

Report

Report to:	Planning Committee
Date of Meeting:	26 June 2018
Report by:	Executive Director (Community and Enterprise Resources)

Application no.	P/18/0265
Planning proposal:	Demolition of hotel (Conservation Area Consent)

1 Summary application information

Application type:	Conservation area consent
Applicant:	New Dimension Group (Hamilton) Ltd and Whitbread PLC
Location:	Hamilton Town Hotel 29-31 Townhead Street Hamilton ML3 7BQ

2 Recommendation(s)

2.1 The Committee is asked to approve the following recommendation(s):-

- (1) Grant conservation area consent (subject to conditions) based on conditions attached

2.2 Other actions/notes

- (1) The Planning Committee has delegated powers to determine this application.

3 Other information

- ♦ Applicant's Agent: LMA Architects
- ♦ Council Area/Ward: 17 Hamilton North And East
- ♦ Policy Reference(s): **South Lanarkshire Local Development Plan:**
Policy 4 Development Management and Place Making
Policy 15 Natural and Historic Environment

Supplementary Guidance 9 - Natural and Historic Environment
Policy NHE7 - Conservation Areas

Proposed South Lanarkshire Local Development Plan 2 (Volumes 1 and 2)
Policy 5 - Development Management and Place Making Policy

◆ **Representation(s):**

▶	0	Objection Letters
▶	0	Support Letters
▶	0	Comment Letters

◆ **Consultation(s):**

Historic Environment Scotland (Listed Buildings)

Hamilton Civic Society

Planning Application Report

1 Application Site

- 1.1 The application relates to an area of land located between Townhead Street and Bourne Street at the eastern edge of Hamilton town centre adjacent to the A723 trunk road. The site is currently occupied by three adjoining buildings forming the Hamilton Town Hotel with the main hotel frontage located along Townhead Street. The building, which dates from the mid and late nineteenth century, is essentially a two and a half storey building of traditional appearance and is Category C listed. Within the site there are also outbuildings located to the rear from this period and later twentieth century buildings used for hotel bedrooms and recreational space, including a large structure from the 1970's raised on columns with undercroft parking.
- 1.2 The site extends to approximately 0.25 hectares and is bounded to the north and east by Bourne Street, public car parking and commercial properties, to the south by public car parking and to the west by Townhead Street. The site is surrounded by buildings varying in scale, appearance and function. These range from a five storey contemporary hotel and residential developments to two and three storey Victorian properties incorporating ground floor retail units. The finish materials of the surrounding buildings also vary and include traditional sandstone, slate, render and cladding. Pedestrian access to the site is via Townhead Street with vehicular access off Bourne Street.
- 1.3 The site has been considerably altered to the rear as it faces Bourne Street and incorporates open surface car parking for the former hotel. A retaining wall dating from the twentieth century defines the site edges to the east and south as the land drops away sharply to the surface public car park.

2 Proposal(s)

- 2.1 The applicant seeks conservation area consent for the demolition of the unlisted elements of the existing hotel building within the site. A detailed planning application for the demolition of the buildings on the site and its replacement with a 96 bedroom hotel was submitted to the Council in March 2018 (P/18/0264). The applicant also submitted an application for listed building consent for the demolition of the existing hotel within the site (P/18/0278). Due to the heritage designations associated with the site the proposed hotel development could only proceed if listed building and conservation area consents for demolition are also granted along with the detailed planning permission sought.
- 2.2 A Preliminary Heritage Report on Proposals to Demolish Existing Buildings and a Structural Condition Survey were submitted with the application as supporting documents.

3 Background

3.1 Local Plan Policy

- 3.1.1 The application site is located within Hamilton Town Centre in the adopted South Lanarkshire Local Development Plan. The site is also located within the Hamilton Conservation Area. The proposal is affected by Policy 4 - Development Management and Place Making and Policy 15 – Natural and Historic Environment. Supplementary guidance relating to conservation areas is provided in Supplementary Guidance 9 - Natural and Historic Environment and in particular Policy NHE7 – Conservation Areas. Additional design guidance is provided in the Development Management, Place

Making and Design Supplementary Guidance. The above policies and how they relate to the proposal are discussed in detail in Section 6 of this report.

