

PLANNING COMMITTEE – 12 JUNE 2018

APPLICATION NO DC/17/5100/FUL

LOCATION

East Anglia Transport Museum
Chapel Road
Carlton Colville
Lowestoft

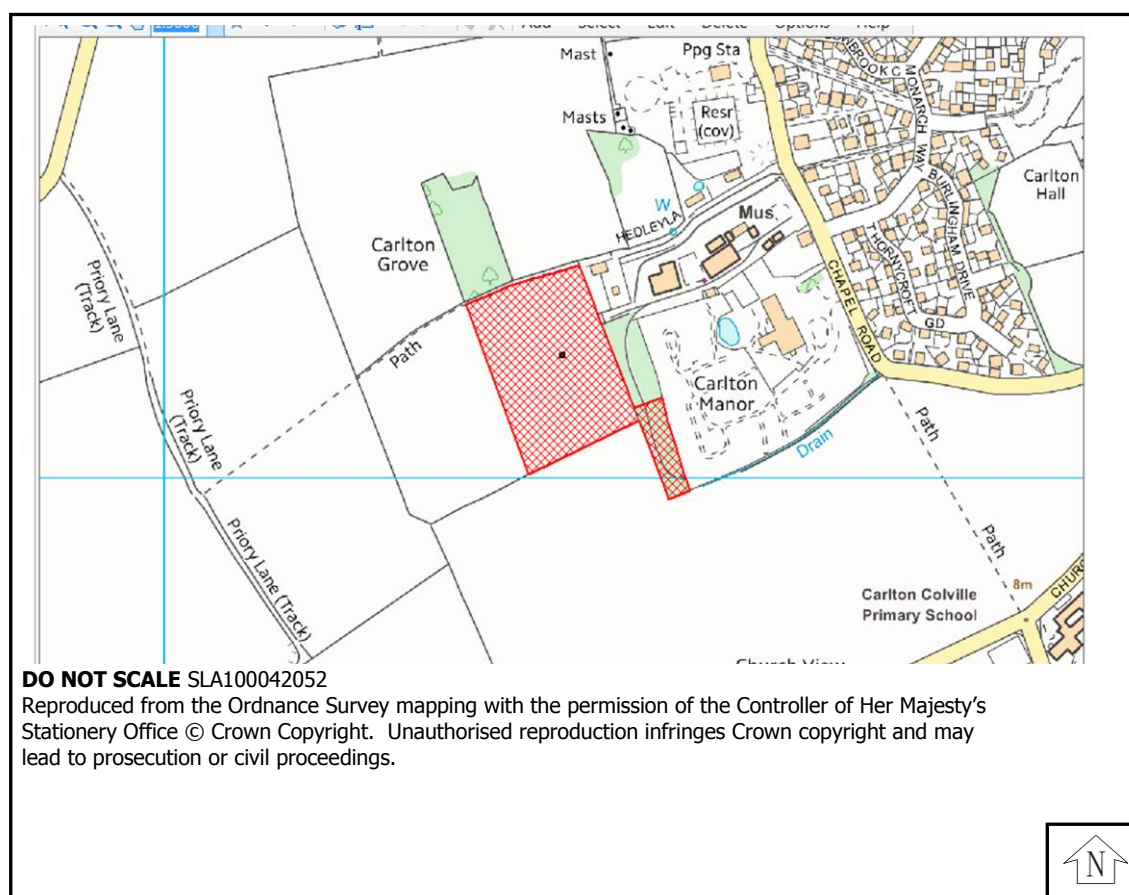
EXPIRY DATE Extension of time until 15 June 2018

APPLICATION TYPE Full

APPLICANT Mr Tim Major

PARISH Carlton Colville

PROPOSAL New exhibition depots, roads and tram tracks with overhead wires and ancillary street furniture and narrow gauge railway tracks, carriage shed and platform.



