

PLANNING COMMITTEE

Report of: Director of Development

Date: 22 May 2018

Application No.: 17/1285/PA

Proposal: Change of use of former hotel to 48 bedroom care home

Location: Cleddau Bridge Hotel, Essex Road, Pembroke Dock,
Pembrokeshire, SA72 6EG

Applicant: Mr John Smith

THIS APPLICATION IS FOR COMMITTEE CONSIDERATION AS IT IS FOR A RESIDENTIAL INSTITUTION (C2 USE CLASS) OVER 500 SQUARE METRES IN FLOORSPACE (PARAGRAPH 1(f) OF THE SCHEME OF DELEGATION)

1. Recommendation:

- 1.1 It is recommended that the application be APPROVED subject to the following conditions:
- Timescale for implementation
 - Development to be carried out in accordance with approved plans
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2. Main Issues

2.1 The main issues raised by this application are:

- Whether the principle of development is acceptable (Policies SP 1, SP 12, SP 13, SP 14 and GN.30)
- Whether the proposal has an acceptable impact on the character and appearance of the area and on amenity (Policies GN.1 and GN.2)
- Whether the proposal has an acceptable impact on the highway network and provides for acceptable access arrangements (Policy GN.1)

3. Description of site

- 3.1 The application site comprises the former Cleddau Bridge Hotel and its associated car parking and external areas. The building comprises two storeys over a split level with ground levels falling to the north. The building has a footprint of 1,700 square metres. The site is located within the settlement

boundary of Pembroke Dock. Access is gained via Essex Road to the south which joins the A477 to the east. Residential properties lie to the south and west and the Milford Haven Waterway and Cleddau Bridge lie to the north and north east respectively.

4. Proposal

- 4.1 This full planning application seeks permission for the change of use of the building from a hotel (C1 Use Class - Hotels) to a care home (C2 Use Class – Residential Institution) for the elderly. The proposed care home would comprise 48 bedrooms, nursing/bathroom/treatment rooms and lounge/dining/kitchen areas. The care facility would operate over the existing two floors. Vehicular and pedestrian access to the site would not be altered. The proposal does not include any external works other than the rationalisation of the existing car parking areas and landscaping of the courtyard in order to provide a secure resident's garden. Works to convert the building to a care home would be limited to internal alterations to the existing layout. The application indicates that approximately 40 full time jobs would be created by the proposal.

5. Planning History

- 5.1 Planning permission for an extension to the hotel to provide additional function facilities and 16 additional bedrooms granted on 8th August 2005 (application reference 04/1571/PA).

6. Evaluation:

Whether the principle of development is acceptable

- 6.1 Policy SP 1 (Sustainable Development) of the Local Development Plan (LDP) for Pembrokeshire is an overarching strategic policy which requires development proposals to demonstrate how positive economic, social and environmental impacts would be achieved and adverse impacts minimised. The proposal is for the change of use of the building from a hotel (C1 Use Class - Hotels) to a care home (C2 Use Class – Residential Institution). The proposal would achieve not only social benefits by providing accommodation for people in need of care but also economic benefits that would arise from the establishment of a new business and employment generation as well as from any necessary alterations to the existing building to facilitate the proposed change of use. The building is in a sustainable location, in close proximity to many services and facilities. The development has the potential to contribute to regeneration and to have positive economic and social impacts. The main positive environmental impact would be the re-use of an existing building. As such, the proposal would accord with the strategic aims of policy SP 1.
- 6.2 The application site is located within the Hub Town of Pembroke Dock. Development in this location is promoted by policy SP 14 (Hub Towns) which supports and reinforces this role, with opportunities for high quality accommodation and new commercial facilities among others. The site is located within the defined settlement boundary, where the principle of development is appropriate subject to detailed assessment, by reason of policy

SP 13 (Settlement Boundaries) of the LDP.

- 6.3 Policy GN.30 (Specialist and Supported Accommodation) permits the development of specialist and supported residential accommodation where a need for such a facility has been identified and where, in the case of new facilities, it would be located within or immediately adjoining a settlement boundary, or involves the adaptation or conversion of an appropriate existing building. The supporting text to the policy indicates that a clear, quantifiable and identified need for the facility must be proven. A planning statement accompanies the application which includes a search for care homes within the vicinity of the site. This has highlighted an under provision of care homes within a 2 mile radius. There are ten care facilities within 2 miles of the application site with three of these being small scale care homes (accommodating 10 or less residents). Furthermore, many of these care facilities provide specialised care as opposed to a more generalised care service. The evidence that has been provided sufficiently demonstrates an identified need for the facility. The application site is located within the settlement boundary for Pembroke Dock and given that the proposal comprises the adaptation/conversion of an appropriate existing building it is considered that the proposal complies with criterion 1 of policy GN.30. Furthermore, given the nature of the existing site it is considered that access arrangements would allow for the safe manoeuvring of pedestrians, cars, ambulances and delivery and service vehicles in accordance with criterion 3 of policy GN.30.

