

PLANNING COMMITTEE – 13 December 2016

APPLICATION NO DC/16/2550/FUL

LOCATION

Waterside Park
The Street
Corton
Suffolk
NR32 5HS

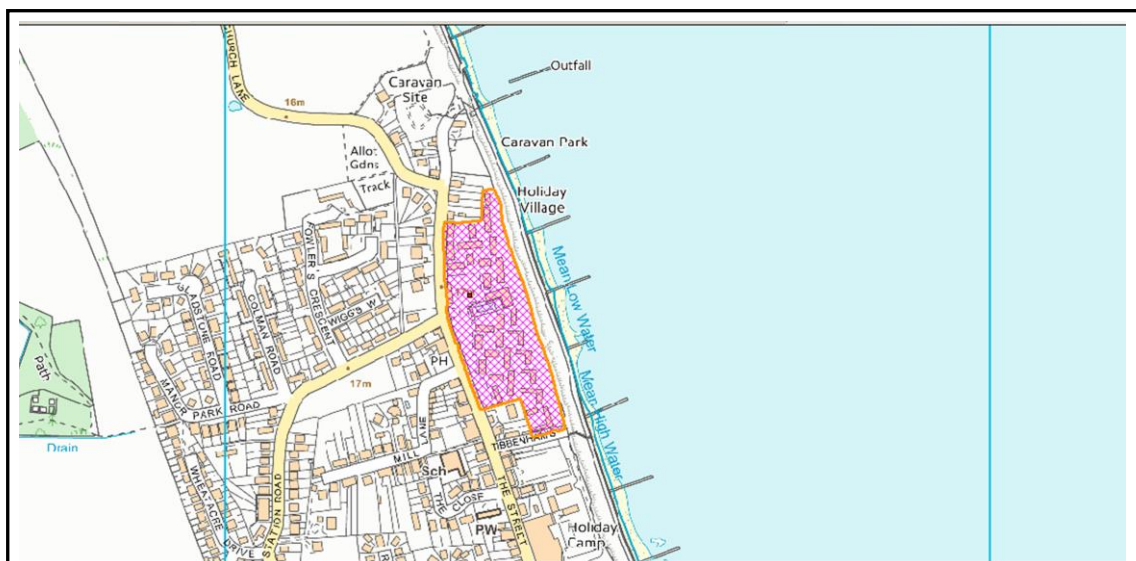
EXPIRY DATE 15 December 2016

APPLICATION TYPE Full Application

APPLICANT Tingdene

PARISH Corton

PROPOSAL First Floor extension of existing mixed use single storey building to provide 10 Hotel Bedrooms at first floor with ground floor entrance area and retention of existing ground floor uses. Extension of existing Reception Building and associated works (Resubmission following Withdrawal of DC/15/2564/FUL)



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1 SUMMARY

- 1.1 This application seeks full planning permission for the extension of the single storey building at the front of Waterside Park (hereon in referred to as the 'frontage building') which currently contains two offices, a convenience shop, launderette and hairdressers to provide hotel accommodation (over 10 rooms). The existing ground floor retail and office spaces are largely unaffected by the proposed works.
- 1.2 The application also seeks full planning permission for an extension to the front elevation of the existing reception building (located in the centre of the site) to provide additional office / reception facilities to support of the proposed hotel facilities.
- 1.3 The existing car parking facilities to the rear of the frontage building are to be reconfigured to provide additional spaces.
- 1.4 A large number of objections have been received to the application and it is for this reason that application comes before Planning Committee.
- 1.5 This application is a resubmission of an earlier proposal for the conversion and extension of the frontage building to provide 20 hotel bed spaces. This application included the loss of all existing retail floorspace.
- 1.6 The application was withdrawn in February 2016 following officer concern over the loss of the neighbourhood facilities. The applicant revisited the proposal with the aim of addressing these concerns.
- 1.7 On submission, the revised application sought permission for the extension and conversion of the frontage building to provide 18 hotel bedrooms and the retention of 47 sq. m at ground floor for Class A1 retail use. However, the applicant was unable to demonstrate to officers' satisfaction that the existing ground floor retail facilities could not be made viable in the foreseeable future or that a larger retail area, beyond the 47 sq. m proposed, was unviable. The proposal has since been revised.
- 1.8 This latest proposal involves the retention of the existing ground floor retail space and the extension of the frontage building at first floor to provide 10 hotel bedrooms. The proposed car park reconfiguration and the extension to the reception building remain as originally submitted.
- 1.9 The provision off new holiday accommodation in what is an established tourism location accords with Policy CS13.
- 1.10 There are no significant adverse impacts resulting from the proposed development that would demonstrably outweigh its economic and tourism benefits.
- 1.11 The proposed development is sustainable, economic development that accords with the Waveney Development Plan and is recommended for conditional approval.