- 3.1.2 On 29 May 2018, the Planning Committee approved the proposed South Lanarkshire Local Development Plan 2 (Volumes 1 and 2) and Supporting Planning Guidance on Renewable Energy. The new plan builds on the policies and proposals contained in the currently adopted South Lanarkshire Local Development Plan. For the purposes of determining planning applications, the proposed South Lanarkshire Local Development Plan 2 is now a material consideration. In this instance, Policy 5 - Development Management and Place Making and Policy 14 - Natural and Historic Environment are relevant. Volume 2 of the Proposed Plan contains further policy guidance that will be used when assessing planning applications. In this instance, Policy NHE6 - Conservation Areas is relevant.

3.2 **Relevant Government Advice/Policy**

- 3.2.1 Scottish Planning Policy (SPP) states that proposals for development within conservation areas and proposals outwith which will impact on its appearance, character or setting, should preserve or enhance the character and appearance of the conservation area. Proposals that do not harm the character or appearance of the conservation area should be treated as preserving its character or appearance. Where the demolition of an unlisted building is proposed through Conservation Area Consent, consideration should be given to the contribution the building makes to the character and appearance of the conservation area. Where a building makes a positive contribution, the presumption should be to retain it.
- 3.2.2 Historic Environment Scotland Policy Statement June 2016 states that the demolition of even a single building and the construction of a new building or buildings in its place could result in harm to the character or appearance of a conservation area, or part of it. In deciding whether conservation area consent should be granted, planning authorities should, therefore, take account of the importance of the building to the character or appearance of any part of the conservation area, and of proposals for the future of the cleared site. If the building is considered to be of any value, either in itself or as part of a group, a positive attempt should always be made by the planning authority to achieve its retention, restoration and sympathetic conversion to some other compatible use before proposals to demolish are seriously investigated. In some cases, demolition may be thought appropriate, for example, if the building is of little townscape value, if its structural condition rules out its retention at reasonable cost, or if its form or location makes its re-use extremely difficult. In instances where demolition is to be followed by re-development of the site, consent to demolish should in general be given only where there are acceptable proposals for the new building. Decision makers are required to have regard to the desirability of preserving or enhancing the appearance of the conservation area in exercising their responsibilities under the planning legislation, and this statutory duty should always be borne in mind when considering demolition applications.

3.3 **Planning Background**

- 3.3.1 The applicant submitted a detailed planning application for the demolition of existing hotel and erection of 96 bedroom hotel with ancillary restaurant and additional Class 3 unit within the site. This application was registered by the Council on 14 March 2018 and is also under consideration as a separate item at this Planning Committee (P/18/0264).

- 3.3.2 The applicant submitted an application for listed building consent for the demolition of the existing hotel within the site. This application was registered by the Council on 3 May 2018 and is also under consideration as a separate item at this Planning Committee (P/18/0278).

4 Consultation(s)

- 4.1 **Historic Environment Scotland (HES)** – HES are content with the demolition of the proposed unlisted elements. They have made further comments regarding the site in their consultation response for listed building consent under P/18/0278. Planning authorities are expected to treat our comments as a material consideration, and this advice should be taken into account in your decision making. Our view is that the proposals do not raise historic environment issues of national significance and therefore we do not object. However, our decision not to object should not be taken as our support for the proposals. This application should be determined in accordance with national and local policy on listed building/conservation area consent, together with related policy guidance.

Response:- Noted.

- 4.2 **Hamilton Civic Society** – no response to date.

Response:- Noted.

5 Representation(s)

- 5.1 The application was advertised in the Hamilton Advertiser and the Edinburgh Gazette as a proposal requiring conservation area consent. No letters of representation have been received in relation to the application.

6 Assessment and Conclusions

- 6.1 The applicant seeks conservation area consent for the demolition of the existing hotel within the site. The proposed demolition is required to facilitate the redevelopment of the site for the erection of a 96 bedroom hotel with ancillary restaurant and additional Class 3 unit which is the subject of a separate detailed planning application under reference P/18/0264. The determining issues in consideration of this application are its compliance with national and local plan policy and its impact on the character of the Conservation Area.
- 6.2 Scottish Planning Policy (SPP) states that proposals for development within conservation areas and proposals outwith which will impact on its appearance, character or setting, should preserve or enhance the character and appearance of the conservation area. Proposals that do not harm the character or appearance of the conservation area should be treated as preserving its character or appearance. Where the demolition of an unlisted building is proposed through Conservation Area Consent, consideration should be given to the contribution the building makes to the character and appearance of the conservation area. Where a building makes a positive contribution, the presumption should be to retain it.
- 6.3 Historic Environment Scotland Policy Statement June 2016 states that the demolition of even a single building and the construction of a new building or buildings in its place could result in harm to the character or appearance of a conservation area, or part of it. In deciding whether conservation area consent should be granted, planning authorities should, therefore, take account of the importance of the building to the character or appearance of any part of the conservation area, and of proposals for the future of the cleared site. If the building is considered to be of any value, either in itself or as part of a group, a positive attempt should always be made by the planning authority to achieve its retention, restoration and sympathetic conversion to some

