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**Officer Report to Committee**

<b>Application ref:</b>	23/0020
<b>Ward:</b>	Bloomfield
<b>Application type:</b>	Full
<b>Location:</b> 10 Woodfield Road, Blackpool, FY1 6AX	
<b>Proposal:</b>	Use of premises as three 3-bedroom serviced holiday accommodation and replacement of existing windows, erection of 1.8m high boundary wall and rendering of rear boundary wall, and erection of 1.8m high fencing for creation of an enclosure for a communal bin store.
<b>Recommendation:</b>	Approve
<b>Recommendation Summary:</b>	The proposed use of the building as serviced holiday accommodation is acceptable in this location and would comply with Policies CS21 and CS23 of the Core Strategy. The proposed development is considered to represent sustainable development and no other material planning considerations have been identified that would outweigh this assessment.
<b>Meeting date:</b>	25 July 2023
<b>Reason for bringing to Committee:</b>	At the request of Chair due to neighbour objections.
<b>Case officer:</b>	Rachael Evans
<b>Case officer contact:</b>	01253 476 320

**1.0 SITE DESCRIPTION**

- 1.1 The application site is currently a three-storey, mid-terrace hotel (Crompton House) located on Woodfield Road. The premises has a sunlounge at street level. Holiday accommodation is located either side of the application site. Woodfield Road predominantly consists of holiday accommodation (guest houses/hotels) but there are residential dwellings that sit alongside these uses. The property benefits from off-street car-parking to the rear of the property with access via an alley way off Bolton Street.
- 1.2 The application site is located within the Defined Inner Area and Airport Safeguarding area. It falls within a designated Main Holiday Accommodation Area (off Promenade). No other constraints are identified.

**2.0 PROPOSAL**

- 2.1 The proposal seeks to use the premises as three 3-bedroom serviced accommodation units with one serviced apartment on each floor. The ground floor apartment would accommodate 5 persons whilst the first and second floor would accommodate up to 4 persons. As part of the proposals, windows would be replaced, a wall to the rear of the property erected, and a bin store enclosure created.

2.2 It has been brought to the Council's attention that since the submission of the application, the applicant has commenced works on the site. Windows have been replaced, and a boundary wall to the rear of the property erected and rendered. The Council has advised the applicant's agent that any works carried out without planning permission are done at the applicant's own risk.

2.3 The application has been supported by:

- Design and Access Statement (including Townscape Visual Impact Assessment)
- Noise Assessment
- Management Plan

### **3.0 RELEVANT PLANNING HISTORY**

3.1 96/0453 – Erection of a single storey rear extension – refused 19 August 1996

3.2 92/0864 – Erection of a single storey rear extension – approved 16 December 1992

### **4.0 RELEVANT PLANNING POLICY/GUIDANCE/LEGISLATION**

#### **4.1 National Planning Policy Framework**

4.1.1 The National Planning Policy Framework was adopted in July 2021. It sets out a presumption in favour of sustainable development. The following sections are most relevant to this application:

Section 6 – Building a Strong, Competitive Economy  
Section 8 - Promoting healthy and safe communities  
Section 9 – Promoting Sustainable Transport  
Section 12 - Achieving well-designed places

#### **4.2 National Planning Practice Guidance (NPPG)**

4.2.1 The National Planning Practice Guidance expands upon and offers clarity on the points of policy set out in the NP National Planning Policy Framework PF.

#### **4.3 Blackpool Local Plan Part 1: Core Strategy 2012-2027**

4.3.1 The Core Strategy was adopted in January 2016. The following policies are most relevant to this application:

CS6 Green Infrastructure  
CS7 Quality of Design  
CS11 Planning Obligations  
CS12 Sustainable Neighbourhoods  
CS13 Housing Mix, Standards, and Density  
CS21 Leisure and Business Tourism  
CS23 Managing Holiday Bed Spaces

#### **4.4 Blackpool Local Plan Part 2: Site Allocations and Development Management Policies**

4.4.1 Part 2 was adopted in February 2023. The following emerging policies in Part 2 are most relevant to this application:

DM5 Residential Conversions and Sub-divisions  
DM17 Design Principles  
DM18 High Speed Broadband for New Developments  
DM20 Extensions and Alterations  
DM21 Landscaping  
DM35 Biodiversity  
DM41 Transport Requirements for New Development  
DM42 Aerodrome Safeguarding

