

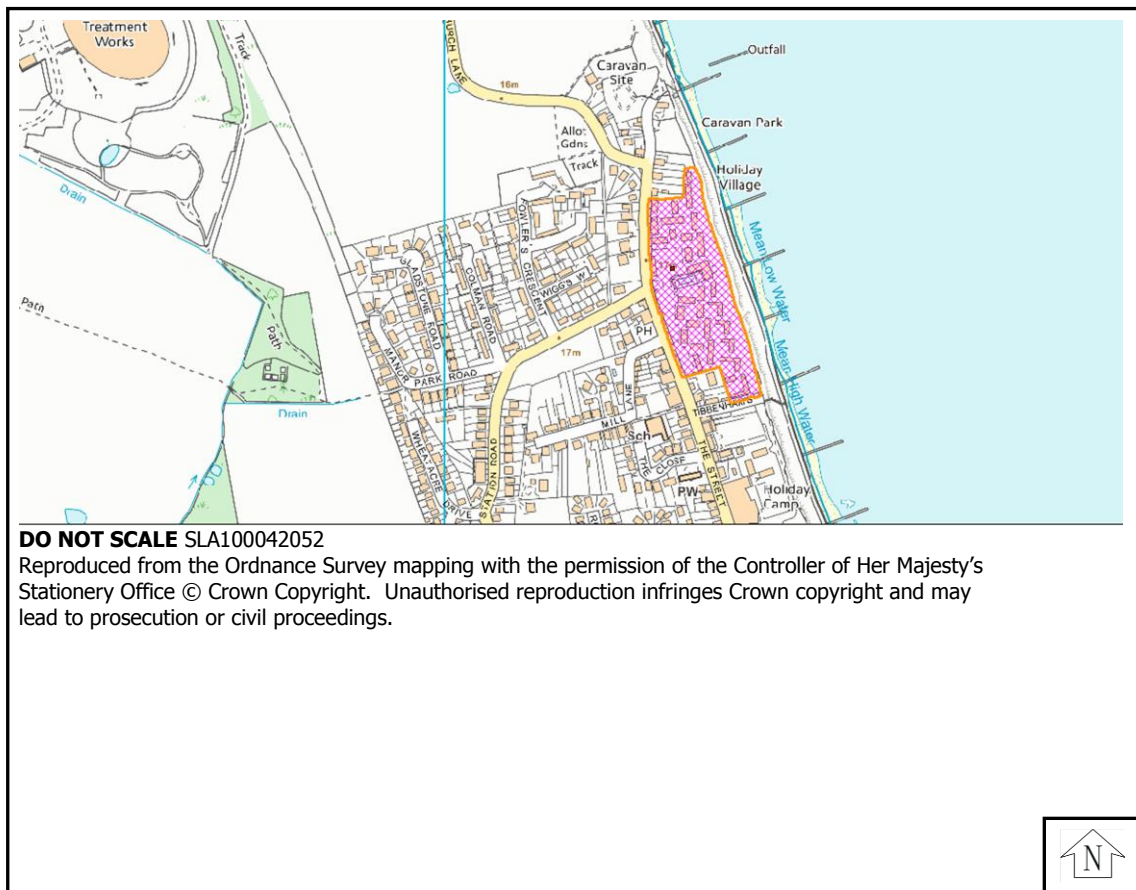
PLANNING COMMITTEE – 11 October 2016**APPLICATION NO DC/16/2861/FUL****LOCATION**

Waterside Park
The Street
Corton
Suffolk
NR32 5HS

EXPIRY DATE 15 October 2016
APPLICATION TYPE Full Application
APPLICANT Tingdene (Holiday Parks) Ltd

PARISH Corton

PROPOSAL Conversion of existing first floor function space to provide 12 hotel bedrooms, the replacement of existing windows and external decorating to the building, and the provision of associated car parking spaces

**1 SUMMARY**

- 1.1 Full planning permission is sought for the conversion of an existing first floor function room and associated external alterations and redecorating to provide 12 ensuite hotel bedrooms, at the Waterside Holiday Park, Corton.
- 1.2 The application has attracted a large amount of local interest and opposition and it is for this reason that the application is brought in front of the Planning Committee.

