

SCOTTISH BORDERS COUNCIL

**APPLICATION TO BE DETERMINED UNDER POWERS DELEGATED TO
SERVICE DIRECTOR REGULATORY SERVICES**

PART III REPORT (INCORPORATING REPORT OF HANDLING)

REF : 14/01282/FUL

APPLICANT : Park Resorts Ltd

AGENT : GVA Hotels & Leisure

DEVELOPMENT : Change of use of land to form extension to existing holiday park

LOCATION: Land South West Of Northburn Caravan Park
Pocklaw Slap
Eyemouth
Scottish Borders

TYPE : FUL Application

REASON FOR DELAY:

DRAWING NUMBERS:

Plan Ref	Plan Type	Plan Status
3487- 310	Block Plans	Refused
3487-300	Location Plan	Refused
3487 -320 A	Site Plan	Refused
3487- 315	Sections	Refused

NUMBER OF REPRESENTATIONS: 7

SUMMARY OF REPRESENTATIONS:

Representations have been received from 6 householders - objections mainly relate to the proposed access route.

Main point raised include.

Access and road safety

Noise and disruption

Privacy

Use -all year round

Community Council: No objection to the principle but concerns raised over the proposed access to the site and road safety.

Landscape Officer: No objection in principal but seeks further details before being able to support this application to include planting, SUDS, cabin design, access, site furniture and fittings.

Flood Management: SEPA records indicate that the site is not at risk from a flood event with a return period of 1 in 200 years.. Further detials on SUDS required prior to development. There will be an increase in hard, impermeable surfaces at the development site and this would need to be mitigated against. I would require that further details of the level of sustainable urban drainage (SUDS) to be submitted prior to the development. All SUDS work should be carried out in accordance with the SUDS Manual (C697) and should incorporate source control.

Outdoor Access Officer: No objection subject to a condition in respect of right of way access route BB22. The path, as indicated above, must be maintained open and free from obstruction in the course of development and in perpetuity and shall not form part of the curtilage of the property (as outlined in this application). Reason: To protect general rights of responsible access.

Environmental Health Officer: No comments. An informative is advised. If Consent is granted, an amendment to the site licence will be required. The applicant is advised to liaise with SBC's Legal and Democratic Services, Licensing Team regarding the proposed increase, and possible amendments required to the site licence.

Economic Development: Supportive of the proposals. The application fits with the Tourism Strategy 2013-2020 and the Visit Scotland consultation paper (Feb 2013) on the National Tourism Development Plan for Scotland. If the application for a change of use is approved we would seek a full business plan to include financial forecasts, marketing information and job creation.

Roads Planning: Objects on road safety grounds. The office considers that the additional units should be served via the existing holiday park regardless of the status of the units.

Forward Planning: Objects on policy grounds.. The proposal is contrary to policy H3 of the Consolidated Local Plan 2011. It has been necessary to allocate a certain level of housing to meet the south east Scotland Strategic Development Plan (SESplan) housing requirement as part of the Local Development Plan process. It is therefore considered that it would be inappropriate to allow alternative uses on allocated housing land at this time. Whilst it is accepted the proposal will offer some community benefit in terms of tourism and related local economic benefit, it is considered this would not outweigh the need to protect allocated housing sites and land supply.

PLANNING CONSIDERATIONS AND POLICIES:

Scottish Borders Consolidated Local Plan 2011

G1 Quality Standards for New Development
G5 Developer Contributions
EP2 Areas of Great Landscape Value
EP4 Coastline
H1 Affordable Housing
H2 Protection of Residential Amenity
H3 Land Use Allocations
Inf2 Protection of Access Routes

Recommendation by - Lucy Hoad (Planning Officer) on 20th July 2015

Site

The site comprises a rectangular section of land on the northern outskirts of Eyemouth, lying adjacent to the established caravan site to the north east and residential housing to the south west and south east. The site lies within the development boundary of the town and is allocated for housing in the Consolidated Local Plan 2011 with nominal capacity for 20 houses. The topography is sloping land grassed over at present. This coastal site is located adjacent to a Special Landscape Area, re-designated following the 2012 review of local landscape designation to include former Areas of Great Landscape Value.

