

COMMITTEE DATE: 01/08/2017

Application Reference: 17/0360

WARD: Talbot
DATE REGISTERED: 02/06/17
LOCAL PLAN ALLOCATION: Defined Inner Area

APPLICATION TYPE: Full Planning Permission
APPLICANT: BLACKPOOL PROMOTIONS LTD

PROPOSAL: Erection of bridge at first floor level connecting rear elevation of hotel with existing rear garage/accommodation block, external alterations, erection of glazed balustrade and parapet wall to roof of garage/accommodation block, and use of garage/accommodation block as altered as a leisure complex with roof terrace ancillary to main hotel.

LOCATION: RUSKIN HOTEL, 55-61 ALBERT ROAD, BLACKPOOL, FY1 4PW

Summary of Recommendation: Grant Permission

CASE OFFICER

Mr Mike Davies

BLACKPOOL COUNCIL PLAN 2015 -2020

This application accords with **Priority one of the Plan** - The economy: Maximising growth and opportunity across Blackpool.

SUMMARY OF RECOMMENDATION

The proposal represents a significant investment in the leisure and tourism sector of Blackpool's economy. Having regard to the amenity and highways issues presented by the proposal it is considered that these can be mitigated by the imposition of appropriate conditions to minimise the impact on the occupiers of neighbouring properties. The nature of the proposed use along with these mitigation measures should result in an underused building being brought back into active use which would make a positive contribution to the resort offer in addition to improving the appearance of the existing building.

INTRODUCTION

The applicants have recently purchased the hotel and are looking to upgrade it and improve the offer available to guests. Planning permission has recently been granted under 17/0320 for a smoking shelter at the side of the main hotel. Other site history includes the installation of a disabled access ramp to the front of the hotel under planning permission

01/0996 and a third floor extension at the rear of the hotel under planning permission 88/0928 for additional bedrooms. There is no specific site history relating to the garage and staff accommodation block which is the subject of this application.

SITE DESCRIPTION

The site is located within the Defined Inner Area Boundary as defined on the Blackpool Local Plan proposals map. The property is also situated within a defined Holiday Accommodation Area.

The Ruskin Hotel fronts onto Albert Road and has an alleyway which runs down the western elevation of the property and a service road to the rear elevation (south). The accommodation/ garage block which forms part of this application is situated on the opposite side of the service road and backs onto holiday accommodation that fronts onto Charnley Road.

DETAILS OF PROPOSAL

The erection of a bridge at first floor level connecting the rear elevation of hotel with existing rear garage/ staff accommodation block, erection of glazed balustrade and parapet wall to the roof of the existing staff accommodation and garage block, and the use of staff accommodation and garage block as altered as a leisure complex with roof terrace ancillary to main hotel.

MAIN PLANNING ISSUES

The main planning issues are considered to be:

- Design
- Amenity
- Highways Safety
- Parking and Servicing
- Other Issues

These issues will be discussed in the assessment section of this report.

CONSULTATIONS

Head of Highways and Traffic Management: No objections subject to the conditions in relation to the bridge element of the scheme and no encroachment onto the highway.

Service Manager Public Protection: No objections subject to the imposition of appropriate conditions to control the hours of use of the outdoor roof terrace and soundproof plant and machinery to be installed within the spa use to minimise disturbance to the occupiers of neighbouring properties.

Waste Services Manager: No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

Head of Visitor Economy: No comments have been received at the time of preparing this report. Any comments that are received before the Committee meeting will be reported in the Update Note.

PUBLICITY AND REPRESENTATIONS

Site notice displayed: 13 June 2017

Neighbours notified: 12 June 2017

Neighbours - One letter of objection has been received and raises the following concerns:

- Increased height of building will result in loss of light
- The bridge will also result in a loss of light
- Increased height will add to sense of enclosure and the feeling of being closed in
- Loss of parking will further exacerbate existing parking problems in the area caused by staff and visitor parking
- Deliveries already regularly block the road and flout parking restrictions and increased on-street parking will make this worse
- Existing pay and display parking bays on Albert Road are always full, where will staff, visitors and spa guests park?
- Why is the proposal removing car parking spaces but not making re-provision elsewhere?
- Concern at potential for noise nuisance from the patio area at roof level
- Parking restrictions need to be changed on the service road at the rear to prevent parking and deliveries which frequently obstruct the road.
- Concern that road surface of the service road cannot accommodate additional traffic.
- Construction process will make access for residents extremely difficult if not impossible.

