Reference:	16/01757/FUL		
Ward:	Thorpe		
Proposal:	Change of use of residential dwelling (Class C3) into 7 hotel rooms ancillary to existing Roslin Hotel (Class C1)		
Address:	10 Clieveden Road, Thorpe Bay, Essex, SS1 3BL		
Applicant:	Mrs J Dallimore		
Agent:	APS Design Associates Ltd.		
Consultation Expiry:	23.11.2016		
Expiry Date:	23.12.2016		
Case Officer:	Janine Rowley		
Plan Nos:	01b; 02b; 11; 10		
Recommendation:	GRANT PLANNING PERMISSION		



1 The Proposal

- 1.1 The application proposes to change the use of the existing residential dwelling (Class C3) into 7 hotel rooms ancillary to existing Roslin Hotel (Class C1).
- 1.2 No external alterations are proposed to the existing building. The parking arrangement will also the remain as existing with three spaces fronting Clieveden Road. The existing garden to the rear of the building is also to be retained.
- 1.3 It should be noted the existing Roslin hotel has 54 bedrooms, 61 members of staff and 62 parking spaces. The internal layout of the 54 bedrooms include 10 to the ground floor, 27 to the first floor, 9 to the second floor of the main Roslin Hotel, and 8 within the business centre (formerly no. 8 Clieveden Road).
- 1.4 The proposed change of use of no. 10 Clieveden Road will therefore increase the hotel bedrooms to 61 bedrooms with 67 parking spaces and 73 members of staff.
- 1.5 It is noted a further planning application has been received in relation to the erection of single storey front extensions, which will result in the loss of two bedrooms under application 16/01580/FUL if implemented.

2 Site and Surroundings

2.1 The application site is located on the eastern side of Clieveden Road. To the north and west of the side are two storey detached and semi-detached properties. The adjoining property no. 8 Clieveden Road has been converted into hotel accommodation under application 95/0261. The existing building is two storey with roof accommodation and is residential in character matching the adjoining property no. 8. The Roslin Hotel is located to the south of the property and the garden area to the rear abuts the parking area.

3 Planning Considerations

3.1 The key considerations of this application are the principle of the development, design and impact on the character of the area, traffic and transport and impact on residential amenity and CIL.

4 Appraisal

Principle of Development

National Planning Policy Framework DPD 1 (Core Strategy) Policies KP1, KP2, CP4 and CP8; DPD 2 (Development Management Document) policies DM1, DM12 and the Design and Townscape Guide

4.1 Part 2 of Policy CP8 of the Core Strategy DPD1 states:

"Residential development proposals will be expected to contribute to local housing needs, including affordable and special needs provision, and the sustainable use of land and resources. To achieve this, the Borough Council will:

2. Resist development proposals that involve the loss of existing valuable

residential resources, having regard to the limited land resources in the Borough, the need to safeguard an adequate stock of single family dwellinghouse, and to protect the character of residential areas".

- 4.2 In light of the above, the proposal is contrary to policy CP8 of the Core Strategy DPD1. However, the Council seeks to encourage tourist and leisure facilities as set out in Policy KP1 of the Core Strategy DPD1, which states:
- 4.3 "Seafront to enhance the Seafront's role as a successful leisure and tourist attraction and place to live, and make the best use of the River Thames, subject to the safeguarding of the biodiversity importance of the foreshore".
- 4.4 Furthermore, policy DM12 part 1 of the Development Management Document DPD2 states:

"New visitor accommodation will be focused within the Southend Central Area, London Southend Airport area and at locations with good access and a clear and strong relationship with the Seafront (the 'Key Areas'). Proposals must relate well to strategic routes and the distributor road network, have good public transport accessibility, and meet the requirements of other relevant planning policies".

4.5 Policy DM12 of DPD2 goes on to state in paragraph 5.30 states;

"Tourism and cultural industries within Southend are important for sustained economic growth in the Borough. Visitor accommodation is an important part of the tourism sector, which is emphasised in the Southend-on-Sea Local Economic Assessment 2013. This document notes that whilst only 5% of visitors to Southend stay overnight, 28% of tourism jobs in Southend are sustained by overnight stays. There are opportunities in Southend to develop this sector by promoting the following market segments:

☐ Higher income group day visitors – drawn by developing cultural attractions; ☐
Short break activity weekends - based on watersports, kitesurfing, golf, riding,
indoor tennis, arts festivals;
□ Business conference tourism – following the establishment of recent
quality hotel conferencing facilities with potential for this sector to grow;
□ Foreign language students – using out of term student accommodation; and
□ London staying visits – utilising the regular, accessible and direct rail
links from Southend to London".