History

06/00611/OUT Erection of twenty dwellinghouses Approved 13.09.2007
10/00516/PPP Erection of twenty dwellinghouses (renewal of application 06/00611/OUT) Pending approval subject to conclusion of legal agreement

Proposal

The proposal is for a change of use of the land in order to develop the site (1.00 hectare) to provide 23 mobile homes/residential caravans. It is intended that these homes/caravans are to be used as a person's sole/main residence. The application is accompanied by plans, site sections and planning statement. The

layout illustrates 2 No rows of mobile homes, one to each side of an access track. Space is allocated on the plan for parking provision (single car) adjacent to each mobile home. It is intended to access the site from Pocklaw Slap (the plans originally depicted access being taken from Barefoot Road).

No details of the floorplans or design of the homes has been submitted but the applicant seeks for the development to be single storey in scale, with materials to be sympathetic in colour to respect the surrounding landscape (timber clad/dark green/grey tiled roofs or muted colours). The homes are to be akin to park bungalow style developments.

The planning statement sets out the case that the development is justified on the following grounds.

- There is a continued demand for holiday caravans in this location.
- The client has actively marketed the site over 7 years and no interest has been received from developers to take the site forward for housing
- A fresh marketing campaign was undertaken by GVA in 2011/2012 but no interest was shown.
- The council should consider whether the housing site is considered to be essential to the delivery of housing land requirements for Eyemouth
- Taking into account the investment required to provide an alternative use of the land for holiday lodges/holiday caravans for a temporary period only (five years) is not financially viable
- A minimum period of 20 years would be need to justify the investment required to develop the site for holiday caravans
- The proposal to develop the site with residential standard caravans (mobile homes) is compatible with policy as the site is retained for residential use
- Mobile homes would be sold on the open market for purchasers to occupy as their permanent homes
- The type of homes would suit elderly residents
- The visual impact of single storey accommodation will be less than higher density 2-story dwellings.

Policy Principle

At a regional level there is a need to meet the requirements of the SESPLAN South East Scotland Strategic Development Plan by allocating specific sites In the Scottish Borders for housing supply. The proposed site is allocated for housing in the current Local Plan 2011 with nominal capacity for 20 houses.

Policy H3 Housing Land Allocations states that any use contrary to the use for which the site is allocated in the Local Plan will be refused; however there are exceptions criteria to include:

- i) It is ancillary to the proposed use and in the case of proposed housing development it still enables the site to be developed in accordance with the indicative capacity shown in the Land Use Proposals table and or associated planning briefs or
- ii) there is a constraint on the site and no reasonable prospect of its becoming available for the development of the proposed use within the Local Plan period or
- iii) the alternative use offers significant community benefits that are considered to outweigh the need to maintain the original proposed use and
- iv) The proposal is otherwise acceptable under the criteria for infill development

The applicant seeks to develop the site for an alternative long term use in order to site residential lodges/mobile homes to be sold under the Mobile Homes Act. The applicant considers that the site is constrained as a housing site in terms of its deliverability, due to the lack of interest from house builders to develop it.

The aim of Policy H3 is to ensure that sites allocated in the Local Plan are developed for their intended use and that adequate justification is provided for any alternative use. Examples of some alternative uses that offer significant community benefit to justify an exemption under this policy may include health or sport facilities, school or employment use.

The use proposed by the applicant is for mobile residential caravans to be sold on the open market. The quality of this style of development is regarded as being temporary in nature, It is noted that an increase in provision of caravans at this site may fit with the aims of the Tourism Strategy 2013-2020, and whilst it is acknowledged there may be some merit in the proposals, with a potential increase in tourism and related economic benefit,, on balance, these community benefits are not considered sufficient to outweigh the

requirement to protect and retain the site for its intended use for main stream housing in compliance with housing land supply policies.

Design

The proposed caravans are described as residential and mobile homes and thus are regarded to be temporary in nature. Details of design are lacking but the applicant has advised that they are willing to consider appropriate finishes for the caravans/homes that would be single storey in scale. Whilst it is noted that structures of a similar scale are located in the adjacent caravan park, the precise detail of units would require to be agreed. Whilst the siting of such units at this location on a short term basis (5 years) may be acceptable on the basis that this would allow for the allocated use to be developed for housing, when the market economy improves, the applicant is clearly seeking a longer term use in this instance, due to the cost implications associated with the project.

