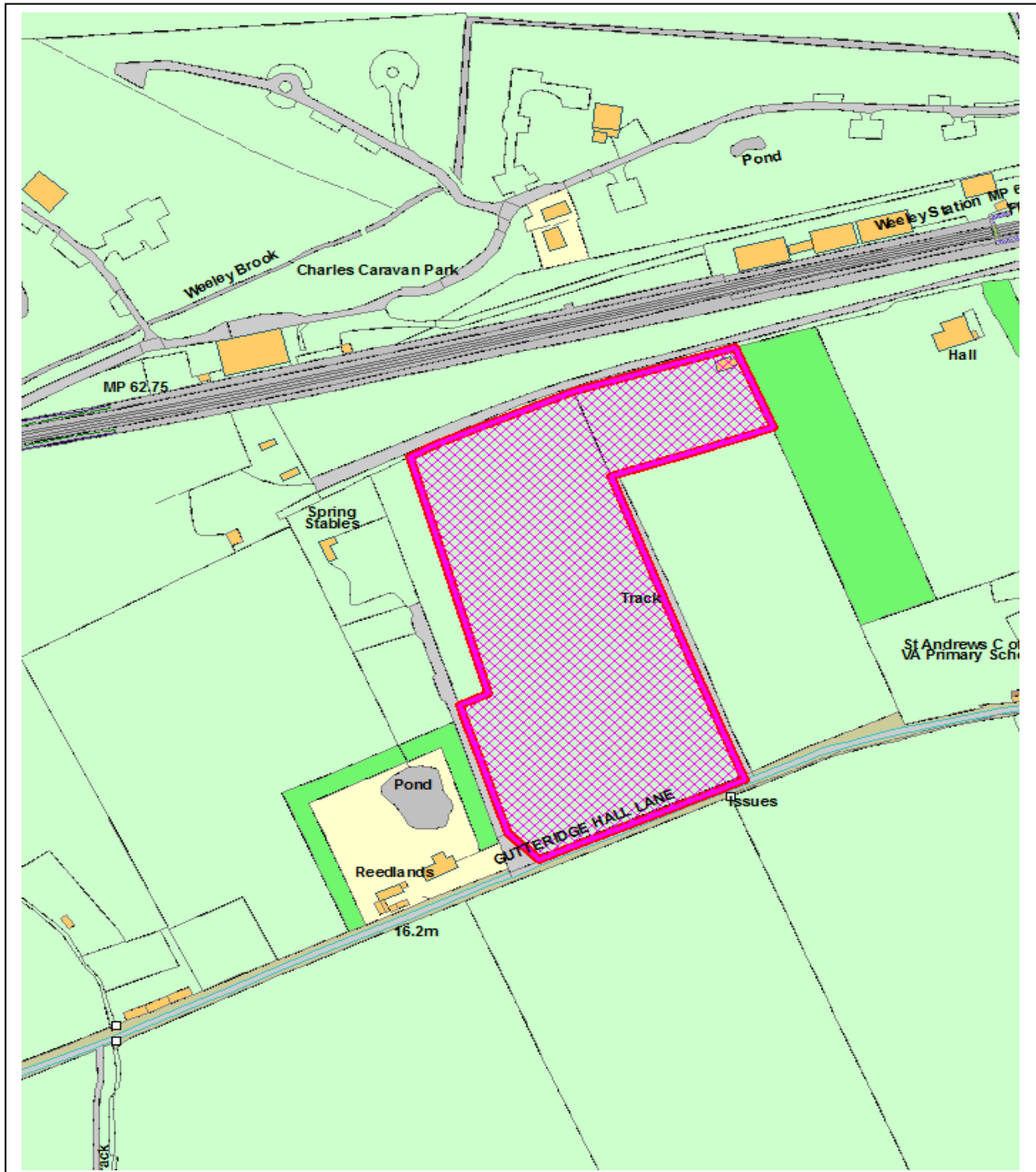


PLANNING COMMITTEE

11 JULY 2017

REPORT OF THE HEAD OF PLANNING

A.4 PLANNING APPLICATION - 17/00567/FUL - STARENA LODGE HOLIDAY PARK, CLACTON ROAD, WEELEY, CLACTON ON SEA, CO16 9DH



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Application:	17/00567/FUL	Town / Parish: Weeley Parish Council
Applicant:	Mr Tom Doran	
Address:	Starena Lodge Holiday Park, Clacton Road, Weeley, Clacton On Sea, CO16 9DH	
Development:	Change of use of land to site 67 holiday lodge caravans.	

