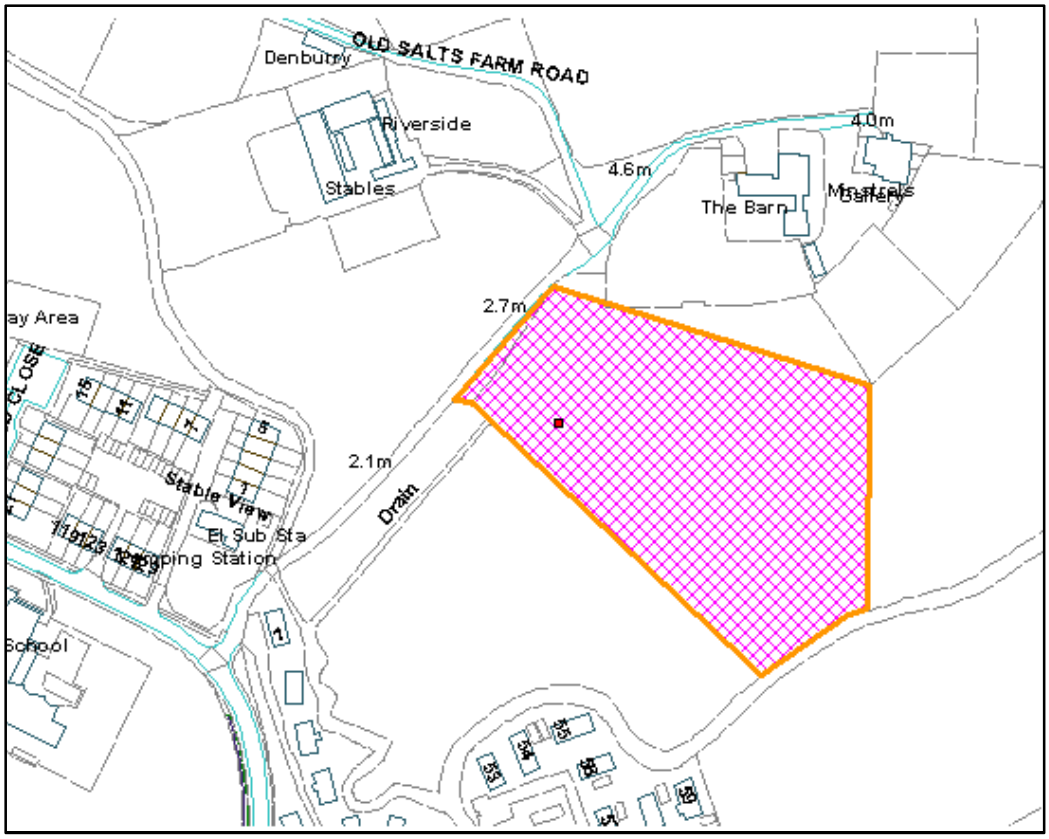
Application Number:	**AWDM/1398/22**	**Recommendation - Approve**
Site:	**The Barn Caravan Park, Old Salts Farm Road, Lancing, West Sussex, BN15 8JG**	
Proposal:	**Replacement of permanent mobile home approved under planning permission AWDM/1170/15 with a permanent chalet bungalow of brick and flint walls and a slate roof. Alteration in the limit of time that the residential use can exist from 1st March to 31st October as existing under PP AWDM/1170/15, to all year round. Installation of 5 bird boxes along the south-west boundary.**	
Applicant:	Mr and Mrs Joby Pannell	Ward: Widewater
Agent:	James Breckell Architects	
Case Officer:	Peter Barnett	



Not to Scale

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Proposal, Site and Surroundings

This touring caravan and camping site is located to the east of the built-up area of Lancing, within the remaining open area of flat coastal plain. It lies on the south-east side of a narrow private lane. It is situated 100m along the lane, before reaching the dwellinghouse 'Beechlands' (formerly 'The Barn') and the listed 'Minstrels Gallery' (formerly Old Salts Farmhouse) beyond. On the opposite side of the lane are paddocks and livery stables. To the south, beyond a watercourse and within the built up area, is a large residential mobile home site (Willowbrook Park).

The application site consists of a field, the north-west part of was formerly certificated by the Camping and Caravanning Club for its use as a touring caravan and camping site by Club members for no more than 5 touring caravans at any one time. Planning permission was granted in 2013 to increase the number of caravan pitches from 5 to 25 over the whole field, including that part which was outside the certificated area. Since then, the site is no longer certificated with the Camping and Caravanning Club due to its increased size.