#### **4.5 Other Relevant documents, guidance and legislation**

- 4.5.1 New Homes from Old Places Supplementary Planning Document – this document was adopted in March 2011 and sets out the Council’s minimum design and amenity standards for new homes created through conversion.
- 4.5.2 Department for Community and Local Government National Technical Housing Standards – this document was published in March 2015 and sets out the national minimum standards for new homes. This partially supersedes some of the standards in the Council’s New Homes from Old Places Supplementary Planning Document guidance.
- 4.5.3 Blackpool Council declared a Climate Change Emergency in June 2019 and is committed to ensuring that approaches to planning decision are in line with a shift to zero carbon by 2030.
- 4.5.4 Blackpool Council adopted the Blackpool Green and Blue Infrastructure (GBI) Strategy in 2019. The GBI Strategy sets out six objectives for Blackpool in terms of green infrastructure:
- Protect and Enhance GBI i.e. protecting the best and enhancing the rest
  - Create and Restore GBI i.e. greening the grey and creating new GBI in areas where it is most needed
  - Connect and Link GBI i.e. making the links, improving connectivity and accessibility of GBI
  - Promote GBI i.e. changing behaviour, promoting the benefits of GBI and encouraging greater uptake of outdoor activity and volunteering.
- 4.5.5 National Model Design Code (July 2021) provides guidance to promote successful design and expands on the ten characteristics of good design set out in the National Design Guide.
- 4.5.6 National Design Guide (January 2021) recognises the importance of good design and identifies the ten characteristics that make up good design to achieve high quality places and buildings. The guide articulates that a well-designed place is made up of its character, its contribution to a sense of community and its ability to address the environmental issues affecting climate.
- 4.5.7 The Environment Act 2021 makes provision for all planning permissions to be conditional on the provision of biodiversity net gain. Whilst there is, as yet, not requirement set out in statute, the Government’s clear intention is a material planning consideration. The Council will therefore seek to secure biodiversity net gains where practicable in advance of this becoming a statutory requirement.

## **5.0 CONSULTEE RESPONSES**

5.1 **Environmental Protection** – The submitted noise report demonstrates that the proposed use will not have a negative impact on the surrounding area.

5.2 **Head of Highways and Traffic Management Services** – No comments received in response to the proposals.

## **6.0 REPRESENTATIONS**

6.1 Press notice published: N/A

6.2 Site notice published: N/A

6.3 Neighbours notified: 10/01/2023

6.4.1 Four representations have been received from the following properties:

- 12 Woodfield Road, Blackpool FY1 6AX
- Woodfield Road, Blackpool, FY1 6AX
- 15 Montpelier Avenue, Blackpool, FY2 9AE
- 5 Wellington Road, Blackpool, FY1 6AR

6.5 These representations raise the following issues:

- Concerns over the property being un-manned and being of a Sui Generis use.
- Serviced accommodation lends itself to anti-social behaviour, noise pollution, theft and drug use.
- The development will result in a loss of a parking space to the rear of the property.
- Concerns over the residential amenities of the neighbouring occupiers.
- The property would have no manager on site.
- The application does not propose the removal of the sun lounge extension.
- The window frames were timber and have been replaced with grey upvc and is out of keeping with neighbouring properties.
- How do the occupiers dispose of waste.
- No occupancy levels are proposed.
- Individuals are already living in the property and planning permission has not been granted.

6.6 The Committee is respectfully reminded that issues relating to allegations of theft and drug use are not valid planning considerations.

## **7.0 ASSESSMENT**

### **7.1 Principle**

7.1.1 Policy CS21 of the Core Strategy sets out that in order to physically and economically regenerate Blackpool's resort core and town centre, the focus will be on strengthening the resort's appeal to attract new audiences year-round. This will be achieved by supporting proposals for new visitor accommodation focused on the town centre, resort core and

defined accommodation areas unless exceptional circumstances justify a peripheral location outside these areas.

- 7.1.2 Policy CS23 of the Core Strategy sets out the Council's policy with regard to managing holiday bed spaces. Within the main holiday accommodation areas as defined within the SPD, existing holiday accommodation use will be safeguarded and new or refurbished holiday accommodation will be supported. The principle of tourist accommodation is therefore acceptable.

