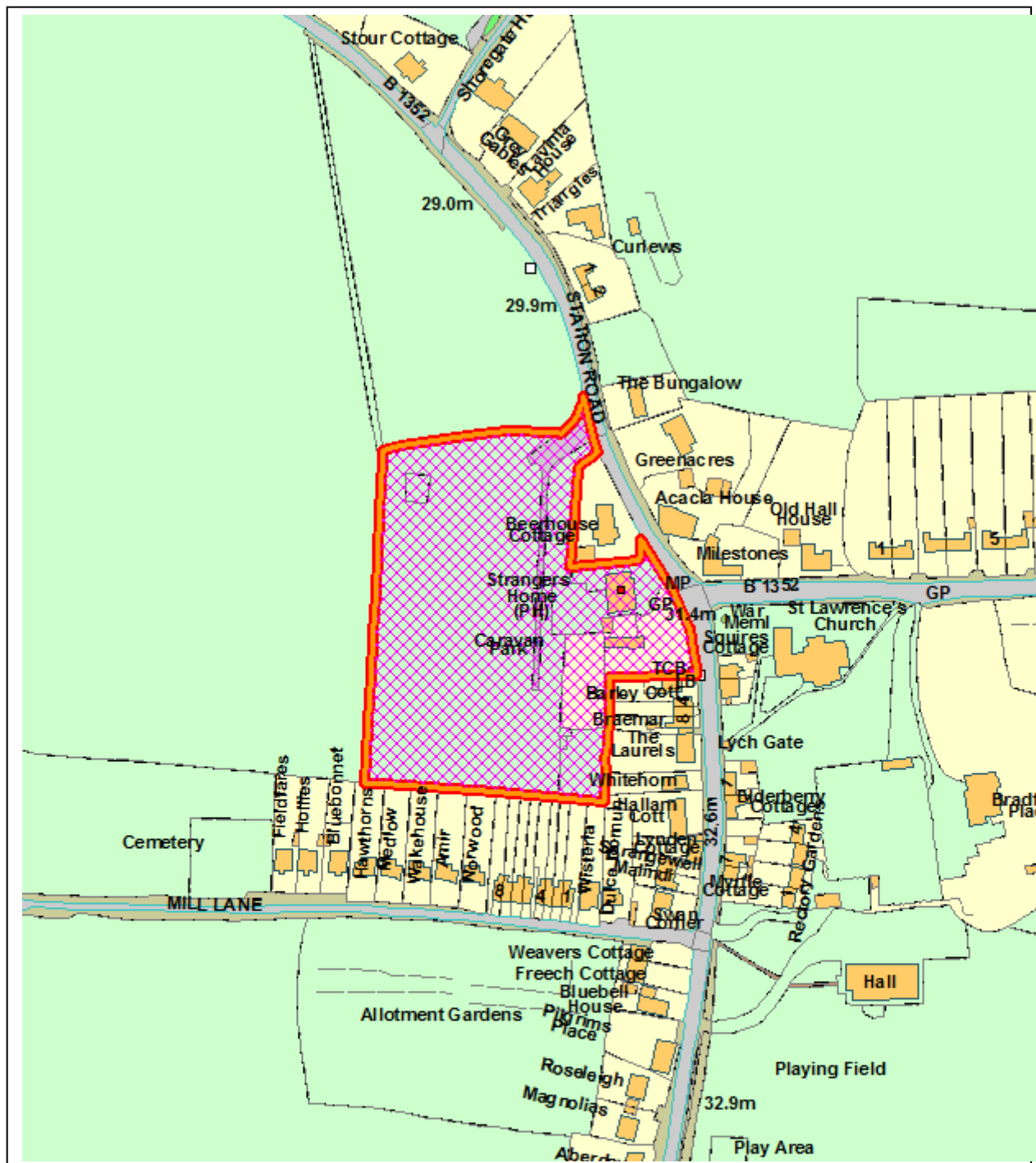


PLANNING COMMITTEE

13 JUNE 2017

REPORT OF THE HEAD OF PLANNING

**A.1 PLANNING APPLICATION - 16/01084/FUL - STRANGERS HOME, THE STREET, BRADFIELD, MANNINGTREE, CO11 2US**



DO NOT SCALE

Reproduced from the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

<b>Application:</b>	16/01084/FUL	<b>Town / Parish:</b> Bradfield Parish Council
<b>Applicant:</b>	Mr A Forward (Starglade Ltd)	
<b>Address:</b>	Strangers Home The Street Bradfield CO11 2US	
<b>Development:</b>	Erection of shower block.	