- 1.3 The provision of additional holiday accommodation in this sustainable established, tourism location accords with Policy CS13 of the Waveney Development Plan.
- 1.4 There are no significant adverse design, highway or environmental impacts resulting from the proposed development that would demonstrably outweigh the economic and tourism benefits to be gained through the proposed development.
- 1.5 The proposed development is sustainable economic development in accordance with the Waveney Development Plan and for which there is a strong National presumption in favour.
- 1.6 The application 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.
- 2.2 The Holiday Park comprises a number of one and two storey brick buildings which contain the Park's 124 units of holiday accommodation and a number of ancillary buildings supporting its operation, including a main reception area, a bar and restaurant, swimming pool and games room.
- 2.3 In the centre of the Park lies a two storey brick building which houses the Park's bar and restaurant (at ground floor) and a function room (at first floor). The application site (covering circa 0.2ha) is limited to the function building and an area of hardstanding to the south of the building together with a strip of land connecting the premises to The Street.
- 2.4 The function room has its own independent entrance on the northern gable elevation of the building and an external fire escape is located on the southern gable.
- 2.5 The function room is a rectangular open space measuring 286 sq.m GIA, with a stage at one end and a bar at the other.
- 2.6 The building is of limited architectural or historic value and is functional in appearance. The premises is constructed from red brick with large white framed windows dominating the eastern, front elevation and the western rear elevation. The building is linked to the Park's single storey reception building on its western, rear elevation.
- 2.7 The applicant has confirmed that the function space is used infrequently and a more vital and viable use is now being sought.

3 PROPOSAL

- 3.1 Full planning permission is sought for the change of use of the existing first floor function room to provide 10 double hotel bedrooms and 2 family rooms. All rooms will be provided with en suite bathrooms.
- 3.2 The internal subdivisions proposed will be positioned to correspond to the existing brick piers, allowing for the retention of the existing window openings.
- 3.3 Whilst the positions of the windows remain unaltered, the window frames and panes are to be replaced with casement windows with Juliet balconies.
- 3.4 The existing brickwork is to be painted cream and grey coloured cladding is proposed in horizontal panels along the eastern and western elevations of the building between the first

and ground floor windows and below the ground floor windows to provide additional design interest.

- 3.5 Additional insulation and soundproofing is proposed to the first floor accommodation to avoid any potential noise disturbance to residents of the hotel rooms from the restaurant and bar on the ground floor. These details are to be agreed by condition.
- 3.6 An additional 12 car parking spaces are proposed to the south of the function building and cycle hoops providing space for 6 bicycles are proposed to the west of the building adjacent to the existing swimming pool.
- 3.7 This application is being considered concurrently with, albeit independently of an application for full planning permission (LPA Reference DC/16/2550/FUL) for the conversion and extension of the single storey building to the front of the holiday park to provide an additional 18 hotel bed spaces and the reconfiguration of the car parking facilities. The considerations that are material to the determination of this application are different to those affecting the conversion of the frontage building and this proposal should be considered on its own merits.

4 CONSULTATIONS/COMMENTS

4.1 **Neighbour consultation/representations** - at the time of writing 13 objections have been received. The main grounds of objection are:

- Loss of amenity
- Loss of public facility
- Lack of car parking
- Impact on highway safety
- Impact on Coastal Erosion Area
- No need for additional hotel rooms
- Commercialisation of Corton

4.2 **Suffolk Fire And Rescue Service** Comments received 8 August 2016

- Access for fire vehicles shall meet relevant Building Regulations.
- No additional water supply for fire fighting facilities is required.

4.3 **WDC Environmental Health - Contaminated Land:** Contaminated land: 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 "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."

4.5 Noise: 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 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:

4.6 "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.”

4.7 Additional Comment Provided 27 September 2016

The developer shall submit an internal acoustics design specification to the approval of the Waveney District Council Planning Officer, which meets the BS8233 :2014, Sound Insulation and Noise reduction for Buildings’ good standard criteria.

The internal noise levels within habitable rooms in the proposed hotel redevelopment should not exceed the following A-weighted levels:

- 35dB LAeq, (16hr) daytime
- 30dB LAeq, (8hr) night-time (bedrooms only)
- 45dB LAmax, (fast) night-time (bedrooms only)

These internal noise levels that must not be exceeded can be made a condition of the planning consent. The noise levels are those suggested by the World Health Organisation Guidelines for Community Noise and BS8233:2014 Noise Guidelines to provide a reasonable level of acoustic comfort.

