

THE HIGHLAND COUNCIL

**SOUTH PLANNING APPLICATIONS COMMITTEE
23 June 2015**

Agenda Item	7.5
Report No	PLS/048/15

**15/01415/FUL and 15/01419/LBC: Monument Leisure Ltd
Drumossie Hotel, Drumossie Brae, Inverness**

Report by Area Planning Manager - South

SUMMARY

Description : Alterations to entrance steps and extension to form restaurant

Recommendation - GRANT

Ward : 20 – Inverness South

Development category : Local

Pre-determination hearing : Not required

Reason referred to Committee : Manager's discretion given planning history

1. PROPOSED DEVELOPMENT

1.1 This report considers the applications for full planning permission and listed building consent for alterations to the existing Drumossie Hotel. The alterations involve changes to the existing staircase which provides access to the central drum tower and to form associated seating areas at entrance level. It is also proposed to remove an existing small porch located on the front elevation at lower ground level, erect an extension and extend the existing small bar area to form a restaurant. The extension will be located on the front of the building and is in the form of a glazed semi-circular design with a lightweight structural steel frame aimed at 'creating a transparent appearance'. In addition, the existing bar will be reconfigured to form the restaurant whilst an area forward of the proposed extension will be paved to provide an additional seating area.

Existing cherry and coniferous trees, four in total, will be removed and the ground contours levelled off to match the existing contours of the main entrance.

1.2 There was no pre-application consultation on this application.

1.3 The extension will be served by existing infrastructure.

1.4 A brief Design Statement accompanied the application.

1.5 **Variations:** None

2. SITE DESCRIPTION

- 2.1 The site comprises the 2.5 storey Drumossie Hotel, a category B listed building, which dates from around the 1930's and was originally designed as a roadside hotel. The building has been altered and extended variously over the intervening years but generally retains its original characteristics on its principal front elevation. The site is set back from the main Drumossie road and is separated from the road by a large car park. The remainder of the site is laid out as lawns with peripheral landscaping and mature trees.

3. PLANNING HISTORY

- 3.1 There have been a number of planning applications over the last 10 years. The following are the most recent and relevant:

03/00874/LBCIN and 03/00868/FULIN – erection of extension to form 26 bedrooms and spa/leisure facility – granted October 2003

04/00075/LBCIN – replacement windows – refused May 2005

12/01687/LBC and 12/01692/FUL – erection of extensions, spa treatment area and retention of uPVC windows – refused September 2012, granted on appeal.

14/02036/FUL and 14/02037/LBC – alterations to front staircase – granted July 2014

4. PUBLIC PARTICIPATION

- 4.1 Advertised : unknown neighbour and development affecting a listed building
Representation deadline : advertised in Inverness Courier and Edinburgh Gazette – 29 May 2015
Timeous representations : None received
Late representations : None received

5. CONSULTATIONS

- 5.1 **Historic Scotland** : No response received.
5.2 **Conservation Officer** : The primary consideration in this case is whether or not the building retains sufficient historic or architectural interest to be treated as a listed building. In terms of procedures, Historic Scotland will not review a listing whilst a live planning application remains to be determined.

In terms of the determination of the current application there is some difficulty in that the building is, at this time, listed and therefore the development proposals must be considered in accordance with current policy and guidance. To that end, the Conservation Officer maintains her stance that the proposals will impact on the architectural balance of the front elevation which is the only surviving distinguishable feature of the original architecture.

That said, it is accepted that the building has been extensively altered internally; has been and will be further substantially extended to the rear; has lost all of its original windows and doors; has been significantly altered at its main entrance; and retains very little of its original detailing and fabric throughout.

Account is also taken of, and agreement with, the recent Reporter's decision which stated that a listed building is much more than a façade.

In light of all of these factors it is believed that the determination of the current applications can reasonably be based on other material considerations including business and operational needs of the hotel operator. The integrity and special interest of the listed building has already been significantly compromised.

- 5.3 **Forestry Officer** : It appears from the Proposed Site Plan that the intention is to remove four trees from the area around the entrance steps. This includes 2 cypresses, a cherry and a spruce. I have no objection to the removal of these trees on the basis that there is adequate tree planting through a landscape plan to compensate for the proposed losses.

6. DEVELOPMENT PLAN POLICY

The following policies are relevant to the assessment of the application

6.1 Highland-wide Local Development Plan 2012

28	Sustainable Design
29	Design Quality and Place-Making
43	Tourism
51	Trees and Development
57	Natural, Built and Cultural Heritage
66	Surface Water Drainage

6.2 Inner Moray Firth Local Development Plan

Policy 2	Delivering Development
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7. OTHER MATERIAL CONSIDERATIONS

7.1 Draft Development Plan

Not applicable

7.2 Highland Council Supplementary Planning Policy Guidance

Highland Historic Environment Strategy
Sustainable Design Guide Supplementary Guidance

7.3 **Scottish Government Planning Policy and Guidance**

SPP

Scottish Historic Environment Policy

Managing Change in the Historic Environment, Historic Scotland

New Design in Historic Settings, Historic Scotland

8. PLANNING APPRAISAL

8.1 Section 25 of the Town and Country Planning (Scotland) Act 1997 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

Furthermore, section 59 of the Planning (Listed Buildings and Conservation Areas)(Scotland) Act 1997 requires the Planning Authority to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

8.2 This means that the application requires to be assessed against all policies of the Development Plan relevant to the application, all national and local policy guidance and all other material considerations relevant to the application.

8.3 **Development Plan Policy Assessment**

The proposal involves alteration to the front elevation of the Drumossie Hotel by altering the existing staircase which provides access to the conference suite located within the drum tower and the erection of an extension on the front elevation at the northern end of the hotel to form a restaurant.

Alterations to the main staircase had previously been granted in 2014 and this aspect of the proposal seeks only to vary the previously approved details by altering the position of the handrails, increasing the depth of tread on each stair and introducing a broader area at the top of the staircase to provide a seating area. This part of the application is not considered contentious and is a variation only of the previously agreed solution. In terms of policy and impact on the listed building, this aspect of the proposal is acceptable.

The key consideration in assessing this proposal therefore must relate to the impact the extension for the proposed restaurant will have on the character and integrity of the listed building. In reaching the decision to recommend that planning permission and listed building consent be granted, due account has been had to the relevant policies of both the Council and Historic Scotland, and also the planning history of this site.

Members will be aware that over the years the premises has been altered both internally and externally principally to augment the hotel facilities. The previous extensions involved a sizeable extension to the south west elevation and a large extension to the rear to provide function room facilities. The latter was granted in 2003 and resulted in significant change to the rear of the building in particular. The addition of a bedroom wing on the front elevation, although in keeping with the general design of the main building, also resulted in considerable change.

Subsequently, windows on the front elevation were replaced without the appropriate consents, and in 2005 the Council served an Enforcement Notice seeking removal of the unauthorised uPVC framed windows which were installed on the majority of windows on the front elevation in 2003. The replacement windows also involved reconfiguration of some of the upper floor bedrooms resulting in the external alteration of the dormer windows.

Members will further be aware that despite repeated opportunities provided by the Council and subsequent offers by the owner (through their agent) to remedy the breach, the removal of the unauthorised windows was never implemented. Rather, in 2013 following refusal of applications 12/01687/LBC and 12/01692/FUL which sought to regularise the situation regarding the windows, the applicant submitted an appeal for determination by the DPEA. The Reporter determined to uphold the appeal and grant retrospective planning permission and listed building consent for the windows. In his determination the Reporter stated that he considered the listed building status of the premises would continue notwithstanding the replacement windows and that in his view the 'proportionate course of action' was to grant permission for the alterations proposed including the replacement windows.

The planning history of this property is therefore relevant to the consideration of the current proposal and this is referred to by the Conservation Officer. As stated, the altered stairs to the conference suite are considered acceptable and do not detract from the original design which had a splayed staircase leading to the drum feature. The staircase as proposed will allow for widening of the steps and introduces a seating area at the upper level. This expands and improves the existing facilities and is not considered inappropriate or intrusive within the context of the listed building.

The erection of an extension on the front elevation, albeit some distance from the main entrance which is located to the south, introduces a significant alteration of the main façade. Policy relating to listed buildings generally seeks to retain the front without intervention. Historic Scotland guidance does however recognise that in certain circumstances there may be scope for alterations to the front of a listed building where, for example, the resultant alteration retains the visual integrity of the original building. In this instance, the design of the extension replicates the semi-circular design of the canopied main entrance and that of the drum tower. The predominant use of glazing also ensures that the main façade of the building can be viewed through the extension. The opening formed into the main hotel is created within the area currently occupied by the small porch further minimising intervention to the existing building.