**This application was first considered by the Planning Committee on 31<sup>st</sup> January 2017. Following discussion by the Committee, it was resolved that consideration of this application be deferred for Officers to seek the following additional information:**

- **Evidence to justify a compelling functional need (as set out in Policy EN3 of the 2007 Local Plan);**
- **Details of the proposed materials of the building;**
- **Details of how refuse will be removed from the waste store, and;**
- **Evidence that alternative locations within the site are explored/considered to minimise any identified harm to the amenities of neighbouring residents, setting of listed buildings and the adjoining Conservation Area.**

**Officers have contacted the applicant's agent to request this information. The applicant's justification for the shower block is that there is a need to upgrade and improve facilities at the site, as the existing are well past their best and far below the standard guests staying at the site expect. No consideration of alternative locations has been provided by the applicant. In response to the request for further details of materials and refuse disposal arrangements, the applicant has declined to provide such details on the basis that this information could be secured through planning conditions if necessary.**

**The Officers' report of 31<sup>st</sup> January 2017 is replicated below with relevant updates highlighted in bold text. The Committee is now invited to make a decision on whether or not to grant planning permission.**

## **1. Executive Summary**

- 1.1 The application is brought before Planning Committee at the request of Cllr. Fairley as she considered that the proposed shower block and managers' dwelling (subject to a separate application) is likely to have a materially damaging impact on amenities of neighbours. Residents express extreme concerns that this proposed development will lead the way to this site becoming a static rather than a family touring site which would not be suitable for the area.
- 1.2 This proposal seeks planning permission for the erection of a shower block measuring 13 metres in width, 5 metres in depth with an eaves height of 2.5 metres and a ridge height of 4 metres. The proposed building is situated to the south-east of the public house; approximately 13 metres from the rear boundary with the properties in The Street and 38 metres from the rear boundary with properties in Mill Lane.
- 1.3 Both the Saved and Emerging Local Plan seeks to support tourist facilities in the District. Therefore there is no objection in principle to the proposal.

- 1.4 Given the design, scale and appearance of the proposed building it is not considered that proposal would result in any adverse impact on the character and appearance of the Conservation Area or that of the surrounding area, which is forms part of the extension of the AONB nor the Coastal Protection Belt.
- 1.5 The shower block proposed as part of this application is situated approx. 13 metres from the rear boundary with the nearest residential properties. It is considered that this distance of separation is sufficient for the proposal not to result in any significant harm to the neighbour's amenities, subject to a condition to ensure additional planting takes place in the area between the shower block and the residential properties in The Street.

**Recommendation: Approve**

**Conditions:**

1. Standard time limit
2. In accordance with approved plans
3. Sample of materials
4. Details of planting scheme to be submitted and approved
5. Implementation of planting scheme

**2. Planning Policy**

NPPF National Planning Policy Framework  
National Planning Practice Guidance

Tendring District Local Plan 2007

QL9 Design of New Development  
QL10 Designing New Development to Meet Functional Needs  
QL11 Environmental Impacts and Compatibility of Uses  
ER16 Tourism and Leisure Uses  
ER19A Touring Caravans and Tents  
ER20 Occupancy Timescales  
EN1 Landscape Character  
EN3 Coastal Protection Belt  
EN5A Area Proposed as an Extension to the Suffolk Coasts and Heaths AONB  
EN17 Conservation Areas  
EN23 Development Within the Proximity of a Listed Building

Tendring District Local Plan 2013-2033 and Beyond Preferred Options Consultation Document (July 2016)

SPL3 Sustainable Design  
PP8 Tourism  
PP10 Camping and Touring Caravan Sites  
PPL3 The Rural Landscape  
PPL8 Conservation Areas  
PPL9 Listed Buildings

**Status of the Local Plan**

The 'development plan' for Tendring is the 2007 'adopted' Local Plan, despite some of its policies being out of date. Paragraph 215 of the NPPF allows local planning authorities to give due weight to adopted albeit outdated policies according to their degree of consistency

with the policies in the NPPF. Paragraph 216 of the NPPF also allows weight to be given to policies in emerging plans according to their stage of preparation, the extent to which there are unresolved objections to relevant policies and the degree of consistency with national policy. As of 14<sup>th</sup> July 2016, the emerging Local Plan for Tendring is the Tendring District Local Plan 2013-2033 and Beyond Preferred Options Consultation Document. As this plan is currently at an early stage of preparation, some of its policies can only be given limited weight in the determination of planning applications, but the weight to be given to emerging policies will increase as the plan progresses through the later stages of the process. Where emerging policies are particularly relevant to a planning application and can be given some weight in line with the principles set out in paragraph 216 of the NPPF, they will be considered and, where appropriate, referred to in decision notices. In general terms however, more weight will be given to policies in the NPPF and the adopted Local Plan.

