

**COMMITTEE DATE:** [14/03/2017](#)

**Application Reference:** 16/0686

WARD: Bispham  
DATE REGISTERED: 14/11/16  
LOCAL PLAN ALLOCATION: Main Holiday Accommodation Promenade Frontage  
Bispham (SPD)  
APPLICATION TYPE: Full Planning Permission  
APPLICANT: Mrs H Kaur

**PROPOSAL:** Use of premises as a 21 bedroomed Care home.

**LOCATION:** 262 QUEENS PROMENADE, BLACKPOOL, FY2 9HB

---

**Summary of Recommendation:** Grant Permission

#### **CASE OFFICER**

Mr G Johnston

#### **BLACKPOOL COUNCIL PLAN 2015 -2020**

This application accords with **Priority one of the Plan** - The economy: Maximising growth and opportunity across Blackpool and **Priority two of the Plan** - Communities: Creating stronger communities and increasing resilience.

#### **SUMMARY OF RECOMMENDATION**

Whilst the proposal would involve the loss of holiday bed spaces given the location of the hotel, the character of the area and the evidence regarding marketing it is not felt that the proposal would be contrary to Policy CS23 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027. In terms of Policy BH24 of the Blackpool Local Plan 2001-2016 it is considered that the use of this property as a care home would fulfil the requirements of the policy and that because of its scale it would not be contrary to Policy BH3 of the Blackpool Local Plan 2001-2016. As the site would accommodate off street car parking and is conveniently located for bus and tram services the proposal would be consistent with Policy AS1 of the Blackpool Local Plan 2001-2016.

#### **INTRODUCTION**

The application was subject to pre-application discussion and the applicant was advised of the following policy background and key issues in a meeting.

### **Main Holiday Accommodation Promenade Frontage (Holiday Accommodation Supplementary Planning Document)**

- 4.6 To promote and support a new or improved accommodation offer that contributes to resort regeneration elsewhere along the main holiday accommodation promenade frontage.
- 4.7 This approach seeks to retain the existing (floorspace) quantum of accommodation, but at the same time permit redevelopment and improvement proposals which provide a new high quality mixed use seafront holiday accommodation and residential offer.

### **Policy CS23: Managing Holiday Bed Spaces**

To achieve an economically viable level of quality holiday accommodation, the following approach will be adopted to manage a reduction in the oversupply of poor quality holiday bed-spaces:

1. Within the main holiday accommodation areas defined in the Supplementary Planning Document (SPD):
  - a. Existing holiday accommodation use will be safeguarded and new or refurbished holiday accommodation will be supported.
  2. b. Change of use from holiday accommodation, or the loss of sites used, or last used, as holiday accommodation, will be resisted unless:
    3. i. exceptional circumstances are demonstrated in accordance with the SPD, or
    4. ii. in relation to a promenade frontage, the proposal would provide high quality holiday accommodation alongside a supporting new residential offer. Such proposals would need to comply with the requirements of the SPD.

### **BH24 Residential Institutions and Community Care Residential Use**

The development of old peoples' homes/residential institutions (Class C2 uses), community care residential developments and other similar uses will be permitted in appropriate premises and locations subject to:

- (a) the type of use applied for
- (b) a demonstration of local need
- (c) the intensity of use and its effect on adjacent properties
- (d) the suitability of the premises and the location
- (e) a management plan for the operation of the premises

Such uses will not be permitted in those parts of the resort neighbourhoods where the majority of the premises are in holiday accommodation use and where changes to residential use will not be permitted in accordance with the Plan. Old peoples' homes and nursing homes will be permitted in appropriate former holiday premises in those parts of the resort neighbourhoods where there is a mix of uses and residential use otherwise accords with the Plan.

### **SITE DESCRIPTION**

This application relates to a substantial former hotel on the corner of Queens Promenade and Arundel Avenue. The building is part render/part brick with red tiled hipped roof. Sun

lounges have been added at side and front - in the form of single storey extensions which are predominantly glazed. There are tarmaced forecourts to Queens Promenade and Arundel Avenue with low brick boundary wall.

There are hotels to the south on Queens Promenade. Ryecourt Care Home is on the opposite corner of Arundel Avenue. There is housing on both sides of Arundel Avenue. The property is at northern end of the Norbreck Castle and Bispham Main Holiday Accommodation Promenade Frontage (Bispham part) in the Holiday Accommodation SPD. When the hotel operated it had 22 en suite bedrooms.

### **DETAILS OF PROPOSAL**

This application is to use a former hotel as a 21 bed care home. There would be a manager, two nursing staff and three assistants. Five staff car parking spaces would be provided along with two visitor parking spaces and an ambulance drop off point. Cycle parking would be provided in one of the outbuildings and the garage would be used for storage purposes. The application is accompanied by a Business Plan, a statement of marketing for the hotel and evidence of need for additional care home accommodation.

### **MAIN PLANNING ISSUES**

The main planning issues are considered to be:

- loss of holiday accommodation
- need for additional care beds
- suitability of the premises
- impact on residential amenity
- impact on highway safety

### **CONSULTATIONS**

**Head of Highways and Traffic Management:** No comments received at the time of writing this report any comments received will be reported in the update note.