1 SUMMARY

- 1.1 This application seeks full planning permission for new buildings and facilities at the East Anglia Transport Museum which is a popular attraction for local residents and visitors alike and which contributes to the local economy. The importance of tourism uses to the

economy of the District is recognised and proposals that seek to develop and improve facilities are welcomed.

- 1.2 The proposal will enable the Museum to develop the existing facilities by creating an exhibition facility and longer rides within the site which will help add to its popularity.
- 1.3 Subject to appropriate controlling conditions the proposal can be accommodated within the site satisfactorily.
- 1.4 The application is referred to Committee as a major application.

2 SITE DESCRIPTION

- 2.1 The application site extends to some 2.06 hectares of former agricultural land along with the woodland to the west of Carlton Manor and has an immediate boundary with the existing Transport Museum to the east. Also to the east of the site is the Carlton Manor Holiday Park. Land to the north and west of the site is identified in the Waveney Local Plan Final Draft for sport and leisure purposes. There are two residential properties to the east of the site that are accessed off Hedley Lane.
- 2.2 The existing Museum site comprises a series of exhibition halls; visitor facilities including toilets, cafeteria, merchandising; narrow gauge railways, tram tracks and routes for trolley buses. Service and maintenance depots are also incorporated.
- 2.3 Visitor car parking is accommodated at the car park immediately off Chapel Road behind Hedley Lodge. This provides for up to 70 cars including disabled. Hedley Lodge forms the office and administration facility for the Museum.

3 PROPOSAL

- 3.1 Full planning permission is sought for additional exhibition depot facilities; to extend tram, narrow gauge railway and trolley bus rides in response to visitor demand; to provide additional rally display area and to provide separated staff car parking facilities.
- 3.2 The tram tracks and trolley bus routes will include overhead wires which will be suspended via traction poles all following the same theme as the current museum ride routes.
- 3.3 The main proposed exhibition depot will provide a hall devoted to the legacy of Lowestoft's former Eastern Coachworks. The remaining two depots will provide separate facilities for trolley bus and tram exhibition.
- 3.4 The building designs will follow the format of commercial buildings. They will use contemporary colour coated metal clad materials in muted colours and in line with the general theme of the current buildings throughout the Museum. Some relief to building form will be gained by projecting corner cladding details in contrasting colours to provide both colour and shadow line definition.
- 3.5 Landscaping, tree planting and hedgerows are proposed to be incorporated to all exposed boundaries on the north, west and south sides of the site.

4 CONSULTATIONS/COMMENTS

4.1 Neighbour consultation/representations

Three objections to the application have been received including two from the adjacent residential properties. Objection is raised on the grounds of flooding; noise pollution, diesel fumes and traction engine smoke; traffic generation and congestion and impact on wildlife.

Two representation in support of the application have been received commenting that the museum is a valuable asset to the local area and beyond and its growth will allow future visitors to continue to enjoy the facility and learn more about the areas past. The idea of building the coachworks in honour of Lowestoft's lost business makes this plan even more important.

4.2 **Parish/Town Council Comments:** Approve and request that taking into account the importance of this to the community that the period of commencement of the project be extended to longer than 3 years.

4.3 **Suffolk County Council – Highways Department:** To ensure the highway authority concerns about adequate parking provision are addressed, not just when the development is complete but are also addressed during the construction phase, a condition requiring a Construction Management and Operational Traffic Management Plan is recommended.

4.4 **Suffolk County Council - Flood and Water Management:** We have reviewed the following submitted documents and we recommend approval of this application subject to conditions.

4.5 **Suffolk County Council – Archaeological Unit:** No objection subject to conditions.

4.6 **WDC Environmental Health Officer:** No concerns with regards to contaminated land. With regards to noise the results from the noise assessment indicate that noise from the proposed development should not have an adverse impact on occupants of the existing residential dwellings. However, the report recommends that an effective acoustic barrier should be installed along the boundary with 3 Hedley Lane and I would advise that this should be the subject of a condition:

“Prior to any occupation or use of the approved development the applicant must construct an effective noise barrier in accordance with the requirements specified in the Adrian James Acoustics Limited noise assessment (11754 26/03/2018), specifically:

- * Figure 16; and

- * Section 4.6: “The fence should have no holes or gaps, a minimum height of 1.8m and no gaps between the ground and the bottom of the fence. The fence should be constructed from material with a minimum density of 10kg/m² such as close-boarded timber. A 1.8m high bund may alternatively be used.”