The extension is located some distance from the main entrance and drum tower and at a lower level to that of the main hotel. The economic benefits to the continued success of the hotel are evident in providing improved and expanded restaurant facilities. A balance has therefore to be made between adopting a strict interpretation of policy and protecting the main façade from further intervention and recognising the alterations that have already taken place and the impact these have had on the original integrity of the property. The glazed extension is minimal in its alteration of the existing fabric and could in future years be removed.

Historic Scotland guidance does recognise the economic benefits of alterations to a listed building and clearly the Reporter in his decision reached a similar conclusion in balancing intervention and economic benefits.

The Conservation Officer, whilst raising concerns, does note that the position of the proposed extension, albeit on the front elevation, is distant from the main entrance and at a lower level.

The balance in favour of a positive recommendation, subject to referral to Historic Scotland, is made only after consideration of the particular merits of the situation, the planning history and recent appeal decision. Moreover, the intervention of the existing building is limited and would enable restoration of the main façade in future years without difficulty. The glazed finishes also ensure that the original façade can be viewed through the glass, thus retaining a visual integrity.

It is noted that there have been no objections to the proposal.

8.4 **Matters to be secured by Section 75 Agreement**

None

9. **CONCLUSION**

9.1 All relevant matters have been taken into account when appraising this application. It is considered that the proposal accords in general with the principles and policies contained within the Development Plan. On the basis of the alterations already undertaken at the hotel, which to some extent are considered to have challenged the current listed building status of the premises, the proposal can, in this particular instance and taking all relevant matters into account relating especially to the listed building status of the property, be considered an acceptable form of securing additional hotel accommodation subject to the following conditions and referral to Historic Scotland.

10. **RECOMMENDATION**

Action required before decision issued	Y
Notification to Scottish Ministers	N
Notification to Historic Scotland	Y
Conclusion of Section 75 Agreement	N
Revocation of previous permission	N

Subject to the above, it is recommended the applications be **GRANTED** subject to the following conditions and reasons / notes to applicant:

Conditions and reasons and notes to applicant for 15/01415/FUL

1. No development shall start on site until a fully detailed scheme of landscaping for the site, including a scheme of maintenance, is submitted to, and approved in writing by, the Planning Authority. All planting thereby approved shall be undertaken in the first planting season following occupation of the development and shall thereafter be maintained in accordance with the approved scheme of maintenance. Any plants which, within a period of five years from the occupation of the development die, are removed, or become seriously damaged or diseased, shall be replaced in the immediately following planting season with others of a similar size and species. For the avoidance of doubt the scheme will include details of site levels, any excavation required and the details of 4 semi-mature replacement trees.

Reason : In order to ensure the appropriate landscaping of the site.

2. No development shall commence on site until details of the means of forming the opening into the main hotel for the restaurant extension are submitted to and agreed in writing by the Planning Authority. For the avoidance of doubt, the opening shall utilise the existing window opening and shall not increase the width of opening beyond that of the existing opening width. Thereafter, development and work shall progress in accordance with these approved details.

Reason : In the interests of visual amenity.

3. No development or work shall commence until a detailed specification for all proposed external materials and finishes (including trade names and samples where necessary) has been submitted to, and approved in writing by, the Planning Authority. Thereafter, development and work shall progress in accordance with these approved details.

Reason : In the interests of visual amenity.

4. For the avoidance of doubt, the existing windows and wall shall be retained within the proposed restaurant extension to the satisfaction of the Planning Authority, the details of which shall be submitted to and agreed in writing by the Planning Authority before development commences on site.

Reason : In the interests of visual amenity and to protect the integrity of the listed building.

REASON FOR DECISION

The proposals accord with the provisions of the Development Plan and there are no material considerations which would warrant refusal of the application.

TIME LIMITS

In accordance with Section 58 of the Town and Country Planning (Scotland) Act 1997 (as amended), the development to which this planning permission relates must commence within THREE YEARS of the date of this decision notice. If development has not commenced within this period, then this planning permission shall lapse.

FOOTNOTE TO APPLICANT

Initiation and Completion Notices

The Town and Country Planning (Scotland) Act 1997 (as amended) requires all developers to submit notices to the Planning Authority prior to, and upon completion of, development. These are in addition to any other similar requirements (such as Building Warrant completion notices) and failure to comply represents a breach of planning control and may result in formal enforcement action.

1. The developer must submit a Notice of Initiation of Development in accordance with Section 27A of the Act to the Planning Authority prior to work commencing on site.
2. On completion of the development, the developer must submit a Notice of Completion in accordance with Section 27B of the Act to the Planning Authority.

Copies of the notices referred to are attached to this decision notice for your convenience.

Accordance with Approved Plans & Conditions

You are advised that development must progress in accordance with the plans approved under, and any conditions attached to, this permission. You must not deviate from this permission without consent from the Planning Authority (irrespective of any changes that may separately be requested at the Building Warrant stage or by any other Statutory Authority). Any pre-conditions (those requiring certain works, submissions etc. prior to commencement of development) must be fulfilled prior to work starting on site. Failure to adhere to this permission and meet the requirements of all conditions may invalidate your permission or result in formal enforcement action.

Scottish Water

You are advised that a supply and connection to Scottish Water infrastructure is dependent on sufficient spare capacity at the time of the application for connection to Scottish Water. The granting of planning permission does not guarantee a connection. Any enquiries with regards to sewerage connection and/or water supply should be directed to Scottish Water on 0845 601 8855.

Septic Tanks & Soakaways

Where a private foul drainage solution is proposed, you will require separate consent from the Scottish Environment Protection Agency (SEPA). Planning permission does not guarantee that approval will be given by SEPA and as such you are advised to contact them direct to discuss the matter (01349 862021).

Local Roads Authority Consent

In addition to planning permission, you may require one or more separate consents (such as dropped kerb consent, a road openings permit, occupation of the road permit etc.) from TECS Roads prior to work commencing. These consents may require additional work and/or introduce additional specifications and you are therefore advised to contact your local TECS Roads office for further guidance at the earliest opportunity.

Failure to comply with access, parking and drainage infrastructure requirements may endanger road users, affect the safety and free-flow of traffic and is likely to result in enforcement action being taken against you under both the Town and Country Planning (Scotland) Act 1997 and the Roads (Scotland) Act 1984.

Further information on the Council's roads standards can be found at:
<http://www.highland.gov.uk/yourenvironment/roadsandtransport>

Application forms and guidance notes for access-related consents can be downloaded from:
<http://www.highland.gov.uk/yourenvironment/roadsandtransport/roads/Applicationformsforroadoccupation.htm>

Mud & Debris on Road

Please note that it is an offence under Section 95 of the Roads (Scotland) Act 1984 to allow mud or any other material to be deposited, and thereafter remain, on a public road from any vehicle or development site. You must, therefore, put in place a strategy for dealing with any material deposited on the public road network and maintain this until development is complete.

Conditions and reasons and notes to applicant for 15/01419/LBC

1. For the avoidance of doubt, listed building consent relating to the entrance steps, is hereby granted for refurbishment of the existing steps only and does not permit any demolition of any part of the existing steps, to the satisfaction of the Planning Authority.

Reason: In order to comply with the terms of the listed building consent and to preserve the integrity of the listed building.

2. The handrails shall be painted black to the satisfaction of the Planning Authority.

Reason: In the interests of the amenity of the listed building.

3. No development shall commence until details of the method by which the proposed extension is to be constructed have been submitted to and agreed in writing by the Planning Authority. For the avoidance of doubt, the details will include the method of construction, affixing to the existing building, the details of the formation of the proposed opening and the details of the internal finishes to demonstrate the satisfactory retention of the existing window openings and existing external wall.

For the further avoidance of doubt, listed building consent is not granted for any alteration or removal of the existing windows (other than the main opening) and existing external wall.

Reason: In order to minimise intervention of the listed building.

REASON FOR DECISION

The proposals accord with the provisions of the Development Plan and there are no material considerations which would warrant refusal of the application.

FOOTNOTE TO APPLICANT RELATIVE TO APPLICATION

Time Limit For The Implementation of This Listed Building Consent

In accordance with Section 16 of the Planning (Listed Buildings and Conservation Areas) (Scotland) Act 1997 (as amended), the development to which this planning permission relates must commence within THREE YEARS of the date of this decision notice. If development has not commenced within this period, then this planning permission shall lapse.

