

Application Number

P/2011/0632

Site Address

Roscrea Hotel
2 Alta Vista Road
Paignton
Devon
TQ4 6BZ

Case Officer

Mr John Burton

Ward

Roundham With Hyde

Description

Change of use from hotel accommodation to residential care home

Executive Summary/Key Outcomes

The proposal seeks a change of use for the Roscrea Hotel and its conversion into a residential care home, which would operate as an extension to and part of the existing care home which is currently attached. The hotel and care home form a pair of semi-attached properties.

Normally an application such as this would be dealt with under Officer's delegated powers and it is noted that no public representations have been received. However, in view of recent considerations relating to the loss of holiday accommodation within PHAA's, the proposal is referred to Committee for resolution. Officer's opinion is that the proposal is acceptable on each of the main considerations and is not contrary to any relevant national or local policy.

Recommendation

Approval

Site Details

The hotel is part of a pair of semi-detached villas situated at the junction of Alta Vista Road, Roundham Road and Cliff Road. The site is situated within the Roundham and Paignton Harbour Conservation Area and within the Roundham Road East, Paignton Principal Holiday Accommodation Area (as defined by policy TU6.13 of the Saved Adopted Torbay Local Plan).

Detailed Proposals

Permission is sought to change the use of a hotel (defined as a C1 use by the Town and Country Planning Use Classes Order) to that of a Care Home (defined as a C2 use by the Town and Country Planning Use Classes Order). No external alterations are proposed to the appearance of the building. However, alterations within the building would allow internal linking with the attached building so that it could be operated as an extension to the existing care home situated next door. As such, this is not introducing a new use into the area, but improving and expanding an existing established use.

Summary of Consultation Responses

None received.

Summary Of Representations

No representations have been received from the general public.

Relevant Planning History

Car parking and vehicular access, approved 12.08.1982
2 storey extension, approved 15.07.1983
2 storey extension Approved 29.02.1984

Extension to dining room, reception area and bar, approved 03.02.1986
Extension to form new entrance porch, approved 02.08.1990.

Key Issues/Material Considerations

There are 5 key issues for consideration.

The principle of the loss of a hotel within a Principal Holiday Accommodation Area.

The proposal involves the loss of a 17 bedroom hotel which has been formed by extending the original semi at its rear. The property is situated at within the Roundham Road East, Paignton Principal Holiday Accommodation Area (as defined by policy TU6.13 of the Saved Adopted Torbay Local Plan). It has recently been confirmed by the Council that proposals involving the loss of holiday accommodation within a PHAA needs primarily to be judged against policy TU6 in its determination. This policy establishes four criteria that will need to be met before the loss of holiday accommodation or important tourism-related facilities may be permitted.

In relation to criterion (a) the Roscrea Hotel only has a basic range of facilities and offers very little scope or potential for improvement. The hotel, whilst adequate, cannot really be said to compete with the demands of the modern day tourist. Therefore, it is felt that the property complies with this criterion. On (b) the premises have 17 bedrooms which is at the lower end of the economic scale and would certainly restrict competitiveness. On (c) the loss of the premises would not be to the detriment of the holiday character of this particular locality, nor set an unacceptable precedent, as Alta Vista Road has retained limited holiday character at this end.

This limited holiday character accounts for why this part of the PHAA was designated as a green zone where changes of use would be likely to be acceptable according to the revised guidance on 'Principal Holiday Accommodation Areas in response to the Adopted Torbay Tourism Strategy'. Finally, on (d) there are limited surrounding tourism related uses and the neighbouring care home (to which this would be an extension) has operated for many years without known detriment to the limited holiday character and atmosphere of the PHAA. The change of use to form an extension to that care home would sit comfortably in the PHAA, as the nature of the use, which includes facilities for day visitors is compatible with the character of the area.

Therefore on each issue, it is considered that the current proposal is acceptable and meets the tests of policy TU6.