Paragraph 31 of policy DM12 DPD2 goes on to state:

"The Southend-on-Sea Hotel Futures Report 2010 made an assessment of potential hotel market demand and indicated potential for future growth in this sector over the next 20-years. It is necessary therefore that the Borough Council manages this growth in a sustainable manner that positively contributes to the Borough's regeneration and economic objectives".

- 4.6 The existing property is a semi-detached house and adjoins no. 8 Clieveden Road, which has been previously converted into staff and hotel accommodation (95/0261-the conversion included 9 rooms that could be used as either hotel bedrooms or staff accommodation). The Roslin Beach Hotel is the only four star hotel in Southend opposite the seafront on Western Esplanade and the siting of the hotel meets the policy objectives of policy KP1 of the Core Strategy DPD1 and policy DM12 of the Development Management Document DPD2 given that it offers facilities that enhances the seafronts role as a leisure and tourist facility attracting visitors to the town.
- 4.7 As set out in Policy DM12 of the Development Management Document DPD2 above visitor accommodation is an important part of the tourism sector, whilst there is a presumption against the loss of single family dwellinghouses no. 8 Clieveden Road has already been converted for hotel use and this proposal would rationalise this pair of semi-detached properties being in the same use (Class C1). The proposed change of use will also enable the Roslin Hotel to upgrade existing facilities converting a number of small bedrooms to provide suites providing a higher standard of accommodation and facilities available to guests and visitors to the hotel.
- 4.8 On balance, whilst the proposal will result in the loss of dwellinghouse weight is given to the proposed change of use to a hotel which will enable the Roslin hotel to upgrade existing facilities providing a high standard of accommodation, which is important to attracting visitors not only tourist and cultural industries but for sustained economic growth within the Borough in accordance with policy KP1 of the Core Strategy DPD1 and DM12 of the Development Management Document DPD2. As such it is considered the benefits in this regard outweigh the loss of the dwelling house in this instance.

Design and Impact on the Character of the Area:

National Planning Policy Framework; DPD1 (Core Strategy) Policies KP2 and CP4; Development Management Plan DPD2 policy DM1 and the Design and Townscape Guide SPD1 (2009).

4.9 No external alterations are proposed to the existing building or the front parking area other than the existing front door on Clieveden Road will be sealed up. Further details on landscaping will be required by condition as it is not clear how the garden area will be used and it is noted the front door along Clieveden Road will no longer be used, however will remain.

Traffic and transportation

National Planning Policy Framework; DPD1 (Core Strategy) policies KP2, CP4, CP3; policy DM15 of the DPD2 (Development Management Document) and the Design and Townscape Guide SPD1.

4.10 The existing hotel has 54 bedrooms and 62 parking spaces. This application seeks to increase the hotel bedrooms to 61 bedrooms with 67 parking. It is noted a further application has been submitted for changes to the front of the Roslin and this will result in the loss of two bedrooms under application 16/01580/FUL, however the

planning application is yet to be determined. Policy DM15 of the Development Management Document DPD2 requires 1 space per bedroom therefore the parking provision will still be in excess of the current standards with 67 parking spaces for 61 bedrooms. The proposal will result in 12 additional employees increasing from 61 to 73 members of staff.