**Service Manager Public Protection:** No comments received at the time of writing this report any comments received will be reported in the update note.

### **PUBLICITY AND REPRESENTATIONS**

Neighbours notified - 21 November 2016  
Site Notice Posted - 23 November 2016

One letter of representation received from **260 Queens Promenade**

It is the main existing entrance to which I have objections, most of my elevations to my rooms face onto the main existing entrance, which will be used as a main thoroughfare for staff/doctors/paramedics, visitors and sometimes undertakers to the home, as this would

be a 24/7 establishment. Moving the entrance would be more suitable. Realistically the entrance should be moved so it would be accessible from Arundel Avenue which would be more feasible as this would cause less disruption to myself and any visitors which I may have in the future.

Where the existing entrance is, because of the nature of how the properties are situated the slightest amount of noise is significantly echoed along the side of the buildings. I feel that if the existing entrance stayed where it was that guests and visitors would be subjected to the 24/7 disruptions.

This is my only objection to the application and remembering that my hotel is still classed as being in the holiday catchment area. For your records my neighbour at the Queens Plaza Hotel, 256-258 Queens Promenade is away on vacation so I do not know what his concerns are with the above application. He may not even know that an application has gone in (*In response a site notice was posted on 23 November 2016*)

### **NATIONAL PLANNING POLICY FRAMEWORK**

Paragraph 14 establishes a presumption in favour of sustainable development

Paragraph 17 sets out the core principles of which a good standard of design and amenity is one

Paragraphs 56 – 65 deal with design

### **BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY 2012-2027**

The Blackpool Local Plan: Part 1 - Core Strategy was adopted by the Council in January 2016. The policies in the Core Strategy that are most relevant to this application are -

- CS1 Strategic Location of Development
- CS7 Quality of Design
- CS12 Sustainable Neighbourhoods
- CS15 Health and Education
- CS23 Managing Bed Spaces

### **SAVED POLICIES: BLACKPOOL LOCAL PLAN 2001-2016**

The Blackpool Local Plan was adopted in June 2006. A number of policies in the Blackpool Local Plan (2006) have now been superseded by policies in the Core Strategy (these are listed in Appendix B of the Core Strategy). Other policies in the Blackpool Local Plan are saved until the Local Part 2: Site Allocations and Development Management Policies is produced.

The following policies are most relevant to this application:

- Policy LQ1 Lifting the Quality of Design
- Policy LQ2 Site Context
- Policy LQ4 Building Design

Policy LQ6	Landscape Design and Biodiversity
Policy LQ8	Energy Resource and Conservation
Policy LQ14	Extensions and Alterations
Policy BH3	Residential and Visitor Amenity
Policy BH4	Public Health and Safety
Policy BH24	Residential Institutions and Community Care Residential Use
Policy AS1	General Development Requirements

## **HOLIDAY ACCOMMODATION SPD 2011**

### **ASSESSMENT**

#### **Loss of holiday accommodation**

The former hotel is located at the northern end of the Norbreck Castle and Bispham Holiday Accommodation Area where Queens Promenade meets Arundel Avenue. Policy CS23 of the Blackpool Local Plan Part 1 : Core Strategy relates to the Promenade and main holiday holiday accommodation areas and is designed to manage the number of holiday bedspaces over the plan period (2012-2027). The hotel has been on the market since 2008 and was sold in 2016. Since the new owner acquired the property in 2016, he has been attempting to lease it and there have been six viewings but no one has made an offer to lease the property and run it as a hotel. As the property is at the northern end of a block, is detached and is a corner property, its loss as holiday accommodation would not adversely affect the holiday character of this section of Queens Promenade. The lack of interest in running it as a hotel is a contributory factor to suggesting the change of use to a rest home is an appropriate use. Policy BH24 of the Blackpool Local Plan contains a number of criteria regarding the provision of new care homes and suitability of the premises and location is one. Large detached former hotels on Queens Promenade are likely to be suitable premises because of their size and location, subject to the other criteria being met.

#### **Need for additional care beds/suitability of the premises**

As mentioned above, Policy BH24 of the Blackpool Local Plan contains a number of criteria to assess whether a property is suitable for conversion to a care home.

The first is type of use - this would be a 21 bed home for elderly people; the second is a demonstration of local need - in this case the submitted information indicates that there has been some closure of homes over the last few years resulting in most remaining homes having high levels of occupancy and hence the need for additional capacity in the future, particularly in the area of respite care - it is considered that there is a need for the home; the third is the intensity of the use and its impact on the occupiers of adjacent properties - being a corner property with a care home on the opposite corner of Arundel Avenue the principle impact would be on the holiday premises to the south and the properties to the rear in Arundel Avenue.