Permission was granted in 2015 to permanently site a 3-bed mobile home measuring 12.5m long, 6.7m wide and 4.3m high to ridge on an existing area of hardstanding at the entrance to the site (AWDM/1170/15). It has 3 bedrooms - the intention being that the applicant's family (wife and 2 children) would occupy the mobile home during the season. One of the bedrooms is used as an office.

The permission was subject to a condition that the mobile home shall only be occupied by the manager of The Barn Caravan Park and their spouse and children and it shall only be occupied between 1 March and 31 October in any year. The mobile home shall be left unoccupied between 1 November and 28 February every year.

This application seeks to remove the existing mobile home and replace it with a brick built 3 bed chalet bungalow that would be tied to the campsite. The dwelling would measure 11.4m long, 7.9m wide and 5.95m high. It would be finished using slate tiles and brickwork with flint panels. The internal floor area would be 130 sqm compared with 78 sqm for the mobile home.

The application also seeks permission to occupy the dwelling all year round, with no winter break. The Design and Access Statement submitted with the application advises that winter trade on the campsite is growing, the bungalow would provide security and a permanent presence at the site for health and safety and to maintain order and good conduct on the campsite.

The application also proposes to tie the bungalow to the campsite by way of a legal agreement to ensure it can never be occupied separately from the use of the campsite.

The applicant is a Member of Adur District Council.

Relevant Planning History

L/13/01 – siting of residential mobile home – refused

L/119/04 - siting of residential mobile home – refused

ADC/0360/06 - Temporary siting of mobile home (to provide 24 hour on site security/management of licensed touring caravan site) (retrospective) – refused and appeal dismissed

ADC/0173/08 - Locate mobile home on land in the sole ownership of a member of the 'gypsy' community – refused and appeal dismissed

AWDM/1089/11 - Shower, toilet and washing-up building for The Barn certified touring caravan site – approved.

AWDM/0722/13 - Change of use of rear part of field to enable its inclusion within certified camping and caravan park with associated increase in the number of caravan pitches from 5 to 25 – approved.

AWDM/0116/15 - Permanent mobile home for use of the camp site owner and new vehicle and pedestrian entrance gates - refused

AWDM/1170/15 - Permanent mobile home for use of the camp site owner with occupation limited to between 1st March to 31st October - approved

AWDM/0090/21 - Construction of multi-purpose single-storey reception building to north of site to include a reception and cafe, indoor toilet and an outdoor disabled toilet to be accessible 24 hours a day and a retail space (32m.sq) for camping related necessities - approved

Consultations

West Sussex County Council: No objection from a transport/highways aspect subject to a condition securing cycle parking. Comments that the applicant proposes no alterations to the existing access arrangements. The proposed bungalow will be of similar scale to the existing caravan and as such, the LHA does not anticipate a material intensification of use of the existing access. Whilst the altered limit of time to all year round will see a slight increase in trips during the existing restricted months, the additional trips generated by a single dwelling are not anticipated to be significant.

Regarding parking, the applicant proposes to retain an existing area of hardstanding. The WSCC Car Parking Demand Calculator indicates that a dwelling of this size and location would require at least two car parking spaces. From inspection of the plans, there is sufficient space on-site for this parking demand to be accommodated, with suitable space for on-site turning. Given the recent changes to the Building Regulations Approved Document S (Infrastructure for the Charging of Electric Vehicles), it may be that the

provision of EV charging is now covered under separate legislation to planning. Therefore, WSCC as Highway Authority have no comment to make upon the EV charging provision as a result of this planning application. However, the planning case officer should check whether the development is being built under the old Building Control regulations, in place prior to June 15th 2022, and if they are, it may be appropriate to secure EV charging provision through the planning process. No details regarding cycle parking provision have been provided. Cycling is a viable option in the area and the provision of cycle parking provision will help promote the use of sustainable modes of transport. The LHA requests the applicant to demonstrate secure and covered cycle parking provision in accordance with WSCC Parking Standards (2 cycles).

Adur & Worthing Councils: Public Health: Works of construction or demolition, including the use of plant and machinery, necessary for implementation of this consent shall be limited to the following times.

Monday - Friday 08:00 - 18:00 Hours
Saturday 09:00 - 13:00 Hours
Sundays and Bank Holidays no work permitted

Any temporary exception to these working hours shall be agreed in writing by the Local Planning Authority at least five days in advance of works commencing. The contractor shall notify the local residents in writing at least three days before any such works.