NATIONAL PLANNING POLICY FRAMEWORK

Paragraph 17 states that there are 12 core principles and one in particular is relevant here - to seek high quality design and a good standard of amenity.

Core Principle 1 "Building a Strong, Competitive Economy" paragraphs 18- 21 and Core Principle 7 "Good Design" paragraphs 56 - 66 are relevant considerations in terms of the application.

BLACKPOOL LOCAL PLAN PART 1: CORE STRATEGY

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
CS3 – Economic Development and Employment
CS7 – Quality of Design
CS21 – Business and Leisure Tourism

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:

LQ1 – Lifting the Quality of Design
LQ2 – Site Context
LQ8 – Energy and Resource Conservation
LQ14 – Extensions and Alterations
BH3 – Residential and Visitor Amenity
AS1 – General Development Requirements

ASSESSMENT

Principle - Investment in tourism is a prime objective of the Council's planning policies. The proposal represents a significant investment on the part of the applicants in a main holiday accommodation area. It will bring an existing run down building back into full use which will see its complete renovation and refurbishment and will ultimately improve the visual appearance of the block thus having a positive impact in the locality and creating confidence in the business sector. The proposal is therefore considered to be consistent with the aims of Policy CS21 of the Core Strategy.

Design - The proposal involves the refurbishment and bringing back into active use the existing staff accommodation and garage block. The block is situated at the rear of holiday accommodation fronting onto Charnley Road and currently presents a less than attractive outlook to these properties and to those overlooking from Albert Road. The refurbishment will significantly enhance the visual appearance of this block and add additional vitality to the area.

Amenity - The proposal involves the conversion of an existing structure including the insertion of opaque glazing at ground floor level facing onto the service road and the creation of a roof terrace. There are no windows proposed in the rear elevation of the block,

so the main issue in terms of amenity is the impact of the roof top terrace. The proposal envisages the spa facility in the building operating between the hours of 0700 and 2200 hours daily. The roof top terrace will have a parapet wall with obscure glazing panels mounted on this to provide privacy to users of the facility. In turn this will also protect the amenities of the occupiers of surrounding properties from the gaze of the terrace users. It is also intended to restrict the hours of use of the outdoor terrace via condition to between 0800 and 2100 hours as well as preventing amplified sound outside to protect the amenities of the occupiers of neighbouring properties.

It is not considered that the use of the terrace in relation to the main spa use will present any issues in terms of impact on resident and visitor amenities provided it is used for this purpose only and the facility operates within the suggested hours.

Highway Safety - Subject to the agreement of detailed design issues there are no highway safety concerns arising from the proposal. Conditions will be imposed to ensure that appropriate clearance between the highway and bridge are maintained to facilitate the servicing of the area by refuse lorries and other delivery vehicles.

Parking and Servicing Arrangements - The development will result in the loss of garage accommodation resulting in the loss of approximately nine off-street staff car parking spaces. However, in reality the vast majority of the garage area has been used for storage in connection with the main hotel use rather than providing staff parking. Whilst hotel managers have used the garage for parking vehicles, it is only a couple at a time due to the restrictions imposed by the amount of floorspace in the garage taken up by storage. It is therefore not considered that any significant impact will occur on the local highway network as a result of these vehicles being displaced by the proposal. Given the hotel is close to the Town Centre alternative means of travel are available for staff members.

Other Issues - The proposal represents a considerable investment in the holiday accommodation offer which is welcomed. The diversification of the hotel offer into spa breaks should assist in attracting year round visitors which can only be a positive development for the wider economy.