Listed Buildings

Both planning permission and listed building consent are required for these works. You are not authorised to commence development until you have both consents in place. Furthermore, both consents and their respective conditions must be read, and complied with, in tandem.

Accordance with Approved Plans & Conditions

You are advised that development must progress in accordance with the plans approved under, and any conditions attached to, this permission. You must not deviate from this permission without consent from the Planning Authority (irrespective of any changes that may separately be requested at the Building Warrant stage or by any other Statutory Authority). Any pre-conditions (those requiring certain works, submissions etc. prior to commencement of development) must be fulfilled prior to work starting on site. Failure to adhere to this permission and meet the requirements of all conditions may invalidate your permission or result in formal enforcement action.

Building Regulations

Please note that Building Regulations and/or a Building Warrant may be applicable to some or all of the works described in this decision notice. You must check with the Council's Building Standards service prior to work commencing to establish what compliance or approval is necessary. If a warrant is required, you must not commence work until one has been applied for and issued. For more information, please contact Building Standards at Building.Standards@highland.gov.uk or on 01349 886608.

Signature: Allan J Todd
Designation: Area Planning Manager - South
Author: Nicola Drummond
Background Papers: Documents referred to in report and in case file.
Relevant Plans: Plan 1 – site plan
Plan 2 – existing site layout
Plan 3 – proposed site layout
Plan 4 – existing elevations – stairs
Plan 5 – proposed elevations – stairs
Plan 6 – existing elevation – front façade
Plan 7 – proposed elevations – front façade
Plan 8 – Section Plan



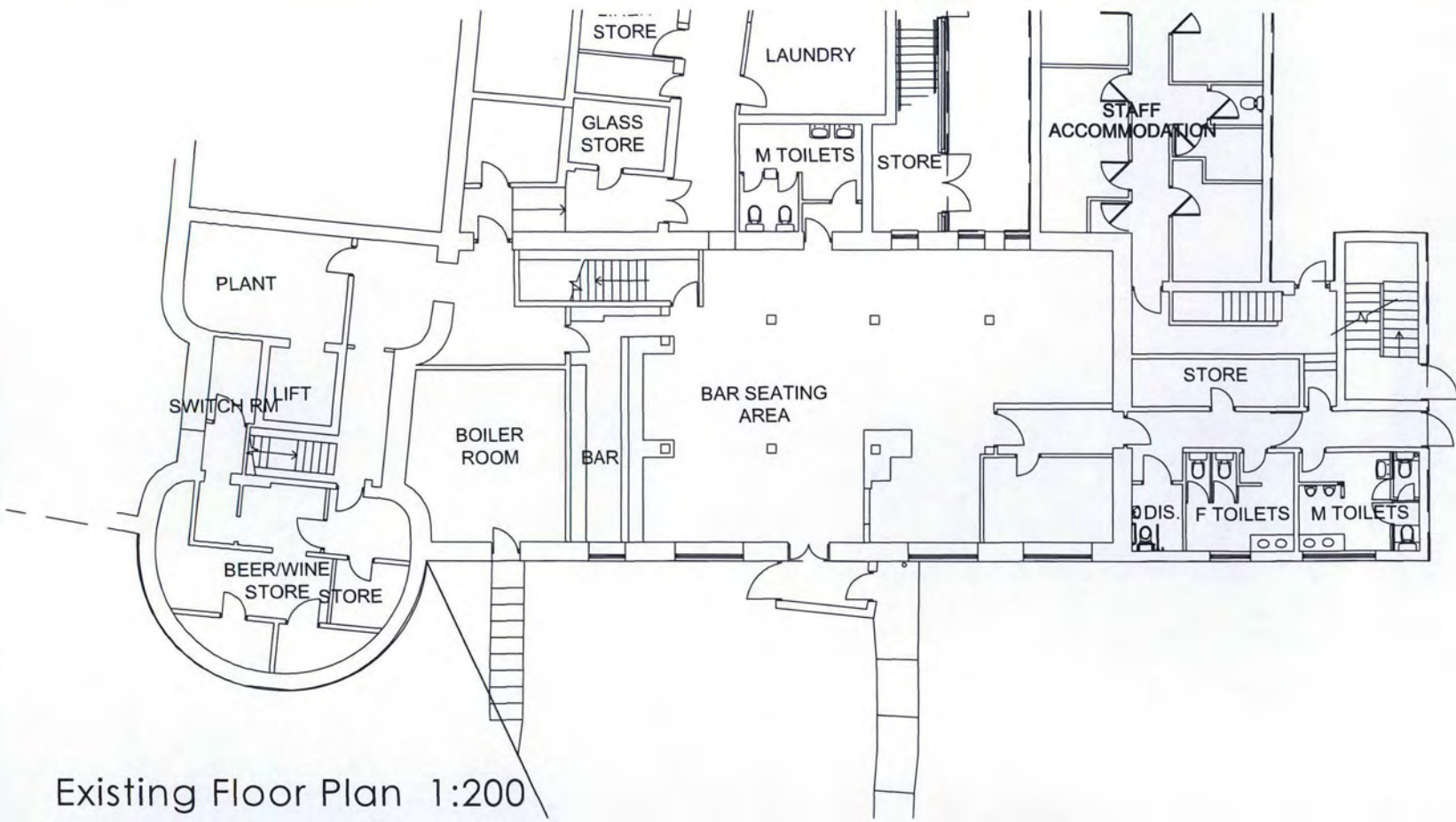
Issue Revision
A First Issue

Date
10/04/12

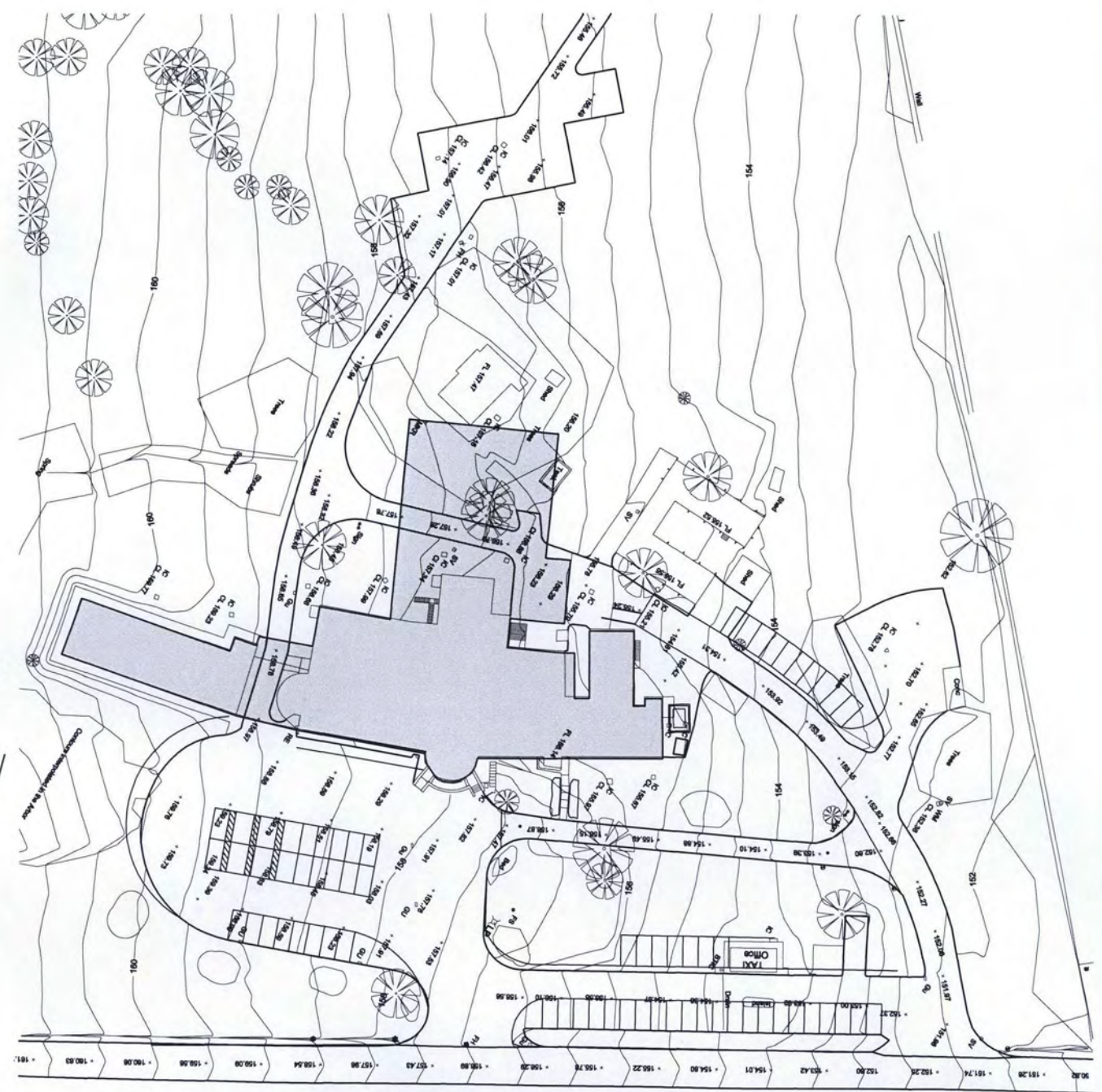
RECEIVED 15 APR 2015 **wcp** architects

- **Alterations and Extension**
- New Drumossie Hotel, Inverness
- **Location Plan**
- dwg no: 2187/1000
- scale : 1:2500
- date : April 2012