- 4.11 The hotel already operates a travel plan following the approval of a previous application 15/01815/FUL. The travel plan included a number of aspirations including an action plan, setting targets, providing members of staff with a travel pack and a travel plan co-ordinator to ensure the on-going monitoring and review of the travel plan to discourage single occupancy trips and encourage sustainable transport choices including cycling and a car share system.
- 4.12 Taking all of the above into account it is concluded that the parking provision is acceptable.
- 4.13 Appendix 6 of the Development Management Document DPD2 requires 1 cycle space per 5 members of staff plus 1 space per 10 bedrooms. Following the approval of the travel plan 20 cycle spaces were recommended to be provided on site including 12 spaces for members of staff and 6 for the hotel rooms as per policy DM15 of DPD2 requirements set out above. The number of staff has increased from 61 to 73 requiring 15 cycle spaces for staff and 6 spaces are required for the 57 bedrooms in accordance with policy DM15 of the Development Management Document DPD2. Third party representations have been received stating the cycle storage has not been fully implemented on site therefore condition will be imposed to ensure 21 cycle spaces are provided to comply with policy DM15 of DPD2 and full details are submitted to and agreed by the local planning authority.
- 4.14 To summarise no additional car parking is required as part of the proposed development by policy DM15 of the Development Management Document DPD2. Furthermore, taking into account the existing travel plan that has been adopted and will be monitored no objections are raised on highway grounds.

Impact on Residential Amenity:

National Planning Policy Framework, Development Management DPD2 policy DM1, Core Strategy Policies KP2 and CP4, Development Management Document DPD2 policy DM1 and the Design and Townscape Guide (SPD1)

4.15 Policy DM1 of the Development Management Document states that any new development should protect the amenity of the site, immediate neighbours, and surrounding area, having regard to privacy, overlooking, outlook, noise and disturbance, visual enclosure, pollution, and daylight and sunlight. Paragraph 343 of SPD1 (under the heading of Alterations and Additions to Existing Residential Buildings) states, amongst other criteria, that extensions must respect the amenity of neighbouring buildings and ensure not to adversely affect light, outlook or privacy of the habitable rooms in adjacent properties.

- 4.16 In terms of levels of activity, the proposed conversion will result in some increase of visitors to the property. However, given the existing hotel involves traffic movements and noise generation by people staying at no. 8 Clieveden Road or visiting the main hotel on balance, it is considered that the levels of activity would not be such that would result in unacceptable noise and disturbance to the nearby residential properties. A condition in relation to the deliveries to the site will be imposed as per the previously approved application 07/01860/FUL.
- 4.17 No external alterations are proposed and it is therefore not considered the proposal would result in a greater or material harmful impact on the amenity of the nearby neighbours to the north and west of the site.

Community Infrastructure Levy (CIL) Charging Schedule.

4.18 This application is CIL liable. However, the existing floorspace is considered to fulfil the "in-use" test as set out in CIL Regulation 40 and as such there is no net increase in floorspace and no CIL charge following a site visit whereby the house has been in occupation.

Conclusion

4.19 On balance, whilst the proposal will result in the loss of dwellinghouse weight is given to the proposed change of use to a hotel which will enable the Roslin hotel to upgrade existing facilities providing a high standard of accommodation, which is important to attracting visitors not only tourist and cultural industries but for sustained economic growth within the Borough in accordance with policy KP1 of the Core Strategy DPD1 and DM12 of the Development Management Document DPD2. As such it is considered the benefits in this regard outweigh the loss of the dwelling house in this instance. The parking provision complies with current policy and it is not considered the proposal will result in demonstrable harm to nearby residential occupiers.

6 Planning Policy Summary

- 6.1 The National Planning Policy Framework (2012)
- 6.2 Development Plan Document 1: Core Strategy Policies KP1 (Spatial Strategy), KP2 (Development Principles), CP3 (Transport and Accessibility) and CP4 (Environment & Urban Renaissance)
- 6.3 Development Management Plan policies DM1 (Design Quality), DM6 (The Seafront), DM12 (Visitor Accommodation), DM15 (Sustainable Transport Management)
- 6.4 Supplementary Planning Document 1: Design & Townscape Guide (2009)
- 6.5 CIL Community Infrastructure Levy Charging Schedule

7 Representation Summary

Design and Regeneration

7.1 No comments.

Transport and Highways

7.2 The site is situated near to Walton Road and Clieveden Road both roads having a parking restriction in place from 9am – 6pm March – October which prevents parking within this time period. The vast majority of the dwellings within these roads have off street parking with vehicle crossovers to gain access, because of this feature this reduces the opportunity for additional on street parking. It should be noted that Colbert Avenue is unrestricted for on street parking with the exception of junction protection to adjoining roads.