2 SITE DESCRIPTION

- 2.1 The Waterside Holiday Park is located to the east of the 'The Street', which is the main road through Corton Village. The Holiday Park comprises a number of one and two storey brick buildings which contain the Park's 124 units of accommodation and a number of ancillary buildings supporting its operation, including a main reception area, bar and restaurant, swimming pool and games room.
- 2.2 The application relates in the main to the single storey 'frontage building' located adjacent to the entrance of the Park. The building is of brick construction with a pitched roof, and currently accommodates:
- Sales office – 35 sq. m
 - Office / service administration area including launderette – 23 sq. m
 - Convenience store – 97.5 sq. m
 - Hairdressers – 44 sq. m
- 2.3 The building has a modern but plain design with a shallow pitched roof with a single dormer and two small decorative bell towers. Numerous UPVC windows and doors of varying sizes, vinyl signage and a number of air handling units all assist in giving the premises a very functional appearance.
- 2.4 The Park's primary car parking areas are located behind this frontage building and along the site access road which runs south parallel with 'The Street'.
- 2.5 The Park's reception building is located within the centre of the site, set back from the road frontage and is again of modern, unremarkable architectural design.
- 2.6 The application site is an established tourism location, sited outside of the physical development limits of Corton, albeit immediately adjacent to it.
- 2.7 The site is not located within or close to any conservation area nor is the site designated for its ecological or habitat value.
- 2.7.1 The proposed development falls within the Coastal Change Management Area which requires consideration to be given to the risk of coastal erosion and the impact of the development on the rate of coastal change.

3 PROPOSAL

- 3.1 Full planning permission is sought for the extension of the existing frontage building to provide hotel accommodation in the form of 10 en-suite bedrooms at first floor. The works will require the conversion and adaptation of the existing single storey building including the provision of a second (half height) storey.
- 3.2 French doors with Juliet balconies are proposed to the eastern elevation (facing into the Park) and additional roof lights are proposed to the western elevation (facing onto The Street).

- 3.3 Access to the hotel accommodation is to be gained from a new internal staircase to be accessed from a door in the centre of the eastern elevation of the frontage building as it faces into the Park.
- 3.4 The application also seeks consent for a single storey flat roofed extension to the front elevation of the existing reception building (located within the centre of the Park) together with a dual pitched, open sided porch / entrance lobby. The extension will provide a larger reception seating area and office accommodation in association with the proposed hotel accommodation.
- 3.5 The layout of the main carpark is to be altered to provide space for 20 additional car parking spaces, bringing the total number to 149.
- 3.6 The submitted drawings have been amended to include cycle provision in the form of 6 Sheffield Cycle Hoops (providing 12 spaces) adjacent to the main reception building.
- 3.7 Full Planning Permission was granted earlier this year for the conversion of an existing function room in the centre of the Park to provide hotel bedrooms.
- 3.8 This proposals marks the second phase of the applicant's proposed 'upgrade' of the holiday park accommodation in response to changing needs.

4 CONSULTATIONS/COMMENTS

- 4.1 **Neighbour consultation/representations** 155 objections were received to the application as originally submitted. The main grounds of objection were:
- Loss of village shop and hairdressers
 - Inadequate parking
 - Traffic congestion
 - Issues with coastal erosion
 - No need for further tourist accommodation
 - Loss of views because of two storey building
 - Loss of privacy due to the proposed additional windows facing onto The Street
 - Loss of wildlife
 - Construction impacts
 - Overdevelopment of village location
 - Adverse landscape impact
 - Drainage and flood risk
- 4.2 Local residents and statutory consultees have been re-consulted on the latest amended proposals. At the time of writing 10 responses have been received to the amended scheme all of which object to the proposed development with the main grounds of objection being:
- Object to loss of retail facilities
 - Fully endorse the retention of existing ground-floor uses
 - Hotel rooms are not compatible with genuine holiday use