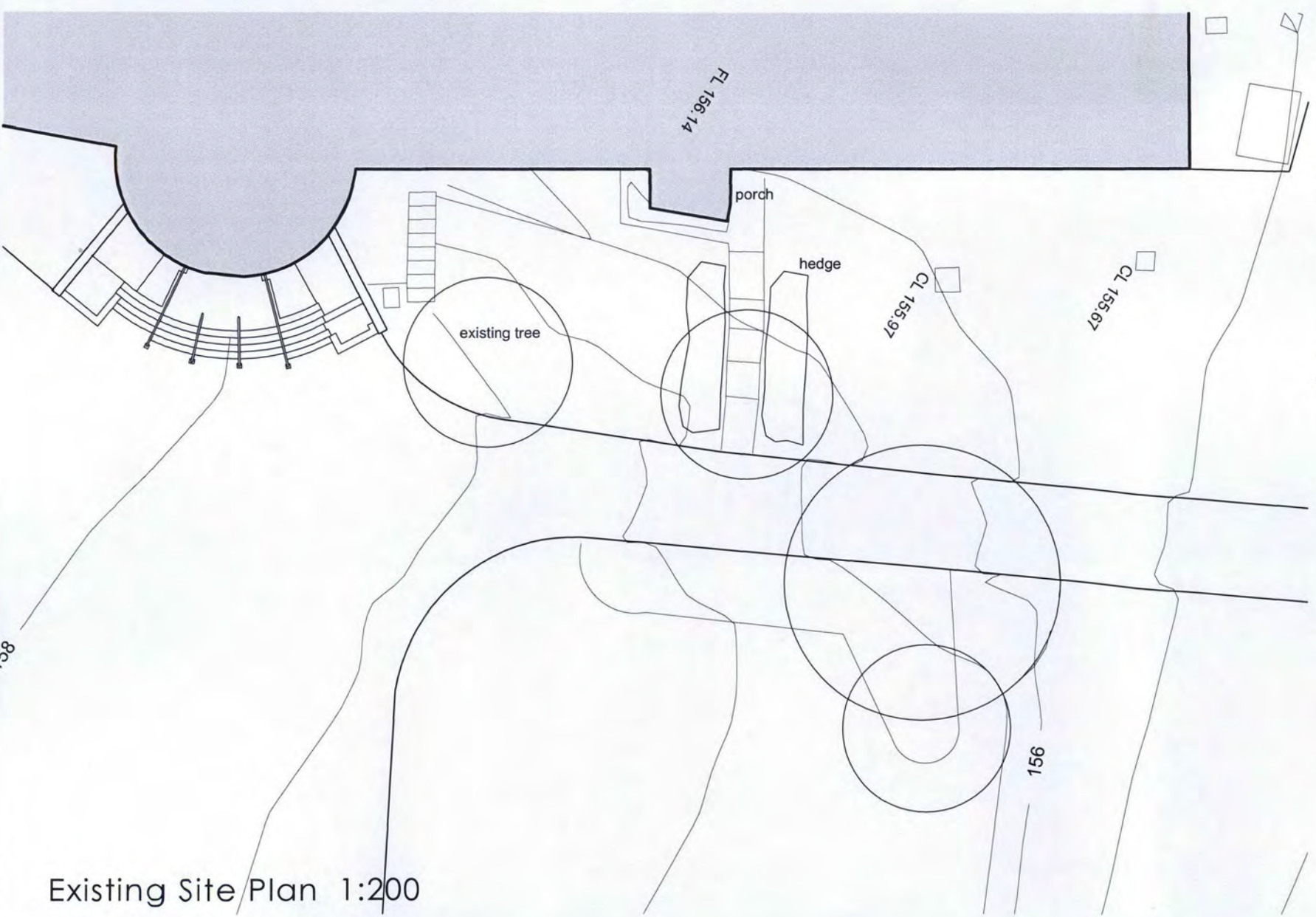


Existing Floor Plan 1:200



Site Plan 1:1000

RECEIVED 15 APR 2015



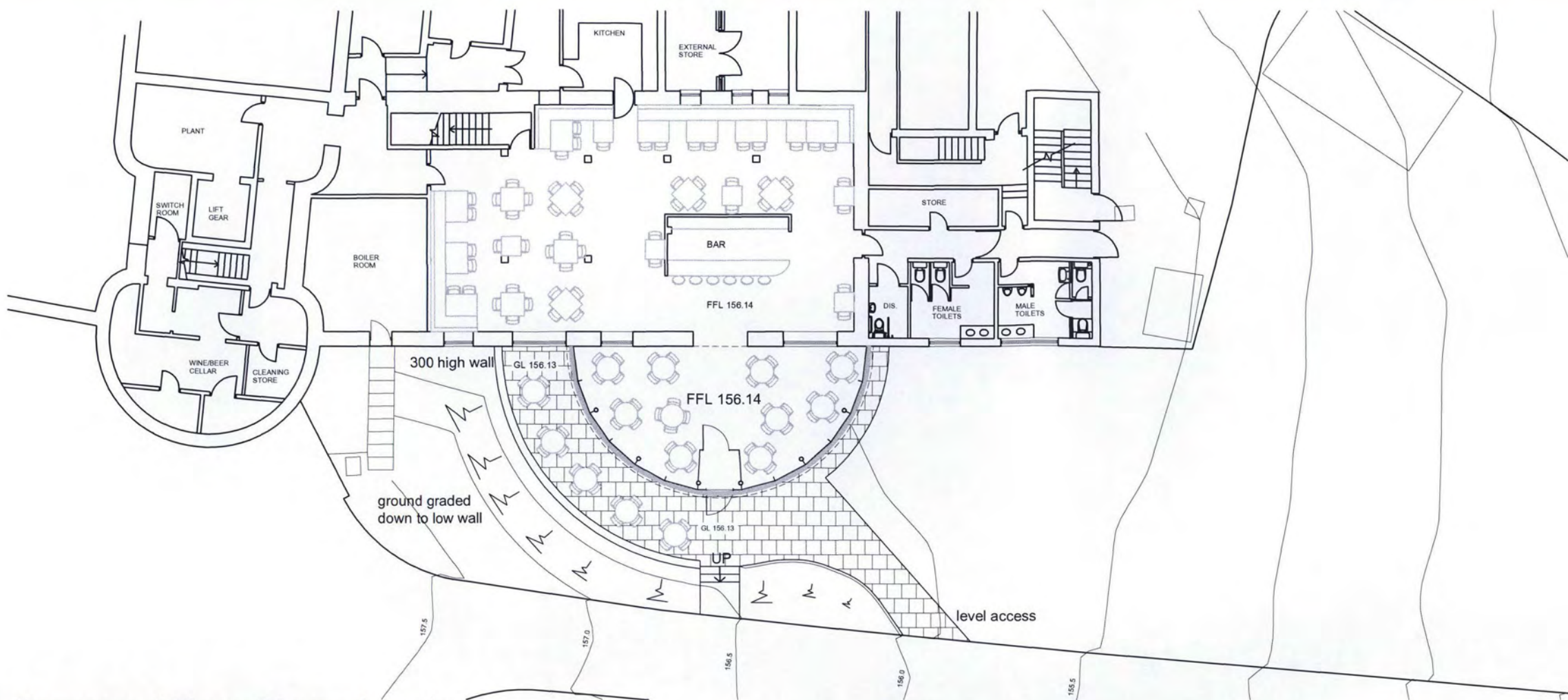
Existing Site Plan 1:200

wcp architects

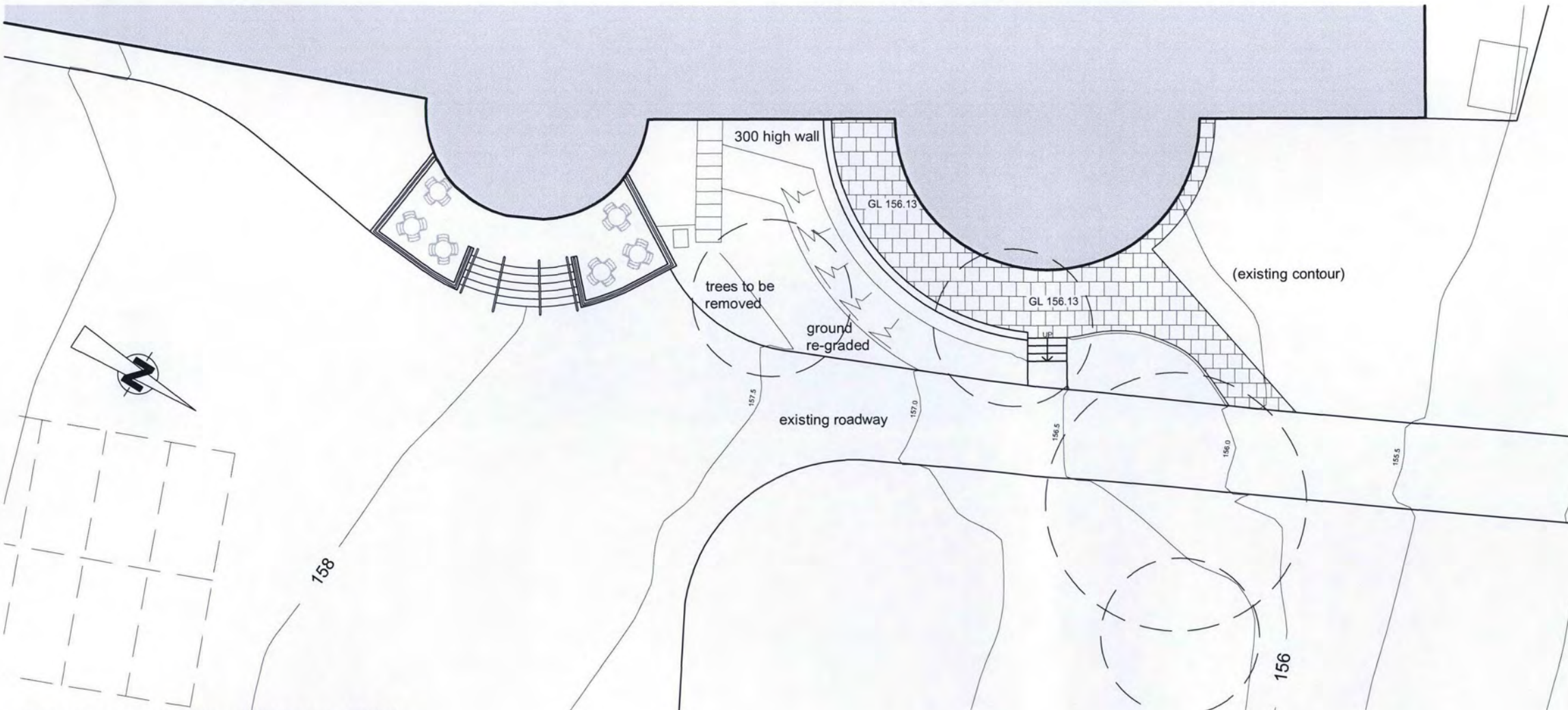
New Drumossie Hotel
 Old Perth Road, Inverness IV2 5BE

**Existing Plans /
 Site Layout Plan**

Hotel Restaurant Extension
 . dwg no: 2187/1301A
 . scale : 1:200
 . date : Mar 2015



Proposed Floor Plan : Level -1



Proposed Site Plan 1:200

RECEIVED 15 APR 2015

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- **New Drumossie Hotel**