4.7 **WDC Arboricultural & Landscape Officer:** TPO No. 17, formerly TPO 43 East Suffolk County Council, covers the trees within the Transport Museum, & those in Carlton Manor / Caravan Park. This includes the woodland belt separating these from this field.

This proposal is on agricultural land currently outside this site. There are no trees on this new site, but a couple of Oak trees on the others side of new fencing.

If minded to approve we would need the following conditions;
 Protective Fencing – To be erected from the existing woodland & trees bordering site. No less than the edge of crown spread of largest adjacent tree, BS 5837:2012 states it to be 12x stem diameter.
 Supply detailed Landscaping Plan – Around all boundaries, local appropriate native species hedges & trees, such as mix of Hawthorn, Blackthorn, Hazel & Field Maple & Oak.

5 PUBLICITY

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

Category	Published	Expiry	Publication
Major application	22.12.2017	11.01.2018	Beccles and Bungay Journal
Major application	22.12.2017	11.01.2018	Lowestoft Journal

SITE NOTICES

The following site notices have been displayed:

General Site Notice	Reason for site notice: Major application, Date posted 13.13.2017	Expiry date 2.01.2018
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6 PLANNING POLICY

- 6.1 The Waveney Core Strategy was adopted in 2009: **CS02** - High Quality and Sustainable Design, **CS13** relates to tourism and **CS14** culture.
- 6.2 The Development Management Policies were adopted in 2011. **DM02** relates to Design Principles and **DM27** Protection of Landscape Character.
- 6.3 A new Waveney Local Plan Final Draft has been published for an 8 week period ending on 24 May 2018 for the submission of representations. Land to the north and west of the site is identified for sport and leisure purposes (WLP 2.19).

7 PLANNING CONSIDERATIONS

- 7.1 The submitted Planning Design and Access Statement (PDAS) provides some useful background information to this application as follows:

“The East Anglia Transport Museum was founded in 1965. Following several years of constructional and development work it opened to the public on 28 May 1972 and has opened every summer since then, with restricted openings in October and December. The Museum has grown as a tourist and cultural attraction and is now rated by TripAdvisor as the second most popular attraction in the Lowestoft area.

From the time of opening in May 1972 up to the end of August 2017 the Museum had recorded 712,939 visitors of whom approximately 563,000 (around 79%) have been

holiday makers or daytrippers (including some 2% from overseas). Using accredited Tourism impact statistics supplied by the Association of Independent Museums, the attractions visitors during 2016 contributed £445,779 to the local economy based on a table applying to the East of England as a whole and £423,707 using a Suffolk-only table.

The Museum has developed incrementally in size by purchasing areas of freehold land when these have become available. As the Museum develops, its need for covered accommodation for exhibition halls, workshops and storage facilities grows, as does the requirement for additional parking and recreational space. The current planning application is made in recognition of this need.

The planned development of the recently acquired land will enable the Museum to vacate a leased, off site storage facility on the Ellough Industrial Estate which will make a useful saving in costs and administrative effort. It will also enable creation of an exhibition facility to commemorate specifically the major part that the workforce and products of the former Eastern Coach Works played in Lowestoft's history prior to its closure in 1987. In response to visitor demand, longer rides will become possible on the trolleybus and narrow gauge railway and the construction of a second tram route is also planned".

