



Supporting Planning and Design Statement  
July 2018

# Treboeth Guest House

JACKSON PLANNING

## Treboeth Guest House

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## **I. Introduction**

- I.1 This statement supports the planning application for a two-storey side extension and internal alterations to Treboeth Guest House, Buzza Street.
- I.2 The proposed works to the guesthouse will improve the internal standard of accommodation and the external appearance of the building.

### **The Proposal**

- I.3 The current proposal is for the following works:
- Two storey side extension to form 3 additional en suite bedrooms with one family suite
  - New open courtyard spaces at ground floor
  - Relocate kitchen
  - Cladding side elevation in timber at first floor.
- I.4 The applicant is Tregarthen's Hotel Ltd.
- I.5 The approach to the proposal was to devise a solution to deal with issues raised by the Environmental Health Officer (EHO) in relation to internal standards.

### **Rationale**

- I.6 The owner of Tregarthen's Hotel is seeking to make best use of off-site accommodation for staff who work at the hotel to make better use of the Tregarthen's hotel site for its primary purpose for holiday makers by conversion of the residual on-site staff accommodation at Tregarthen's Hotel which has been granted consent under planning permission P/16/055/FUL. The existing staff accommodation is located within the best position on the Hotel site and fails to make best use of the site. In addition the proposal will bring about positive change to heritage both at the Treboeth Guest House and at Tregarthen's Hotel as it will assist with part of the implementation of the scheme approved under P/16/055/FUL, which was considered to improve the appearance of the Conservation Area.
- I.7 The overall ambition is to modernise the business model of Tregarthen's Hotel over time to become a more sustainable business for future customer requirements. The intention is to create a more luxurious small boutique hotel with an increased proportion of serviced self-catering accommodation as an underpinning income generator for the business. This is being implemented in stages to allow a phased transition of the business over time. Creating the appropriate accommodation for staff is an essential part of that ambition.

### **Design Team**

- I.8 The development proposal is supported by the following technical team:

Treboeth Guest House

<b>Name</b>	<b>Role</b>
Jackson Planning	Development strategy, planning application preparation and submission.
RTP Surveyors	Scheme Design

## 2. Site Description and Planning History

### Site Description

- 2.1 The site is located on Buzza Street in Hugh Town on a corner plot. It is a converted dwellinghouse over three storeys that has been used as a guesthouse for many years and confirmed as such in 2016 (See below).
- 2.2 The whole of the archipelago is designated a conservation area and within an area of outstanding natural beauty.

### Planning history and current use

- 2.3 A certificate of lawful use for the use class order for guesthouse (Use Class C1) was confirmed by the Council on 18 May 2016 under application P/16/026/CLE. This use class is as a guest house/ hotel and features serviced accommodation. The Council Environmental Health Officer considered that the guesthouse was a House of Multiple Occupation. (HMO). However in order for the guest house to now fall within another use class a material change to the use would need to have taken place; that would involve changes in the operation of the guesthouse. Treboeth still operates as a guesthouse; this is evidenced by the website where booking availability is advertised and booking requests for longer-term winter lets can be made. <http://www.treboeth.co.uk>
- 2.4 Most rooms at the Guesthouse are used for staff employed at Tregarthen's Hotel on a bed and breakfast basis and other rooms are available for bed and breakfast bookings. Bookings are available through the winter season for business use lets and for contractors who will be working on St Mary's.
- 2.5 The Fire Safety Report produced by the Council in relation to the Town and Country Planning Use Classes Order noted that the Council have classed this 'Property Type' as an HMO (House of Multiple Occupation). To fall within the Use Class C4, as an HMO, more than six persons may not occupy the use of the dwellinghouse. The number of residents within Treboeth fall outside the scope of the HMO.
- 2.6 The additional notes on the fire report suggest this is a licensable HMO with 11 bedrooms. However it also acknowledges in the same notes that the property is used for both seasonal hotel staff and some short-term winter lets. Therefore given the Council acknowledge that the property is used for more than six persons and the availability of the property for short-term serviced winter lets, it is clearly still functioning as a Guesthouse in use class C1.
- 2.7 The Council has applied legislation in relation to HMO requirements in relation to internal standards; this application addresses those points to create a more sustainable business in the long term and improve the appearance and functioning of the Guesthouse.