- Old Perth Road, Inverness IV2 5BE
- **Proposed Plans /**
- **Site Layout Plan**
- Hotel Restaurant Extension
- dwg no: 2187/1302A
- scale : 1:200
- date : Mar 2015



Existing East Elevation

Porch to be removed



Existing North Elevation

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New Drumossie Hotel
Old Perth Road, Inverness IV2 5BE

Existing Elevations

Hotel Restaurant Extension

dwg no: 2187/1303A

scale : 1:200

date : Mar 2015

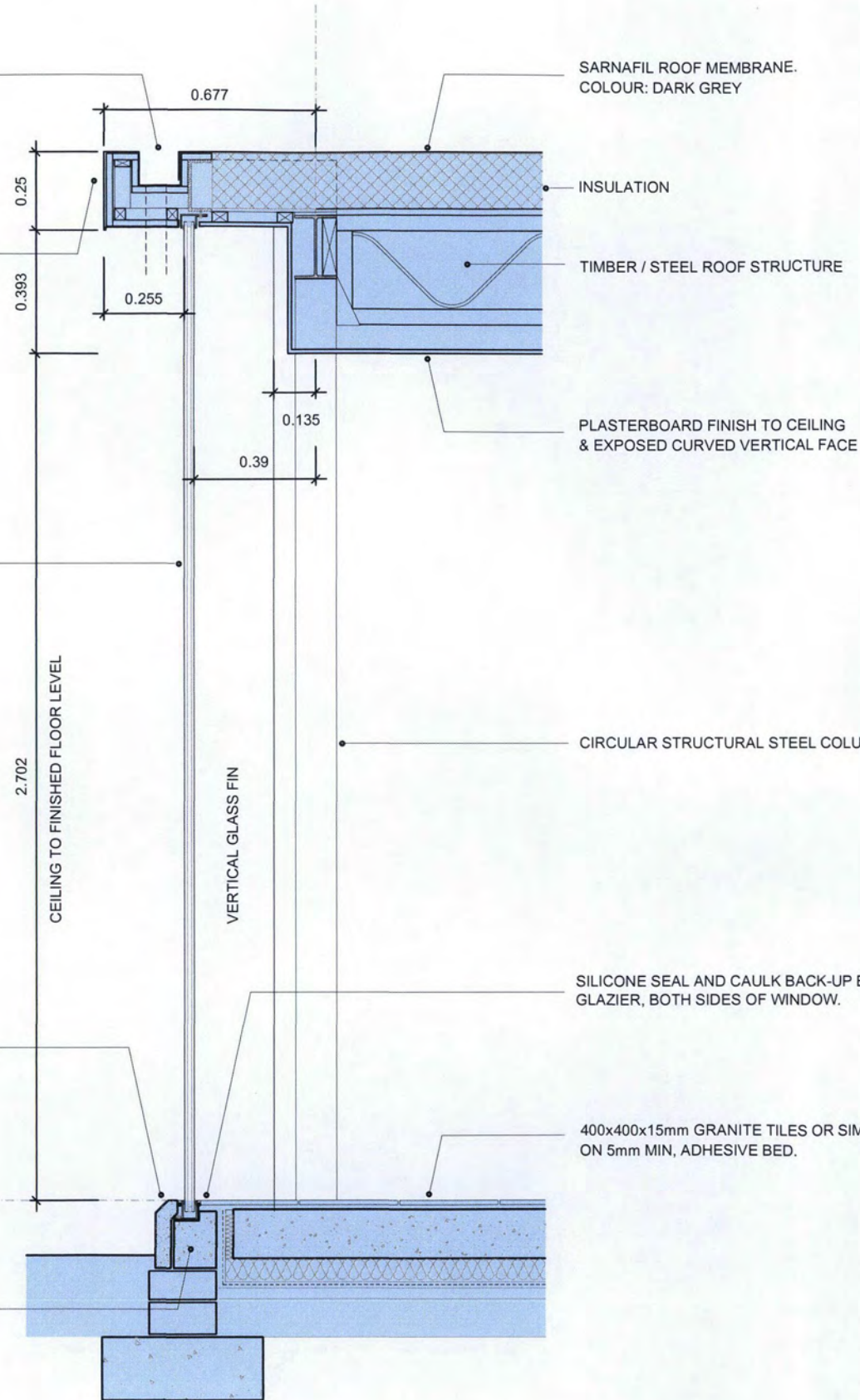
CONCEALED PREFORMED METAL GUTTER WITH 65mm DIA. DOWNPIPES ADJACENT EXISTING BUILDING ON EACH SIDE.