1. Executive Summary

- 1.1 This is a full planning application for the change of use of vacant agricultural land to use for the siting of 67 holiday lodge caravans on land adjoining the Starena Lodge holiday park off Clacton Road, Weeley. The site measures 2.4 hectares and will be accessed from the approved holiday park immediately to the north of the application site. The site adjoins the existing St Andrew Primary School field to the east, Gutteridge Hall Lane to the south and a traveller site located to the western boundary. The application site is flat in nature and enclosed with mature trees and hedging.
- 1.2 The main policy considerations are adopted Local Plan policies ER16 and ER20 and those contained within the emerging Local Plan Publication Draft policies PP11 (Holiday Parks). New holiday developments should be in sustainable locations which are not prominent in the landscape and that any visual intrusion is minimised. Environmentally intrusive sites and those which are prone to flooding should be avoided. The proposed site is considered to be in an appropriate location for this use which would not have a significant impact on the environment or cause undue disturbance to residential areas. The proposed access is considered acceptable for the volume of traffic that is likely to be generated. The proposal is considered acceptable subject to appropriate conditions.

Recommendation: Approve

Conditions:

- Time limit – 3 years
- Approved Plans
- Max 67 static caravans – no touring caravans
- Occupancy restriction – occupation for holiday purposes only.
- Hard and soft landscaping
- Sewage treatment details
- Surface water drainage
- No buildings or structures, external illumination of the site, public address systems, or CCTV installation without further approval
- Access
- Car parking
- Visibility splays
- Caravan delivery times
- Site management scheme

2. Planning Policy

National Planning Policy Framework (NPPF)

Tendring District Local Plan 2007

ER16 Tourism and Leisure Uses

ER19 Extensions to static and holiday parks

ER20 Occupancy timescales

QL9 Design of new development

QL11 Environmental Impacts and compatibility of uses

QL3 Minimising and Managing Flood Risk

TR1A Development Affecting Highways

EN13 Sustainable drainage systems

Tendring District Local Plan 2013-2033 and Beyond Publication Draft

SP1 Managing Growth

SP3 Sustainable Design

PPL11 Holiday Parks

PPL1 Development and Flood Risk

PPL3 The Rural Landscape

PPL4 Biodiversity and Geodiversity

PPL5 Water Conservation, Drainage and Sewerage

CP1 Sustainable Transport and Accessibility

Other relevant documents

Tendring Tourism Strategy 2009.

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 16th June 2017, the emerging Local Plan for Tendring is the Tendring District Local Plan 2013-2033 and Beyond Publication Draft. As this plan is yet to be examined, its policies cannot carry the full weight of adopted policy. However, because the plan has reached publication stage its policies can carry some weight in the determination of planning applications. 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

00/00051/LUPROP	Storage of caravans for scrapping and sale, also sale of "parts"/accessories/storage		25.08.2000
00/00557/FUL	Retention of six caravans for permanent human habitation	Refused	03.08.2000
91/01160/FUL	Proposed domestic garage and part roof.	Approved	25.11.1991
92/00894/FUL	(Starena Lodge, Station Nurseries, Weeley) Retention of 3 caravans for personal use (renewal of permission TEN/1201/90)	Approved	17.09.1992
93/00456/FUL	(Starena, Station Road, Weeley) Use of land for 6 further car boot sales during year	Approved	22.06.1993
93/01407/FUL	(Starena, Station Road, Weeley) Use of land for holding 14 car boot sales	Approved	25.01.1994
95/00490/FUL	Car boot sales on 14 Saturdays in 1995, May 6, 13, 20, 27, August 5, 12, 19, 26, September 2, 9, 16, 23, 30 and October 7	Approved	06.06.1995
95/00696/FUL	(Starena Lodge, Station Nurseries, Weeley) Retention of three caravans for personal use (Renewal of Permission TEN/92/0894)	Approved	26.07.1995
95/00816/FUL	Car boot sales on Fridays from 28th July to 1st September 1995 inclusive (28th July, 4th, 11th, 18th, 25th August and 1st September)	Withdrawn	16.10.1995
96/00439/FUL	Car boot sales 4, 6, 11, 18, 25 and 27 May, 1, 8, 15, 22 and 29 June, 6, 13 and 20 July 1996	Approved	22.05.1996
97/00199/FUL	Car boot sales on 14 dates in 1997, March 8, 15, 22, 28,29, 31; April 5, 12, 19, 26; May 3, 10, 17, 24	Approved	16.04.1997
98/00667/LUEX	Use of four caravans for habitation and eight rooms in house for multiple occupation		07.07.1999