Parking provision

The site is more than adequately provided with car parking and vehicular servicing. There is space at the side and rear of the curtilage, which although unmarked, has satisfactorily served the existing 17 bedroom hotel. The proposal would lead to a reduction in bedrooms as they would need to be increased in size to meet care standards. Also, it is understood that the residents are extremely unlikely to be using cars. The residents of the existing adjacent home are usually taken out by minibus on a Sunday, and a similar arrangement would apply for this proposed use. Therefore space would only realistically be required for visitors, servicing and staff. The standards given in the Saved Adopted Torbay Local Plan state that provision should be made at a ration of 1 space per 8 residents (maximum). This would easily be accommodated on site.

Compliance with policy CF15

This policy states that planning applications for the provision of accommodation designed specifically to meet the needs of the elderly and other people in need of care will be permitted provided that the following criteria are met. On (1), the premises are in a substantially residential area, and it is on a good and accessible bus route. Although the site is not ideally located to local shops and other everyday facilities, it is understood that the residents are unlikely to require these facilities themselves.

On (2) the proposals are within the built-up area and so this criterion does not apply. On (3) there is adequate amenity space within the grounds of the property. On (4), there is sufficient provision for service vehicles and car parking in accordance with the Council's adopted standards. On (5), the change of use would not lead to an over-concentration of uses within the area. The adjoining existing use is the only known care home in the vicinity. It is not considered that an extension to the existing business would be detrimental to the character or amenities of the neighbourhood. On (6), it is understood that the use would operate as the neighbouring use does and therefore there is no reason to doubt that there would be proper care for occupants. This is not really a planning issue in any event. On (7), the character and function of Principal Holiday Accommodation Areas would not be adversely affected as has been argued above.

Design and Conservation Area considerations

The applicant has confirmed that this application does not propose any external alterations to the property and none need to be approved by any permission granted in this regard. Therefore, there are no design issues to consider and there would be no impact upon the Roundham and Paignton Harbour Conservation Area. The proposal does not therefore have to be judged against any of the design policies of the Saved Adopted Torbay Local Plan.

The Planning Obligation

In accordance with policies CF6 and CF7 of the Saved Adopted Torbay Local plan, and the Adopted Supplementary Planning Document 'Planning Contributions and Affordable Housing: Priorities and Delivery' (as amended), the proposal has to be tested to see whether any financial contributions would be due in order to offset costs that might arise from the use that would otherwise have to be met by the Local Authority.

The main areas of contribution would fall under the headings of waste management, sustainable transportation, lifelong learning and greenspace. It is clear from the criteria given in the adopted policy documents that the contribution due in respect of health and social care uses would be massively less than that expected from the hotel and catering sector. In the case of sustainable transportation, the contribution due for a care home would be less than half of that required for a hotel use. Lifelong learning and open space are based on the number of occupants/residents and there would be less with the proposed use (reduction in bedrooms). As a business, the proposed use is likely to use private waste collection services. Therefore, the amount due in respect of this proposal can be mitigated against the existing use, and it is clear that the costs that would arise as a result of the change of use would be significantly less. It is not reasonable therefore to impose a planning obligation for financial contributions.

Economy -

The proposal would create jobs for staff, carers, caterers and cleaners. The applicant has stated that the new use would create approximately 8 FTE staff positions. It is likely that the jobs created would be similar in number to those lost with the previous use as a hotel.

Closing the gap -

The proposal would provide for accommodation for the elderly and those in need of care which could otherwise fall upon the Local Authority to provide.

Climate change -

It is clearly more sustainable and economically sensible through economies of scale to extend and improve an existing operation rather than set up a new unrelated use.

Conclusions

On the 5 key issues, the proposal is considered to be acceptable. There would not be any adverse impact upon the Principal Holiday Accommodation Area as a result of the loss of this hotel. The

parking and vehicular servicing provision is considered to be more than adequate. The proposal complies with the tests of policy CF15 regarding the provision of accommodation for people in need of care. There are no design or conservation Area considerations, primarily because no external alterations are proposed. The costs that might arise from the proposed use would be considerably less than those involved with the current authorised use and therefore it is not felt appropriate to ask for a planning obligation to secure financial contributions.

Informative(s)

01. The proposal makes no reference to any external alterations to the property and it is understood that none are required. The applicant is therefore advised that no external alterations have been authorised. Any external alterations that may subsequently be required could require the benefit of planning consent and the owner, or any future successor in title, would be advised to check the requirements at that time.

Relevant Policies

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