DARK GREY METAL FASCIA FORMED ON THE CURVE WITH SUPPORTING STRUCTURE BEHIND.

DOUBLE GLAZED STRUCTURAL GLAZING WITH CONCEALED FIXING CLAMPS TOP & BOTTOM

50mm THICK SMOOTH CONCRETE SPLAYED BASECOURSE EDGE STONE WITH MASTIC SEAL AT GLAZING.

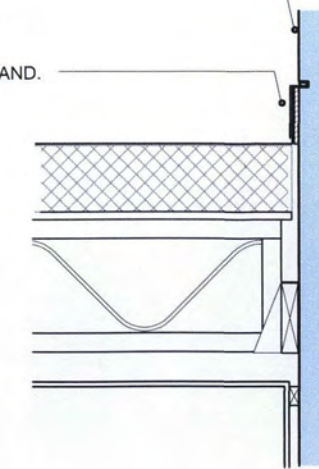
140x140mm PRECAST CONCRETE CILL REBATED FOR GLAZING CHANNEL CLAMPS.



TYPICAL CROSS SECTION

EXTERNAL FACE OF BUILDING

25mm DEEP x 15mm HIGH SAWN CHECK WITH CODE 5 LEAD COVER FLASHING DRESSED 150mm OVER SARNAFIL UPSTAND. SARNAFIL ROOF MEMBRANE DRESSED 150mm UP WALL ON A 12mm PLYWOOD PLATE.



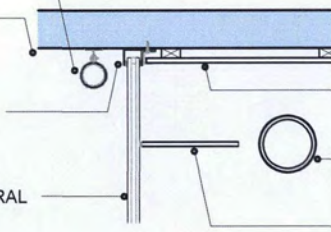
SECTION at ROOF / WALL JUNCTION

65mm DIA. RAIN WATER PIPE WITH FACE FIX BRACKETS AT 1.8m C/C.

EXTERNAL FACE OF BUILDING

MILL ALUMINIUM 40x40mm GLAZING CLAMP

DOUBLE GLAZED STRUCTURAL GLAZING



PLASTERBOARD FINISH TO INTERNAL FACE
CIRCULAR STRUCTURAL STEEL COLUMN
VERTICAL GLASS FIN

PLAN at BUILDING / EXTENSION JUNCTION

SILICONE SEAL AND CAULK BACK-UP BY GLAZIER, BOTH SIDES OF WINDOW.

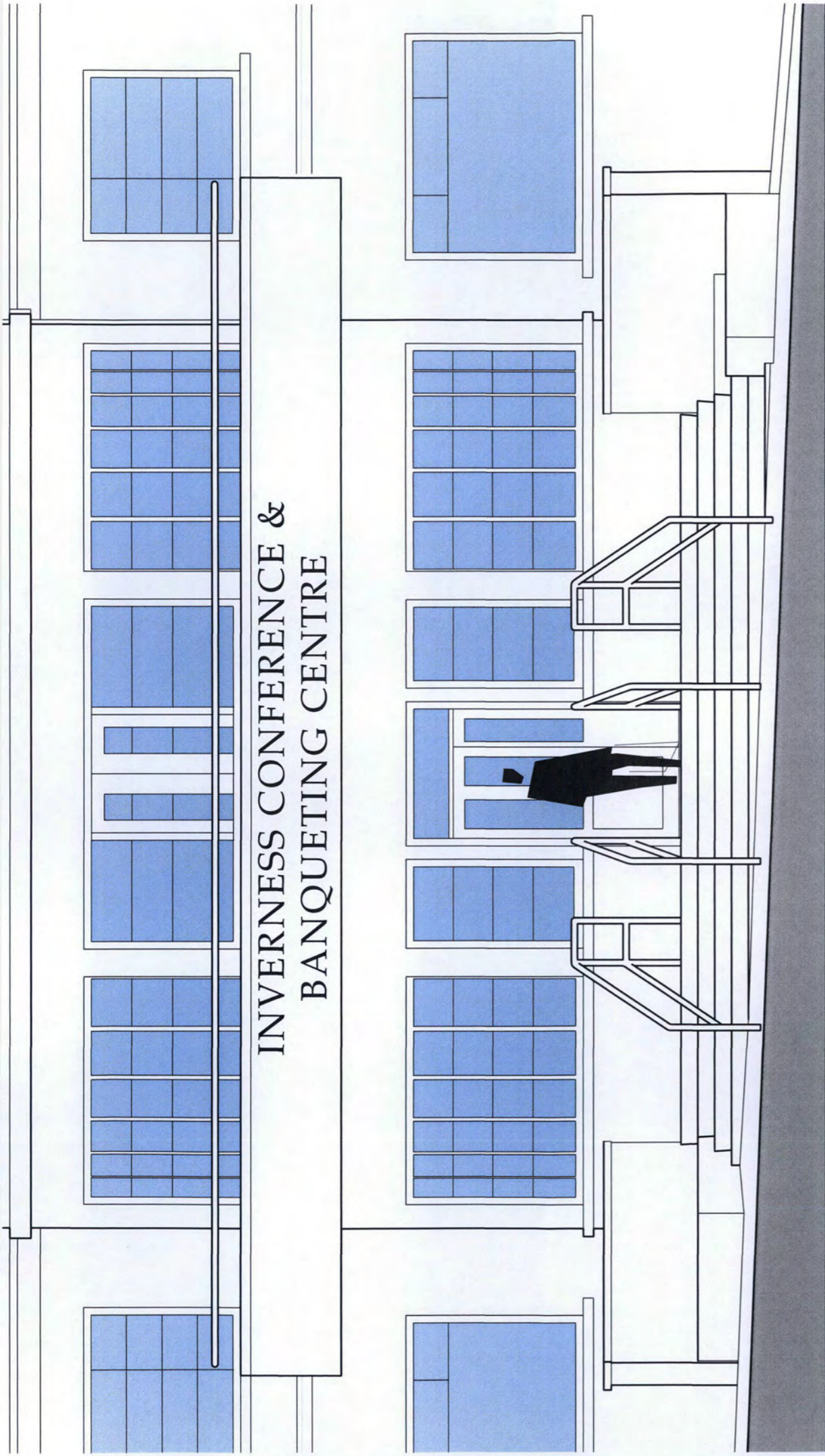
400x400x15mm GRANITE TILES OR SIMILAR ON 5mm MIN. ADHESIVE BED.

RECEIVED 15 APR 2015

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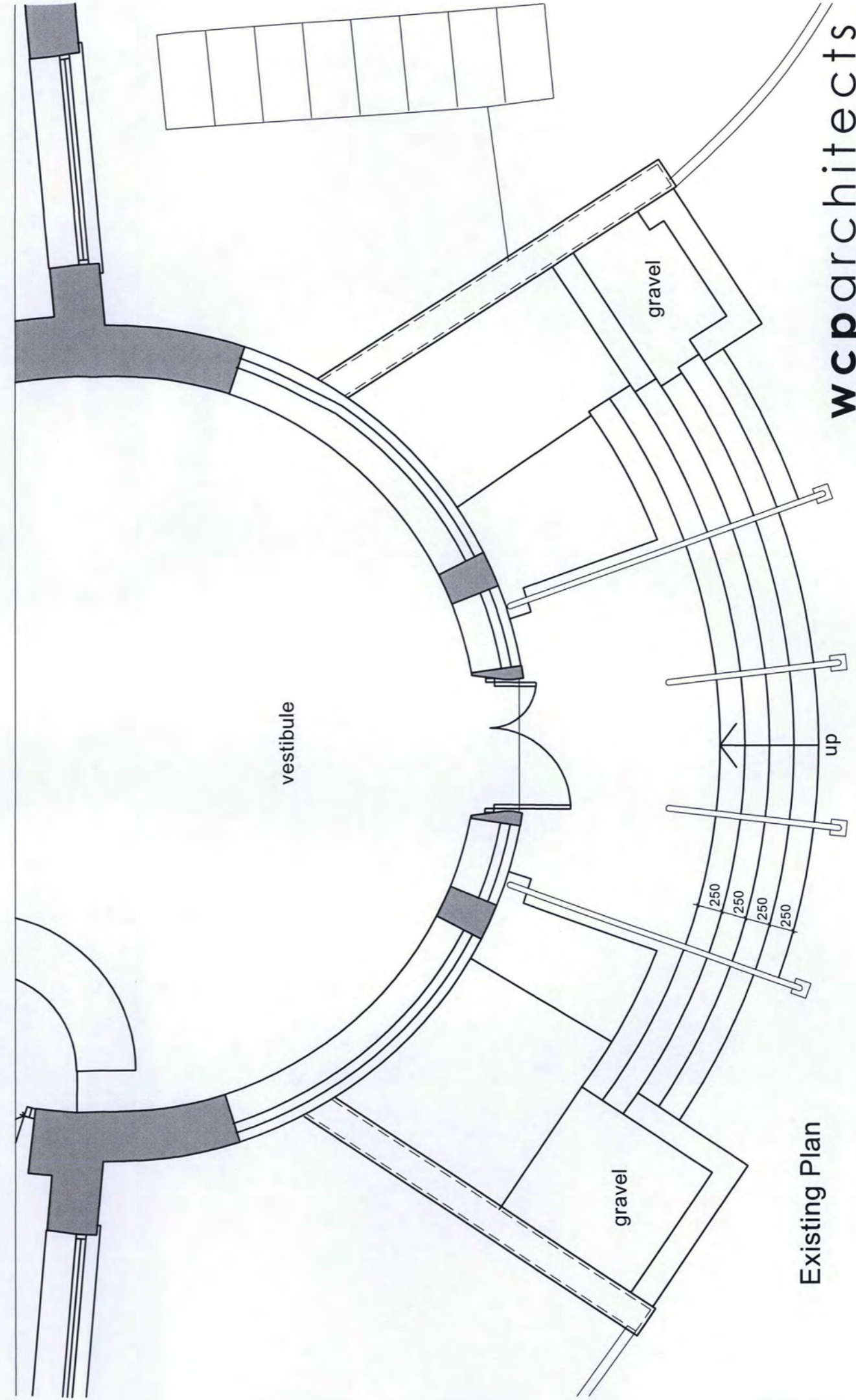
New Drumossie Hotel
Old Perth Road, Inverness IV2 5BE

