement of biodiversity, including where relevant, restoring degraded habitats, and building and strengthening nature networks and the connections between them. Policies 14 and 15 of the NPF4 seek to enhance the natural and historic environment.
- 10.15. The site is not designated as a site important for its habitat and biodiversity. However, the demolition of the buildings and removal of trees could potentially impact upon bats which are a protected species. Bat Surveys have been undertaken and a bat licence from NatureScot will be required.
- 10.16. The ecological consultant has advised that the maintenance of the favourable conservation status of the affected bat species requires a robust method statement and compensation measures. The proposed method statement is listed in the Stage 2 Bat Activity Survey Report and compliance with the method statement and mitigation measures will be subject to a condition if consent is granted.
- 10.17. A group of trees will be partially felled along with some individual trees and a section of hedgerow. A condition would be attached to ensure that appropriate replacement planting could be undertaken. In consideration, the proposal complies with Policy 3 of NPF4 and Policies 14 and NHE9 of SLLDP2.
- 10.18 Community Infrastructure Assessment
SLLDP Policy 7 Community Infrastructure Assessment states where development proposals would require capital or other works or facilities to enable to proceed, financial contributions towards their implementation will be required. Education Resources require a total of £9900 as a contribution towards local nursery provision.

The applicant has agreed to this contribution which will be dealt with through a legal agreement and therefore comply with Policy 7.

10.19 Conclusion

The proposals will allow a historic building that is currently vacant to be redeveloped and the site brought back into use. In view of the above assessment and considering NPF4 and Local Plan policies and supporting information, the proposal represents an appropriate form of residential development for the application site and neighbouring vicinity. It is therefore recommended that planning permission in principle be granted subject to the conditions listed and the conclusion of a legal agreement.

11. **Recommendation and Conditions**

11.1. The Committee is asked to agree the following recommendations:-

Grant Planning Permission in Principle (subject to conditions listed and the conclusion of a Section 75 agreement for financial contributions towards nursery provision).

1) Planning Permission in Principle should not be issued until an appropriate obligation under Section 75 of the Planning Act, and/or other appropriate agreement, has been concluded between the Council, the applicant(s) and the site owner(s). This planning obligation should ensure that appropriate financial contributions are made at appropriate times during the development towards the following:-

- Financial contribution towards educational facilities

In accordance with agreed procedure, should there be no significant progress, on behalf of the applicant, towards the conclusion of the Planning Obligation within 6 months of the date of the Committee, the proposed development may be refused on the basis that, without the planning control/developer contribution which would be secured by the Planning Obligation, the proposed development would be unacceptable.

If, however, this matter is being progressed satisfactorily the applicant will be offered the opportunity to enter into a Processing Agreement, if this is not already in place. This will set an alternative agreed timescale for the conclusion of the Planning Obligation.

All reasonable legal costs incurred by the Council in association with the above Section 75 Obligation shall be borne by the applicant.

2) Conditions and Reasons

01. The development to which this permission in principle relates shall be begun no later than the expiration of five years beginning with the date of grant of this decision notice.

Reason: To comply with Section 59 of the Town and Country Planning (Scotland) Act 1997 (as amended).

02. Prior to the commencement of development on site, an application(s) for the approval of any matters specified in condition shall be submitted to and approved in writing by the Council as Planning Authority. The application shall detail/provide the following:-

- (a) The layout of the site, including all roads, footways, parking areas and open spaces;
- (b) The siting, design and external appearance of all new buildings and any other structures, including plans and elevations showing their dimensions and type and colour of external materials;
- (c) Detailed cross-sections of existing and proposed ground levels, details of underbuilding and finished floor levels.
- (d) The design and location of all boundary treatments including walls and fences;
- (e) The landscape proposals for the site, including details of existing trees and other planting to be retained together with proposals for new planting specifying number, size and species of all trees and shrubs, including, where appropriate, the planting of fruit/apple trees;
- (f) Details of the phasing of the development (covering all relevant aspects of development detailed in (a) above)
- (g) An Energy Statement;
- (h) A Design Statement prepared in accordance with Regulation 13 of The Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013 (As Amended);
- (i) A Traffic Management Plan

Reason: To enable the Planning Authority to consider this/these aspect(s) in detail. The application is in principle only and to comply with section 59(1) of the Town and Country Planning (Scotland) Act 1997 and regulations 12 and 28 of the Town and Country Planning (Development Management Procedure) (Scotland) Regulations 2013.

03. That no consent is hereby granted for the indicative house footprints shown on the site plan.

Reason: Permission is granted in principle only and no approval is given for these details.

04. That no trees, identified on the approved Site Plan as Proposed (Dr no: 0150/22R) for retention, shall be felled, removed or otherwise affected without the prior written consent of the Council as Planning Authority.