03/00565/FUL	Proposed car boot sales every other Saturday from 7 June 2003 to 28 September 2003.	Approved	08.09.2003
10/00010/FUL	Stationing of four mobile homes, construction of a new access road, landscaping and septic tank.	Withdrawn	19.03.2010
10/00014/FUL	Replacement dwelling.	Withdrawn	19.03.2010
11/00897/FUL	Proposed 20 pitch static holiday caravan park with peripheral and supplemental landscape planting.	Refused Allowed on Appeal	12.03.2012 07.01.2014
12/00556/FUL	Construction of replacement dwelling and new garages (following demolition of existing house).	Approved	17.08.2012
12/01252/DISCON	Discharge of condition 03 (materials), condition 04 (screen walls and fences), condition 6 (landscaping) and condition 08 (foul water drainage) of planning permission 12/00556/FUL.	Approved	11.12.2012
16/30034/PREAPP	Change of use of land to a 20 pitch residential caravan park site.		24.03.2016
16/00554/FUL	Removal of condition 4 of planning application 11/00897/FUL - To allow year round holiday use of caravans.	Approved	22.06.2016
16/01002/FUL	Variation of condition 2 and 9 of planning permission 16/00554/FUL to vary approved plans and vary the types of caravan units allowed at the site.	Approved	09.09.2016
16/01042/DISCON	Discharge of condition 5 (foul sewerage drainage), 6 (surface water drainage), 7 (landscaping), 13 (site layout) and 14 (site management scheme) of planning permission 16/00554/FUL.	Approved	24.10.2016
16/01564/FUL	Change of use of land to site 40 holiday lodge caravans.	Approved	11.01.2017
16/01956/FUL	Variation of condition 9 of 16/01002/FUL to amend to internal road layout and minor repositioning of the static caravans from the approved plan.	Approved	18.04.2017
17/00567/FUL	Change of use of land to site 67 holiday lodge caravans.	Current	

4. Consultations

ECC SuDS Consultee

Do not object to application subject to condition.

Tree & Landscape Officer

In order to assess the extent to which the trees are a constraint on the development of the land and to identify the way that retained trees would be physically protected should planning permission for development be granted the applicant has provided a Tree Survey and Report. The information contained in the report is in accordance with BS5837: 2012 Trees in relation to design, demolition and construction: Recommendations.

The report accurately describes the health and condition of the trees and shows the extent of the constraint that they exert on the development potential of the land.

The main body of the application site does not contain trees or any other significant vegetation. In general the site boundaries are well populated with large trees and established hedgerows.

The information contained in the tree report adequately demonstrates that the development proposal could be implemented without causing harm to any of the trees or other vegetation of the site boundaries.

If planning permission is likely to be granted it would be desirable to secure new soft landscaping, to strengthen boundary screening especially adjacent to the boundary with the highway in Gutteridge Hall Lane.

ECC Highways Dept

No objections subject to conditions to include provision of parking spaces/sizes, surface treatment of access, need for construction management plan.

Network Rail

Network Rail has no objection or further observations to make.

5. Representations

5.1 This application has been referred to the committee by Cllr Bray who has raised concerns in relation to adverse highway impact, particularly in relation to the school, too many holiday caravans with no obvious facilities for holiday makers, detrimental to the character of the area, potential noise nuisance for neighbours.

5.2 6 individual representations have been received objecting to the application on the following material planning grounds:

- Outside settlement development boundary
- Too many existing caravans in the village
- Notes Gutteridge Hall Lane is now a 'quiet lane'.
- Potential traffic impacts on Gutteridge Hall Lane
- Impact on sewerage
- Potential for flooding
- Impact on character of the landscape
- Adverse impact on highway safety
- Conflict with traffic visiting school.
- No on site facilities

5.2 Weeley Parish Council object on the following grounds:

- Site not allocated in Local Plan
- No demonstrable need for this type of holiday accommodation
- Have concerns in relation to transport assessment
- Impact on Gutteridge Hall Lane (now identified as a 'quiet lane').