other compatible use before proposals to demolish are seriously investigated. In some cases, demolition may be thought appropriate, for example, if the building is of little townscape value, if its structural condition rules out its retention at reasonable cost, or if its form or location makes its re-use extremely difficult. In instances where demolition is to be followed by re-development of the site, consent to demolish should in general be given only where there are acceptable proposals for the new building. Decision makers are required to have regard to the desirability of preserving or enhancing the appearance of the conservation area in exercising their responsibilities under the planning legislation, and this statutory duty should always be borne in mind when considering demolition applications.

- 6.4 In terms of local plan policy, the application site is located within Hamilton Town Centre in the adopted South Lanarkshire Local Development Plan. The site is also located within the Hamilton Conservation Area. The proposal is affected by Policy 4 - Development Management and Place Making and Policy 15 – Natural and Historic Environment. Supplementary guidance relating to conservation areas is provided in Supplementary Guidance 9 - Natural and Historic Environment and in particular Policy NHE7 – Conservation Areas. Additional design guidance is provided in the Development Management, Place Making and Design Supplementary Guidance.
- 6.5 Policy 4 generally resists development that will be detrimental to amenity and seeks well designed proposals which integrate successfully with their surroundings and make a positive contribution to the character and appearance of the urban environment. As the application site is located within a conservation area and the existing buildings within the site are Category C listed, Policy 15 is also relevant to the assessment of the proposal in terms of its layout and design. This policy states that the Council will assess all development proposals in terms of their effect on the character and amenity of the natural and built environment. The Council will seek to protect important natural and historic sites and features from adverse impacts resulting from development, including cumulative impacts. The application relates to a Category C listed building located within The Hamilton Conservation Area and is, therefore, designated as a Category 3 site under the terms of this policy. In Category 3 areas, development which would affect these areas following the implementation of mitigation measures will only be permitted where there is no significant adverse impact on the protected resource. Where possible, any development proposals which affect natural and historic designations should include measures to enhance the conservation value of the site affected.
- 6.6 The above policy is supported by Policy NHE7 - Conservation Areas of the Council's Supplementary Guidance. This policy advises that development and demolition within a conservation area or affecting its setting shall preserve or enhance its character and be consistent with any relevant conservation area appraisal or management plan that may have been prepared for the area. The design, materials, scale and siting of any development shall be appropriate to the character of the conservation area and its setting. Trees which are considered by the Council to have amenity value and contribute to the character and appearance of the conservation area shall be preserved. Given the importance of assessing design matters, planning applications in principle will not normally be considered appropriate for developments in conservation areas. Where appropriate, consents to demolish buildings within conservation areas will be subject to conditions which prohibit demolition until a contract has been let for the redevelopment of the site in accordance with a development scheme which has been approved by the Council.