The applicant has requested a change of traffic regulation order via the traffic and working party committee, this is outside of this planning application and cannot be considered as part of this application.

The Policy parking requirement for a 54 bedroom hotel is 1 space per room. The applicant currently has 62 car parking spaces which exceeds the current policy requirement.

The proposal will employ 73 staff therefore the applicant is required to provide 21 cycle parking spaces (for both members of staff and number of bedrooms) to comply with current policy this should be conditioned.

The applicant has exceeded the parking standards required for a 61 bedroom hotel given the revised layout of 67 parking spaces and is required to provide 21 cycle stands for staff and future visitors. The applicant has previously submitted a travel plan which has been independently assessed and found to be acceptable.

Given the above information and policy compliant parking for vehicles and cycle parking there are no highway objections to this proposal.

Environmental Health

7.3 Recommended conditions:

- External lighting shall be directed, sited and screened so as not to cause detrimental intrusion of light into residential property. Prior to installation of external lighting an assessment using the Institution of Lighting Engineers Guidance Note for the Reduction of Obtrusive Light shall be submitted to and approved in writing by the LPA.
- 2. To protect the environment of people in neighbouring properties and general environmental quality from the intrusion of noise and vibration by ensuring that the plant/machinery hereby permitted is not operated at hours when external background noise levels are quietest. This is in accordance with the National Planning Policy Framework (NPPF), DPD1 (Core Strategy) 2007 policy KP2 and CP4, and Borough Local Plan 1994 policy.
- 3. The developer should also consider control measures detailed in Best Practice Guidance "The control of dust and emissions from construction and demolition". http://www.london.gov.uk/thelondonplan/guides/bpg/bpg_04.jsp

- 4. Construction hours restricted to 8am 6pm Monday to Friday, 8am 1pm Saturday and not at all on Sundays or Bank Holidays.
- 5. All deliveries and collections to be between: 07:00-19:00 hrs Monday to Friday; and 08:00-13:00 hrs Saturday; with no deliveries on Sundays or Bank Holidays [Officer Comment: A condition relating to deliveries has been previously accepted under application 07/01860/FUL whereby the Roslin Hotel was conditioned stating: Loading or unloading of goods or materials shall not take place on the land before 0900 hours or after 2100 hours Monday to Saturday and before 0900 hours or after 1700 hours on Sundays. In light of this is considered reasonable to impose the same condition given the deliveries take place to the rear of the main building].

Public Consultation

- 7.4 A site notice displayed on the 02.11.2016 and 9 neighbours notified of the proposal. 21 letters of objection have been received stating:
 - Losing family homes to an already overdeveloped plot;
 - Lost one house in Walton Road and now 3 including the corner house of Eastern Esplanade and Clieveden Road;
 - Whilst the business wants to get bigger and means more revenue and business and local taxes it is not appropriate;
 - Noise and disturbance;
 - Devaluing houses [Officer Comment: This is not a material planning consideration];
 - How many more houses can they buy and how big is this venture going to be allowed to grow;
 - The hotel is overshadowing peoples enjoyment in the local area;
 - The parking restrictions are lifted shortly for the winter period in Clieveden Road, as both the Council and local residents are aware, parking in the area has become a serious problem. The highways department should put double yellow lines along one side of Clieveden Road with the current seasonal restrictions remaining in force to just one side of the street, the cars could get up and down the road without difficulty, also double yellow lines around the bend near the church in Colbert Avenue/Warwick Road this bend is treacherous in icy weather and the Colbert Avenue area is well known route for driving schools;
 - Hotel being able to develop with no regard to the disruption being caused to the area:
 - Increased risk of traffic accidents;
 - Roslin delivery vehicles are blocking the side roads;
 - The Roslin have paid nothing towards improving local facilities for local residents;
 - The Roslin can accommodate up to potentially 400 people given the number of bedrooms, restaurant and function rooms;
 - As a doctor living locally I am concerned I will be unable to get out in an emergency and do not wish for the hotel to creep up the street;
 - It is quite unreasonable to allow further expansion of this hotel as if this was to happen then the hotel would have trebled the size of the original hotel.

The traffic congestion, noise, problems with hotel deliveries, and general inconvenience that residents have suffered has now reached a saturation point. This area cannot take another seven hotel bedrooms because this would increase traffic congestion, extra vehicles not only belonging to additional hotel guests but also from the extra maintenance and housekeeping staff.