Access and parking

Concerns have been raised by the community council and neighbouring properties in respect of an increase in traffic on the adjacent residential street and road safety concerns. The agent had originally proposed to provide access via Barefoot Road and subsequently Pocklaw Slap. The Roads Officer has been consulted on the proposed development and does not support either of the proposed access routes, confirming that any additional units should be served by an internal link from the existing caravan park. He advised that this option would remove the need for traffic to double back on itself having checked in to the park. Given the comments of the Roads Planning Officer, the concerns raised by the local residents appear to be justified in this instance. Given that the proposed linkages would bring the traffic into the residential schemes, there would be an adverse impact on road safety contrary to planning policy G1 Quality Standards of Development.

Amenity

In terms of neighbouring amenity, the proposal raises no privacy or daylight issues.

Landscaping

The planning statement and site plan indicate that boundary planting is proposed in order to ensure the new development is assimilated into the wider landscape. No detailed landscaping/planting plan has been provided with the submission. The landscape architect has not objected to the application in principle but seeks further information on the details of the planting, SUDS, cabin design, access, site furniture and fittings.

The size of the caravan park would increase by erecting mobile homes in this undeveloped part of the headland, however the impact on the visual amenities of the area would not necessarily be any greater than the presence of the existing park. A condition to secure an agreed landscape plan and planting/maintenance scheme would be required in order to ensure the development would be successfully embedded in the wider landscape.

Flood risk

Policy Inf6 (SUDS) required applicants to take the land requirement implications of SUDS into account in their consideration of layout and design. The Flood Management Officer has been consulted on the application and has advised that further details on the level of sustainable urban drainage (SUDS) would be required to be agreed prior to development. He notes that SEPA records indicated that the site is not at risk from a flood event with a return period of 1 in 200 years. However, the scheme results in an increase in hard, impermeable surfaces at the site, and thus mitigation measures would require to be agreed in advance of any development.

Services

The applicant has indicated that the development is to receive its water from a public mains supply. It is intended to connect to the public drainage network. Drainage proposals would require to be assessed by the Building Standards Officer via the building warrant process. Connection to the public mains services would require to be assessed by application to Scottish Water. The Environment has not objected to the proposals but advised that should consent be granted an amendment to the site licence will be required.

Legal

In terms of mainstream housing there would be a requirement to consider 25% affordable units. Developer contributions would be required in respect of local education provision in line with supplementary planning guidance.

Conclusion

The proposed site is allocated for housing in the Consolidated Local Plan 2011 with nominal capacity for 20 houses. The applicant seeks to develop the site for an alternative use to site residential lodges/mobile homes to be sold under the Mobile Homes Act. The design of the mobile homes, the treatment of surface water at the site, and the landscaping of the scheme have not been detailed in the application.

The proposal is not considered acceptable under the criteria of policy H3 due to the fact that the change of use of the land to provide mobile residential caravans would result in the loss of an allocated site for housing which is required to meet the housing land requirement for the Berwickshire Housing Market Area. The proposal would raise road safety concerns with additional traffic to the park requiring to access residential streets rather than utilising the existing park entrance and access route.

REASON FOR DECISION :

The proposal for use of the land for the siting of mobile caravans would be contrary to policy G1, H2 and H3 of the consolidated Local Plan.as the development would result in the loss of allocated permanent housing land which is required to meet the housing land requirement for the Berwickshire Housing Market Area. In addition the proposal would promote use of a separate access via residential streets to the site rather than utilising the existing access to the caravan park to the detriment of road safety.

Recommendation: Refused

- 1 The proposals would be contrary to policy H3 of the Consolidated Local Plan in that the proposed change of use of land would result in the loss of allocated housing land which is required to meet the housing land requirement for the Berwickshire Housing Market Area.
- 2 The proposal would be contrary Policy Inf3 of the Consolidated Local Plan in that the proposed development would give raise to road safety concerns with additional traffic to the park requiring to access residential streets rather than utilising the existing park entrance and access route.

“Photographs taken in connection with the determination of the application and any other associated documentation form part of the Report of Handling”.