## **7.2 Amenity**

- 7.2.1 Holiday flats are a form of residential accommodation which would be used for sleeping and living purposes by the occupants, albeit on a transient basis. In order to deliver high quality new holiday accommodation, the Council expects self-contained holiday flats to meet the Council's adopted standards for residential accommodation. This approach is justified by paragraph 130 of the National Planning Policy Framework which expects developments to function well and add to the overall quality of the area over the long-term lifetime of the development. As such, the proposal must comply with the Council's standards relating to housing mix, floor space, and external alterations.
- 7.2.2 Policy CS13 relates to housing mix, density and standards for new residential development and conversion and sub-divisions of existing building for residential use. Policy CS13 requires that all flat development has at least 70% of the accommodation containing two bedrooms or more.
- 7.2.3 This application proposes 3 self-contained serviced holiday flats. Flat 1 would be approximately 86sq.m and would contain 3 bedrooms and would have an occupancy of up to 5 persons. The bedrooms meet the minimum standards, as does the overall floorspace, but the communal area is 3sqm short. It has been suggested that the second double bedroom is reduced to a single bedroom and that the lounge/kitchen is increased however, the applicants architect has confirmed that this is not possible as the wall is load-bearing. Flat 2 would be approximately 77sq.m and would contain 3 bedrooms and have an occupancy of up to 4 persons. Flat no.3 would be approximately 79sq.m and would contain 3 bedrooms and would have an occupancy of up to 4 persons. Both of these flats meet minimum bedroom sizes and the overall floorspace is acceptable, but flat 2 falls short of the minimum communal space standard by 2sqm. In this instance, it is considered that the internal layout of flat 2 cannot be reasonably altered to provide an increase in the amount of communal floorspace within the proposed flat. Amendments have since been received (see drawing PL\_003 Rev D) which shows additional living space in flat 3 which provides 45 sq.m communal floorspace with 2sq.m of storage and resolves the previously identified shortfall.
- 7.2.4 The Council's Environmental Health Officer has been consulted upon the application. The Environmental Health Officer has raised concerns regarding existing noise levels emanating from the property and that noise recordings which have been submitted by neighbouring premises are showing to be detrimental. The Local Planning Authority was made aware during the determination of the application that a family was residing in one of the flats however, the family has now vacated the premises.
- 7.2.5 In regard to the proposed application, an acoustic survey and assessment has been submitted with the application. The report concludes that on-site monitoring has identified existing background sound levels will result in an adverse impact on those proposed properties to the front of the development. As such additional mitigation measures are

required. These have been identified as standard double-glazing units with trickle window vents to ensure a suitable level of ventilation is achieved. The report states that the implementation of such measures would result in suitable internal sound levels within the development. The Council's Environmental Protection officers have reviewed the report and have confirmed that based on the report submitted, the proposed use of the premises will not have a negative impact on the surrounding area provided that the measures contained within the report are implemented. This could be secured by condition.

- 7.2.6 A separate management plan (by SASCO) has been submitted to support the application. The management plan sets out the proposed arrangements for preventing Anti-Social Behaviour at the premises as well as details of the day to day running of the self-contained apartments. The details as set out in the submitted management plan are considered acceptable.
- 7.2.7 As part of the proposals a replacement bay window on the side elevation of the ground floor rear projection which would serve a single bedroom is proposed to be constructed. It is acknowledged that during the assessment of this application, replacement works to this window have commenced. The original bay window served a kitchen (a habitable space) and as such, the replacement bay window will not alter the circumstances of the site and would not result in any adverse impacts on the residential amenities of the occupiers of no.8 Woodfield Road.
- 7.2.8 The proposal also includes the creation of a dedicated enclosure for the storage of bins within the rear yard. Waste will be collected as per the existing arrangements afforded by the property.

### **7.3 Visual Impact**

- 7.3.1 The adopted development plan is clear in that all new development is expected to be of a high standard of design and make a positive contribution to the quality of its surrounding environment. As part of the proposals, the existing first floor timber windows are to be replaced with the UPVC double glazed units in grey. The window frames were replaced during the determination of this application. Whilst the majority of windows frames within the street are white Upvc, the installation of UPVC, grey window frames is not considered to harm the character and appearance of the area.
- 7.3.2 The proposal also seeks the erection of a 1.8m rear boundary wall. The wall would enclose the rear of the property and would result in the loss of no.2 car parking spaces. The wall would be rendered. Details of the colour of the render could be secured by condition. Within the enclosed yard, a bin storage area is proposed to be erected. The bin store enclosure would be constructed of timber and would be approximately 1.8m high. Visually, the erection of the boundary wall and enclosed bin store would not harm the visual amenities of the area.
- 7.3.3 As part of this proposal, the single-storey sun lounge is proposed for retention. The Council's New Homes from Old Spaces Supplementary Planning Document states that street facing sun lounges must be removed and the replacement façade must be of a high quality. Officers have sought advice from the Council's Building Control Team who have advised that in this case the sun lounges are formed with a single block leaf between each property, therefore the removal of one sun lounge leads to the need to build a new cavity wall on the outside in order to maintain suitable weather protection to the neighbouring property. This would need a party wall agreement with the neighbour and would also result in the