Planning Policy

- 7.2 With regards to the principle of expanding the Transport Museum planning policies are generally supportive of proposals that promote tourism and facilities for both local people and visitors alike. Core Strategy recognises that the tourist industry is vital to the economy of Waveney and Policy CS13 states that new tourist accommodation and attractions should be developed in locations that offer good connectivity with other tourist destinations and amenities, particularly by public transport, walking and cycling. New tourism development will normally be located in or close to Lowestoft and the market towns.
- 7.3 The Core Strategy also makes reference to the Cultural Strategy (2006) for Waveney where the main aim is 'Increased cultural activity and opportunity for leisure, which improves the lives of residents and encourages visitors'. In accordance with this strategy Policy CS14 seeks to protect and promote cultural facilities including museums.
- 7.4 The Development Management Policies Development Plan Document also supports proposals that promote tourism. Whilst there are no specific policies relevant to this application Paragraph 8.1 states:

"Waveney District has a wide range of natural and cultural attractions throughout the area. They form the basis of the tourism industry that is vital to the local economy. The protection and enhancement of local natural and built assets will be encouraged, whilst promoting the continued responsible growth of the industry as outlined in the Waveney Tourism Strategy (2006)".

Residential amenity

- 7.5 Whilst the principle of the proposal is considered acceptable and policy compliant consideration has to be given to the potential impacts on neighbouring uses and properties. Policy DM02 seeks, amongst other things, to protect the amenity of

neighbouring uses. There are two residential properties adjacent to the north western corner of the existing museum site and adjacent to the north western corner of the application site. As will be noted above these properties object to the proposal on a number of grounds.

- 7.6 With regards to noise the application is accompanied by a noise assessment. The Environmental Health Officer notes that the results from the noise assessment indicate that noise from the proposed development should not have an adverse impact on occupants of the existing residential dwellings. However, the report recommends that an effective acoustic barrier should be installed along the boundary with 3 Hedley and he recommends that this should be the subject of a condition to provide either a 1.8m high fence or a 1.8m high bund. An amended plan indicates that adequate noise mitigation is to be achieved by a 1.8m high bund. Subject to this condition it is considered that noise from the proposed development can be satisfactorily mitigated. The Environmental Health Officer has not raised any concerns with regards to fumes or smoke.
- 7.7 It is not considered that the proposed buildings on the site will have any adverse impact on the neighbouring properties in terms of loss of outlook or overshadowing. Consequently is not considered to conflict with Policy DM02.

Highway Considerations

- 7.8 Initially Suffolk County Council Highways were concerned that the proposal could lead to an increase in traffic beyond what the present facilities are organised to cope with and that this in turn could lead to additional on road parking in the vicinity of the Museum that could cause unsafe obstructions on the highway network. In response the Applicants Transport Consultant has provided the following information

“The primary function of the proposed new building is to provide accommodation for vehicles/exhibits that are currently stored over at Ellough near Beccles (approx 20 vehicles buses and commercial vehicles) and allow the museum to have all its exhibits in one location. The new building would also allow current exhibitions to be rearranged and it is considered that they will not generate any significant increase in levels of visitors.

The parking arrangements have change over the years, with the original museum of 5 acres having a parking area within that original area. Subsequently an area of land adjacent to the hotel was used as a public car park. Then in 2001 the current car was provided in the grounds of Hedley Lodge providing 70 car parking spaces. The 70 car parking spaces are used by visitors and the volunteers that run the museum. At its height the museum could have up to 15 volunteers on site who all could drive, although it is acknowledged that this is unlikely to be the case. It is considered that at most 12 volunteer would drive to the site. As part of the development proposals I understand that 15 car parking spaces will be provided on site. Given this the available car parking capacity for visitors will be increased by 20%.

The site is open 107 days per year. At Christmas the site is an entirely pre booked event with visitors to see Santa in his groto.

Coach visits are all pre-booked and visiting vehicles are accommodated within the museum premises and can be turned on the internal road network in order to ensure no vehicle

reverses onto the highway. This can be demonstrated on a plan should you feel it necessary.

Special event weekends occur six or seven weekends per year and on those days the museums

fleet of vintage buses are used to provide a park and ride service using the nearby Cooperative store car park. Additionally a free bus service is operated into Lowestoft and on to Beccles. The local bus company also provide a low floor bus in order to serve the car park to enable access for people with disabilities”.