Reason: To safeguard the residential amenity of the area in accordance with Policy 19 of the Adur Local Plan

The ***Engineer:*** Flood risk- The application is within flood zone 3, and is shown to be at low risk from surface water flooding but with areas nearby shown to be at high risk. The sequential and exception test should be applied and the Environment Agency should be consulted. We are hesitant to support proposals for sleeping accommodation on the ground floor in areas shown to be at risk in an undefended/ breach scenario.

Surface water drainage- the flood risk assessment includes a surface water drainage strategy which uses infiltration with an assumed infiltration rate. We are not confident that infiltration will be viable here given the areas susceptibility to high, tidally influenced groundwater in the winter months. It may be discharge to ordinary watercourse is required, although the feasibility of this is questionable. It should be noted that prior consent is required for discharge to ordinary watercourse. If you are minded to approve this application please apply conditions to ensure the development is adequately drained and does not increase flood risk elsewhere

Planning Policy: The site lies outside of the BUAB and is therefore countryside in planning policy terms. (However the site is not part of the Local Green Gap). Policy 13 therefore applies, as does policy 26 which relates to the visitor economy and requires that visitor facilities should be sensitively designed and minimise impacts on the environment.

Given that the permanent mobile homes use has been in place for some time, I do not consider that this proposal will generate a level of activity which would result in an adverse impact on the area. Similarly, given the precise location of the current mobile home, grouped with existing buildings/ hardstanding, I have no concern about the proposed increase to the footprint of the building.

Regarding the amount of time the bungalow can be occupied, I understand that the caravan park itself is already operational all year; again I cannot see there will be an adverse impact resulting from occupation of the bungalow for 12 months per annum consistent with, and to support, the use of the caravan site. However, to ensure the use of the bungalow remains linked to the operation of the park, I would agree with and support the use of a s106 to this effect, to ensure that the property cannot be used independently.

I note the references to river and tidal flooding in the supporting statement; however you must also be satisfied that groundwater issues have been adequately taken into account (policy 36). The FRA should adequately assess what the risks to the proposed development are across its lifetime, taking into account the impacts of climate change.

In addition it is unclear what the proposed surface water drainage strategy would be should soakage testing show infiltration is not suitable in this location.

There is no policy objection provided that you are satisfied the requirements of policy 36 are met.

Environment Agency: No objection, provided that the following condition be attached to any planning permission granted:

The development shall be carried out in accordance with the submitted Flood Risk Assessment (dated August 2022) and the following mitigation measures it details:

- Finished floor levels shall be set no lower than 3.07 metres above Ordnance Datum (AOD).
- First floor levels shall be set no lower than 5.70 metres above Ordnance Datum (AOD).
- All sleeping accommodation must be at the first floor level or above.
- Flood resilient design shall be implemented up to 5.41m AOD.

These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/phasing arrangements. The measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development.

Southern Water: The Environment Agency should be consulted directly by the applicant regarding the use of a septic tank drainage which disposes of effluent to sub-soil irrigation.

The Council's Building Control officers or technical staff should be asked to comment on the adequacy of soakaways to dispose of surface water from the proposed development.

It is possible that a sewer now deemed to be public could be crossing the development site. Therefore, should any sewer be found during construction works, an investigation of the sewer will be required to ascertain its ownership before any further works commence on site.

Lancing Parish Council: No objection

Representations

48 letters of support received from local residents and businesses plus users of the campsite.

Relevant Planning Policies and Guidance

Adur Local Plan 2017 Policy 13, 15, 18, 19, 20, 26, 34, 35, 36
Sustainable Energy SPD (August 2019)
Adur Planning and Climate Change Checklist (June 2021)
WSCC Guidance on Parking at New Developments (Sept 2020).
National Planning Policy Framework (July 2021)
Technical Housing Standards – nationally described space standard (DCLG 2015)

Relevant Legislation

The Committee should consider the planning application in accordance with:

Section 70 of the Town and Country Planning Act 1990 (as amended) provides that the application may be granted either unconditionally or subject to relevant conditions, or refused. Regard shall be given to relevant development plan policies, any relevant local finance considerations, and other material considerations; and

Section 38(6) Planning and Compulsory Purchase Act 2004 that requires the decision to be made in accordance with the development plan unless material considerations indicate otherwise.

Planning Assessment

Principle

The site lies outside the built-up area and is in the countryside. Policy 13 states:

"Outside of the Built Up Area Boundary (as shown on the Policies Map), development will only be permitted where the need for a countryside location is essential; it is for quiet informal recreation or the essential needs of agriculture or horticulture, flood management, or is otherwise consistent with this Local Plan (or subsequent DPDs). Improvements to green infrastructure, including enhanced pedestrian, cycle, and equestrian access (where appropriate), and better access for those with mobility difficulties will be supported. The extension of isolated groups of buildings or the consolidation of linear or sporadic development will not be permitted."