neighbour's sun lounge effectively protruding past the front elevation of this property, unless the neighbour agreed to move the whole wall over in order to prevent it over sailing the party wall line.

- 7.3.4 Party wall matters are a civil issue outside the realms of planning control. Notwithstanding this, it is considered that owing to the property being mid-terraced and given the advice from the Council's Building Control Officers, exceptional circumstances exist to allow the sunroom extension to be retained as part of this application as no alternative, practicable solution can be identified.

#### **7.4 Access, Highway Safety and Parking**

- 7.4.1 No alterations are proposed to the site access and as such, there are no concerns with regards to highway safety.

- 7.4.2 The proposals would result in the loss of no.2 car parking space to the rear of the property however, the site is located within a sustainable location with easy access to regular public transport; trains, buses and trams. Furthermore, there are a number of pay and display car parks in and around the Town Centre.

- 7.4.3 Concerns have been raised during the application regarding the parking of tradespersons / visitors on the footpath. Matters pertaining to illegal parking is a matter outside of this planning application.

#### **7.5 Other Issues**

- 7.5.1 **Drainage** - No alterations to the existing drainage arrangements are proposed as part of this scheme. The site is also located within Flood Zone 1, the lowest risk of flooding. No unacceptable drainage or flood risk issues are anticipated.

- 7.5.2 **Biodiversity** - The proposal would not affect any features of particular ecological interest. As such, no unacceptable biodiversity impacts are anticipated. As part of the proposals in accordance with Part 1 Policy CS6, Part 2 Policy DM21 and the Greening Blackpool Supplementary Planning Document, the applicant is proposing to provide no. 3 trees within the curtilage of the property.

- 7.5.3 **Environmental quality** - the proposal would not have an impact on land, air or water quality

- 7.5.4 The Local Planning Authority was made aware during the determination of the application that works at the site had commenced and that one of the proposed holiday flats was being let out to a family. The applicant's agent was advised that any works carried out without the benefit of planning permission are done so at the applicant's own risk and should planning permission not be granted, enforcement action may be taken against the applicant.

- 7.5.5 The Local Planning Authority was also made aware that during the determination of the application that the Council's Environmental Protection department received complaints regarding unacceptable levels of noise (noise nuisance) at the property. This is a matter outside of the planning process covered under the Environmental Protection Act 1990.

- 7.5.6 The application has 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 (as amended).

- 7.5.7 Under Article 8 and Article 1 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. This application does not raise any specific human rights issues.
- 7.5.8 Through the assessment of this application, Blackpool Council as a public authority has had due regard to the Public Sector Equality Duty (“PSED”) under s.149 of the Equality Act and the need to eliminate unlawful discrimination, advance equality of opportunity between people who share a protected characteristic and those who do not, and to foster or encourage good relations between people who share a protected characteristic and those who do not. The application is not considered to raise any inequality issues.

## **7.6 Sustainability and planning balance appraisal**

- 7.6.1 Sustainability comprises economic, environmental and social components.
- 7.6.2 Economically, the proposed development would provide local employment opportunities during the conversion of the development and once the holiday accommodation is operational. Tourists staying in the Borough would contribute to the local economy. This weighs in favour of the scheme.
- 7.6.3 Environmentally, the proposed development would not have any unacceptable visual impacts, drainage, ecological or environmental impacts.
- 7.6.4 Socially, the proposed development would provide self-contained holiday accommodation which would comply with the minimum standards as set out in the Nationally Described Space Standards but not the New Homes from Old Spaces Supplementary Planning Document. Nevertheless, on balance the accommodation is considered to be satisfactory. No unacceptable impacts on residential amenity, heritage or highway safety are identified.
- 7.6.5 In terms of planning balance, the development proposed is considered to constitute sustainable development in terms of the environmental and social components. No other material planning considerations have been identified that would outweigh this view.