- Development would deliver a transient population, which would result in social problems
- Extra traffic movements resulting in adverse impact upon road safety
- Additional car parking spaces will affect residential amenity
- Development is not in keeping with current architecture
- Loss of residential amenity through overlooking
- Question the future of the retail facilities
- Question the need for additional holiday accommodation
- Application is a 're-packaging' of previous submission
- Unacceptably high density
- Development results in loss of privacy
- Overshadowing and loss of sky
- Noise from hotel rooms
- Development is out of scale and ugly
- Impact upon nesting birds

4.2 **Corton Parish Council Comments:** Corton Parish Council objected to the original submission on the following grounds:

- Question what the proposed retail floorspace is to be used for
- The application documentation is misleading
- Question the applicant's statement re the lack of viability of the retail premises
- Corton does not have another general store
- There is more than sufficient hotel accommodations in the area
- There will be an increase of traffic in an area which already suffers from congestion.

4.3 At the time of writing no response has been received to the consultation on the amended proposals.

Consultees

4.4 **WDC - Drainage and Coast Protection – Received 1 August 2016 in respect of the original submission. At the time of writing no response has been received to amended proposals.**

4.3.1 The proposed development falls within the Coastal Change Management Area [CCMA]. The Development and Coastal Change Supplementary Planning Document [SPD] guidance for extensions to existing developments is that development may be allowed subject to any relevant conditions and findings of a Level B CEVA (higher detail).

4.3.2 The erosion risk position with regard to development: "Conversion and Extension of existing mixed use building to provide 18 hotel Bedrooms over two floors, Retail Space, extension to existing Reception Building and associated works" is as follows. It is based upon findings of Shoreline Management Plan [SMP] 6.

4.3.3 The management policy for the shoreline, split into time bands [epochs] is Hold the Line in the short term [to 2025], and Managed Realignment in the medium [to 2055] and long term [to 2105]. That is to say that defences will be maintained as required over the first epoch, with this maintenance ceasing in the second and third to allow cliff erosion and achievement of a more natural shoreline.

- 4.3.4 These designations are based on the plan to maintain the defence to Corton village in the first epoch through routine and reactive maintenance of existing defences (the rock armour, sea wall and cliff slope protection) where this is physically possible, and funding allows. However, in order to comply with the medium and long term policy, should major defences fail earlier than the estimated timeframe, they will not be replaced. The overall plan is to achieve a naturally functioning shoreline. This will be achieved by ceasing maintenance of the defences and allowing cliff erosion in the medium and long term.
- 4.3.5 The submitted CEVA and associated Planning Statement (PS) have been assessed in line with the SPD requirements. Compliance with each assessment criteria is described in detail on the following pages.
- 4.3.6 In summary the CEVA and associated Planning Statement are of a reasonable and acceptable standard in that the majority of assessment criteria that apply have been addressed. The documents demonstrate an acceptable level of understanding of coastal change risk and on the basis of the information provided, I am satisfied that the applicant is making decisions on investment that are fully informed.
- 4.3.7 The key information missing from the CEVA and PS are the details for removal prior to, or at the end of the development's design life. This is required information and should be submitted prior to acceptance. In the event of defence failure and/or excessive erosion rates, the development will require removal before being lost to sea.
- 4.3.8 I am satisfied with the CEVA and PS assessment of the potential impact of the development on broader coastal management interests. My view is that the proposed development will not significantly alter the existing situation.
- 4.3.9 The PS makes reference to disposal of surface water, which is vital at this location in order that there is no increase of groundwater-based cliff slips or involves the use of the cliff soil drainage system installed at the site under the Pathfinder project.
- 4.3.10 The policy for this frontage will be reviewed as part of the ongoing Lowestoft to Gorleston Coastal Strategy Study and may change. In my view the potential for policy change over this frontage is not a significant risk to assumptions made in the CEVA.
- 4.5 **WDC Environmental Health – Original response received 20 July 2016. Comments confirmed to remain relevant to the amended scheme in an email dated 21 November 2016.**

Contaminated land:

- 4.4.1 The proposed development is within 250 m of a former landfill site, the nature of which is not known by this authority, and may be at risk from the ingress of ground gas. The LPA may wish to consider bringing these facts to the attention of the applicant via the contaminated land informative:
- 4.4.2 "The development hereby approved is within 250 metres of a former landfill site, the nature of which is not known by this Authority. We recommend you consider appropriate

ground gas protection measures detailed in Building Research Establishment reports BR212 and BR414 and the specifications of BS 8485 and the NHBC 'Traffic Lights' scheme."

