
CAIRNGORMS NATIONAL PARK AUTHORITY

Title: REPORT ON CALLED-IN PLANNING APPLICATION

Prepared by: FIONA MURPHY (PLANNING OFFICER, DEVELOPMENT MANAGEMENT)

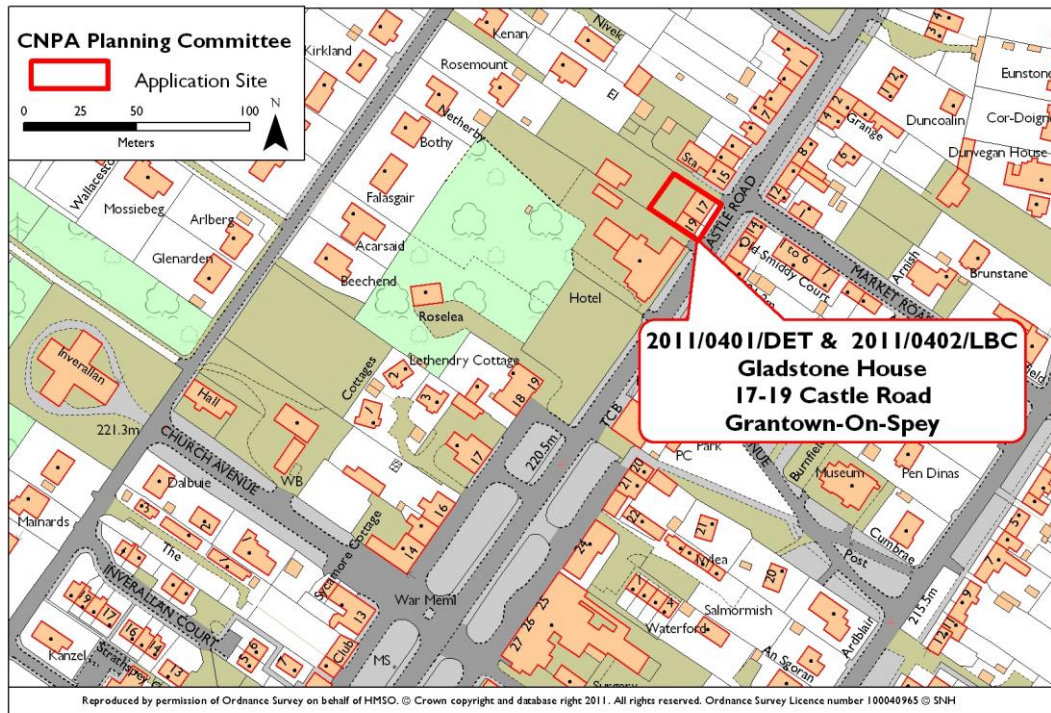
DEVELOPMENT PROPOSED: RENOVATION AND EXTENSIONS AT GLADSTONE HOUSE, 17-19 CASTLE ROAD, GRANTOWN ON SPEY

REFERENCE: 2014/0111/DET

APPLICANT: WKW PARTNERSHIP, CAIRNGORM HOTEL, 77 GRAMPIAN ROAD, AVIEMORE

DATE CALLED-IN: 07.04.14

RECOMMENDATION: APPROVE SUBJECT TO CONDITIONS



Grid reference : (E/303453, N/828126)