Detailed Sections
Hotel Restaurant Extension
dwg no: 2187/1305A
scale : 1:20
date : Mar 2015



**INVERNESS CONFERENCE &
BANQUETING CENTRE**

Existing Elevation



Existing Plan

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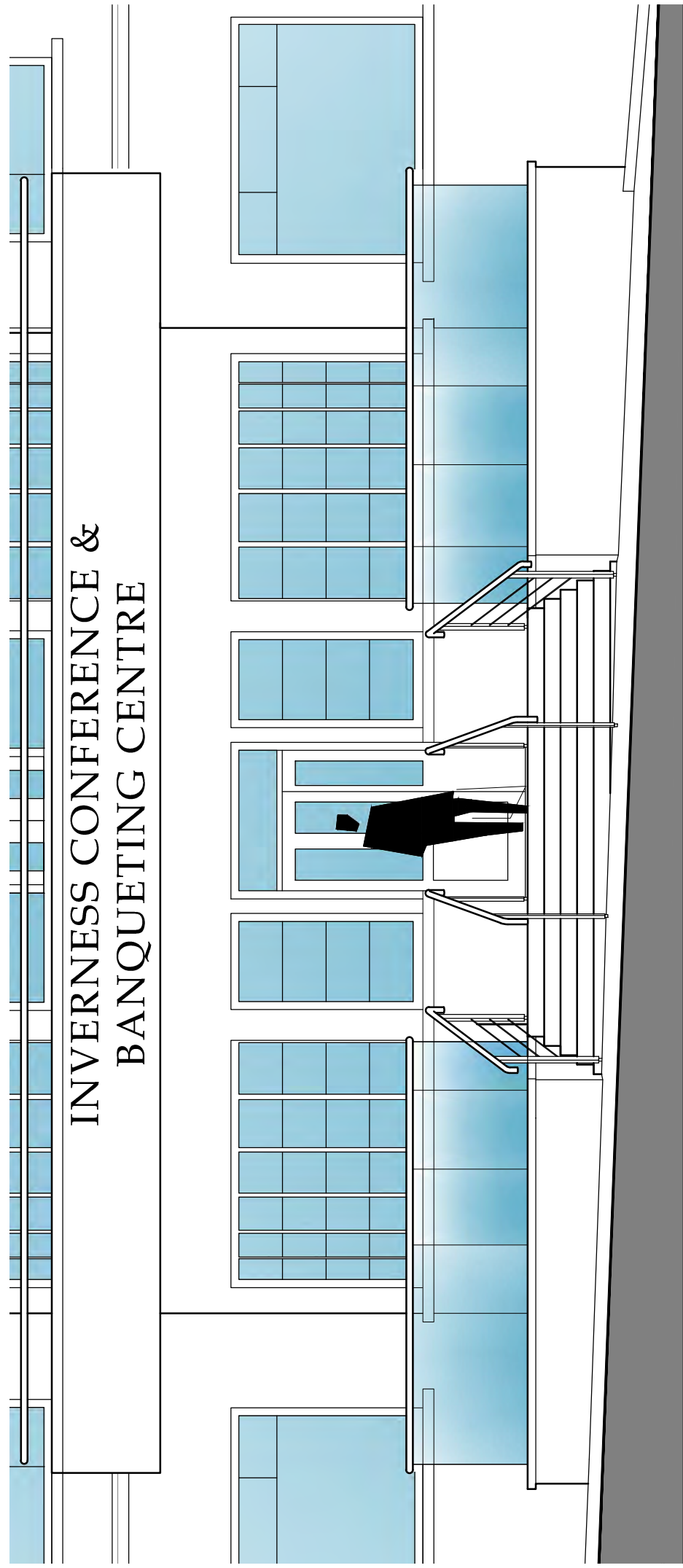
New Drumossie Hotel
Old Perth Road, Inverness IV2 5BE
Existing Plan / Elevations
Refurbishment of Entrance Steps
dwg no: 2187/400A