At 21 beds the home would be of a medium size. It is not envisaged that at this scale it would have an adverse effect on the amenities of the occupiers of adjacent properties; the fourth is the suitability of the premises and the location - the property is detached with

areas of car parking and views over the Irish Sea. It is close to the Bispham District Centre and opposite tram services running to Blackpool to the south and Cleveleys/Fleetwood to the north; the last is a management plan in place - this is contained in the Business Plan. The parking standards would require one space for every five residents which would equate to five spaces in this case. The submitted plan shows the potential for seven off-street car parking spaces to be provided within the site including one mobility space and an ambulance drop off point. In addition, the premises has the advantage of having bus and tram services close by.

### **Impact on residential amenity**

The concerns of the neighbour to the south have been raised with the agent but it is not feasible to move the main entrance to the home. An ambulance drop off point has been shown on the plan with access off Arundel Avenue. Given the size of the home and the vehicular accesses being off Arundel Avenue it is not considered that the application would have a significant effect on the amenity of neighbouring occupiers.

### **Impact on highway safety**

The provision of off-street parking spaces in this area would be beneficial especially in terms of the period when the illuminations take place.

### **CONCLUSION**

Whilst the proposal would involve the loss of holiday bed spaces given the location of the hotel, the character of the area and the evidence regarding marketing it is not felt that the proposal would be contrary to Policy CS23 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027. In terms of Policy BH24 of the Blackpool Local Plan 2001-2016 it is considered that the use of this property as a care home would fulfil the requirements of the policy and that because of its scale it would not be contrary to Policy BH3 of the Blackpool Local Plan 2001-2016. As the site would accommodate off-street car parking and is conveniently located for bus and tram services the proposal would be consistent with Policy AS1 of the Blackpool Local Plan 2001-2016.

### **LEGAL AGREEMENT AND/OR DEVELOPER FINANCIAL CONTRIBUTION**

None relevant.

### **HUMAN RIGHTS ACT**

Under Article eight and Article one of the first protocol to the Convention on Human Rights, a person is entitled to the right to respect for private and family life, and the peaceful enjoyment of his/her property. However, these rights are qualified in that they must be set against the general interest and the protection of the rights and freedoms of others. It is not considered that the application raises any human rights issues.

## **CRIME AND DISORDER ACT 1998**

The contents of this report have been considered in the context of the Council's general duty, in all its functions, to have regard to community safety issues as required by section 17 of the Crime and Disorder Act 1998

## **BACKGROUND PAPERS**

Planning Application File(s) 16/0686 which can be accessed via the link below:

<http://idoxpa.blackpool.gov.uk/online-applications/search.do?action=simple>

**Recommended Decision:** Grant Permission

## **Conditions and Reasons**

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The development shall be carried out, except where modified by the conditions attached to this permission, in accordance with the planning application received by the Local Planning Authority including the following plans:

Location Plan stamped as received by the Council on 14 November 2016  
Drawing numbered B/16/88/02 Rev A

Reason: For the avoidance of doubt and so the Local Planning Authority can be satisfied as to the details of the permission.

3. Prior to the development hereby approved being first brought into use the car parking provision shown on the approved plans shall be provided and shall thereafter be retained.

Reason: In the interests of the appearance of the locality and highway safety, in accordance with Policies LQ1 and AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

4. Prior to the development hereby approved being first brought into use the secure cycle storage provision shown on the approved plans shall be provided and shall thereafter be retained.

Reason: To enable access to and from the property by sustainable transport mode, in accordance with Policy AS1 of the Blackpool Local Plan 2001-2016 and Policy CS5 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

5.
  - a) No development shall take place until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. These details shall include any proposed changes to existing ground levels, means of enclosure and boundary treatment, areas of soft landscaping, hard surfaced areas and materials, planting plans specifications and schedules (including plant size, species and number/ densities), existing landscaping to be retained, and shall show how account has been taken of any underground services.
  - b) The landscaping works shall be carried out in accordance with the approved details within the first planting season following completion of the development hereby approved or in accordance with a programme agreed in writing by the Local Planning Authority (whichever is sooner.)
  - c) Any trees or shrubs planted in accordance with this condition which are removed, uprooted, destroyed, die, or become severely damaged or seriously diseased within five years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted, unless the Local Planning Authority gives its written consent to any variation.

Reason: To ensure the site is satisfactorily landscaped in the interests of visual amenity and to ensure there are adequate areas of soft landscaping to act as a soakaway during times of heavy rainfall with regards to Policy LQ6 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

6. The premises shall be used as a care home for the elderly/dementia care and for no other purpose (including any other purpose within Class C2 of the Schedule to the Town and Country Planning (Use Classes) Order 1987) (as amended)

Reason: To enable the Local Planning Authority to have control over the use of the premises in accordance with Policy BH24 of the Blackpool Local Plan 2001-2016.

### **Advice Notes to Developer**

1. Please note this approval relates specifically to the details indicated on the approved plans and documents, and to the requirement to satisfy all conditions of the approval. Any variation from this approval needs to be agreed in writing by the Local Planning Authority prior to works commencing and may require the submission of a revised application. Any works carried out without such written agreement or approval would render the development as unauthorised and liable to legal proceedings.