Impact on character and appearance of the area and on amenity

- 6.4 No physical changes to the building are required to enable the proposed change of use to a care home. The proposed change of use would almost exclusively be restricted to internal changes in order to accommodate the proposed 48 bedrooms, nursing/bathroom/treatment rooms and lounge/dining/kitchen areas. The care facility would operate over the existing two floors with the size and number of bedrooms being as a result of detailed analysis of the need for the facility by the operator. A secure resident's garden would be provided within the existing courtyard.
- 6.5 Taking the above into account it is considered that the proposed change of use would result in little alteration to the existing appearance and operation of the site and surrounding area. Taking into account the above, it is considered that the proposal would accord with the relevant requirements of policies GN.1 (General Development Policy) and GN.2 (Sustainable Design) in respect of design and amenity.

Impact on highway network and acceptability of access and parking arrangements

- 6.6 Vehicular and pedestrian access would not be altered and sufficient car parking for both staff and residents would be provided. The site is located within 250 metres of the A477 and is accessible by a range of public transport options. The Head of Highways and Construction has no objection to the proposal. It is considered that the proposal would have an acceptable impact on the adjacent highway network and provides for acceptable access and

parking arrangements. As such the proposal would comply with criteria 5 and 6 of policy GN.1 (General Development Policy).

Other matters

Drainage arrangements

- 6.7 The application proposes no alteration to the existing surface water and foul water drainage arrangements. The Council Head of Highways and Construction (Drainage) raises no objection given that the proposed change of use would not alter the current surface water regime. Dwr Cymru Welsh Water has been consulted and raises no objection to the proposal but recommends a condition to restrict surface water from any increase in the roof area of the building/or additional impermeable surfaces within its curtilage being disposed of to the public sewerage system. Given that the application does not propose any additions to the building or increase in impermeable areas within its curtilage and that any such additions would require planning permission in their own right, the condition is not considered necessary. Notwithstanding this, it is considered that the proposal would accord with criterion 6 of policy GN.1.

Representations

- 6.8 One representation has been received which has raised concern in relation to potential increase in traffic and querying which entrance would be used for deliveries, etc. However the existing hotel would attract a significant volume of traffic and the proposed change of use would not result in any significant increase over that which could currently take place. Pembroke Dock Town Council has made a number of comments. The first point has been resolved by the submission of an amended application form with a correctly completed ownership certificate. The other two points are not material planning considerations.

Conditions

- 6.9 Other than the conditions listed in paragraph 1.1 of this report, no other conditions are considered necessary. The conditions are required to make the development acceptable in planning terms. The recommended conditions meet the tests of Circular 016/2014 (The Use of Planning Conditions for Development Management).

Conclusion

- 6.10 A need for the proposed development has been adequately evidenced and the proposed care home is considered to be appropriate and compatible with the site and its location. Furthermore, the proposal provides for acceptable highways and drainage arrangements and would have an acceptable effect on the character and appearance of the area and on local amenity. In this respect the proposal accords with the policies SP 1, SP 12, SP 13, SP 14, GN.1, GN.2 and GN.30 of the LDP. Accordingly, approval of the application is recommended subject to the conditions stated in paragraph 1.1 of this report.

6.11 In reaching a recommendation, regard has been given to the requirements of sections 3 and 5 of the Well Being of Future Generations (Wales) Act 2015. It is considered that this recommendation is in accordance with the Act's sustainable development principle through its contribution towards the Welsh Ministers' well-being objective of supporting safe, cohesive and resilient communities.

Annex

A.1 The Development Plan/Other Material Considerations.

A.1.1 The Local Development Plan

Policy SP 1 Sustainable Development

Policy SP 12 The Settlement Hierarchy

Policy SP 13 Settlement Boundaries

Policy SP 14 Hub Towns

Policy GN.1 General Development Policy

Policy GN.2 Sustainable Design

Policy GN.30 Specialist and Supported Accommodation

A.1.2 Other Material Considerations/ Weight Attached

Planning Policy Wales (PPW) (Edition 9, 2016)

Significant weight

Technical Advice Note (TAN) 23: Economic Development (2014)

Significant weight

Council's Parking Standards (adopted 24th June 2013)

Significant weight

A.2 Consultation Responses

A.2.1 Dwr Cymru Welsh Water

No objection provided condition and advisory note are included on any consent granted

A.2.2 Head of Highways and Construction

Highways

No objection

Drainage

No objection

A.2.3 Head of Public Protection

No response received to date

A.2.4 Pembroke Dock Town Council

Does not support the application for the following reasons:

- Information relating to ownership on the application form is incorrect
- Concerned that a lack of consideration has been given to hotel staff with closure of the hotel
- Question the ability of the company to operate and manage a care home

A.2.5 Representations

1 letter has been received which makes the following comments:

- Pleased that the plans do not alter the car park, leaving the view from the front of the property (estuary, bridge) unchanged.
- Concern over a possible increase in traffic using the car park, particularly at night.
- Seeks confirmation that ambulances, for example, will use the rear entrance where hotel deliveries are made.

Background Documents:

(Copies of all the Background documents referred to in this report are available on the planning application file for inspection by Members of the Planning and Rights of Way Committee on request to the Planning Support Team).

- Consultation replies from Dwr Cymru Wlesh Water, Head of Highways and Construction (Highways and Drainage) and Pembroke Dock Town Council.
- 1 letter of representation