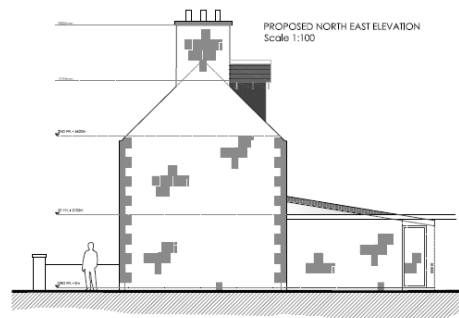
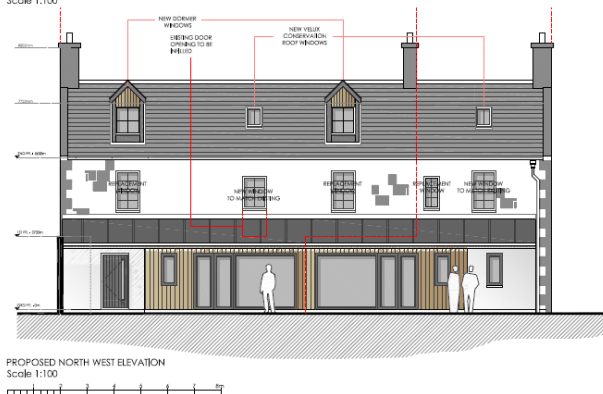
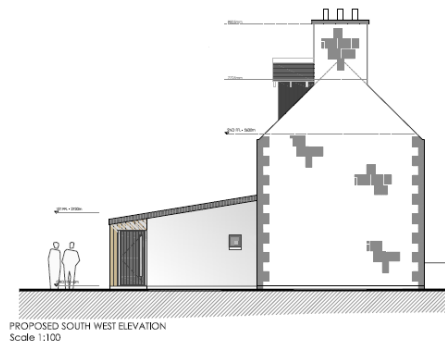
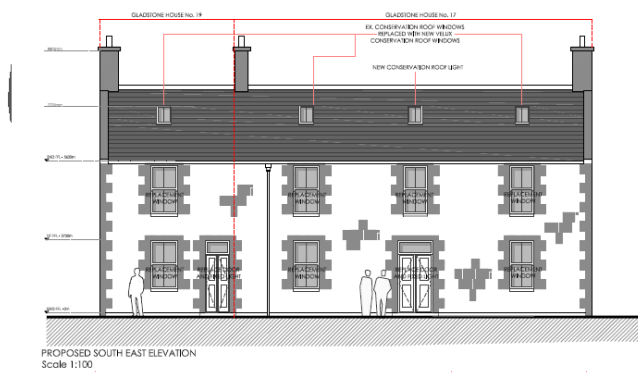
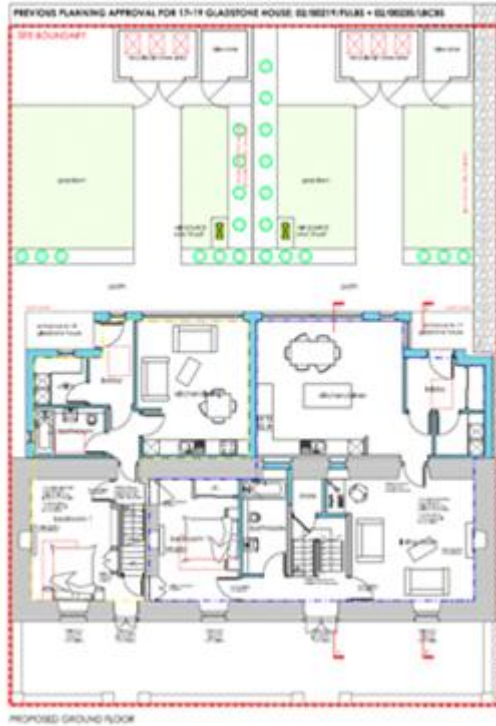
Fig. 1 - Location Plan

SITE DESCRIPTION AND PROPOSAL

1. This report deals with a planning application at Gladstone House, which is a Category C listed building within the Grantown Conservation Area. A separate application has been submitted for listed building consent for renovation and extensions (Application No 2014/0110/LBC). This is the subject of a report to the same Planning Committee Meeting.
2. The site is located in Castle Road to the north east of The Garth Hotel. Gladstone House has a small set back from the public footpath, with a small front garden which is bounded by a low wall. Gladstone House consists of a pair of two storey dwellings of which No. 17 extends to three symmetrical bays, while No. 19 is a two bay design. The buildings are thought to date from the late 18th or early 19th century. The buildings are uninhabited and have fallen into a state of significant disrepair, with the result that they have been placed on the Buildings at Risk Register for Scotland since 1997.



3. A variety of works are proposed to alter and extend the structures. The proposed works on the front elevation are relatively limited, and primarily involve replacement windows and doors in the existing openings and the addition of new conservation roof lights. Replacement windows are proposed to be timber sash and case double glazed units.
4. More extensive work is proposed to the rear of the properties, with a large new single storey extension across the whole width of the building. This has a low monopitched roof finished in lead and a modern rear elevation, predominantly finished in timber cladding and large areas of glazing. In addition, two new dormer openings are also proposed in the roof space, together with two new conservation roof lights. The roof of the structure has previously been re-slatted with the original salvaged roof slates.
5. The proposed layout of the space at the rear provides private garden space, the majority of which would be grassed. Bin storage and bike storage is also identified. An air source heat pump unit is also identified in each garden area.