### 3. Planning Policy

#### **National Planning Policy Framework (NPPF)**

- 3.1 The National Planning Policy Framework ('NPPF') was introduced in March 2012 as a key output resulting from the Government's Plan for Growth agenda. It sets out national planning policies for England and how these are expected to be applied to proactively drive sustainable development and growth and to boost significantly the supply and delivery of new housing.
- 3.2 The 'golden thread' of sustainability was the major change introduced by the NPPF with a presumption in favour of sustainable development.
- 3.3 The framework (NPPF) is intended to be read as a whole but the sections of particular relevance are as follows.
- 3.4 Section 1 of the NPPF supports sustainable economic growth.
- 3.5 Section 7 of the NPPF deals with design.
- 3.6 Section 12 deals with conserving and enhancing the Historic environment it seeks to conserve heritage assets in a manner appropriate to their significance.

#### **NPPG**

- 3.7 Planning guidance has been adopted in order to guide the application of the NPPF. This is extensive guidance covering many topics. The most critical to the consideration of this application is in relation to conservation of heritage assets in a manner appropriate to their significance as a core planning principle.

#### **Local Development Framework**

- 3.8 Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 3.9 The Development Framework is a term to include all the plans that make up the development plan. In this case there are both adopted and emerging plans.

#### **Adopted Plans**

- 3.10 The Isles of Scilly Council is the Local Planning Authority for the Isles and is a unitary authority. It adopted its current **Local Plan 2005**. Relevant saved policies relating to this application are as listed below. However the plan is essentially 'time expired' in relation to compliance with the NPPF. The policies of the adopted plan lack compliance with the NPPF as they do not address the presumption in favour of sustainable development, they do not contain the balancing considerations and therefore only limited weight can be afforded to them and the NPPF prevails.

- Isles of Scilly Local Plan Policy 1 (Environmental Protection)
- Isles of Scilly Local Plan Policy 2 (Sustainable Development)

### **Designations**

3.11 The whole archipelago is designated as an AONB. The site also falls within the conservation area.

### **Emerging Plans**

3.12 Isles of Scilly Council has commenced the preparation of a replacement Local Plan. The Council are in the early stages of preparing the new Local Plan for the area, there is limited weight to consideration of the emerging policies in the planning balance. However the emerging plan contains policy support for staff accommodation as it supports and improves the quality and choice of existing tourism and responds to the changing needs and expectations of visitors.

### **Supplementary Planning Documents**

#### **AONB Management Plan**

3.13 The Isles of Scilly Area of Outstanding Natural Beauty Management Plan 2004-2005 - Planning a Bright Future. The AONB Management Plan seeks to provide a co-ordinated approach to the sustainable management of the island's nationally important protected landscape, its environment and communities. The Plan has nine management themes including Communities, the Marine and Coastal Environment, Archeology, the Historic Environment and Heritage and Nature Conservation and Geology. Each theme has a long term vision or goal which sits within the overall shared vision of the Plan generated through extensive consultation.

3.14 The Isles of Scilly AONB guidance can be summarised as:

- Retains the qualities of its land and marine aspects that together form the island's unique essence.
- Is recognised, understood and conserved for all to appreciate, enjoy and respect in a sustainable manner
- Welcomes visitors who contribute sustainably to the economy and spirit of the islands without overwhelming the qualities that they have come to enjoy.
- Supports a farming community successfully rising to the challenges of the changing economics of agriculture through sustainable diversification.

## Treboeth Guest House

- Supports a community for whom Scilly is home, to enjoy a good quality of life, providing opportunities for young people whilst achieving an environmentally sustainable economy

## **4. Planning Assessment & Conclusion**

### **Introduction**

- 4.1 The assessment of the planning application is a balance of all the considerations associated with the proposal, the site and the local environment. Whilst planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise as set out in Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act (1990) they must also pay regard to the guidance provided by the NPPF as a material consideration.
- 4.2 The National Planning Policy Framework (NPPF) places a presumption in favour of sustainable development as the golden thread running through decision-making. Where policies are out of date planning permission should be granted unless specific policies of the NPPF indicate otherwise. This is the case with the Area of Outstanding Natural Beauty.
- 4.3 The development proposed is modest, and will help to soften the side elevation of Treboeth by introducing a new vernacular material and detail to the building to break up the massing.

### **Development Plan**

- 4.4 Given the existing Local Plan is in effect 'time expired' in relation to the NPPF the current development plan policies have no weight in the consideration of the current application.