Policy 26 relates to the visitor economy and states:

"The visitor economy will be promoted through the provision of new facilities including visitor accommodation, in locations with good public transport access and within the Built Up Area. Access (including new public rights of way and slipways) to the river, the coast and the South Downs National Park should be improved where possible. All proposals for visitor facilities should be sensitively designed so as to minimise impacts on the environment."

The NPPF states that "*planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply: a) there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside*" (para 80)

It supports the sustainable growth and expansion of all types of businesses and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings (para 84). It also supports sustainable rural tourism and leisure developments which respect the character of the countryside (para 84).

It goes on to state that:

"*Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist*." (para 85)

This proposal is for a permanent dwelling within the countryside and does not strictly comply with the aims of Policy 13. However, the site is an existing campsite and is well supported locally. The nature of the use is that it is within the countryside and, taking account of the general desire to encourage tourism and recreation, it is considered that, in principle, a permanent dwelling is warranted here, subject to consideration of its impact on the visual amenities and character of the area. The permission for the mobile home has established a semi-permanent residential use on the site and, taking into account the arguments put forward by the applicant, it is considered that an all-year round presence is now justified, provided any flood risk concerns can be overcome. This is discussed in more detail later in the report.

If approved, it is considered necessary to tie the dwelling to the campsite by way of a legal agreement to ensure that it is only occupied by the owner of the campsite in order

to prevent future pressure for further dwellings in this location. The applicant has already agreed to this and, indeed, it was suggested by them within the application.

Visual amenity

The dwelling would replace the existing mobile home in the same position. It would be sited on an area of hardstanding at the entrance to the site on its northwestern boundary. The site is screened to some extent by a hedge along the frontage but the new dwelling will be 1.3m taller than the mobile home and will be more visible from the access road. The increased height is necessary in order to raise the sleeping accommodation above the level of flood risk at 5.7m AOD. Its height has been kept to a practical minimum though by lowering the eaves height and providing first floor windows as dormers sat on the eaves. The eaves height is 4.1m.

The building will be located within an area of sporadic development but the dwellings that exist are relatively large and the proposed dwelling at this site will not appear unduly out of character or scale with other buildings in the locality.

The design of the building, with the use of local stock bricks, flint panels and a slate roof, with chimney, results in a sympathetic form of development which is considered to have an acceptable visual impact in this countryside location. It will have a small flat roofed area on the top of the roof as a result of the need to keep the ridge height as low as possible. Solar panels will be installed on this part of the building.

Residential amenity

The proposed dwelling has a floor area of 130sqm and comfortably exceeds the minimum national housing standards.

It is not positioned in close proximity to neighbouring dwellings, being over 50m from 1-5 Stable View to the west and even further from Willowbrook Park to the south. It is not considered therefore that the proposal will harm the amenities of existing residential occupiers.

Flood risk - Sequential and Exception Tests

The site lies within an area at risk of flooding (zone 3a) and previous proposals for a permanently sited mobile home on the site have been objected to by the Environment Agency due to the risk to human safety during a flood event.

The current permission limits occupation of the mobile home to between 1st March and 31st October, thereby avoiding the winter months when flood risk is higher. The applicant now wishes to have an all-year round presence on the site for the reasons referred to earlier in this report. The site is believed to be fully defended from flood but, because of the potential flood levels in an undefended scenario, the sleeping accommodation must be provided at a minimum height above the undefended flood level of 5.41mAOD. A Flood Risk assessment has been submitted which states that:

"*it is proposed to set the ground floor level at 3.07m AOD. Flood resilience measures will be incorporated from ground floor up to the flood level of 5.41m AOD. The first floor level will be set at a minimum of 5.7m AOD*."

The Environment Agency has confirmed that it has no objection to these details subject to a condition to secure their implementation.

As the site lies within an area of flood risk the NPPF requires sequential and exception tests to be carried out in order to demonstrate that there are no alternative sites available within areas of lesser flood risk. In this case, with regard to the sequential test, it is difficult to argue that there are better alternative sites available when the need for the dwelling is on site in order to provide 24 hour security and assistance. The applicant has provided evidence of an increasing number of motor homes using the site during the winter months. The number of motor homes is currently limited by the applicant due to the lack of any current on-site presence during the winter but his intention is to increase the numbers, possibly up to the maximum permissible of 25 any any one time, should he be allowed to live on site permanently.