6. The landownership map provided with the application identifies the site being part of a larger tract of land which includes The Garth Hotel and its surrounding grounds and also land to the rear of Gladstone House which would have been part of the original curtilage associated with the property. The adjacent land area is also the subject of applications at this time. Planning permission has been sought for the erection of 12 self-catering units at The

Garth, 21-23 Castle Street (CNPA Application No 2014/0105/DET) and conservation consent has been sought for the demolition of a garage at the same address (CNPA Application No 2014/0121/CON). These applications will be reported to the same Planning Committee Meeting.

Design and Access Statement

7. A Design and Access Statement accompanies the application. The proposed single storey extension is described as 'more sympathetic in size, form and appearance; with a modern, high quality finish helping to create a visual separation between the early 19th century property and the proposed additions'.

Bat Survey

8. No bat roosts were found in Gladstone House. However, as many features suitable for roosting bats were identified, a minimum of three emergence/re-entry surveys were recommended to determine the roost status of the building.

Site history

9. Gladstone House and adjacent land which forms part of the current car park and garden area associated with the Garth Hotel has been the subject of a number of applications in the past. In the 1990s Highland Regional Council granted planning permission and listed building consent for alterations, extension and renovations to the existing uninhabited houses to form 6 no. dwellings (planning ref. no. BS/92/407 and BS/92/408); and listed building consent for alterations to Gladstone House and demolition of cottages and outbuildings (planning ref. no. BS/94/22). In 2003 Highland Council granted planning permission for alterations and extensions at Gladstone House (planning ref. no. 02/00219/FULBS). None of these were implemented.
10. In 2011, two applications for alterations and extensions to form 2 semi-detached houses were submitted but subsequently withdrawn (CNPA Application Nos 2011/0401/DET and 2011/0402/LBC).
11. In 2012 CNPA granted listed building consent to demolish block flat roofed extension at rear and temporary repairs to roof lights and windows to prevent any further water ingress (CNPA Application No 2012/0045/LBC). CNPA subsequently granted listed building consent to replace existing damaged roof, existing slates to be carefully removed and re-used on new roof (CNPA Application No 2012/0260/LBC).

DEVELOPMENT PLAN CONTEXT

National Policy

12. **Scottish Planning Policy¹ (SPP)** is the statement of the Scottish Government's policy on nationally important land use planning matters. It supersedes a variety of previous Scottish Planning Policy documents and National Planning Policy Guidance. Core Principles which the Scottish Government believe should underpin the modernised planning system are outlined at the outset of **SPP** and include:
- The constraints and requirements that planning imposes should be necessary and proportionate;
 - The system shouldallow issues of contention and controversy to be identified and tackled quickly and smoothly; and
 - There should be a clear focus on quality of outcomes, with due attention given to the sustainable use of land, good design and the protection and enhancement of the built and natural environment.
13. **SPP** emphasises the key part that development management plays in the planning system, highlighting that it should “operate in support of the Government’s central purpose of increasing sustainable economic growth.” Para. 33 focuses on the topic of Sustainable Economic Growth and advises that increasing sustainable economic growth is the overarching purpose of the Scottish Government. It is advised that “the planning system should proactively support development that will contribute to sustainable economic growth and to high quality sustainable places.” Planning authorities are encouraged to take a positive approach to development, recognising and responding to economic and financial conditions in considering proposals that would contribute to economic growth.
14. Under the general heading of Sustainable Development, it is stated that the fundamental principle is that development integrates economic, social and environmental objectives, and that the “aim is to achieve the right development in the right place.”
15. As a replacement for a variety of previous planning policy documents the new **Scottish Planning Policy** includes ‘subject policies’, of which many are applicable to the proposed development. Topics include economic development, rural development, and landscape and natural heritage. The following paragraphs provide a brief summary of the general thrust of each of the subject policies.
16. **Scottish Planning Policy** concludes with a section entitled ‘Outcomes’ in which it is stated that the “planning system should be outcome focused, supporting the creation of high quality, accessible and sustainable places through new development, regeneration and the protection and enhancement of natural heritage and historic environmental assets.”