Reason: In the interests of amenity and to ensure the protection and maintenance of the existing trees and other landscape features within the site.

05. Any tree identified for removal shall be checked for roosting bats and nesting birds prior to felling. If nesting birds are found no felling shall take place until the chicks have fledged. If bat roosts are found no felling shall take place until necessary mitigation measures have been approved and a bat licence obtained.

Reason: To protect bats and nesting birds.

06. The tree protection measures, and arboricultural recommendations listed in the Survey of Trees Report (Thomson Trees Ltd, 10 September 2023) shall be fully complied with.

Reason: To ensure that the trees to be retained will not be damaged during construction and to protect and enhance the appearance and character of the site and locality.

07. As part of the submission of the first application for matters specified in conditions; full details of a tree planting scheme, in the western area of the site, shaded in a darker green on the Site Plan as Proposed (Dr: 0150/22R), shall be submitted to and approved in writing by the Council as Planning Authority. This will include planting and maintenance specifications (including cross-section drawings, use of guards or other protective measures), phasing in relation to the wider development and confirmation of location, species and sizes, nursery stock type, supplier and defect period. The approved tree planting shall thereafter be carried out in accordance with those details and as per the agreed phasing. All tree planting shall be completed during the first available planting season following completion of the development.

Reason: To enhance the natural heritage of the area.

08. That prior to the commencement of works on site, details of surface water drainage arrangements shall be submitted to and approved in writing by the Council as Planning Authority; such drainage arrangements will require to comply with the principles of sustainable urban drainage systems and with the Council's Developer Design Guidance (May 2020) and shall include the following signed appendices: C 'Sustainable Drainage Design Compliance certificate', D 'Sustainable Drainage Design Independent Check Certificate' and E 'Confirmation of Future Maintenance of Sustainable Drainage Apparatus'. The development shall not be occupied until the surface drainage works have been completed in accordance with the approved details.

Reason: To ensure that the disposal of surface water from the site is dealt with in a safe and sustainable manner, to return it to the natural water cycle with minimal adverse impact on people and the environment and to alleviate the potential for on-site and off-site flooding.

09. Prior to the commencement of works on site, the applicant will require to submit a flood risk assessment for the consideration and approval of the council. Self-certification and independent check certificates appendices A and B (refer to the Council's developer design guidance May 2020, or any subsequently approved document) duly signed by the relevant party are to be submitted.

Reason: To ensure that works proposed are not at risk of flooding and will not increase the likelihood of flooding elsewhere.

10. That the development shall be carried out in accordance and comply with the recommendations set down in the Stage 2 'Bat Activity Survey' Report (David Dodds Associates Ltd, May-June 2023) including requirements for: a bat license from NatureScot; dismantling/demolition works supervised by a licensed bat specialist; avoidance of demolition/dismantling during maternity season if maternity roost is occupied; installation of three woodstone/woodcrete bat boxes and a multi chambered woodstone/woodcrete maternity bat box affixed to nearby trees and; directing artificial light away from bat roosts and replacement bat boxes.

Reason: In the interests of bats.

11 The energy statement required by condition 02 above, shall include:-

- a) the total predicted energy requirements and CO₂ emissions of the development, clearly illustrating the additional 15% reduction beyond the 2007 building regulations CO₂ standard;
- b) a schedule of proposed on-site zero and low carbon energy technologies to be included in the development and their respective energy contributions and carbon savings;
- c) an indication of the location and design of the on-site energy technologies; and
- d) a maintenance programme for the on-site zero and low carbon energy technologies to be incorporated.

The approved on-site zero and low carbon energy technologies shall be fully installed and operational prior to the occupation of any approved buildings and shall thereafter remain fully operational in accordance with the approved maintenance programme, unless otherwise agreed in writing by the Council as Planning Authority.

Reason: To ensure that the development meets the requirements of the policies within the Development Plan which seek to address the climate emergency.

12. 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

13. 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 method statement shall thereafter be implemented as approved during the demolition and the works overseen by a suitably qualified structural engineer.

Reason: In order to retain effective planning control.

14 That none of the new build dwellings shall be occupied until the retained part of the hotel has been fully restored and converted for residential use to the satisfaction of the Council as Planning Authority.

Reason: In the interests of the heritage and townscape character of Abington.

12. Reason for Decision

- 12.1. The proposal will not adversely impact on townscape character, residential or visual amenity, raises no road safety concerns, conserves the most important part of a historic hotel, a landmark in the centre of Abington and reuses a brownfield site to meet demand for housing. The proposal accords with Policies 1, 2, 3, 6, 9, 14, 15 and 16 of National Planning Framework 4 and policies 2, 3, 5, 7, 14, DM1, DM7 and NHE9 of the South Lanarkshire Local Development Plan 2.