### **Design and Access Considerations**

#### **Scale**

- 4.5 The proposal is a two storey side extension that has a flat roof, extending the existing flat roof from the existing rear range of the building. An additional 27 square metres of floor space is proposed.
- 4.6 The proposal provides three additional bedrooms and creation of one family room; these are all en-suite creating a better quality of accommodation than the use of a communal bathroom. The proposal also includes a dedicated storage area for bins and this will remove from the roadside. Whilst the extension will create more development on the site this is modest and fits entirely within the existing built mass of the Treboeth Guesthouse.

### **Materials and Design**

- 4.7 The proposal introduces the use of timber cladding to break up the side elevation and create interest at street level. The flat roof will be treated with a proprietary system and will not be readily visible in the townscape.

- 4.8 The dedicated storage for bins will improve the appearance of the building and its streetscape.

### **Impact of the Proposal**

- 4.9 This project also positively supports the creation of new visitor accommodation at Tregarthen's Hotel. The ability for the applicant to retain staff by improving accommodation is key to servicing increasing expectations of visitors. This proposal will significantly improve staff accommodation over the existing arrangements.

- 4.10 The increase in accommodation for use by Tregarthen's staff creates a positive opportunity on the Tregarthen's Hotel to improve the physical state of the site, and enhance the conservation area and improve the quality of service for tourists therefore it is compliant with the principles of sustainable development. This is considered in detail below.

### **Amenity**

- 4.11 The proposal introduces side windows to the new bedrooms at first floor level on the side elevation. There are side windows already at this level, but set back by 1.5m. The proposed solution foreshortens the view as it is directly on the side lane and will improve the potential for overlooking into the lane.

### **Sustainable Development**

- 4.12 The NPPF advises that sustainable development has three strands: firstly an Economic Role to create strong, responsive competitive economy, secondly a Social Role- to create a high quality built environment to support the community and thirdly an Environmental Role to protect/ enhance natural, built and historic environment, improve biodiversity, minimise waste.

- 4.13 The preceding sections of the report have examined all the relevant parts of the sustainability spectrum and show substantial support for all three strands of sustainable development.

- 4.14 These can be summarised as follows:

#### **Economic Role**

- The relocation of hotel staff off site will allow the additional self-catering accommodation units to be developed and will create capital for further investment, as demonstrated by the success of the four units of self catering accommodation that have generated significant boost to income for the Hotel and vastly improved the offer for visitors.

## Treboeth Guest House

- The long-term significant investment of circa £5million development value (for all phases) plus ongoing income expenditure from repeat business is a valuable injection in to the local economy from the private sector.

### **The Social Role**

- The proposal in particular supports the creation a better quality solution for Teboeth Guesthouse.

### **The Environmental Role**

- The extension at Treboeth allows the further development of Tregarthen's Hotel to proceed.

### **Sustaining and Enhancing the Significance of the Heritage Assets**

4.15 It is clear that in terms of heritage there are positive benefits to conservation area both at Treboeth and at the Tregarthen's Hotel site. In addition the proposal has the wider public benefit of sustaining and supporting investment in this important tourist facility, which supports both jobs and inward investment.

### **Economic Vitality**

4.16 This second strand of NPPF 131 is also met by the proposal securing the long term future of the Hotel is a key consideration for the future of the Tourist Industry on the Island and for Hugh Town more generally by providing suitable staff accommodation.

### **Local Character and Distinctiveness**

4.17 This proposal will improve the appearance of the side elevation of Treboeth Guesthouse and facilitates the approved development of the Tregarthen's Hotel both have benefits for character and appearance and will result in **a minor enhancement** to the significance of the Isles of Scilly Conservation Area.

### **Conclusion - The Planning Balance and Recommendation**

4.18 In coming to a conclusion on the proposal the planning authority must consider whether the proposal constitutes sustainable development and consider the balance of harms and benefits of the proposal given legislation, guidance in the NPPF as a material consideration.

4.19 The above assessment has shown that the development proposal as described and assessed in this statement shows how its meets the three strands of sustainability and has also shown no harm to amenity or any other harms to any public interest.

4.20 The scheme has overall compliance with National and Local Policy and with no demonstrable harms that outweigh the considerable benefits, assessed against the policies of

## Treboeth Guest House

the Framework as a whole. The development should therefore be considered sustainable and listed building consent should be granted without delay.