¹ February 2010

Scottish Historic Environment Policy (SHEP) December 2011

17. The Scottish Historic Environment Policy (SHEP) sets out Scottish Ministers' policies, providing direction for Historic Scotland and a policy framework that informs the work of a wide range of public sector organisations. It states that the remains of the past can act as a powerful catalyst and a stimulus to high quality new design and development, leading to successful regeneration and community building. The Ministers believe that the historic environment should be valued as an asset, rather than thought of as a barrier to development. This reinforces the identity of communities, and can add value, provided that value is recognised at the outset and it becomes an integral part of any development or regeneration project.
18. The SHEP states that the protection of the historic environment is not about preventing change. Ministers believe that change in this dynamic environment should be managed intelligently and with understanding, to achieve the best outcome for the historic environment and for the people of Scotland. Such decisions often have to recognise economic realities.

Historic Scotland's 'Managing Change in the Historic Environment' guidance notes

19. Since the withdrawal of the 'Memorandum of Guidance on Listed Buildings and Conservation Areas 1998' Historic Scotland have gradually introduced a series of guidance notes as a replacement. Guidance which is of relevance to the current proposal includes 'Doorways', 'Windows' 'Extensions,' 'Interiors' and 'Setting.'

Strategic Policies

Cairngorms National Park Partnership Plan (2012 - 2017)

20. The Partnership Plan sets out the vision and overarching strategy for managing the Park and provides a strategic context for the Local Development Plan. Three long term outcomes have been identified to deliver the vision for the Park and development proposals would be expected accord with those :
 - A sustainable economy supporting thriving businesses and communities;
 - A special place for people and nature with natural and cultural heritage enhanced; and
 - People enjoying the park through outstanding visitor and learning experiences.

The CNP Partnership Plan can be viewed on the Cairngorms National Park Authority website at <http://cairngorms.co.uk/park-authority/about-us/publications/?publicationID=299>

Local Plan Policy
Cairngorms National Park Local Plan (2010)

21. The Cairngorms National Park Local Plan was formally adopted on 29th October 2010. The full text can be found at :
<http://www.cairngorms.co.uk/parkauthority/publications/results.php?publicationID=265>
22. The Local Plan contains a range of policies dealing with particular interests or types of development. These provide detailed guidance on the best places for development and the best ways to develop. The policies follow the three key themes of the Park Plan to provide a detailed policy framework for planning decisions:
- Chapter 3 - Conserving and Enhancing the Park;
 - Chapter 4 - Living and Working in the Park;
 - Chapter 5 - Enjoying and Understanding the Park.
23. Policies are not cross referenced and applicants are expected to ensure that proposals comply with all policies that are relevant. The site-specific proposals of the Local Plan are provided on a settlement by settlement basis in Chapter 6. These proposals, when combined with other policies, are intended to meet the sustainable development needs of the Park for the Local Plan's lifetime. The following paragraphs list a range of policies that are appropriate to consider in the assessment of the current development proposal.
24. *Policy 4 – Protected Species*: Development which would have an adverse effect in any European Protected Species will not be permitted unless
- (a) There are public health, public safety or other imperative reasons of overriding public interest, including those of a social or economic nature; and
 - (b) There are no satisfactory alternative solutions; and
 - (c) The development will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range.
25. *Policy 9 – Listed Buildings*: There is a presumption in favour of development that preserves a listed building or its setting, or any features of special architectural or historic interest which it possesses. The policy expects the layout, design, materials, scale, siting and use of any development to be appropriate to the character and appearance of the listed building and its setting.
26. *Policy 10 – Conservation Areas*: Development within a conservation area or affecting its setting, will preserve or enhance its character. Policy 10 requires that the design, materials, scale, layout and siting of any development will be appropriate to the character and appearance of the conservation area and its setting. It also states that “given the importance of assessing design matters, outline planning applications will not be considered appropriate for developments in conservation areas.”

