

**Application Number**

P/2017/0549

**Site Address**

Premier Inn  
Inn On The Quay  
Tanners Road  
Paignton  
TQ4 6LP

**Case Officer**

Mr Alexis Moran

**Ward**

Goodrington With Roselands

**Description**

Demolition Of The Single Storey Public Conveniences. Erection Of A Three Storey Stilted Annex To The West Of The Existing Hotel (Use Class C1) Within The Car Park. Reconfiguration And Extension Of The Car Park. Installation Of A Plant Enclosure Containing 2no. Ac Units.

**Executive summary**

The overall site area is 0.69 hectares and is located on Goodrington Sands, approximately 1.4km south of Paignton Town Centre. It is located within a Core Tourism Investment area as allocated by the Local Plan. There is currently a two-storey hotel building which provides 33 guest bedrooms with an adjoining pub/restaurant known as the Inn on the Quay. There are 62 car parking bays which serve both uses.

The site is accessed via Tanners Road the surrounding area comprises a number of tourism related used, including Splashdown Waterpark, Grand Prix Go Carts and the Octopus Café. A block of public toilets is located within the site and a tourist information office, The Seashore Centre, is located on the outer fringe of the site boundary, fronting Tanners Road.

The proposal seeks permission for a three storey annexe building to the west of the site. The annexe is part stilted and accommodates parking spaces at ground floor. Through reconfiguration and extension of the car park an additional 17 parking spaces are proposed. The annexe employs contemporary architecture with a mix of materials providing texture to the elevations and visual interest. The plant will be contained within a plant room on the ground floor thereby limiting the building height.

In order to provide additional parking spaces the proposal requires the demolition of the public toilets at the south of the site. The Council intends to replace these facilities with an alternative in the wider area. Temporary toilets are proposed to be provided in the meantime.

The existing hotel is in a prime location within a Core Tourism Investment Area and is therefore a popular destination. As a result of this the applicant has advised

that there is a clear requirement to expand on the existing number of rooms on the site.

Policy TO1 of the Local Plan promotes the improvement, modernisation and the addition of new tourism facilities in order to attract new visitors, particularly overnight, to increase overall spend. The Policy states that Core Tourism Investment Areas are the main focus for investment in tourism which includes Goodrington Sands.

The annexe provides an improved tourist facility within an area allocated for such developments within the Local Plan. Therefore the principle of the annexe is deemed to be acceptable.

The location of the annexe provides a significant separation between it and the existing hotel thereby allowing for a distinctively different design rationale. The annexe is of a contemporary design, and amalgamates some of the existing features on the site such as the existing red sandstone walls in the car park area which once made up part of a walled garden. The design of the proposal is deemed to be acceptable, further information regarding the materials and architectural details is required.

With regards to accessibility, the level of parking is considered to be acceptable however further features including an increase in cycle parking provision and electronic charging points are considered to be necessary. The car park management plan should be amended to suggest a dedicated area for hotel guests.

The two mature trees to the south of the site play a significant role to the character of the landscape and the visual amenity of the area. The applicant intends to retain the existing trees which are not protected by a tree protection order.

The proposal includes the loss of six individual trees and one tree group. Although the loss of these trees can be mitigated by additional tree planting to comply with Policy C4, the landscaping scheme submitted with the application does not provide suitable mitigation. A revised landscaping scheme is therefore required.

The Environment Agency Flood Map identifies that the eastern part of the site including the current building, beer garden and area between the hotel and beach, is designated as Flood Zone 2, the remainder of the site is in Flood Zone 1. The proposed annex is located in the area of the site designated as Flood Zone 1.

The Council's drainage engineer has advised that the developer must provide further information on trial holes and infiltration tests. The design for the surface water drainage system, soakaways and permeable paving must be submitted showing that they have been designed to cater for the critical 1 in 100 year storm event plus a 30% allowance for climate change. Further information on this is

awaited.