- 6.7 For ease of reference, the structural report submitted with the application split the existing building into various blocks dependent upon their age, structural composition or survey findings. Block A relates to a three storey structure circa 1850-1900 traditional built stone building. Stone frontage and gable walls with brick/stone chimney walls and assumed plastered brick internal separating walls to ground and first floor. Blocks B and C relate to two storey structures circa 1850-1900 traditional built stone building. Stone frontage and gable walls with brick/stone chimney walls and assumed plastered brick internal separating walls to ground and first floor. Block D relates to a two storey structure circa 1850-1900 outbuildings/coach houses, possibly contemporary with the original hotel frontage, brick built and rendered with simple timber rafter roof assumed spanning between external walls with sarking and slate finish. Block E relates to a single storey structure circa 1850-1900 outbuildings/coach houses, possibly contemporary with the original hotel frontage, brick built and rendered with simple timber rafter roof assumed spanning between external walls with sarking and slate finish. The structure appears to be part demolished with more modern addition of a timber stud gable to one side. Block F relates to a circa 1970's concrete/steel structure comprising concrete columns and beams with steel secondary beams over supporting precast concrete floor units. Assumed cased steel columns continuing to roof level supporting and a simple steel frame and timber roof structure.
- 6.8 In terms of the assessment of the application, the submitted supporting information has been taken into account in addition to the details relating to the associated detailed planning application for a replacement hotel within the site (P/18/0264). Historic Environment Scotland (HES) were consulted on this application and have advised that they are content with the demolition of the proposed unlisted elements of the existing hotel. The supporting documents provide a thorough understanding of the history of the site, context, and the structural condition of the building. The reports confirm that the existing buildings are in a dilapidated state and are incapable of refurbishment or redevelopment in their existing condition with several areas of concern highlighted and substantial demolition recommended. The reports highlight that a number of elements present imminent concern in relation to structural stability and safety, in particular the failing internal floor structure and roof structure to the original four bay section of the building, and the adjacent oriel window which is highlighted as showing signs of movement. It is evident that the building is in a very poor state of repair, suffering from water ingress, timber infestation, partial collapse of internal fabric, and vandalism. It is also clear that the historic interest and special character of the site has been affected by the lack of maintenance and worsening condition of the building.
- 6.9 Whilst specific marketing details have not been submitted with the application, the applicant's supporting information advises that the property has been marketed unsuccessfully by the current owners for a number of years without any credible development proposals being brought forward. It would not be feasible to incorporate the buildings in the development proposed as the costs would be prohibitive and render any redevelopment unviable. In this instance, it is considered that the retention of the listed and unlisted elements of building are not viable options and that the building's demolition has been justified sufficiently through the qualified evidence and information submitted. Whilst the proposed replacement building for the site is of contemporary design I am satisfied that it has been designed appropriately to be in keeping with the Conservation Area and to a degree that justifies the demolition of the existing building in the site. On this basis, I am satisfied that the proposed demolition would not fail to preserve or enhance the character of the Conservation Area and its setting and that the proposal meets the terms of Policies 4, 15 and NHE7 as outlined above.

- 6.10 On 29 May 2018 the Planning Committee approved the proposed South Lanarkshire Local Development Plan 2 (Volumes 1 and 2) and Supporting Planning Guidance on Renewable Energy. Therefore the Proposed SLLDP2 is now a material consideration in determining planning applications. The proposed development has been considered against the relevant policies in the proposed plan and it is noted that these policies are broadly consistent with the current adopted South Lanarkshire Local Development Plan 1. It is considered that the proposal accords with Policy 5 - Development Management and Place Making Policy and Policy 14 - Natural and Historic Environment in the Proposed plan in addition to Policy NHE6 - Conservation Areas in the SLLDP2 Volume 2.
- 6.11 In summary, the application for the demolition of the existing hotel within the site is considered to be acceptable as the application conforms with national and local plan policy. It is, therefore, recommended that conservation area consent should be granted subject to the conditions listed.

7 Reasons for Decision

- 7.1 The proposal has no adverse impact on residential or visual amenity nor raises any environmental or infrastructure issues and complies with Policy 15 of the adopted South Lanarkshire Local Development Plan, Policy NHE7 – Conservation Areas of Supplementary Guidance 9 - Natural and Historic Environment and the Proposed Development Management, Place Making and Design Supplementary Guidance. The proposal also complies with Policies 5, 14 and NHE6 of the proposed South Lanarkshire Local Development Plan 2 (Volumes 1 and 2).

Michael McGlynn
Executive Director (Community and Enterprise Resources)

15 June 2018

Previous references

- ◆ P/18/0264
- ◆ P/18/0278

List of background papers

- ▶ Application Form
- ▶ Application Plans
- ▶ South Lanarkshire Local Development Plan (Adopted 2015)
- ▶ Development Management, Place Making and Design Supplementary Guidance (2013)
- ▶ Proposed South Lanarkshire Local Development Plan 2 (Volumes 1 and 2) (2018)
- ▶ Press Advertisement, Hamilton Advertiser dated 17.05 2018
- ▶ Press Advertisement, Edinburgh Gazette dated 18.05.2018

- ▶ Consultations

- ▶ Representations
None

Contact for further information

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

Jim Blake, Planning Officer, Montrose House, 154 Montrose Crescent, Hamilton, ML3 6LB

Ext: 3657 Tel (01698 453657)

Email: jim.blake@southlanarkshire.gov.uk

Detailed planning application

Paper apart – Application number: P/18/0265

Conditions and reasons

01. That prior to any demolition commencing on site, a scheme for the control and mitigation of dust shall be submitted to and approved in writing by the Council as Planning Authority. No changes to the approved scheme shall take place unless agreed in writing by the Council as Planning Authority. The scheme shall thereafter be implemented in accordance with a programme to be agreed in writing with the Council as Planning Authority.