27. Policy 16 – Design Standards for Development: this is one of a number of policies which is intended to encourage developers to consider how they can best include the principles of sustainable development in their proposals, and consider the impact on the environment, economy and community. Policy 16 requires that all proposals are accompanied by a design statement which sets out how the requirements of the policy have been met. The design of all development is encouraged to :
- Reflect and reinforce the traditional pattern and character of the surrounding area and reinforce the local vernacular and local distinctiveness, whilst encouraging innovation in design and materials;
 - Use materials and landscaping that will complement the setting of the development;
 - Demonstrate sustainable use of resources; and
 - Be in accordance with the design standards and palette of materials as set out in the Sustainable Design Guide.
28. Policy 24 – House Extensions and Alterations: development proposals for extensions or alterations to existing dwellings will be permitted except where the extension would:
- (a) Adversely affect the appearance and character of the dwelling and / or the surrounding area;
 - (b) Have a significant and unacceptable detrimental effect in the residential amenity enjoyed by adjoining households; and
 - (c) Reduce the provision of private garden ground to an unacceptable level; and
 - (d) Result in inadequate off-street parking provision and / or access to property.
29. Grantown on Spey is identified as a strategic settlement within the settlement hierarchy in the CNP Local Plan and it is also recognised as the main settlement within the Cairngorms National Park Plan.

Supplementary Planning Guidance

30. In addition to the adoption of the Cairngorms National Park Local Plan (2010) on 29th October 2010, a number of Supplementary Planning Guidance documents were also adopted.

Sustainable Design Guide

31. The guide highlights the fact that the unique nature and special quality of the Cairngorms National Park and the consequent desire to conserve and enhance this distinctive character. The guidance has at its core the traditional approach to design which aims to deliver buildings which provide a resource efficient, comfortable and flexible living environment. The **Sustainable Design Guide** requires the submission of a Sustainable Design Statement with planning applications. It is intended that applicants would use the Sustainable Design Statement to demonstrate how standards set out in the Sustainable Design Checklist will be achieved.

32. One of the key sustainable design principles referred to in the document is that “future development in the Park should be sensitively located, reflect existing development pattern and setting, and respect the natural and cultural heritage of the Park.” Developments are also required to reflect traditional materials and workmanship, and take on board innovation, contemporary design and the emergence of modern methods of construction.

CONSULTATIONS

33. **Scottish Natural Heritage (SNH)** – do not wish to comment on the bat survey because this role now lies with the CNPA.
34. **Planning Gain** – no comments.
35. **Grantown on Spey Community Council** – No response.
36. **The Highland Council Historic Environment Team (THCHET)** advises that despite numerous site meetings the application still does not include sufficient detailed photographic records or survey information to support the proposed scheme.
37. THCHET advise that the proposal to replace all existing windows and doors is unacceptable and this has been discussed previously. Without a full and detailed window and door survey to demonstrate they are completely beyond repair, national guidance and policy and the recently approved Highland Historic Environment Strategy require that existing traditional windows and doors are retained and repaired.. A full and detailed condition survey of existing windows needs to be submitted to support the current application.
38. The scheme includes one new opening to the rear elevation and the addition of two dormer windows to the rear roof slope. The addition of dormers has consistently been raised as contentious in terms of the original form of the listed building. The application still contains no detailed supporting statement which suggests that this level of intervention is required.
39. As per previous comments the ground historically associated with this listed building is proposed for development. This development proposal should provide the enabling development to support a more sensitive scheme of conservation and conversion of the listed building with a more realistic amount of accommodation needing to be achieved. That said it is noted that this intervention has been reduced from previous schemes submitted.
40. The rear extension is significant but is an overall improvement on the former extension which was previously removed with listed building consent.

41. THCHET notes that the scheme as proposed appears to include the replacement of traditional timber floors with concrete slabs and the incorporation of insulations and wall linings. Further information in relation to the current construction and materials is required to fully assess such interventions. Timber floors form part of the “breathable” structure of historic buildings and in some circumstances their replacement with impermeable concrete floors can be damaging to the building. Equally the insulation proposed will need to be carefully considered to ensure that the historic fabric of the building is protected in the future.
42. In short THCHET still does not consider that this application as submitted meets the legislative, policy and guidance requirements for the alteration and extension of a listed building and it has some concerns that the building standards requirements associated with this conversion may result in the need for further alterations and interventions to the listed building which will require additional applications.
43. However as per their consistent response THCHET is keen to see this listed building repaired and re-used. Therefore, if the planning authority are minded to grant listed building consent THCHET have asked that a series of conditions are attached to any listed building consent and planning permission granted (as detailed at the end of this report).
44. **THCHET Additional Comments** following the submission of a Window and Door Report in response to the original comments are that the existing historic windows and doors should be retained and repaired. Their removal and replacement is not supported by either national or local policy. The issue of thermal efficiency can be easily addressed with a suitable secondary glazing option as is the case on several current cases in the Highland Council including the Barracks at Fort George and a large building at risk being converted into apartments in the centre of Inverness. Please note that the examples of replacement windows would not be supported as their appearance is not comparable in terms of the detailing and frame dimensions to the existing windows and they incorporate large external trickle ventilation which is not a feature of historic windows in listed buildings.