4.8 **WDC - Drainage And Coast Protection.** Comments received 27 July 2016 –

- The proposed development falls within the Coastal Change Management Area [CCMA].
- The Development and Coastal Change Supplementary Planning Document [SPD] guidance for this type of development is that development may be allowed subject to any relevant conditions and findings of a level B CEVA.
- I have assumed the development type is ‘Re-development of an existing non-residential site’ from table on page 11.
- The CEVA submitted by the applicant via email dated 14/07/2016 demonstrates an acceptable level of understanding of coastal change risk. On the basis of the information provided I am satisfied that the applicant is making decisions on investment that are fully informed.
- Furthermore I am satisfied with the CEVA 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.
- I recommend that the applicant is required to dispose of surface water in a fashion that does not increase the risk of groundwater-based cliff slips nor involve use of the cliff soil drainage system installed at the site under the Pathfinder project.
- 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.

4.9 **Suffolk County Archaeological Unit** were consulted on the 15 July 2016.

4.10 **Suffolk County - Highways Department** Comments received 27 July 2016

Notice is hereby given that the County Council as Highway Authority recommends that any permission which that Planning Authority may give should include the conditions shown below:

1. Condition: Before any hotel rooms are first occupied the vehicle and cycle parking spaces shown on the Drawing No: RS/3755/16/03 shall be provided in its entirety and shall be retained thereafter in its approved form and used for no other purpose.

Reason: To enable vehicles can park safely off the public highway in the interests of highway safety

4.11 **Corton Parish Council** – Comments received 4 August 2016

As you are aware Corton Parish Council objected to the planned hotel and although we think no further accommodation is required in Corton we would much prefer the 12 bedroom conversion of an existing building than the proposed hotel. Obviously it is still a concern about additional traffic on a narrow road and safety issues with the school near by.

PUBLICITY

None

SITE NOTICES

The following site notices have been displayed:

General Site Notice	Reason for site notice: General Site Notice, Date posted 19.07.2016 Expiry date 08.08.2016
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RELATED APPLICATIONS

Reference No	Proposal	Decision	Date
DC/16/2550/FUL	Conversion and Extension of existing mixed use single storey building to provide 18 Hotel Bedrooms over two floors, retail space, extension of existing Reception Building and associated works (Resubmission following Withdrawal of DC/15/2564/FUL)	Pending	N/A

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 the effects of the proposed development upon the amenity of nearby occupants; (iii) transport and access; and (iv) the effects of the development upon the coastal management change area.

Principle

- 6.2 Corton is identified under Core Strategy Policy CS01 as one of the 'larger villages' which are intended to accommodate a small amount of new development. The site however, lies outside of the "physical limits" for Corton identified under Policy DM01 (the boundary being 'The Street' at this point).
- 6.3 Policy CS13 which deals with tourism 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 including Corton.
- 6.4 Redevelopment of existing tourism sites is also encouraged where it increases the range and / or quality of tourist facilities or accommodation.
- 6.5 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.
- 6.6 The proposal provides for 12 hotel bedrooms as an additional form of accommodation to the existing 124 holiday chalets and in response to identified local demand. The proposal does not represent a move away from holiday apartment accommodation but will increase the range of accommodation available at the site in accordance with Policy CS13.
- 6.7 The provision of new hotel bed spaces at the holiday park is considered acceptable in principle subject to it resulting in no significant adverse impacts upon the amenity of the area and nearby occupants, highway safety and parking and the objectives of the Coastal Change Management Area. These matters are dealt in turn in the sections that follow.

Design and Amenity

- 6.8 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 new development but the way in which it functions.
- 6.9 The footprint, floorarea and dimensions of the existing building will not alter under the proposed development. The positioning of windows and the extent of glazing within the building will also remain largely unaltered. The distance between the building and private residential receptors located on The Street is significant and as such the proposed development will not have any material bearing upon the amenity of local nearby occupants with reference to instances of overlooking and loss of privacy.
- 6.10 The choice of materials and the form of the new windows and doors are in keeping with the character of the existing building and other buildings located within the Park. The physical upgrade of the premises will improve the buildings' visual attraction to the benefit of its visual amenity and the Park's vitality and viability. The proposal is therefore considered compliant with design policies CS02 and DM02 which seek to ensure that development respects the character of the area and enhances the quality of the built environment.