With regard to the exception test, Paragraph 164 of the NPPF states that:

"To pass the exception test it should be demonstrated that: a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall."

Para 165 goes on to state:

"*Both elements of the exception test should be satisfied for development to be allocated or permitted*."

In this case, the development will reduce flood risk compared to the current situation by providing a flood resilient dwelling which will be safe for its lifetime, based on current predicted undefended flood levels. The provision of a tied dwelling on the site will also help to secure the use of the site for camping and caravanning in the foreseeable future to the benefit of the wider community. Several letters of support have been submitted in this respect, including details of sponsorship provided by the caravan park to local groups, such as Worthing College Rugby Academy, and charity events.

There have also been letters of support from numerous local businesses who benefit from holiday makers in the area and the revenue that creates for Lancing in particular. The campsite has also won awards from camping organizations.

Your Officers are therefore satisfied that the provision of a permanent dwelling on the site is justified and that an exception can be made due to the wider sustainability benefits to the community through increased tourism and recreation in the area.

Sustainability

The Design and Access Statement sets out a number of energy efficient and sustainable proposals for this development. It states:

"*A huge opportunity exists to reduce the energy usage of the campsite by improving the construction of the proposed bungalow over the existing permanent mobile home. Within the construction of the proposed bungalow we intend to:*
Super insulate the building within the external envelope
Use triple glazed windows and doors
Use an air source heat pump to provide heating and hot water
Use underfloor heating (which is the most efficient way of heating a house)
Use Mechanical Ventilation Heat Recovery as a means of ventilation
Use a wood burner so that wood gathered through land management can be used as fuel.
Use the highest standard of efficiency in appliances such as fridges etc.
Use photovoltaic panels to collect energy from the sun that can be stored within a battery to provide power for the air source heat pump."

It is considered that the development will achieve a good level of sustainability.

Recommendation

Subject to the completion of a s106 legal agreement tying occupation of the dwelling to the Barn Caravan Park:

APPROVE, subject to the following conditions:-

1. Approved Plans.
2. Standard time limit.
3. Details of materials to be agreed.
4. Construction Management Plan.
5. Works of construction or demolition, including the use of plant and machinery, necessary for implementation of this consent shall be limited to the following times. Monday - Friday 08:00 - 18:00 Hours Saturday 09:00 - 13:00 Hours Sundays and Bank Holidays no work permitted Any temporary exception to these working hours shall be agreed in writing by the Local Planning Authority at least five days in advance of works commencing. The contractor shall notify the local residents in writing at least three days before any such works.
6. Development shall not commence, other than works of site survey and investigation, until full details of the proposed surface water drainage scheme have been submitted to and approved in writing by the Local Planning Authority. The design should follow the hierarchy of preference for different types of surface water drainage disposal systems as set out in Approved Document H of the Building Regulations, and the recommendations of the SuDS Manual produced by CIRIA. Winter groundwater monitoring to establish highest annual ground water levels and winter infiltration testing to BRE DG365, or similar approved, will be required to support the design of any

Infiltration drainage. The building shall not be occupied until the complete surface water drainage system serving the property has been implemented in accordance with the agreed details and the details so agreed shall be maintained in good working order in perpetuity.

7. The development shall not proceed until details have been submitted to and approved in writing by the Local Planning Authority for any proposals to discharge flows to watercourses; or for the culverting, diversion, infilling or obstruction of any watercourse on or adjacent to the site. Any discharge to a watercourse must be at a rate no greater than the pre-development run-off values. No construction is permitted, which will restrict current and future land owners from undertaking their riparian maintenance responsibilities in respect to any watercourse or culvert on or adjacent to the site.

8. Cycle parking to be provided.

9. Energy efficiency measures to be installed as per submitted details in Design and Access Statement.

10. The development shall be carried out in accordance with the submitted Flood Risk Assessment (dated August 2022) and the following mitigation measures it details: Finished floor levels shall be set no lower than 3.07 metres above Ordnance Datum (AOD). First floor levels shall be set no lower than 5.70 metres above Ordnance Datum (AOD). Cont/d.. 2 All sleeping accommodation must be at the first floor level or above. Flood resilient design shall be implemented up to 5.41m AOD. These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/phasing arrangements. The measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development.

11. Bird boxes to be installed in accordance with details to be submitted and approved.

12. Removal of PD rights for future extensions .

6 February 2023

Local Government Act 1972
Background Papers:

As referred to in individual application reports

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