The proposed development provides an improvement to a tourist facility within a Core Tourism Investment Area and therefore complies with Policy TO1 of the Torbay Local Plan 2012-2030. The proposal is deemed to be of an acceptable scale and design and is considered to be appropriate for planning approval subject to the receipt of additional information, having regard to all national and local planning policies and all other relevant material considerations.

### **Recommendation**

Conditional approval subject to the receipt of additional design and drainage information. Final drafting of conditions to be delegated to the Executive Head of Business Services.

### **Site details**

The overall site extends to 0.69 hectares (1.7 acres) and is located on Goodrington Sands, approximately 1.4km south of Paignton Town Centre. It is located within a Core Tourism Investment area as allocated by the Local Plan.

The site comprises a freestanding two-storey building, occupied by Premier Inn which provides 33 guest bedrooms with an adjoining pub/restaurant known as the Inn on the Quay. There are 62 car parking bays which serve both uses including five disabled bays.

The surrounding area comprises a number of commercial uses associated with the coastal location, including Splashdown Waterpark, Grand Prix Go Carts and the Octopus Café. A public convenience block is located within the Site and tourist information office, The Seashore Centre, is located beyond the south boundary, fronting Tanners Road.

The site has a sloping gradient falling west to east towards the seafront. There are also significant level changes within the car park falling south to north.

The site does not fall within a Conservation Area however The Inn on the Quay Public House is a former admiralty hospital dating back some 300 years to before the Napoleonic Wars. The walls surrounding the car park are noted as monuments on the Torbay Historic Environment Record (HER).

The site falls within a Coastal Protection Zone which seeks to protect the natural and historic environment of the area. It is also identified for the improvement of existing tourist facilities.

The Environment Agency Flood Map identifies that the eastern part of the site including the current building, beer garden and area between the hotel and beach, is designated as Flood Zone 2, the remainder of the site is in Flood Zone 1. A very small area to the south east of the beer garden (outside of the location of the

annexe) is located in Flood Zone 3. The proposed annex is located in the area of the site designated as Flood Zone 1.

### **Detailed Proposals**

The proposal seeks permission for a three storey annexe building to the west of the site. The annexe is part stilted and accommodates parking spaces at ground floor; an additional 17 parking spaces are proposed, which can be achieved through reconfiguration and extension of the car park. The annexe employs contemporary architecture with a mix of materials to give texture to the elevations and visual interest. The plant will be contained within a plant room on the ground floor thereby limiting the building height.

In order to provide additional parking spaces the proposal requires the demolition of the public toilets at the south of the site. There is an agreement in place in which the Council intends to replace these facilities with an alternative in the wider area. Temporary toilets are proposed to be provided in the meantime.

The proposed development will involve the loss of five trees within the car park to accommodate the annex and additional parking bays. The trees to be removed are located within the car park and have all been identified as low quality specimens (Category C). All other trees surrounding the proposed annex will be retained including the two mature Poplars around which the turning circle will be located. Measures will be introduced to protect the trees during construction.

The access and egress to the car park is to be modified with the removal of the existing public conveniences and mini-roundabout. A turning area will be introduced to allow coaches and service vehicles to follow a one-way route and depart in forward gear. The entrance to the existing service yard will remain unchanged and no increase in the size or frequency of delivery vehicles would be anticipated. The new turning circle will improve existing servicing arrangements and access for service vehicles.

### **Summary Of Consultation Responses**

Arboricultural Officer - No incursion whatsoever should occur in respect of the low raised bed retaining T16 & T17. Categorisation as A2 class trees is not wholly agreed with given the age class for the species which will be shortened by tree exposure to Easterly storm events, lower structural form to T16 and volumes of accumulating and coalescing deadwood. Consideration should be given by the applicant as to whether the retention of the trees is suitable for the long term benefit of the new facility and the role they play as key feature trees in the local coastal landscape.