6. Assessment

6.1 The main planning considerations are:

- Location and site;
- Proposed scheme;
- Policy issues; and,
- Issues raised in representations.

Location and Site

- 6.2 The application site amounts to 2.49 hectares and is located to the south west of Weeley, close to the main Clacton-Colchester railway line. Between the railway line and application site is the existing holiday park site, known as Starena Lodge, which has permission for a total of 60 static holiday pitches. Access to the application site is from the existing holiday park site, which in turn is accessed via an existing slip road from Gutteridge Hall Lane, leading off the B1441 Clacton Road. The slip road is the sole access to the holiday park and application site. The slip road also provides access to the Weeley village hall, the village recreation ground which includes children's play facilities, scout hut and former British Legion Hall. The village primary school lies at the junction of the slip road with Gutteridge Hall Lane and the slip road is used for car parking, especially during school term times to drop off and pick up children. A much larger existing holiday park known as Weeley Bridge holiday park exists to the north of the railway line.
- 6.3 The application site is currently vacant and previously used as agricultural land. The site is laid to grass and benefits from existing screening with mature hedges and trees to the site boundaries.
- 6.4 To the south of the site is an existing traveller site, including a stable block, which takes access from Gutteridge Hall Lane. The application site does not directly adjoin residential dwellings although there are isolated dwellings located on Gutteridge Hall Lane to the south west with a greater concentration of dwellings located close to the Clacton Road junction.

Proposed Development

- 6.5 It is proposed to develop a holiday park containing 67 holiday lodge caravans. These would comprise of twin-unit caravans restricted to occupation as holiday accommodation. The site density would equate to 28 units per hectare which allows for a relatively spacious layout, ensuring that the required separation distances are met to satisfy site licence requirements. Each pitch would have a hardstanding base with permeable paving parking space alongside. A surface water attenuation pond would be located in the north east corner of the site. As noted the main access drive is from the existing holiday park to the north, no other site access points are proposed. Additional planting is proposed within the site in addition to existing mature planting and trees to the site boundary. No site buildings are proposed.
- 6.6 The site is outside areas at high risk of flooding although the area to be used as the attenuation pond is identified as medium risk. No objections have been received from the Environment Agency or the Essex Flood and Water team. A foul sewer connection will be made to the existing mains sewer – this detail will be secured by planning condition.

Planning Policy and Assessment

- 6.7 In relation to planning policy the scheme is considered to comply with the NPPF which seeks to promote sustainable rural tourism and transport.
- 6.8 The adopted Local Plan, policy ER16 sets out criteria for new leisure and tourism development in general. The main requirements are a) that it is accessible; b) there is suitable vehicular access and public transport access; c) there is no undue disturbance by reason of noise; d) no adverse impact on agricultural holdings or irreversible loss of high quality agricultural land and where appropriate results in improvement to damaged land or despoiled landscapes. Whilst directed specifically to extensions of existing caravan parks policy ER19 includes criteria which is also material in particular that a) there is a landscape scheme to minimise impact; b) an effective natural boundary and c) the site is not in a high flood risk area.
- 6.9 The Tendring District Local Plan 2013-2033 and Beyond Publication Draft also contains relevant policy including policy PP11 – Holiday Parks. This requires new holiday park developments or extensions to contribute to improving site layouts, amenity and improving the appearance and quality of new accommodation.
- 6.10 As noted from the site history the first phase of the holiday park development (application 11/00897/FUL) was allowed on Appeal. Although representing a smaller area than the current application site, the Inspector concluded that there would be no harmful impact on the character of the area, on highway safety, on the living conditions of nearby residents or the nearby primary school and other community facilities. This assessment of the original scheme and locality should be taken into account in the determination of the current application.
- 6.11 The proposed site is not in a sensitive area or subject to any statutory wildlife designation. However ecology surveys undertaken as part of the application have identified that the protected trees lining the southern site boundary are used for foraging by bats, but notes that these trees are to be retained, along with existing hedgerows. The boundaries of the site are well vegetated and there is scope for significant additional landscaping within the site, which could contribute to wildlife enhancement. Having considered the submitted reports officers are satisfied that the impact on wildlife is not significant.
- 6.12 In terms of flood risk the majority of the site lies within flood risk zone 1 (the least vulnerable). As noted above the Lead Local Flood Authority have not raised objection in relation to surface water subject to necessary conditions relating to surface water drainage and on-going maintenance. The boundaries of the site are well vegetated and there is scope for significant landscaping within the site. The site is not near to any residential properties so the impact from noise or other forms of potential disturbance would not be significant.
- 6.13 In respect of residential property the site is separated from any nearby residential properties so the impact from noise or other forms of potential disturbance would not be significant.
- 6.14 The proposed number of holiday lodges is 67, giving a total for the whole site, including Starena Lodge of 127 units. As noted the site is well screened by mature vegetation and although located next to Gutteridge Hall lane and the school playing field any visual impact can be mitigated by additional landscaping which can be secured by condition. The site is well contained within the existing landscape and is less visible than the Weeley Bridge holiday park to the north of the railway line. Traffic travelling to and from the site would pass very few properties in reaching the Clacton Road, and would have limited impact on existing traffic flows, although there may be some conflicts at peak school times and at other times when the other community facilities in the area are in use. It is recognised that