REPRESENTATIONS

45. None

APPRAISAL

Principle

46. Planning permission is required for the extension to the houses only and for the works to the exterior of the building, due to its location within a conservation area.
47. The extension is to the rear of the building and has been designed as a modern extension to a historic building. It does not conflict with the requirements of Policy 24 House Extensions and Alterations and therefore may be considered to be acceptable in principle. It may also be argued that the proposed extension, whilst modern in character, should be considered in comparison with the previous extension, in which case it may be considered to be an improvement.
48. CNP Local Plan Policy 9 – Listed Buildings presumes in favour of development which preserves a listed building. Undoubtedly, the works would secure the building and facilitate the preservation of the basic structure. However, the policy requires that the layout, design, materials, scale and siting of the development are appropriate to the character and appearance of the listed building.
49. The front elevation of the building is simple in character, the key elements being the roof and walls, which are not being changed in the current application, and the doors and windows, which are all proposed to be replaced with 'matching' doors and windows. A further element of the front elevation is the garden area, which is currently overgrown but not included in the proposals.
50. The issue here is the proposed doors and windows. First of all, the applicant has failed to provide a detailed door and window survey to demonstrate that the windows are beyond repair. Secondly, the windows and doors proposed do not match the originals.
51. In terms of the rear elevation of the listed building, the interventions comprise the addition of two dormers and two rooflights and two new window openings, together with three new windows to 'match the existing'. There is also the significant modern ground floor extension across the width of the building. The changes at roof and first floor level have an impact on the preservation of the listed building. The impact of the extension however needs to take into account the design and character of the unsightly extension, in part two storey, which previously existed.
52. It is noted that the specialist adviser, The Highland Council Historic Environment Team, still does not consider that this application as submitted meets the legislative, policy and guidance requirements for the alteration and extension of a listed building and it has some concerns that the building standards requirements associated with this conversion may result in the need

for further alterations and interventions to the listed building which will require additional applications.

53. However as per their consistent response THCHET is keen to see this listed building repaired and re-used. Therefore, if the planning authority are minded to grant listed building consent THCHET have asked that a series of conditions are attached to any listed building consent and planning permission granted

Conclusion

54. In coming to a recommendation on the proposals at Gladstone House, it has been necessary to balance the realities of the need to facilitate some level of development at the property, in order to stop its further decline, against the need to ensure that any development proposals are sensitive to the listed status of the building, complement its setting within the Grantown-on-Spey Conservation Area and appropriately conserve and enhance the cultural heritage value of the building for the long term.
55. It is disappointing that the applicant has not heeded all of the expert advice that has been provided over a considerable period of time. It is accepted that that this application as submitted does not meet the legislative, policy and guidance requirements for the alteration and extension of a listed building and the concerns are shared that the building standards requirements associated with this conversion may result in the need for further alterations and interventions to the listed building which will require additional applications.
56. It has however been suggested that the various issues might be addressed by condition. The National Park Authority is also considering a listed building application for the same proposals, and a planning application for new development on the adjoining site, together with an associated conservation area consent application. Both sites are in the ownership of the applicant, who also owns The Garth Hotel. Taken together, the proposals would represent a significant tourism development in Grantown following the closure of several hotels in the vicinity.
57. In view of the fact that the property has been on the Buildings at Risk Register since 1997 and in order to help facilitate this investment in new tourist accommodation, which will also help secure the future of the existing hotel, it is recommended that this application for planning permission is granted subject to conditions, including those recommended by THCHET.

IMPLICATIONS FOR THE AIMS OF THE NATIONAL PARK

Conserve and Enhance the Natural and Cultural Heritage of the Area

58. The development will secure the renovation of a derelict listed building that has been on the Buildings at Risk Register since 1997.

Promote Sustainable Use of Natural Resources

59. The proposal involves the retention of the existing building.

Promote Understanding and Enjoyment of the Area

60. The existing building is a prominent and unsightly feature within the Grantown Conservation Area and its renovation would improve the public's enjoyment of the area.