### **3. Relevant Planning History**

76/00922/FUL	Campsite for touring caravans and tents	Approved	16.11.1977
79/01418/FUL	New entrance lobby and provision of internal toilets also sectional case store	Approved	30.10.1979
01/01428/FUL	Change of use from overgrown waste ground to caravan storage area	Withdrawn	16.11.2001
03/00823/FUL	Limited storage of touring caravans during winter months	Approved	28.07.2003
10/01242/TCA	1 No Ash - remove dead wood and reduce tree	Approved	22.11.2010
10/01319/FUL	Erection of an extension to the public house	Approved	18.01.2011
11/01015/FUL	Use of the land to the rear of Strangers Home Public House Bradfield as a camping site for 70 touring pitches, for either caravans or tents, between the 1st March and 15th January of the following year, together with retention of the modified site access and use of part of the site for caravan storage between the 15th January and the 1st March (replacement of existing planning consent TEN/922/76).	Withdrawn	04.11.2011
11/01213/FUL	Erection of single storey rear extension to public house.	Approved	05.12.2011
12/00321/FUL	Continued use of the land to the	Refused	21.06.2012

rear of Strangers Home for the existing 67 touring pitches (caravans or tents) between 1st March and 15th January of the following year. Limit of 50 caravans at any one time (increased from 25) together with the retention of the modified site access and use of part of the land for caravan storage between 15th January and 1st March (Replacement of existing consent TEN/922/76).

and Allowed at Appeal

13/00168/FUL	Construction of new access road to existing camp site.	Withdrawn	11.07.2013
14/00552/TCA	Common Ash (Fraxinus Excelsior) - fell leaving approximately 3ft standing stump.	Approved	29.05.2014
14/00657/DISCON	Discharge of condition 2 (hard and soft landscaping) & 14 (waste and recycling storage and disposal) of 12/00321/FUL (allowed under appeal reference APP/P1560/A/12/2189605/NWF).	Approved	15.10.2014
14/01838/FUL	Use of land for stationing of managers accommodation (twin mobile home) and shower block.	Refused	03.02.2015
<b>16/01077/FUL</b>	<b>Use of land for stationing of twin unit mobile home for use as managers dwelling and site office.</b>	<b>Refused</b>	<b>14.03.2017</b>

#### 4. Consultations

None

#### 5. Representations

- 5.1 Given the limited additional information received by the agent, it was not considered necessary to re-consult; as the proposal has not been amended nor has any additional evidence been put forward.**
- 5.2 Bradfield Parish Council – objection to the application as it is outside of the proposed Settlement Development Boundary in the emerging Local Plan. The proposed shower block is directly behind residential homes and will result in noise and inconvenience for neighbours.
- 5.3 8 letters of objection have been received which raise the following concerns:
- The proposed location is at the rear of houses in The Street and will cause nuisance from 24 hour use by campers both by noise and light pollution at night.

- The use appears to be expanding to create year round noise, increased traffic resulting in a detrimental affect on the village.
- The site for the proposed new shower block is outside the development area.
- The proposed building will clash with the adjoining Conservation Area.
- No provisions for a new shower block were requested or insisted on by conditions for the extension to 47 pitches, 2 years ago.
- The development is not necessary.
- The proposed location could lead to more of the existing planting being removed – lessening the screening of the site from neighbouring residents.
- The existing facilities could be upgraded.
- The village as it is struggles with drainage and sewage issues from new build houses.
- This is in an area being designated as of outstanding natural beauty.

## 6. **Assessment**

The main planning considerations are:

- Principle of Development;
- Impact on Conservation Area and character of the area, and;
- Impact on Residential amenity.

### Proposal

- 6.1 This proposal seeks planning permission for the erection of a shower block. The proposed building comprises of a separate female and male toilets and shower facilities and an open roofed campsite waste store. In total the proposed building measures 13 metres in width, 5 metres in depth with an eaves height of 2.5 metres and a ridge height of 4 metres. The proposed materials are not specified but can be secured by condition.
- 6.2 The proposed building is situated to the south-east of the public house; approximately 13 metres from the rear boundary with the properties in The Street and 38 metres from the rear boundary with properties in Mill Lane.

### Site and Surrounding Area

- 6.3 The application site is approx. 1.5 hectares in size, it comprises of the Strangers' Home Public House and car park to the east of the site with a caravan site to the rear.
- 6.4 The site is boarded to the north and west by hedgerows with open land beyond. The eastern boundary where it separates the site from the neighbouring residential dwellings is delineated by a close boarded wooden fence. The southern boundary also provides separation between the site and residential properties and is predominately a close boarded wooden fence, with part being mature vegetation.
- 6.5 The majority of the site lies outside of the Settlement Development Boundary in the 2007 Saved Local Plan and the 2016 Preferred Options Consultation Document. Within the 2007 Saved Local Plan the majority of the site is also designated as Coastal Protection Belt; however this designation is not continued in the 2016 Preferred Options Consultation Document. In both Plans the site lies within the area designated as a proposed extension to the AONB and some of the eastern part of the site lies within the Bradfield Conservation Area.
- 6.6 As part of planning application 14/01838/FUL planning permission was refused for a shower block of a similar size and scale, however, this was located almost immediately adjacent to the boundary with residential properties in The Street and within the

Conservation Area. It was considered that in this location the shower block would have result in a materially damaging impact on the amenities of occupiers of the nearby residential properties.