CONCLUSION

The conversion of the existing garage/staff accommodation block to a spa facility will considerably enhance the appearance of this rather tired looking building. The new use will also add an extra dimension to the hotel's offer and attract new visitors looking for a different experience. Whilst, some concerns have been expressed about the impact of the proposal on adjoining holiday accommodation, it is considered that this can be mitigated via the imposition of appropriate conditions that allow the new facility to function but not to the detriment of the amenities currently enjoyed by neighbours and their visitors.

LEGAL AGREEMENT AND/OR DEVELOPER FINANCIAL CONTRIBUTION

Not Applicable.

FINANCIAL BENEFITS

There are no direct financial benefits.

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 17/0360 which can be accessed via the link below:

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

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 2nd June 2017
- Drawings numbered B/17/54/02, B/17/54/03, B/17/54/05

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

3. Details of materials to be used on the external elevations shall be submitted to and agreed in writing by the Local Planning Authority prior to the development being commenced.

Reason: In the interests of the appearance of the locality, in accordance with Policy LQ14 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

4. The roof terrace on the building shall not be open for use outside the hours of 0800 to 2100 on any day.

Reason: To safeguard the living conditions of the occupants of nearby residential premises, in accordance with Policy BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

5. No live music or entertainment shall take place in the spa facility at any time either inside the building or within its external curtilage including the roof terrace. Amplified sound shall only be used within the spa facility building and shall not be audible externally.

Reason: To prevent noise and disturbance to adjoining residents and visitors in accordance with Policy BH3 of the Blackpool Local plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2016-2027.

6. Prior to occupation of the building, details of any external lighting shall have been submitted to and approved in writing by the Local Planning Authority. The external lighting shall be installed in accordance with the approved details and thereby retained as such.

Reason: To safeguard the amenities of nearby properties and the wider locality in accordance with Policies BH3 and LQ1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

7. Details of the appearance, technical specification and siting of any external ventilation ducting and plant shall be submitted to and agreed in writing by the Local Planning Authority before development commences. The agreed ducting and plant shall then be provided prior to first use and shall thereafter be retained.

Reason: To safeguard the living conditions of the occupants of nearby hotel and residential premises, in accordance with Policies BH3 and LQ14 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

8. Before the premises are first occupied, sound and vibration proofing shall be carried out and thereafter be retained in accordance with a scheme to be submitted to and agreed in writing by the Local Planning Authority.

Reason: To safeguard the living conditions of the occupants of nearby residential premises, in accordance with Policy BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

9. All glazing to the spa building shall be at all times obscure glazed and fixed permanently closed.

Reason: To safeguard the living conditions of the occupants of the neighbouring premises, in accordance with Policies BH3 and LQ14 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

10. Full structural and construction details will be provided to the Local Planning Authority and agreed in writing prior to any work commencing on site.

Reason: In the interests of the appearance of the locality and highway safety, in accordance with Policies LQ4 and AS1 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

11. No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. The Construction Management Plan shall include and specify the provision to be made for the following:

- dust mitigation measures during the construction period
- control of noise emanating from the site during the construction period
- hours and days of construction work for the development
- contractors' compounds and other storage arrangements
- provision for all site operatives, visitors and construction loading, off-loading, parking and turning within the site during the construction period
- arrangements during the construction period to minimise the deposit of mud and other similar debris on the adjacent highways
- the routing of construction traffic.

The construction of the development shall then proceed in accordance with the approved Construction Management Plan.

Reason: In the interests of the amenities of surrounding residents and to safeguard the character and appearance of the area in accordance with Policies LQ1 and BH3 of the Blackpool Local Plan 2001-2016 and Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027.

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.
2. Advice about the Building Regulations can be obtained from the Planning Department's Building Control Division, either by writing to the address shown above or by telephoning (01253) 476219.
3. A license to build over the highway may be required. The developer is advised to make early contact with the Traffic Section of the Council's Built Environment Department, Layton Depot, Depot Road, Blackpool, FY3 7HW (Tel 01253 477477).