Six individuals and 1 tree group are proposed to be removed to facilitate the build for which one small sized species is proposed. This is wholly inadequate mitigation. This if approved would be detrimental to the public visual amenities of the local landscape and internal users of the walled element of the new facility.

The location selected for the single tree presents excellent opportunity for a key feature tree.

Overall the scheme is considered to be suitable for approval on arboricultural merit however revisions as described above are required by way of pre-commencement condition or revised plan prior to any commencement on site.

Drainage - The two plans that have been submitted identify the location of infiltration testing and a change to the surface water drainage strategy, with surface water now being discharged to either a soakaway or permeable paving. The additional information that has been submitted does not include the results of the infiltration testing or the detailed design for the surface water drainage system, soakaway and permeable paving.

The design for the surface water drainage system, soakaways and permeable paving must be submitted showing that they have been designed to cater for the critical 1 in 100 year storm event plus a 30% allowance for climate change.

The applicant must demonstrate that their surface water drainage design will not result in any increased risk of flooding to properties or land adjacent to the development.

South West Water - SWW has no objection subject to no surface water being discharged to the public sewer unless it can be demonstrated that soakaways cannot be used.

In the event of soakaway drainage not being possible a discharge to the public sewer will require attenuation the extent of which will need to be agreed.

Senior Historic Environment Officer - no objection to the revised location of the annexe.

Design Consultant - the revised siting and design of the proposal are far better than that originally submitted. No more than three materials should be used in the external finish, brickwork, zinc and render. Some finer design details will be required either upfront or via condition.

Strategic Transport - The Council could accept the reduced parking level but more would be needed to provide alternative solutions. There is an acknowledgment that there are good pedestrian and cycle links in the vicinity and that residents may choose to make use of those facilities. However, very limited cycle parking is then provided. More and perhaps a separate store for residents and staff would be expected.

This is a very difficult car park to assess given the public pay and display nature, alongside the hotel and restaurant. It would be fair to say that it does not fall into

a "standard" bracket. For instance from observation when the car park is full to capacity it is not possible to identify which of those vehicles related to a customer of the hotel/restaurant and which did not. There is considerable alternative pay and display parking in the vicinity which the applicant suggests will be considered within the Car Parking Management Plan. However neither car park is open all day every day and this can limit the potential to be used by customers. The plan will be very important to ensure suitable management of parking takes place.

There is no obvious drop-off facility which would be appropriate where customers are travelling by train (likely onward travel by taxi) or if use of other car parks is considered within the management plan. This is considered to be an important feature especially where there is limited manoeuvring space within the car park layout and where it is possible for vehicles dropping off to block others.

No provision (or justification for the lack of) has been made for electric charging points.

It is noted that references are made within the documents to how it is predicted staff would travel on the walking and cycling routes from nearby residential areas. However, given this is an existing hotel, it would have been appropriate for an assessment of existing staff to have been undertaken.

In conclusion, whilst the level of parking is acceptable, other features should be included and there should be an increase in cycle parking provision. The car park management plan may need to suggest a dedicated area for hotel guests.

Community Safety - No objection.

### **Summary Of Representations**

A total of 15 objections have been received which raise the following points:

- o Loss of public conveniences
- o Too large/overdevelopment
- o Out of keeping with the character of the area
- o Drainage issues
- o Poor design
- o Increase in traffic flow.

During the application stage the plans have been altered. The annexe has been moved away from the main hotel building to provide true separation, the design has been improved and the plant has been moved off of the top of the building thereby reducing its height.

### **Relevant Planning History**

DE/2016/0051 - Demolition of existing public conveniences; Erection of 3-storey annexe to existing Hotel; Reconfiguration of car park; The pre-application enquiry

was taken to the Councils Design Review Panel on 30th March 2016. The conclusions of the panel were that the site is in a prominent location and the accommodation has been carefully extended in the past. However the proposed strategy for increasing the floorspace was not looked upon as successful. The advice given was that the project needs to be a success as a three dimensional composition - working with external spaces and places created between buildings as well as the built-forms themselves. Before these studies are attempted some crucial further survey and analytical work is required and the design team should be allowed flexibility in terms of interpreting the 'corporate model' on this valuable site.

