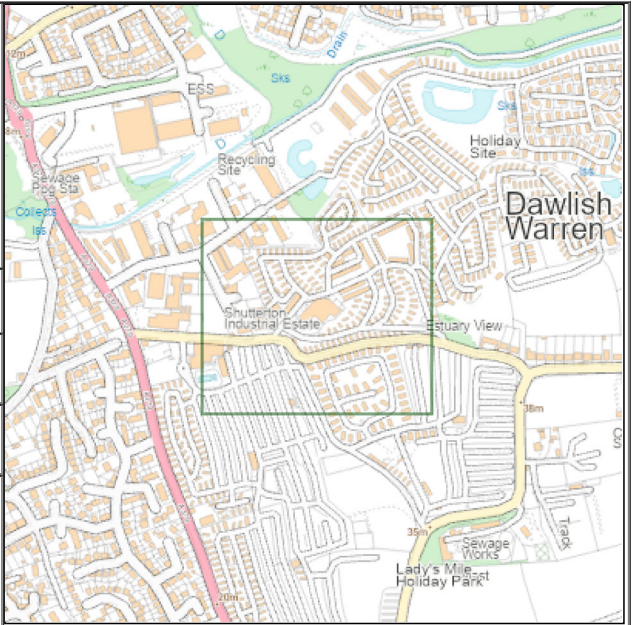




Planning Committee Report

Chairman: Cllr Colin Parker



Date	22 October 2024
Case Officer	Cheryl Stansbury
Location	Golden Sands Holiday Park Week Lane Dawlish Devon EX7 0LZ
Proposal	Alterations and extensions to existing clubhouse and reception/shop building including hard landscaping, crazy golf area, use of building as an activity centre and associated works including installation of pv panels on swimming pool building roof
Applicant	Park Holidays UK Ltd
Ward	Dawlish North East
Member(s)	Cllr Linda Goodman-Bradbury, Cllr Rosie Dawson, Cllr Martin Wrigley
Reference	23/01834/FUL

[Online Details and Documents](#)

RECOMMENDATION: PERMISSION GRANTED



1. REASON FOR REPORT

This application has been called in by the Dawlish Town Council for the following reasons:

- The proposed area is in a critical drainage area (CDA) which the flood report doesn't mention.
- There is no attenuation scheme in place.
- There is no independent drainage report.
- There is no mention of where the roof water is being distributed.
- There should be a report from South West Water.

2. RECOMMENDATION

Permission be granted subject to the following conditions:

1. The development hereby permitted shall begin before the expiry of three years from the date of this permission.

REASON: In accordance with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the application form and the following approved plans/documents:

Date Received	Drawing/reference number	Description
06 Oct 2023		Location Plan
06 Oct 2023	3161.PP01.04.00	Proposed GF Plan
06 Oct 2023	3161.PP01.06.00	Proposed Activities Centre Plan
06 Oct 2023	3161.PP01.07.00	Proposed Activities Centre Roof Plan
06 Oct 2023	3161.PP01.09.00	Proposed Swimming Pool Elevations
06 Oct 2023	3161.PP01.10.00	Proposed Activity Centre Elevations
06 Oct 2023	3161.PP01.11.00	Proposed Sections
05 Mar 2024	3161.PP01.03.01	Proposed Site Plan
05 Mar 2024	3161.PP01.05.01	Proposed Swimming Pool Roof Plan

REASON: In order to ensure compliance with the approved drawings.

3. The works shall proceed in strict accordance with the precautions, measures and enhancements described in the protected species survey report (by Co-Ecology, dated November 2022, especially section 6).

REASON: For the benefit of legally protected and priority species and delivery of net gain.

4. Prior to the commencement of development, an Energy Statement and Embodied Carbon Reduction Strategy shall be submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, the Strategy shall demonstrate the steps taken to substitute carbon-intensive materials, such as concrete and steel, with low carbon alternatives and measures taken to reduce energy consumption by 48%

in line with Policy S7. A review of the module mounting details and shading separation spacing for the UV solar panels should be part of this scheme in light of the flat roof location.

On approval of such matters, the approved details contained within the Energy Statement and Embodied Carbon Reduction Strategy be incorporated into the scheme and retained as such thereafter.

REASON: To ensure that the site remains sustainable and to comply with Local Plan Policies S6 S7 and emerging policy CC2.

5. No development hereby permitted shall commence until the following information has been submitted to and approved in writing by the Local Planning Authority:

(a) A detailed drainage design based upon the approved Flood Risk Assessment and Drainage Strategy.

(b) Detailed proposals for the management of surface water and silt runoff from the site during construction of the development hereby permitted.

(c) Proposals for the adoption and maintenance of the permanent surface water drainage system.

(d) A plan indicating how exceedance flows will be safely managed at the site.