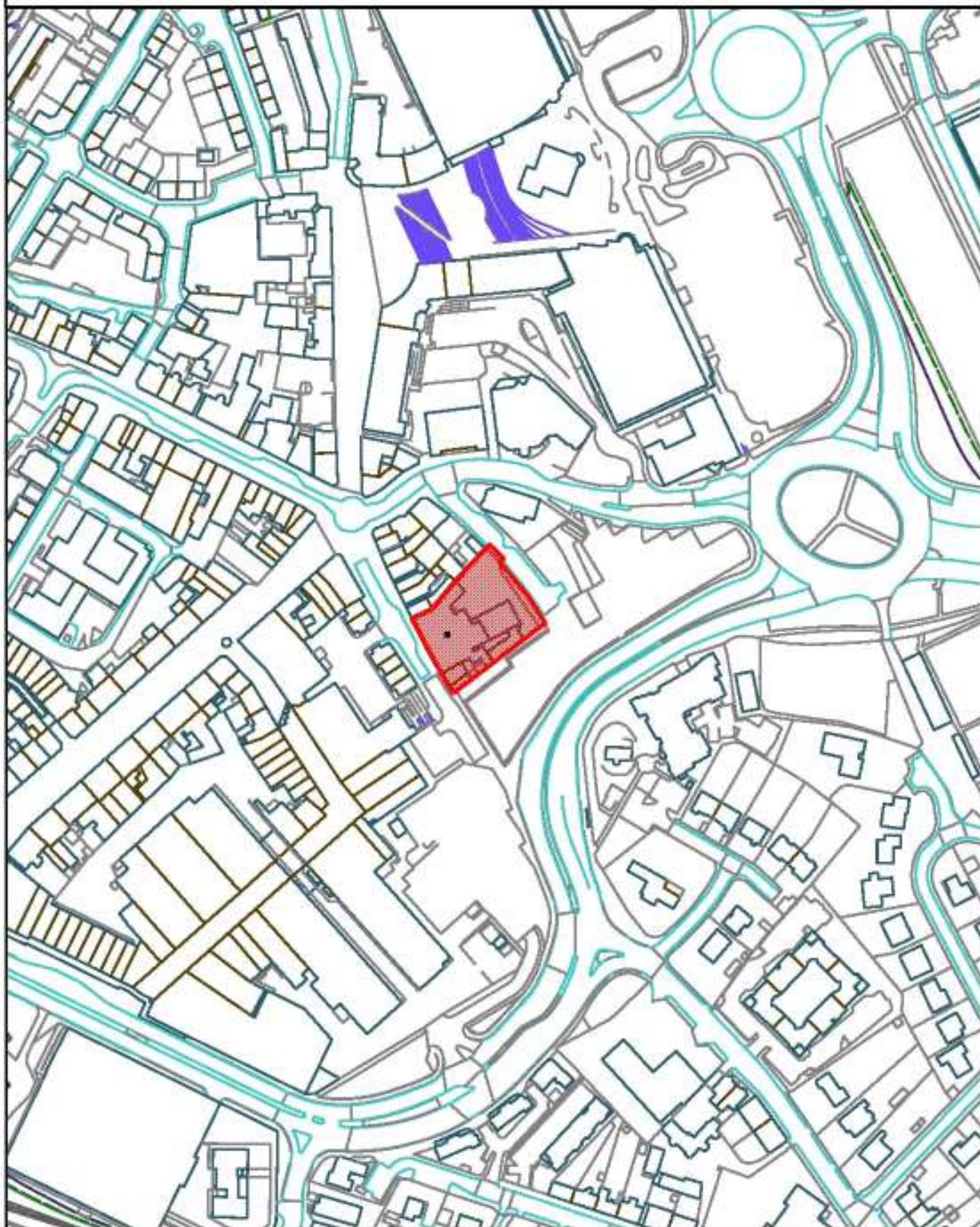
Reason: In the interests of amenity and in order to retain effective planning control.

02. That prior to any demolition commencing on site, a traffic management plan shall be submitted to and approved in writing by the Council as Planning and Roads Authority. The traffic management plan shall thereafter be implemented in accordance with a programme to be agreed in writing with the Council.

Reason: In the interests of amenity and public safety.

P/18/0265

Hamilton Town Hotel, 29-31 Townhead Street, Hamilton



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Scale:
1:2,500
Date:
04/06/2018



South Lanarkshire Council
Community and Enterprise Resources
Planning and Economic Development