## **8.0 FINANCIAL CONSIDERATIONS**

- 8.1 The proposed development would not result in any financial contributions being sought from the development but the proposed use would contribute to the local economy as set out above.

## **9.0 BLACKPOOL COUNCIL PLAN 2019-2024**

- 9.1 The Council Plan sets out two priorities. The first is ‘the economy: maximising growth and opportunity across Blackpool’, and the second is ‘communities: creating stronger communities and increasing resilience.
- 9.2 This application would contribute to the choice of holiday accommodation within the Borough and increase the number of holiday accommodation units catering for the tourist economy. The proposed development would contribute to the tourism industry and would meet the Council’s two priorities.

## 10.0 CONCLUSION

- 10.1 As set out above, the scheme is considered to represent sustainable development and no other material planning considerations have been identified that would outweigh this assessment. On this basis, planning permission should be approved.

## 11.0 RECOMMENDATION

- 11.1 Approve subject to the following conditions:

- 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 and information:

*Location plan recorded as received by the Council on 11th January 2023*

*Proposed floor and elevation plans ( drawing JBA622\_PL\_003\_D)*

*Design and Access Statement ( Joseph Boniface Architects Ltd)*

Management Plan ( Sasco) received 21st March 2023

Acoustic Survey and Assessment ( Martin Environmental Solutions Ltd, April 2023)

The development shall thereafter be retained and maintained in accordance with these approved details.

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

- 3 The external finishing materials to be used on the development hereby approved shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of any above ground construction and the development shall thereafter proceed in full accordance with these approved details.

Reason: In the interests of the appearance of the site and streetscene in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM17 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 4 The boundary treatments detailed on plan ref JBA622-PL-003 Rev D shall be provided in full and in full accordance with the approved details before the proposal hereby approved is first brought into use.

Reason: In the interests of the appearance of the site and streetscene in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM17 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

- 5 (a)The use hereby approved shall not commence until a board displaying management contact details for the property has been displayed in accordance with the submitted Management Plan. This board shall thereafter be retained and maintained for so long as the use hereby approved is operational.

(b) The use hereby approved shall at all times operate in full accordance with the approved Management Plan unless otherwise first submitted to and agreed in writing by the Local Planning Department.

(c) The development hereby approved shall proceed and thereafter be retained and at all times operated in full accordance with the approved Acoustic Survey and Assessment prepared by Martin Environmental Solutions Ltd. ref. 2484-1 dated April 2023.

Reason: In order to ensure that the accommodation is properly operated; to ensure that other visitors and local residents have a recourse in the event of any disturbance; and in order to safeguard nearby residential and visitor amenity and the character and function of the area. This is in accordance Policies CS7, CS12, CS17 and CS21 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM5 and DM36 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

6 (a) Prior to the first occupation or use of the development hereby approved the landscaping scheme shown on plan ref. JBA622\_PL\_003 Rev D shall be implemented in full and in full accordance with the approved details; and

(b) Any trees or plants planted in accordance with this condition that are removed, uprooted, destroyed, die or become severely damaged or seriously diseased within 5 years of planting shall be replaced within the next planting season with trees or plants of similar size and species to those originally required unless otherwise first submitted to and agreed in writing by the Local Planning Authority.

Reason: To ensure that 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 in accordance with Policy CS7 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policies DM21 and DM35 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027.

7 The accommodation shall be used for serviced holiday accommodation only within the category of sui generis and for no other purpose within the Schedule to the Town and Country Planning (Use Classes) Order 1987) as amended. For the avoidance of doubt, the accommodation shall at no time be occupied on a permanent basis or by persons who are not on holiday. A person is considered to be on holiday where the duration of the stay does not exceed 30 days.

Reason: The accommodation is unsuitable for permanent occupation because AND/OR the development lacks any outdoor space or storage space AND/OR no contribution towards public open space provision has been secured. As such this condition is necessary to accord with Policies CS7, CS12, CS13, CS21 and CS23 of the Blackpool Local Plan Part 1: Core Strategy 2012-2027 and Policy DM5 of the Blackpool Local Plan Part 2: Site Allocations and Development Management Policies 2012-2027, the Holiday Accommodation Supplementary Planning Document and the Council's New Homes from Old Places Supplementary Planning Document.