Promote Sustainable Economic and Social Development of the Area

61. The proposed development is part of a wider scheme that will contribute to the sustainable development of the area.

RECOMMENDATION

That Members of the Committee support a recommendation to grant planning permission subject to the following conditions:-

- I. No development shall commence until:-
 - a) A full detailed window and door survey has been prepared by an expert in the restoration of historic windows and doors and approved in writing by the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Historic Environment Team;
 - b) On the basis of the window and door survey, agreement has been reached with the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Historic Environment Team as to whether any of the windows or doors are beyond repair;
 - c) If that agreement has been reached, full details of any new windows and doors either as detailed drawings or as sample mouldings have been approved in writing by the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Historic Environment Team. All new windows should be of traditional, painted timber construction, with appropriately detailed frame and astragals including dimensions and should not include visible trickle vents to the frames

Reason: To ensure that any development proposals are sensitive to the listed status of the building, complement its setting within the Grantown-on-Spey Conservation Area and appropriately conserve and enhance the cultural heritage value of the building for the long term.

2. No development shall commence until details of the proposed conservation roof lights have been approved in writing by the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Historic Environment Team.

Reason: To ensure that any development proposals are sensitive to the listed status of the building, complement its setting within the Grantown-on-Spey Conservation Area and appropriately conserve and enhance the cultural heritage value of the building for the long term.

3. No development shall commence until details of the proposed dormer windows have been approved in writing by the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Historic Environment Team.

Reason: To ensure that any development proposals are sensitive to the listed status of the building, complement its setting within the Grantown-on-Spey Conservation Area and appropriately conserve and enhance the cultural heritage value of the building for the long term.

4. No development shall commence until full details of all proposed materials for the new extension have been approved in writing by the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Historic Environment Team.

Reason: To ensure that any development proposals are sensitive to the listed status of the building, complement its setting within the Grantown-on-Spey Conservation Area and appropriately conserve and enhance the cultural heritage value of the building for the long term.

5. No development shall commence until details of the method of fixing/attachment between the new extension and the listed buildings have been approved in writing by the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Historic Environment Team.

Reason: To ensure that any development proposals are sensitive to the listed status of the building, complement its setting within the Grantown-on-Spey Conservation Area and appropriately conserve and enhance the cultural heritage value of the building for the long term.

6. No development shall commence until details of the treatment of the front and rear garden areas have been approved in writing by the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Historic Environment Team.

Reason: To ensure that any development proposals are sensitive to the listed status of the building, complement its setting within the Grantown-on-Spey Conservation Area and appropriately conserve and enhance the cultural heritage value of the building for the long term.

7. No development shall commence until a minimum of three emergence/re-entry bat surveys have been undertaken by a suitably qualified bat ecologist and approved in writing by the Cairngorms National Park Authority acting as Planning Authority, such surveys to outline appropriate measures in the event that bats are found.

Reason: To determine the roost status of the building and ensure there is no adverse impact upon a protected species.

8. No development shall commence until full details of the proposed air source heat pumps or other such proposed means of heating have been approved in writing by the Cairngorms National Park Authority acting as Planning Authority in conjunction with The Highland Council's Environmental Health Team.

Reason: To ensure that the proposals are sensitive to the listed status of the building, and in the interests of the amenity of local residents.

Advice Notes

- 1 In accordance with section 58(1) of the Town and Country Planning (Scotland) Act 1997 (as amended), this permission lapses on the expiration of a period of 3 years beginning with the date on which this permission is granted unless the development to which this permission relates is begun before that expiration.
- 2 It is recommended that all construction works (including deliveries of materials) shall take place within the hours of 0800 to 1800 Mondays to Fridays and 0900 to 1300 on Saturdays, there shall be no work or deliveries of materials on Sundays and Public Holidays.

Fiona Murphy

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24 May 2014

The map on the first page of this report has been produced to aid in the statutory process of dealing with planning applications. The map is to help identify the site and its surroundings and to aid Planning Officers, Committee Members and the Public in the determination of the proposal. Maps shown in the Planning Committee Report can only be used for the purposes of the Planning Committee. Any other use risks infringing Crown Copyright and may lead to prosecution or civil proceedings. Maps produced within this Planning Committee Report can only be reproduced with the express permission of the Cairngorms National Park Authority and other Copyright holders. This permission must be granted in advance.