- 6.11 Consideration has been given to the relationship of the existing bar and restaurant with the proposed hotel bedrooms. The applicant has indicated that the proposed hotel bedrooms will be sufficiently insulated to mitigate for any noise from the ground floor restaurant. A condition is recommended by the Council's Environmental Health Officer to ensure that noise levels within the proposed bedroom achieve recommended standards.
- 6.12 It is unclear at present as to whether the proposed development will 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. The Council's Environmental Health Officer has advised that if such potential noise sources are installed the developer will be required to demonstrate that the noise emissions will be, or could be made, acceptable through the provision and agreement of additional information with the Local Planning Authority. As condition is recommended to this effect.

Transport and Access

- 6.13 The proposed parking spaces are regarded appropriate to accommodate the proposed development and a condition is recommended by Suffolk County Highway Department requiring the additional area to be provided and laid out prior to the first occupation of the proposed accommodation.
- 6.14 The applicant has amended the proposed site plan during the course of the application's determination to provide 6 cycle spaces to the benefit of sustainable travel.
- 6.15 The Highway Authority has acknowledged that the proposed development for the conversion and extension of the frontage building to provide 18 hotel bedrooms does not represent a significant intensification in use of the junction with The Street and that "it would not be appropriate to place any restrictions" on that planning application, if granted. With this application being for a smaller amount of development it is logical to assume that these comments equally if not more readily apply to this proposal.
- 6.16 The Highway Authority also confirmed that site access and the visibility from it northwards, is adequate for the speed of traffic on The Street. Although, the visibility to the south is slightly restricted, this is not considered to present a significant issue.

Coastal Management

- 6.17 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:
- 6.18 The proposed development lies between the 2025 line and the 2025-2050 line. The building is approximately 50m from the cliff edge. The design life of the buildings is 20-30 years and therefore exceeds the cliff erosion rates even under the worst case scenario. Therefore the development would remain safe throughout its planned lifetime.
- 6.19 The development will have no impact on the stability of the coastline or exacerbate the rate of its erosion and will be constructed mainly within the footprint of existing buildings. The new development is set within existing building footprints and will therefore produce no additional surface water drainage and will be positively drained as existing. The development will have no further impact on the coast line but will provide an opportunity to upgrade existing buildings to provide lower energy, more sustainable accommodation.
- 6.20 It is concluded that the applicant is making decisions on investment that are fully informed and that the proposed development will not significantly alter the existing situation.

7 CONCLUSION

- 7.1 The principle of delivering additional tourism accommodation in an established, sustainable 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 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 and is in accordance with the Waveney Development Plan.

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: RS/3755/16/02 and RS/3755/16/03C received 27 September 2016 for which permission is hereby granted.

Reason: To secure a properly planned development.

4. 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.

5. Prior to the installation of any mechanical plant, air conditioning or mechanical ventilation equipment on the approved 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.

Reason: to protect the amenity of nearby occupants

6. Prior to the occupation of the approved hotel bedrooms the vehicle and cycle parking spaces shown on drawing reference: RS/3755/16/03C shall first be provided and shall be retained thereafter in its approved form and used for no other purpose.

Reason: To enable vehicles can park safely off the public highway in the interests of highway safety.

7. Prior to the occupation of the approved hotel accommodation, an internal acoustics design specification for the approved accommodation shall be first provided to and agreed in writing with the Local Planning Authority.

The design specification shall be implemented as agreed prior to the occupation of the hotel accommodation and shall meet the BS8233 :2014, Sound Insulation and Noise reduction for Buildings' good standard criteria. Specifically the internal noise levels within habitable hotel bedrooms should not exceed the following A-weighted levels:

- 35dB LAeq, (16hr) daytime
- 30dB LAeq, (8hr) night-time (bedrooms only)
- 45dB LAmax, (fast) night-time (bedrooms only)

Reason: to secure appropriate levels of amenity for occupants

BACKGROUND INFORMATION: See application ref: DC/16/2861/FUL at www.waveney.gov.uk/publicaccess

CONTACT Hannah Smith, Senior Planning and Enforcement Officer