these conflicts are likely to be greatest during the site development period and when caravans are being delivered to the site. However, the timing of deliveries to the site can be controlled through appropriate conditions which are already placed on the adjoining, previously approved site. At other times traffic generated from the site is not likely to be significant, especially as the period of greatest occupancy would be during school holidays. The Highway Authority does not object to the application, subject to conditions. Overall, officers consider, therefore, that the impact of this proposal on the landscape and environment of the area, including the local highway network would not be significant.

- 6.15 In terms of accessibility the site is within walking distance of public transport, including rail and bus. It is also relatively close to other public services in Weeley and is comparable to other caravan parks in the area in terms of access to places of interest. Accessibility to services is similar to that of the much larger caravan park to the north. In terms of proximity to services a balance needs to be struck between proximity to settlements and the services they provide and the degree of potential impact on residential amenity. In terms of the location and scale of the proposed scheme it is considered comparable to other caravan sites in the district. Occupation will be restricted via condition to holiday accommodation only.

Issues raised in representations

- 6.16 The Weeley Parish Council and other representations raise other issues, which are material to this application, in particular issues relating to the site location outside the settlement development boundary, traffic impacts, sewerage, flooding, impact on character, lack of on site facilities and need for this type of accommodation.
- 6.17 As with previous applications associated with the adjoining holiday park site, concerns have been raised that the slip road from Gutteridge Hall Lane is unsuitable to accommodate the proposed traffic generated by this development. Although accepting there will be peak day time usage of the slip road during school drop of and collection periods the Highway Authority have not raised objection to the scheme and as with previous approvals a condition can be used to control when caravan units are delivered to the site – i.e only at weekends. Once static caravans are in place the only regular traffic would be cars entering and leaving the site, and service vehicles. This would not be significant, especially bearing in mind the anticipated occupancy and would be spread throughout the day. Traffic would also be concentrated in the main holiday periods when the school would be closed, further reducing any impact.
- 6.18 In terms of drainage and flooding no objections have been received following consultation with the Environment Agency and Anglian Water. In terms of foul sewerage the applicant is proposing to connect directly to the main sewage system. Appropriate conditions would be attached to the Planning Permission requiring full surface water and foul sewerage details to be supplied, approved and implemented.
- 6.19 In terms of the location of the proposed development although located outside the settlement development boundary the site is considered to be within a sustainable location and in a locality where tourist accommodation is considered acceptable. This reflects the decision taken by the Planning Inspectorate in allowing the original appeal relating to the first phase of the holiday park development. The Planning Inspector concluded that the holiday park *‘would undoubtedly reflect the prevailing character of both the immediate vicinity and the wider area.’* It is considered that the proposed extension is consistent with that appraisal. The location of the development is therefore considered to comply with existing and emerging planning policy. Impact on character of the locality has also been raised – as noted above the site is well contained and not easily visible from public vantage points – additional landscaping can further mitigate the impact of the development.

- 6.20 Issue of need for this type of tourist accommodation has been raised but previous tourism studies undertaken by the Council have demonstrated there is a continuing and increasing demand for this type of holiday accommodation.
- 6.21 In conclusion the proposed development is considered an acceptable extension to the previously approved holiday park site meeting the requirements of both existing and emerging planning policy.

Background papers

None.