- The Roslin Hotel have continually had planning applications submitted to you
 over the last ten years, please now consider the residents of our area and
 agree that the hotel has been given huge expansion opportunities to date. It
 is time for the residents to be considered. Please reject this application.
- Change of character from period houses on both sides of the length of the road:
- Roslin is a party venue and the surrounding area is suffering;
- When will development stop as this is overdevelopment of the site;
- The hotel advertises a number of offers attracting visitors therefore affecting the highway network and surrounding area;
- The business centre is not for staff accommodation but for hotel use [Officer Comment: Following a review of the planning history application 95/0261 planning permission was granted to use no. 8 Clieveden Road as either staff accommodation or hotel guest bedrooms as annexe to the Roslin Hotel. Therefore, no. 8 Clieveden Road is taking into account in terms of the nos. of bedrooms on site as detailed under paragraph 1.4 above. Furthermore, the original permission did not include specific conditions restricting the bedroom uses for either staff or hotel guests].
- 7.5 A pro forma letter has been circulated with the same information and 23 different signatures objecting on the following grounds:
 - Overdevelopment of the site;
 - Regis Group Entertainment have purchased nearby properties over the last 10 years and created a enormous sized plot compared to the original;
 - Hotel appears to be on one track only to be the largest 5 star hotel outside of London;
 - Change of use within the hotel structure, the hotel bedrooms are acting as an auxiliary function to the other hotel facilities [Officer Comment: The Roslin is still functioning as a hotel and the additional uses related to entertainment, weddings and spa facilities are ancillary to the existing hotel use];
 - The hotel are constantly adding applications reducing and merging bedrooms and creating other areas for treatment/function rooms;
 - The existing expansion of the hotel has had a significant impact on the character and appearance of the surrounding area already;
 - Preservation of residential uses and this will result in the loss of a family dwelling contrary to policy H4 of the Borough Local Plan that will only accept loss of houses in exceptional circumstances. There is a shortage of housing stock in the borough. The current property is occupied and in good working order and no need to be converted to a hotel use [Officer Comment: Policy H4 of the Borough Local Plan is no longer adopted policy];
 - The proposed site will increase footfall as additional staff will be hired to look after the bedrooms. It is a substantial family property, the current application

- is disjointed between the hotel and this property and does not fit with the hotel:
- This business is trying to compete with hotels in the town centre but hotels in the town centre have access to large car parks compared to this residential area:
- The proposal will result in noise pollution and there will be more traffic movements associated with the use, there are constant revellers exiting the business late at night;
- A hotel of this size should increase the parking and there is not enough for members of staff, hotel guests or visitor they constantly park in the surrounding areas;
- The cycle parking has not been implemented correctly and should be as per the travel plan [Officer Comment: A condition will be imposed to ensure the cycle storage provided is in accordance with policy DM15 of the Development Management Document DPD2];
- The applicant has failed to include a full set of drawings of the hotel as rooms at first floor are merging and total of 9 rooms are lost within the hotel since application 15/01815/FUL [Officer Comment: Existing rooms within the hotel do not require planning permission to change as long as the hotel is still functioning as hotel, in this case the Roslin is];
- Number of planning application and errors, there have been 20 entries under the Roslin hotel and the applicants have made a number of amendments, they have submitted multiple applications. The hotel continue to amend the internal layout [Officer Comment: Officers have carried out a site visit to ensure the rooms as shown on the drawings are correct in terms of rooms to be lost or merged];
- 7.6 Councillor Woodley has requested this application be dealt with by Development Control Committee.

8 Relevant Planning History

- 8.1 The site is the subject of an extensive planning history the most relevant application:
- 8.2 Erect ground floor extensions to front elevation, extend and alter existing front porch incorporating revolving door and alterations to front entrance steps- Pending consideration (16/01580/FUL)
- 8.3 Demolish existing conservatory and glazed enclosures to front, erect single storey front extension with roof lantern, terraces areas, erect terraces to first floor front elevation and alter boundary wall to front (Amended Proposal)- Granted (15/01815/FUL)
- 8.4 Demolish existing conservatories and glazed enclosures to front, erect single storey front extension with roof lantern and part raised roof, form raised terrace to side, erect terraces and brises soleil to first floor front elevation- Granted (15/00822/FUL).
- 8.5 Erect single storey front extension, extend existing terraced area, form new entrance steps and install revolving doors to front- Granted (14/01234/FUL).