- 4.4.3 In addition, as the development involves the disturbance of land I would advise the LPA to impose a condition requiring the reporting of any contamination discovered during construction.

Noise:

- 4.4.5 Does the proposal require the installation of any new fixed plant or equipment (e.g. air conditioning, mechanical ventilation, air source heat pumps etc.)? Such plant can emit significant volumes of noise and the proposed development is very close to existing residential properties. If such potential noise sources are to be installed I would be concerned about them until such time as the developer could demonstrate that the noise emissions will be, or could be made, acceptable and would therefore recommend a condition such as:

- 4.4.5 "Prior to the commencement of development a written report must be submitted to, and approved by, the Local Planning Authority which must:

- identify all mechanical services noise sources associated with the development, including (but not limited to): heating plant, air conditioning and mechanical ventilation;
- detail the type and models of the proposed mechanical equipment / plant, installation locations, and predicted acoustic performance; and
- assess the predicted noise emissions from the identified equipment / plant in accordance with BS4142 (or a methodology agreed by the Local Planning Authority) and demonstrate, with detailed proposals for noise control and mitigation measures if necessary, that noise emissions will not have an adverse impact on existing dwellings.

Thereafter the retail units must be developed in accordance with the approved report."

- 4.6 **Suffolk County Archaeological Unit - No response**

- 4.7 **Suffolk County - Highways Department – Received 17 July 2016 and comments confirmed to the relevant to the amended scheme in a response dated 28 November 2016.**

- 4.8 Notice is hereby given that the County Council as Highways Authority does not wish to restrict the grant of permission. However please note the following comments:

- 4.9 The comments made during the previous application are still relevant and reproduced below:

- 4.10 The parking provision on site is adequate for a facility of this nature; however, we would like to see some cycle parking provision provided as part of the scheme. Generally, spaces for 3 or 4 cycle should be provided to encourage the use of sustainable transport for shorter journeys.

- 4.11 It is acknowledged that the site access is an existing facility and the changes to the building will not represent a significant intensification in use of the junction with The Street. Therefore, it would not be appropriate to place any restrictions on the planning permission currently under review. The visibility to the north is adequate for the speed of traffic on

this road. However, the visibility to the south is slightly restricted, as this land is within the ownership of the applicant it would be advantageous to road safety if the vegetation could be maintained to the back of the highway footway to provide as much visibility splay as possible.

4.12 Suffolk County Fire and Rescue – Received 12 July 2016 and comments confirmed to remain relevant to the amended scheme in an email dated 18 November 2016

4.13 Provision to be made for access for fire appliances and fire fighters in accordance with Building Regulations.

PUBLICITY

4.14 The application has been the subject of the following press advertisement:

Category	Published	Expiry	Publication
Major Application,	1 July 2016	21 July 2016	Beccles and Bungay Journal
Major Application,	1 July 2016	21 July 2016	Lowestoft Journal

SITE NOTICES

4.15 The following site notices have been displayed:

General Site Notice	Reason for site notice: Major Application Date posted 23 June 2016 Expiry date 13 July 2016
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5 PLANNING POLICY

5.1 The Waveney Core Strategy was adopted in 2009. Policy CS01 sets the Spatial Strategy for the District, Policy CS02 seeks high quality and sustainable design, Policy CS10 deals with retail, leisure and office development and Policy CS13 considers tourism.

5.2 The Development Management policies were adopted in 2011. Policy DM01 sets physical limits for settlements, Policy DM02 sets design principles, Policy DM06 considers the Coastal Change Management Areas, Policy DM15 deals with neighbourhood and village shops and facilities, Policy DM23 deals with hotels and guest houses and Policy DM24 with touring caravan, camping and permanent holiday sites.

6 PLANNING CONSIDERATIONS

6.1 The main issues to consider in the determination of this application are: (i) the principle of further tourist development on the site; (ii) the design of the development and its effects upon the amenity of nearby occupants; (iv) transport and access; and (v) the effects of the development upon the Coastal Change Management Area.