P/2009/0437 - Alterations to form hotel; and 2 storey side extension, single storey rear extension, demolition works; alterations to external areas -approved by DMC 20.07.2009.

### **Key Issues/Material Considerations**

The key issues to consider in relation to this application are;

1. Impact on tourism
2. Loss of public convenience facility
3. Impact on the character of the area and design
4. Impact on transport and car parking
5. Landscaping
6. Drainage

#### **1. Impact on tourism**

The existing hotel is extremely popular with holiday makers given its location on the seafront. The high average occupancy levels of the hotel have established a clear requirement to expand. The proposal will provide 20 new bedrooms within the annexe which is the subject of this application.

Policy TO1 of the Local Plan promotes the improvement, modernisation and the addition of new tourism facilities in order to attract new visitors, particularly overnight, to increase overall spend. Proposals that make positive use of Torbay's marine environment, culture, heritage, biodiversity and Geopark are encouraged by this Policy.

The Policy states that Core Tourism Investment Areas are the main focus for investment in tourism which includes Goodrington Sands. These are intended to ensure the retention and improvement of sufficient high quality accommodation and attractions in order to provide a critical mass needed by a premier resort.

The annexe provides an improved tourist facility within an area allocated for such developments within the Local Plan. Therefore the principle of the annexe is deemed to be acceptable, subject to compliance with other relevant Local Plan Policies.

Policy SDP1 states that the role of Goodrington as a leisure and employment hub will be promoted and enhanced, whilst protecting the areas environmental assets. Policy SS1 states that development should reinforce Torbay's role as a main urban centre and premier resort.

Policy SS4 of the Local Plan supports the regeneration of Torbay and improvement in its economic performance, with the aim of achieving a step-change in economic prosperity as set out in Torbay's Economic Strategy. The Local Plan supports existing businesses, it encourages new businesses and investment in order to create new jobs, and it enables expansion and diversification of the economy of the Bay the Plan seeks to promote growth in sectors that are particularly important in Torbay, namely tourism, hotel and catering. The addition of the annexe would create 4 new full time employees. During the construction phase there are likely to be additional jobs created.

There are likely to be wider economic benefits through additional visitors being attracted to the area as a result of the proposed facility. Additionally it would add to the existing tourism offer in the seafront area attracting people of all ages, accordingly the proposal complies with Policy TC5 of the Local Plan.

## 2. Loss of Public Convenience

In order to provide additional parking and improved vehicular manoeuvring the existing Public Convenience is to be demolished. Concerns have been raised with regards to the loss of the public convenience on the site. Torbay Council has an agreement in place to replace the existing public convenience with a new public convenience within the immediate area. During the period between the demolition of the existing public convenience and the building of the temporary facilities will be provided. The replacement toilet facilities will be provided in an alternative location within the wider area of Goodrington Sands.

It will not be possible to condition the provision of the new toilet facilities as they will be delivered by the Council rather than the applicant on land that is not in the applicant's control. As the Council is a responsible organisation that is capable of delivering this form of development it is considered that there is sufficient certainty that these facilities will be provided.

## 3. Impact on the character of the area and design

Policy DE1 of the Local Plan requires development to positively enhance the built environment, integrate with the existing street scene and features, including trees, protect important local and longer-distance views and impact on the skyline, especially from public vantage points and to evolve high quality architectural detail with a sensitive palette of materials.

The annexe will be sited at the west of the site; it had previously been located on the north elevation. The revised location of the annexe provides a significant separation between it and the existing hotel which allows for a distinctively different



design rationale. The annexe is of a contemporary design, the applicant has worked with the case officer and the Council's design consultant in formulating this design which is now more in line with the suggestions of the Design Review Panel (20.03.2016). Details of the palette of materials are to be submitted prior to the Development Management Committee in order to limit the number or pre-commencement conditions, it has been suggested that three main finish materials should be used, zinc, render and brickwork.