#### Principle of Development

- 6.7 The application seeks planning permission for a shower block to be used in connection with an existing tourist facility. Both the Saved and Emerging Local Plan seeks to support tourist facilities in the District. Therefore there is no objection in principle to the proposal, subject to the detailed considerations set out below.

#### Impact on Conservation Area and character of the area

- 6.8 The submitted planning statement includes a Heritage Statement. Whilst this is relatively simple paragraph 128 of the NPPF does state in determining planning applications, local planning authorities should require and applicant to describe the significance of any heritage assets affected, and the level of detail should be proportionate to the assets importance and no more than is sufficient to understand the potential impact of the proposal on their significance. On this basis the Heritage Statement is considered acceptable.
- 6.9 The proposed shower block is situated close to the boundary of but outside of the Conservation Area. Policy EN17 states that for development outside a Conservation Area development would be refused where it would prejudice the setting and surroundings of a Conservation Area or harm the inward or outward views.
- 6.10 The proposed shower block would be located mostly behind the rear boundary fencing to properties along The Street and therefore would not be prominent in views from the Conservation Area. There would be some views gained from The Street and car park of the public house however, given the design, scale and appearance of the proposed building it is not considered that proposal would result in any adverse impact on the character and appearance of the Conservation Area or that of the surrounding area, which is forms part of the extension of the AONB.
- 6.11 The proposal would result in the loss of a small row of conifer trees, these trees are not considered to be of significant visual amenity and therefore there is no objection to their loss.

#### Impact on Residential amenity

- 6.12 The NPPF in paragraph 17 states that planning should always seek a good standard of amenity for all existing and future occupants of land and buildings. In addition, Policy QL11 of the 2007 Saved Plan states that amongst other criteria, 'development will only be permitted if the development would not have a materially damaging impact on the privacy, daylight or other amenities of occupiers of nearby properties.' This requirement is carried through into Policy SPL3 of the Emerging Plan.
- 6.13 The previous application (14/01838/FUL) was refused as it was considered that the proposal would have a materially damaging impact on the amenities of occupiers of the nearby residential properties as it was sited close to the boundary of the site. The shower block proposed as part of this application is situated approx. 13 metres from the rear boundary with the nearest residential properties. It is considered that this distance of separation is sufficient for the proposal not to result in any significant harm to the neighbour's amenities, subject to a condition to ensure additional planting takes place in the area between the shower block and the residential properties in The Street.

#### Coastal Protection Belt

- 6.14 Within the 2007 Local Plan the site lies within the designated Coastal Protection Belt. Policy EN3 states that new development which does not have a compelling functional need to be located in the Coastal Protection Belt, will not be permitted. The introduction to this policy states that the purpose of the Coastal Protection Belt is to protect the unique and irreplaceable character of the Essex coastline from inappropriate forms of development.
- 6.15 It is considered that due to the location, design and scale of the proposed building and the authorised use of the surrounding land (as a caravan park) that the proposal would not have adverse impact on the character and appearance coastal protection belt. On this basis it is considered that whilst there is no compelling functional need for the development it is not inappropriate.

#### Other Issues

- 6.16 In the most recent appeal decision against the refusal of planning permission 12/00321/FUL a condition was imposed stating that 'no caravan or tent shall be sited on the land hatched blue'. The reason for imposing this condition was in the interest of visual amenity and the living conditions of the neighbouring properties. The proposed shower block is within the area hatched blue on Drawing No. 2537/05; however, as the proposal is not for a caravan or tent this condition can still be complied with.
- 6.17 Located on the opposite side of The Street there are a couple of listed buildings and the listed church. It is considered that given the scale of the proposed building and its distance from these buildings that the proposal would not result in any adverse impact on the setting of these buildings.
- 6.18 The letters of objection received state that the existing facilities could be upgrading resulting in this proposal being unnecessary. Whilst this may be the case; it is not a material planning consideration the Council has to determine the applications submitted and consider it based on the development plan and material planning considerations.
- 6.19 Concern has also been raised that the proposal would lead to the current use expanding. This proposal does not propose to alter any of the existing restrictions which are currently imposed.

#### Conclusion

- 6.20 It is accepted that the agent has not submitted the level of information that the Members of the Planning Committee expected to see. However, for the reasons set out above the Officer's recommendation remains the same. It is considered that the proposal meets the criteria set out in the National Planning Policy Framework and relevant policies of the National Planning Policy Framework, the Tendring District Local Plan and the Emerging Local Plan. Accordingly the application is recommended for approval.**

#### Background Papers

None