6.2 This latest scheme retains the ground floor retail space in its existing form. As such, there is no longer a requirement to consider the impact of the proposed development upon the loss of neighbourhood and village shops and services as required under Policy DM15.

- 6.3 Members should be aware however, that the Local Planning Authority has no ability to request that the retail facilities remain operational now or following the grant of planning permission. Tingdene has confirmed that the lease agreements for the retail units have expired (as of the end of October) and are currently being ‘held over’.
- 6.4 Following the grant of planning permission Tingdene intend to terminate the existing lease agreements and market the ground floor space with the aim of either (i) securing market rents from future operators; or should an operator not be found within 6 months of commencing the marketing exercise; (ii) seek planning permission for an alternative use for the ground floor space.

Principle

- 6.5 Corton is identified under Core Strategy Policy CS01 as one of the “larger villages” capable of accommodating a small amount of new development. The site lies outside the “physical limits” for Corton identified under Policy DM01 – the boundary being The Street at this point.
- 6.6 Policy CS13 deals with tourism and advises that new tourist accommodation and attractions will normally be located in or close to Lowestoft and the market towns and the larger village and coastal resorts such as Corton, where local service facilities and public transport reduces the need to travel by car.
- 6.7 It also advises that redevelopment of existing tourism sites will be encouraged where it increases the range and / or quality of tourist facilities and accommodation.
- 6.8 The application site is well established as a tourism location and offers good connectivity with other tourist destinations and amenities within the village and the Town of Lowestoft.
- 6.9 The proposal provides 10 hotel bedrooms as an additional form of accommodation to the existing 124 holiday chalets in response to identified local demand. The proposed development will increase the range of accommodation available at the site in accordance with Policy CS13.
- 6.10 Conversions and extensions to properties to provide hotel accommodation are similarly permitted under Policy DM23 subject to the development having no significant adverse effect on the character of the property and residential amenity and no detriment to highway safety and parking.
- 6.11 These matters are dealt with in the following sections.

Design and Amenity

- 6.12 The Council’s design policies Policy CS02 - High Quality and Sustainable Design and DM02 - Design Principals both seek high quality and sustainable design in respect of not only the character and appearance of development but also the way it functions.
- 6.13 The footprint of the existing frontage building will not alter, but the height will increase from 5.6m to 7.7m, a difference of 2.1m. The building will in effect be a 1 and a half

storeys and is not considered to be of such a scale to create an overbearing form of development.

- 6.14 The use of roof lights on the front elevation reduces the possibility of overlooking into residential properties on The Street which face the western elevation of the building. Those properties that face the western elevation of the frontage building are set back from The Street with the nearest residential frontage being some 30m from the application site. The extended building will not in officers' view result in a material loss of light or privacy for adjacent residents.
- 6.15 The materials to be used in the construction of the proposed extension will match those used in the existing property.
- 6.16 The proposed extension will not detract from the character or appearance of the building as existing or the wider street scene.
- 6.17 The extended reception area is located within the Holiday Park, some considerable distance from the road frontage. The extension will carry forward the front elevation of the existing reception building at ground floor only by 3.8m.
- 6.18 The modest scale of the extension and its distance from The Street will have no material bearing upon the amenity of the local area or nearby residents.
- 6.19 The design of the extension is considered in keeping with the style of the existing premises and will not materially detract from the character of appearance of the Holiday Park or the surrounding area.
- 6.20 Attention has been given to the relationship of the proposed hotel bedrooms with the existing retail units (which are unaffected by the proposed development) and it is considered that the impact of any noise from the ground floor retail units may be mitigated through the provision of insulation between the ground and first floor. Such matters are covered by Building Regulations.
- 6.21 In conclusion, the proposed extensions are considered sustainably designed in accordance with Policy DM02 of the Waveney Development Plan.

Transport, access and car parking

- 6.22 The parking provision on site is regarded appropriate to accommodate the proposed development.
- 6.23 The applicant has amended the proposed site plan to accommodate the request of the Highway Authority for 3 or 4 cycle spaces to encourage the use of sustainable transport for shorter journeys.
- 6.24 A total of 6 spaces are shown on the submitted plans.
- 6.25 The Highway Authority acknowledges that proposed development will not represent a significant intensification in use of the junction with The Street. As such the Authority has

confirmed that *“it would not be appropriate to place any restrictions on the planning permission currently under review.”*

- 6.26 Turning then to the matter of the Site access, visibility to the north is considered adequate for the speed of traffic on this road. Although, the visibility to the south is slightly restricted, this is not considered to present a significant issue.