David Booth

Executive Director (Community and Enterprise Resources)

Date: 1 December 2023

Background Papers

[P/23/0288 | Demolition of extensions and cottage, retention of original hotel to form 4 flats and erection of 5 houses with associated access road, parking, landscaping and SUDS system \(In Principle\) | Abington Hotel 78 Carlisle Road Abington Biggar ML12 6SD](#)

Corporate Considerations

The report raises no impacts or risks in terms of equalities or financial implications. Any implications in terms of climate change, sustainability or the environment will have been considered above in terms of the relevant national and local policies.

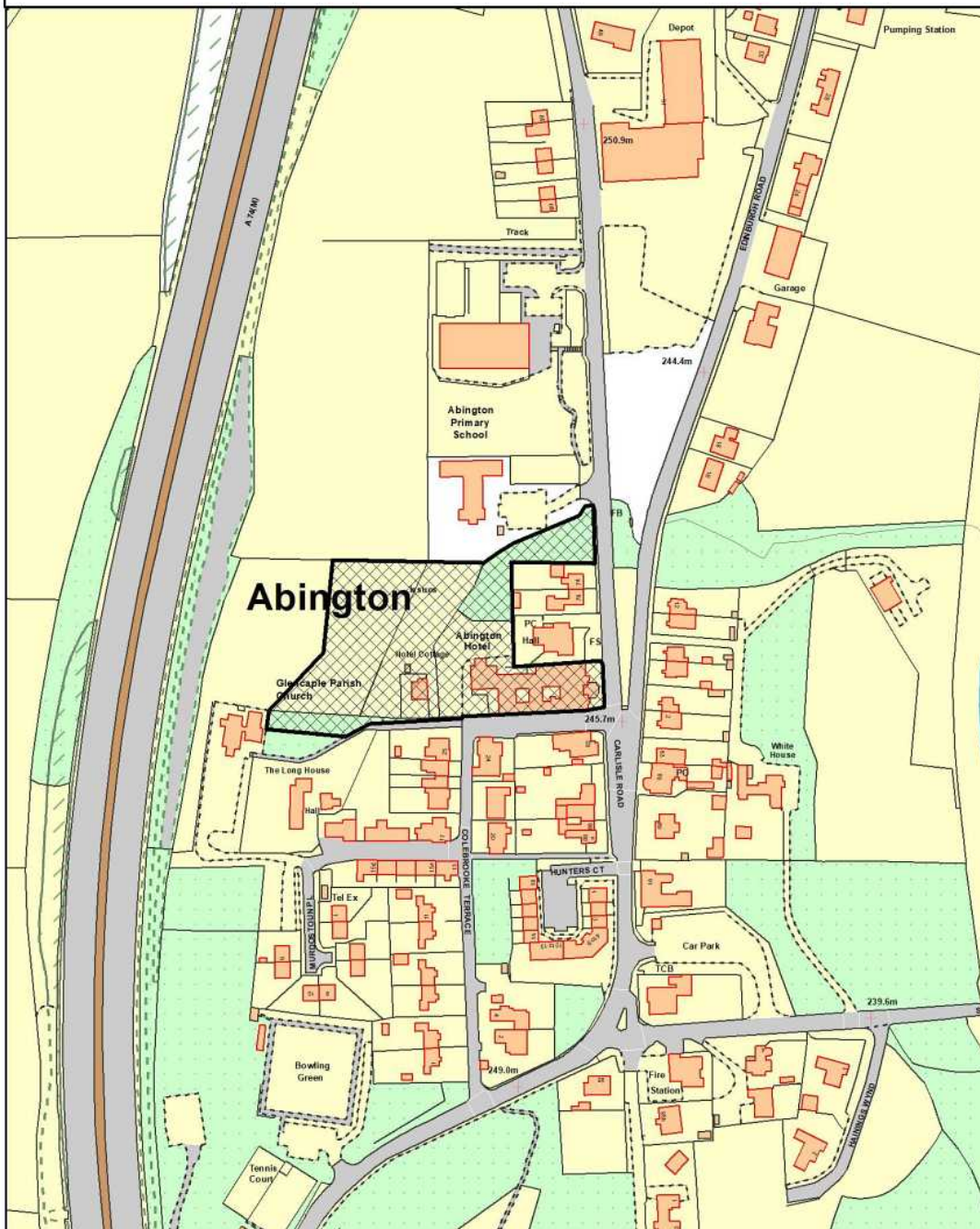
Contact for Further Information

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

Tel: 01698 454867

E-mail: planning@southlanarkshire.gov.uk

P/23/0288 Abington Hotel, 78 Carlisle Road, Abington



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Scale:
1:2,500
Date:
11/11/2023



South Lanarkshire Council
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