The annexe has been designed to amalgamate the existing red sandstone walls in the car park area which once made up part of a walled garden. The annexe responds to the difference in levels within the car park area.

The area to the west and south-west of the site is screened by large mature trees which would limit the visual prominence of the annexe especially between Spring and Autumn when they are in full leaf. The development would be significantly higher than the boundary wall to the west elevation where there is a public footpath which leads to Goodrington Park and the car park to the north-west. As the development will be prominent from the footpath it is likely that it would be overbearing to a degree. However it will be sited behind the existing high boundary wall and as the area to the west of the footpath is open, this would not significantly increase the feeling of enclosure. Therefore the overall impact on users of the footpath is deemed to be acceptable.

When viewed from the north the annexe would appear to be well separated from the existing hotel building. As it has been moved to the west elevation and turned through 90 degrees. It provides a narrower elevation when viewed from the north and breaks up the built form in this location. The proposal would also be partly obscured by boundary trees. Although the annexe would be slightly higher than the existing buildings on the site, it is not considered that this would be significant when viewed from the wider area or appear as an overdominant addition to the site.

There is an Urban Landscape Protection Areas (ULPA) to the north of the site. The annexe will not undermine the value of the ULPA as an open feature and therefore complies with Policy C5 of the Local Plan.

From the east, seaward side, the annexe would not be highly visible, it would be sited behind the existing built form on the site and although it will be slightly higher the majority will be obscured.

The annexe is considered to be of an appropriate design, scale and height for the location in which it is to be sited, bearing the above points in mind it is considered that the proposal complies with the requirements of Policy DE1.

Policy C2 states that proposals in the developed areas of coast will be permitted where it provides benefit to Torbay's economy and does not unacceptably harm

the landscape character and appearance of natural, historic or geological assets. It is considered that the proposal would provide an economic benefit through jobs and additional spending and would be an acceptable addition to the landscape.

Policy DE4 relates to building heights, this policy states that buildings should be of an appropriate height to the location, historic character and the setting of the development. The three storey nature of the building is considered to be appropriate in this location.

The annexe would be located within close proximity of the Seahorse Centre which provides tourist information and acts as offices for the Coast and Countryside Trust. Although the building would be higher than the Seahorse Centre and has the potential to be somewhat overbearing, it is not a residential property and the proposal would not cause an unacceptable loss of light to functioning office or public areas.

The NPPF is clear that a hotel constitutes a main town centre use and as such, a sequential assessment would normally be required for a new facility. However this application is for an annexe to the existing hotel in this location which is within a Core Tourism Investment Area and is supported in principle by Local Plan Policies TO1, SS1 and SDP1. The applicant has advised that it would not be viable for Premier Inn to operate a standalone 20 bedroom facility in Paignton or the wider area. It is not therefore considered necessary to undertake a sequential assessment in this case given the location and market requirements of Premier Inn to enhance the existing hotel at Goodrington.

#### 4. Impact on transport and car parking

An additional 17 car parking spaces are proposed, although this is 3 spaces less than required by Policy TA3 the reduced parking level is considered to be acceptable given that there are good pedestrian and cycle routes in the area. However further cycle storage should be provided in order to fully appreciate the sustainable nature of the site.

There is considerable alternative pay and display parking in the vicinity which the applicant suggests will be considered within the Car Parking Management Plan. However neither car park is open all day every day and this can therefore limit the potential to be used by customers.

The Car Parking Management Plan is considered to be an important aspect of this application to ensure suitable management of parking takes place. This should be revised to provide a drop off facility which would be appropriate where customers are travelling by train and if nearby car parks are considered to be used within the management plan. This is considered to be important to ensure vehicles dropping off do not block others.