(e) If required, a detailed assessment of the condition and capacity of any existing surface water drainage system/watercourse/culvert that will be affected by the proposals. The assessment should identify and commit to, any repair and/or improvement works to secure the proper function of the surface water drainage receptor.

No building hereby permitted shall be occupied until the works have been approved and implemented in accordance with the details under (a) - (e) above.

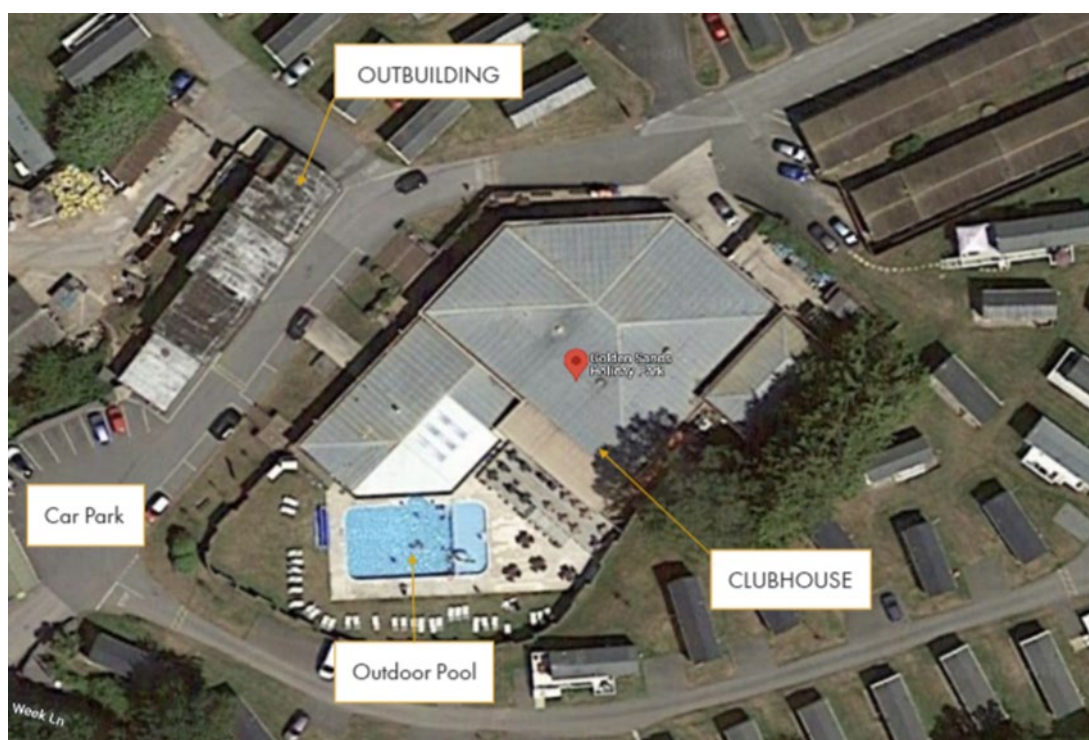
REASON: The above condition is required to ensure the proposed surface water drainage system will operate effectively and will not cause an increase in flood risk either on the site, adjacent land or downstream in line with SuDS for Devon Guidance (2017) and national policies, including NPPF and PPG. The conditions should be pre-commencement since it is essential that the proposed surface water drainage system is shown to be feasible before works begin to avoid redesign / unnecessary delays during construction when site layout is fixed.

3. DESCRIPTION

The site

3.1 The application site forms part of the well-established Golden Sands Holiday Park. The site comprises the existing outdoor swimming pool complex/reception/ clubhouse and an adjacent building, located close to the entrance to the Holiday Park. It is surrounded by holiday accommodation with various industrial buildings to the immediate west and further north. The site lies with Dawlish Critical Drainage Area

and Dawlish Warren Special Area of Conservation/Exe Estuary Special Protection Area zones.



3.2. The Holiday Park is currently permitted to be open for use between 1 March and 14 February inclusive (which equates to 50 weeks per annum). The facilities are only open to park guests and not to the general public.

The Proposal

3.2 This application seeks consent for an extension over the existing outdoor swimming pool along with new changing rooms and toilets, reconfiguration of reception and clubhouse/bar, change of use of a nearby outbuilding into a new activity centre (soft play, crafts, indoor climbing) and a new crazy golf area adjoining the new swimming pool building; the pool itself is not being changed or enlarged. Whilst of a more modern appearance, the proposal will reflect the existing form and height of the current reception area, utilising materials that include render, timber effect composite cladding and colour panels, with a simple colour palette.