Coastal Management

- 6.27 The site lies within the Coastal Change Management Area, where Policy DM06 applies. The Development and Coastal Change Supplementary Planning Document guidance for this type of development is that development may be allowed subject to any relevant conditions and findings of a level ‘B’ CEVA (Coastal erosion Vulnerability Assessment). The CEVA submitted with the application states:
- 6.28 *“The proposed development involves extensions to existing non residential buildings. The location of the reception building extension is approximately 50m from the top of the cliff... With the new Hotel suite approximately another 40m in land.....”*
- 6.29 *On the basis that WDC will maintain the defences until 2025 there will be no expected erosion... Discussions have taken place with Tingdene and they are aware of the erosion risks and the design life of the new developments.....”*
- 6.30 It is concluded that the applicant is making decisions on investment that are fully informed. Surface water drainage may be appropriately controlled through the provision of a drainage strategy, and tied to any permission by way of any appropriately worded planning condition.

7 CONCLUSION

- 7.1 The principal of hotel use within this established tourism location accords with Policy CS13 of the Waveney Development Plan.
- 7.2 There are no significant adverse design, highway or environmental impacts resulting from the proposed development that would warrant the application’s refusal under Policy DM23 or to demonstrably outweigh the substantial economic and tourism benefits to be gained through the proposed development.
- 7.3 The proposed development is sustainable economic development for which there is a strong national presumption in favour.

8 RECOMMENDATION

- 8.1 Grant planning permission subject to the following conditions:
1. The development hereby permitted shall be begun within a period of three years beginning with the date of this permission.

Reason: In accordance with Section 91 of the Town and Country Planning Act 1990 as amended.

2. The development hereby permitted shall be carried out in accordance with approved drawing reference: Location Plan 01 B and Proposed Site Plan 21B received 21 October 2016, Proposed Elevations 23B and Proposed Floor Plan 22B; received 23 November 2016 and 3100/05 received 21 June 2016 for which permission is hereby granted.

Reason: To secure a properly planned development.

3. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken and submitted to and agreed in writing with the Local Planning Authority and where remediation is necessary a remediation scheme must be prepared which shall also be submitted to and approved in writing with the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority.

Reason: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

4. A minimum of 4 no. cycle spaces shall be provided in the position shown on Proposed Site Plan 21B prior to the approved development being brought into use.

Reason: in the interest of promoting travel by sustainable modes

5. Prior to the occupation of the approved hotel accommodation the car parking area shown on Proposed Site Plan 21 B hereby approved shall first be provided.

Reason: To ensure the provision of satisfactory parking provision.

6. Unless otherwise stated on the approved drawings, the external materials to be used in the approved extensions shall match as closely as possible in type, colour and texture those on the existing buildings.

Reason: To ensure the satisfactory external appearance of the development.

7. The development hereby approved shall not commence until a surface water drainage strategy for the approved development has been submitted to and approved in writing by the Local Planning Authority. The scheme shall not increase the risk of groundwater-based cliff slips nor involve the provision of a direct connection to the cliff soil drainage system installed at the site under the Pathfinder project. The car parking area and reception building extension shall thereafter be constructed in accordance with the approved drainage scheme.

Reason: to ensure satisfactory drainage of the site and to ensure that the proposed development does not contribute towards additional coastal erosion

8. Prior installation of any mechanical plant or extraction units on the approved extensions a written report must be submitted to, and approved by, the Local Planning Authority which must:

- identify all mechanical services noise sources associated with the development, including (but not limited to): heating plant, air conditioning and mechanical ventilation;
- detail the type and models of the proposed mechanical equipment / plant, installation locations, and predicted acoustic performance; and
- assess the predicted noise emissions from the identified equipment / plant in accordance with BS4142 (or a methodology agreed by the Local Planning Authority) and demonstrate, with detailed proposals for noise control and mitigation measures if necessary, that noise emissions will not have an adverse impact on existing dwellings.

Reason: In the interest of protecting residential amenity.

BACKGROUND INFORMATION:

See application ref: DC/15/2550/FUL at www.waveney.gov.uk/publicaccess

CONTACT

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