scale : 1:50
date : Mar 2015

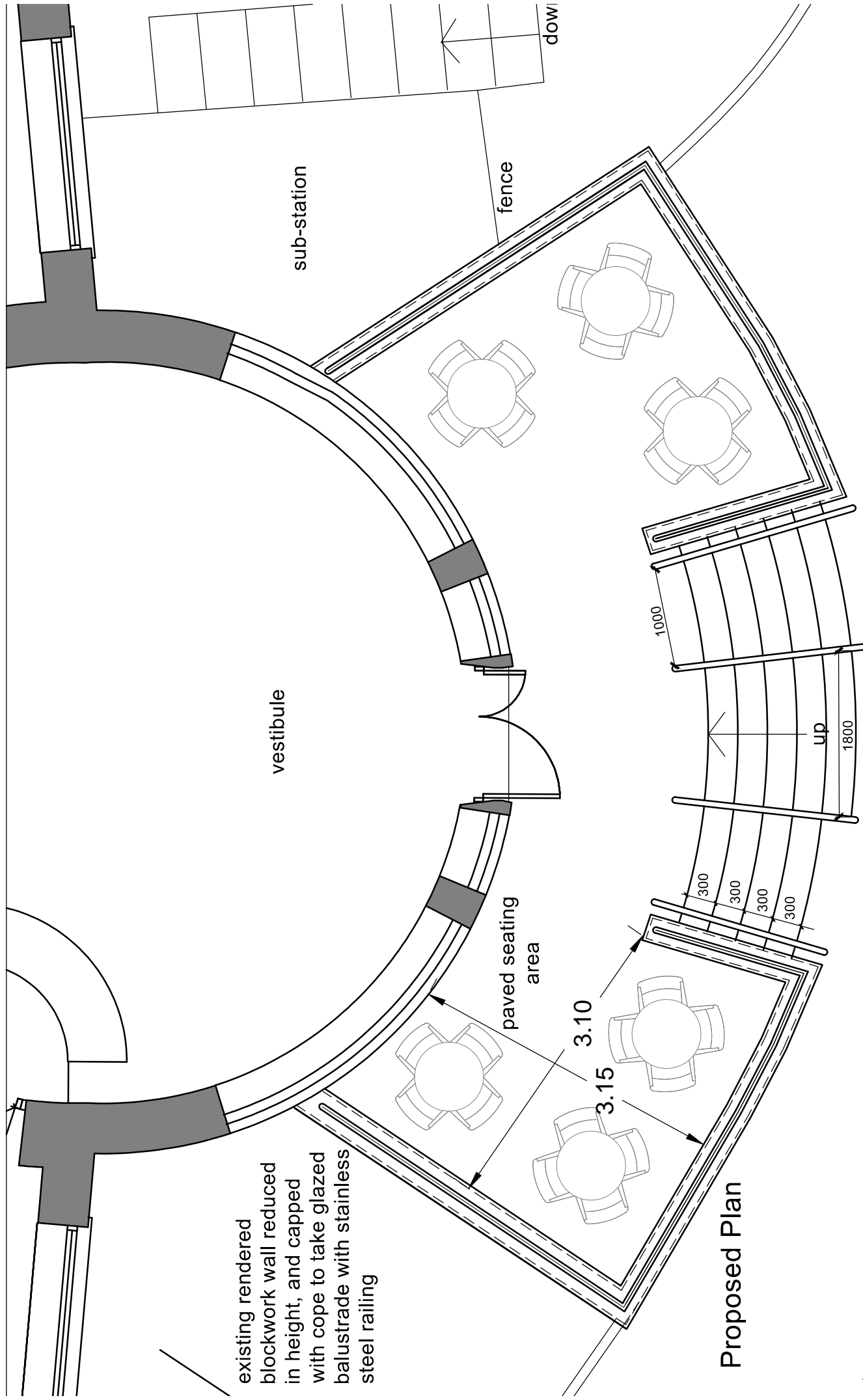
RECEIVED 15 APR 2015

Issue Revision Date
A First Issue 18/03/15

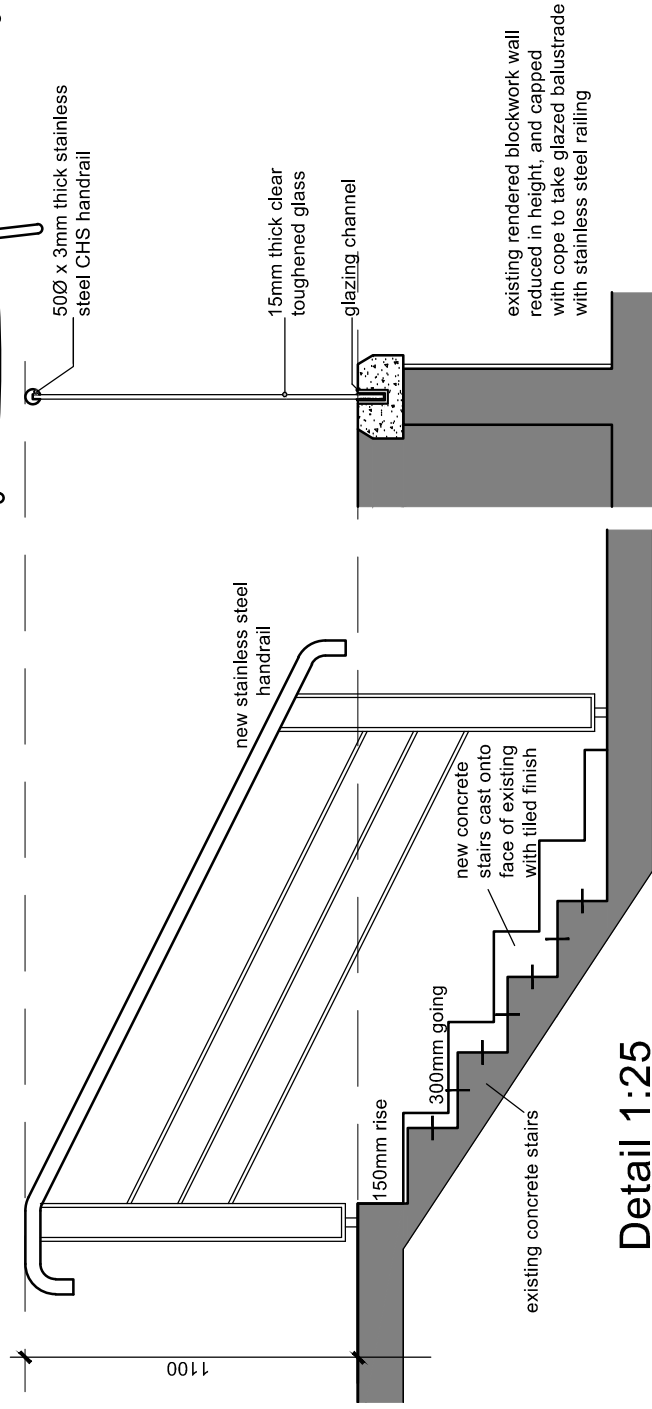
INVERNESS CONFERENCE & BANQUETING CENTRE



Proposed Elevation



Proposed Plan



Detail 1:25

Issue	Revision	Date
A	First Issue	18/03/15
B	Railing revised	06/04/15
C	Balustrade revised	20/05/15

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New Drumossie Hotel
Old Perth Road, Inverness IV2 5BE

Proposed Plan / Elevations
Refurbishment of Entrance Steps

dwg no: 2187/401C

scale : 1:50

date : Mar 2015

Issue	Revision	Date
A	First Issue	02/
B	Entrance Revised	20/



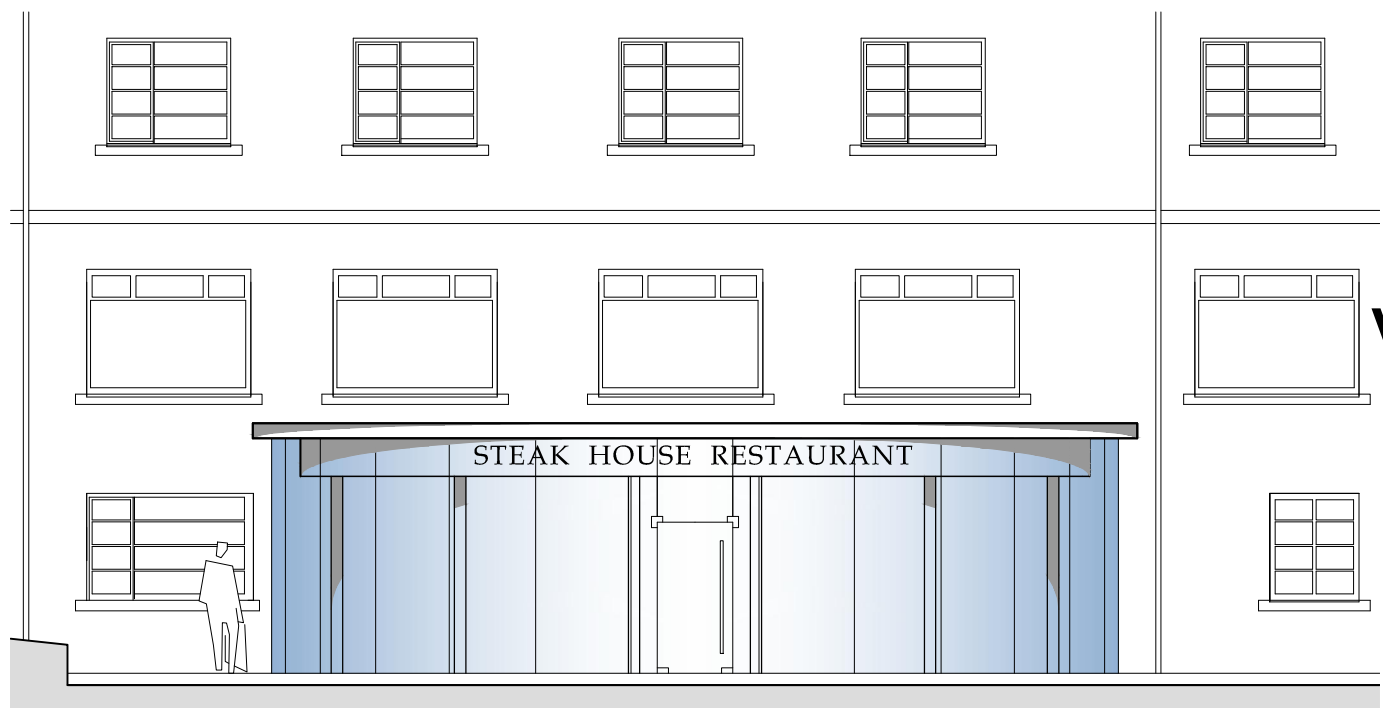
Proposed East Elevation not to scale



Proposed East Elevation 1:200



Proposed North Elevation 1:200



Proposed Restaurant Extension Elevation 1:100

wcparchitec

- **New Drumossie Hotel**
- Old Perth Road, Inverness IV2 5BE
- **Proposed Elevations**
- Hotel Restaurant Extension
- dwg no: 2187/1304B
- scale : 1:200
- date : Mar 2015