8.6 Erect two storey and first floor rear extensions to form rear entrance and Spa facilities with terrace to front- Granted (14/01649/FUL).

9 Recommendation

Members are recommended to GRANT PLANNING PERMISSION subject to the following conditions:

1 The development hereby permitted shall begin not later than three years from the date of this decision.

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

The development hereby permitted shall be carried out in accordance with the following approved plans: 01b; 02b; 11; 10.

Reason: To ensure that the development is carried out in accordance with the provisions of the Development Plan.

The premises shall be used to provide sleeping accommodation for hotel guests and staff ancillary to the Roslin Hotel and for no other purpose.

Reason: To safeguard the character and amenities of the area and to protect the amenities of adjoining residential properties in accordance with the National Planning Policy Framework (NPPF), DPD1 (Core Strategy) 2007 policy KP2, DPD2 (Development Management Document) policy DM1 and SPD1 (Design and Townscape Guide).

The development hereby approved shall not be occupied until detailed cycle for 21 cycles storage including siting have been submitted to and approved by the local planning authority, as installed and remain in situ thereafter.

Reason: To ensure that satisfactory off cycle off-street car parking is provided in the interests of residential amenity and highways efficiency and safety, in accordance with the National Planning Policy Framework (NPPF), DPD1 (Core Strategy) 2007 policy KP2, DPD2 (Development Management Document) policy DM15 and SPD1 (Design and Townscape Guide).

External lighting shall be directed, sited and screened so as not to cause detrimental intrusion of light into residential property. Prior to installation of external lighting an assessment using the Institution of Lighting Engineers Guidance Note for the Reduction of Obtrusive Light shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To protect the amenities of the occupiers and adjacent residential occupiers in accordance with DPD1 (Core Strategy) policies KP2 and CP4, Policies DM1 and DM8 of the Development Management DPD2 and SPD1 (Design and Townscape Guide).

6 Details of any plant equipment to be installed shall be submitted to and agreed in writing by the local planning authority including an acoustic report

to ensure protection of people in neighbouring properties and general environmental quality from the intrusion of noise and vibration by ensuring that the plant/machinery hereby permitted is not operated at hours when external background noise levels are quietest.

Reason: To protect the amenities of future hotel guests and adjacent residential occupiers in accordance with DPD1 (Core Strategy) policies KP2 and CP4, policy DM1 of the Development Management DPD2 and SPD1 (Design and Townscape Guide).

7 Construction hours restricted to 8am – 6pm Monday to Friday, 8am – 1pm Saturday and not at all on Sundays or Bank Holidays.

Reason: To protect the amenities of future hotel guests and adjacent residential occupiers in accordance with DPD1 (Core Strategy) policies KP2 and CP4, policy DM1 of the Development Management DPD2 and SPD1 (Design and Townscape Guide).

8 All deliveries and collections shall not take place on the land before 0900 hours or after 2100 hours Monday to Saturday and before 0900 hours or after 1700 hours on Sundays.

Reason: To protect the amenities of future hotel guests and adjacent residential occupiers in accordance with DPD1 (Core Strategy) policies KP2 and CP4, policy DM1 of the Development Management DPD2 and SPD1 (Design and Townscape Guide).

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern with the proposal and discussing those with the Applicant. Unfortunately, it has not been possible to resolve those matters within the timescale allocated for the determination of this planning application and therefore, the proposal is not considered to be sustainable development. However, the Local Planning Authority has clearly set out, within its report, the steps necessary to remedy the harm identified within the reasons for refusal - which may lead to the submission of a more acceptable proposal in the future. The Local Planning Authority is willing to provide pre-application advice in respect of any future application for a revised development.

Informative

You are advised that in this instance the development is CIL liable. However, the existing floorspace has been taken into consideration and as there is no net increase in floorspace, the chargeable amount for the Community Infrastructure Levy (CIL) has been calculated as zero in accordance with CIL Regulation 40.