- 7.9 This explanation gives some reassurance that the onsite parking arrangements will be sufficient to cater for visitors. Nevertheless, as noted above, the Highway Authority have requested a condition requiring a Construction Management and Operational Traffic Management Strategy to be approved. This condition is considered to be necessary in order to mitigate any potential adverse impacts on the highway network.

Landscaping and Trees

- 7.10 The site is surrounded by agricultural land that has no landscape designation. The land to the north and west of the application site is allocated for sports and leisure uses in the new Waveney Local Plan Final Draft to provide at least 20.75 hectares of sports pitches, non-pitch sports and other sports and leisure facilities together with changing facilities and car parking (WLP 2.19).
- 7.11 There are no trees on the site but there is a woodland adjacent to the site to the east. The Councils Arboricultural & Landscape Officer requests that protective fencing around trees bordering the site and landscaping to the boundaries of the site be provided. These can be secured by condition should the application be approved.

Ecology Considerations

- 7.12 The site is former agricultural land and therefore is considered to be of little ecological value. There is an existing woodland adjacent to the site but this is not directly affected by the proposal. It is considered that the proposal will not have an adverse impact on wildlife.

Heritage Considerations

- 7.13 The site is not located within a conservation area and there are no listed buildings on or adjacent to the application site.

Flood Risk Considerations

- 7.14 The site is located in Flood Zone 1 which has the lowest probability of risk from flooding. The application is accompanied by a Flood Risk Assessment and surface water disposal strategy which have been scrutinised by Suffolk County Council Flood and Water Management. No objection is raised subject to the development being carried out in accordance with these details.

8 CONCLUSION

- 8.1 This application seeks consent to extend a well established and popular Museum in Carlton Colville. The proposal will provide accommodation for vehicles/exhibits that are currently stored at Ellough near Beccles. This will allow the museum to have all its exhibits in one location. The proposal will also provide enhanced visitor attractions which should help to ensure the museum remains a popular attraction for many years to come. The proposal will help ensure that the Museum continues to make an important contribution to the economy of the District.
- 8.2 It is considered that the proposal can be accommodated on the site without adversely affecting the amenities of neighbouring properties, the highway network, the surrounding landscape, wildlife and trees. Accordingly the application is recommended for approval subject to controlling conditions.
- 8.3 The applicant and the Parish Council have requested that the period for commencement of the project be extended to longer than 3 years. There is no objection to this.

RECOMMENDATION

That the application be approved subject to the following conditions.

1. The development hereby permitted shall be begun within a period of five 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 not be brought into use until it has been completed in all respects strictly in accordance with Plans 7379 02 D, 7379 03 C, 7379 04 D and 7379 05 C received 30 November 2018, 7379 07 C received 26 February 2018 and 7379 06 F and 7379 08 E received 11 May 2018 for which permission is hereby granted or which are subsequently submitted to and approved in writing by the Local Planning Authority and in compliance with any conditions imposed by the Local Planning Authority.

Reason: To secure a properly planned development.

3. Before the development hereby permitted is commenced a Construction Management and Operational Traffic Management Plan shall have been submitted to and approved in writing by the Local Planning Authority. Construction of the development shall not be carried out other than in accordance with the approved plan. The Construction Management Plan shall include the following matters:
 - a) parking and turning for vehicles of site personnel, operatives and visitors
 - b) loading and unloading of plant and materials
 - c) piling techniques
 - d) storage of plant and materials
 - e) programme of works (including measures for traffic management and operating hours)
 - f) provision of boundary hoarding and lighting
 - g) details of proposed means of dust suppression

- h) details of measures to prevent mud from vehicles leaving the site during construction
- l) haul routes for construction traffic on the highway network and
- j) monitoring and review mechanisms.
- K) Details of deliveries times to the site during construction phase

Reason: In the interest of highway safety to avoid the hazard caused by mud on the highway and to ensure minimal adverse impact on the public highway during the construction phase and in the operation of the completed development.