Whilst the level of parking is acceptable, a revised Car Parking Management Plan,

including the provision of a drop off area, an increase in cycle parking provision and electric charging points should be provided. Subject to these revisions and the submission of a travel plan, the proposal is deemed to comply with Policy TA3 of the Torbay Local Plan.

#### 5. Landscaping

The two mature trees to the south of the site play a clear and appreciable role to the character of the landscape and the visual amenity of the area. Although the arboricultural officer advises that these trees could be replaced with trees of a similar size but a more hardy species given the proximity to the coast, the applicant intends to retain the existing trees.

Policy C4 advises that development will not be permitted when it would seriously harm, either directly or indirectly, protected or veteran trees, hedgerows, ancient woodlands or other natural features of significant landscape, historic or nature conservation value. The proposal includes the loss of six individual trees and one tree group.

Although the loss of these trees can be mitigated by additional tree planting to comply with Policy C4, the landscaping scheme submitted with the application does not provide suitable mitigation. A revised landscaping scheme is therefore required.

The proposal does not undermine the value of the ULPA and is deemed to comply with Policy C4.

#### 6. Drainage

The Environment Agency Flood Map identifies that the eastern part of the site including the current building, beer garden and area between the hotel and beach, is designated as Flood Zone 2, the remainder of the site is in Flood Zone 1. The proposed annex is located in the area of the site designated as Flood Zone 1.

The Council's drainage engineer has advised that the developer must carry out trial holes and infiltration tests in accordance with BRE 365 at the location of the soakaways and permeable paving and at the proposed invert level of the soakaways and permeable paving in order to confirm whether or not ground conditions are suitable for soakaways and permeable paving.

The design for the surface water drainage system, soakaways and permeable paving must be submitted showing that they have been designed to cater for the critical 1 in 100 year storm event plus a 30% allowance for climate change. Further information to address this is awaited.

#### CIL

The proposal is for the addition to/improvement of an existing tourist facility, Torbay Council collect CIL payments for new dwellings and for larger out-of-town/district

centre retail and food and drink developments. Therefore the proposal would not attract a CIL payment.

### **Conclusions**

The proposed development provides an improvement to a tourist facility within a Core Tourism Investment Area and therefore complies with Policy TO1 of the Torbay Local Plan 2012-2030. The proposal is deemed to be of an acceptable scale and design and subject to the receipt of further information relating to design and drainage is considered to be appropriate for planning approval, having regard to all national and local planning policies and all other relevant material considerations.

The following outline conditions are deemed necessary with final drafting of conditions to be delegated to the Executive Head of Business Services.

- o The submission of a revised landscaping scheme for approval which shall be implemented prior to the first use of the annexe and retained as such at all times thereafter.
- o The proposal shall be built in accordance with the detailed plans and material samples hereby approved.
- o Submission of a revised travel plan.
- o Submission of a revised Car Parking Management Plan.
- o Prior to the first use or occupation of the annexe, the proposed parking spaces shall be provided for use by residents of the hotel and shall be retained as such at all times thereafter.
- o No external lighting shall be installed on the site until such details have been submitted to and approved in writing by the Local Planning Authority. The lighting shall be installed, operated, and maintained in accordance with the approved details.
- o Implementation of the drainage plan hereby approved.
- o Submission of finished floor levels taken from a fixed ordnance datum point.
- o Notice of at least 14 days in advance of the commencement of the work should be given in writing to the Council's Archaeology Officer and arrangements made for the officer to be on site when groundworks are proceeding. The developer shall allow access at all times for the officer to observe any groundworks or other excavations in order to record items of interest and finds as necessary.

- o If trees T16 and T17 located at the south of the site are damaged beyond retention or removed as a consequence of the development, details of two replacement trees shall be submitted to the Council for approval. The replacement trees shall be planted in the first planting season following the occupation/use of the development or completion of the development, whichever is the sooner, or in earlier planting seasons wherever practicable, and shall be retained at all times thereafter.

**Relevant Policies**

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