4. The strategy for the disposal of surface water (dated 27/03/2018, ref: 7115-C-100-01-P3) and the Flood Risk Assessment (FRA) (dated November 2017, ref: 1875/RE/11-17/01) shall be implemented as approved in writing by the local planning authority. The strategy shall thereafter be managed and maintained in accordance with the approved strategy.

Reason: To ensure that the principles of sustainable drainage are incorporated into this proposal, to ensure that the proposed development can be adequately drained.

5. The building hereby permitted shall not be occupied until details of all Sustainable Urban Drainage System components and piped networks have been submitted, in an approved form, to and approved in writing by the Local Planning Authority for inclusion on the Lead Local Flood Authority's Flood Risk Asset Register.

Reason: To ensure all flood risk assets and their owners are recorded onto the LLFA's statutory flood risk asset register as per s21 of the Flood and Water Management Act.

6. Prior to any occupation or use of the approved development the applicant must construct an effective noise barrier in accordance with the requirements specified in the Adrian James Acoustics Limited noise assessment (11754 26/03/2018), specifically:

- * Figure 16; and
- * Section 4.6: "The fence should have no holes or gaps, a minimum height of 1.8m and no gaps between the ground and the bottom of the fence. The fence should be constructed from material with a minimum density of 10kg/m² such as close-boarded timber. A 1.8m high bund may alternatively be used."

Details of the proposed noise barrier must be submitted to and approved by the Local Planning Authority prior to installation. The barrier shall be constructed in accordance with the approved details.

Reason: In order to protect the amenities of neighbouring residential properties

7. No development shall take place within the area indicated [the whole site] until the implementation of a programme of archaeological work has been secured, in accordance with a Written Scheme of Investigation which has been submitted to and approved in writing by the Local Planning Authority.

The scheme of investigation shall include an assessment of significance and research questions; and:

- a. The programme and methodology of site investigation and recording
- b. The programme for post investigation assessment
- c. Provision to be made for analysis of the site investigation and recording

- d. Provision to be made for publication and dissemination of the analysis and records of the site investigation
- e. Provision to be made for archive deposition of the analysis and records of the site investigation
- f. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.
- g. The site investigation shall be completed prior to development, or in such other phased arrangement, as agreed and approved in writing by the Local Planning Authority.

Reason: To safeguard archaeological assets within the approved development boundary from impacts relating to any groundworks associated with the development scheme and to ensure the proper and timely investigation, recording, reporting and presentation of archaeological assets affected by this development, in accordance with Policy CS 17 of Waveney District Council Core Strategy Development Plan Document (2009) and the National Planning Policy Framework (2012).

- 8. No building shall be occupied until the site investigation and post investigation assessment has been completed, submitted to and approved in writing by the Local Planning Authority, in accordance with the programme set out in the Written Scheme of Investigation approved under Condition 1 and the provision made for analysis, publication and dissemination of results and archive deposition.

Reason: To safeguard archaeological assets within the approved development boundary from impacts relating to any groundworks associated with the development scheme and to ensure the proper and timely investigation, recording, reporting and presentation of archaeological assets affected by this development, in accordance with Policy CS 17 of Waveney District Council Core Strategy Development Plan Document (2009) and the National Planning Policy Framework (2012).

- 9. Prior to the commencement of development protective fencing shall be erected around the existing woodland and trees bordering the site in accordance with BS 5837:2012.

Reason: For the avoidance of damage to protected trees in the woodland adjacent to the site.

- 10. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a detailed landscaping plan for the boundaries of the site. The landscaping plan shall comprise appropriate native species hedges and trees, such as mix of Hawthorn, Blackthorn, Hazel & Field Maple & Oak. The scheme shall be implemented in accordance with the approved details prior to first use of the buildings. Any plants or trees which die within the first three years shall be replaced in the next available planting season.

Reason: In the interests of amenity and the appearance of the locality.

BACKGROUND INFORMATION:

See application ref: DC/17/5100/FUL
www.eastsuffolk.gov.uk/public-access

CONTACT

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