3.3 Surrounding pavements and parking areas will also be upgraded alongside the works.

3.4 Relevant Planning History

- 97/02957/FUL Extension to bar and pool complex - Approved
- 85/01776/REM Replacement entertainment complex- Approved
- 85/01296/COU – Entertainment complex, store, launderette and WCs – Approved
- [The reception and shop predate available planning history]

3.5 Various applications for holiday units/static caravans, the most recent being the following, although not of direct relevance to this proposal – 20/02227/MAJ, 18/01178/MAJ and 16/02739/MAJ

3.6 Principle of the development/sustainability

- 3.7 Policy S1 “Sustainable Development Criteria” is an overarching policy, requiring development to not impact on road safety, environmental pollution, residential amenity, landscape, biodiversity and so on. Policy S22 is of relevance because in planning policy terms, the site is classed as outside of the settlement, as countryside, and this policy limits development in such locations, although tourist uses are listed as an acceptable use. Policy S12 (Tourism) states that the Council will promote a growing, sustainable tourism sector, and support proposals to lengthen the tourism season and encourage higher spending by visitors to support the retention of existing tourist accommodation and attractions which contribute to the local economy. To a degree, Policy S17 “Dawlish” is also relevant in so far as the aim for Dawlish to regenerate a premier year-round visitor resort.
- 3.8 The accompanying text within the TLP (paragraphs 3.17 – 3.18) sets out that, whilst the tourist economy is a relatively small direct element of local employment, it provides additional visitors to local retail and other services and therefore indirectly supports a significant amount of local employment. Therefore, it is important that planning policies support its sustainable expansion rather than inhibits its growth unnecessarily. In the open countryside there are a wide number of potential tourist businesses that can contribute to the area’s economy and meet sustainable development requirements.
- 3.9 The proposal represents an improvement and upgrading to the current park facilities and will weatherproof the current outdoor swimming pool, helping to enhance the viability of the Park by providing facilities for guests out of the peak summer season, bringing with it, additional economic benefits at a time when, traditionally, less visitors would be present.
- 3.10 There is policy support for the proposal and in principle, it is considered acceptable.
- 3.11 Impact upon the character and visual amenity of the area/open countryside**
- 3.12 Policy EN2A requires development to protect and enhance the landscape.
- 3.13 Whilst lying in the countryside, the park is well contained, surrounded by built development, and the proposed buildings will sit against the backdrop of the current reception, existing holiday accommodation and surrounding industrial development.
- 3.14 The development will not be an apparent feature in the landscape and through its design and appropriate materials, is not considered harmful to the character of the area and complies with policy EN2A.
- 3.15 Impact on residential amenity of surrounding properties**
- 3.16 Local Plan Policy S1 requires development to take account of its impact upon existing residential amenity, referring in particular to privacy, outlook, natural light and security, as well as any environmental impacts it might have such as noise, smell, dust and so on.
- 3.17 The proposal would not result in a significant impact in terms of the amenity of the neighbouring residential occupiers.
- 3.18 Impact on ecology/biodiversity**

- 3.19 Local Plan Policies EN8, EN9, EN10 and EN11 all seek to protect and enhance the area's biodiversity interests.
- 3.20 The application site is within 10km of the Exe Estuary Special Protection Area and Ramsar site and Dawlish Warren Special Area of Conservation and is therefore subject to the requirements of the 2017 Conservation of Habitat and Species Regulations. However, the application does not propose an increase in holiday accommodation, so raises no implications in terms of these protected habitats; no contribution or mitigation is required.
- 3.21 The buildings have been assessed and no signs of bats were found; there was evidence of birds and a condition is imposed for works to be carried out in accordance with the recommendations in the ecology report.
- 3.22 Subject to the condition, the proposal is considered acceptable with regards to protected species and habitats.
- 3.23 Land drainage/flood risk**
- 3.24 Local Plan Policy EN4 Flood Risk requires a sequential approach to development; whilst being in a critical drainage area, the site is in Flood Zone 1, the lowest risk area; land to the north falls within Flood Risk Zones 2 and 3. A Flood Risk Assessment has been submitted.
- 3.25 The development will utilize the existing connections to mains water and foul drainage in common with the remainder of the holiday park. Surface water from the new roof over the pool will drain to the existing system, much the way any run off does now from the hard surfaces around the pool.
- 3.26 Following detailed discussions between Devon County Council, as the Lead Local Flood Authority (LLFA) and the applicant, additional information in relation to the surface water drainage aspects of the site have now been provided.
- 3.27 In response to this latter round of discussions, the LLFA have noted the following issues remain to be addressed –
- The applicant should design to 45% climate change.
 - The surface water drainage of the reception area should be modelled.
 - The applicant should include the cellular storage within the modelling.
 - The applicant has proposed to install SuDS Planters at the base of rainwater downpipes.
- 3.28 On this basis the LLFA has now withdrawn its objection and has no in-principle objections, subject to the attachment of a pre-commencement condition to address these points.
- 3.29 Subject to the imposition of the LLFA's requested pre-commencement condition, the proposal is considered acceptable with regards to TLP policy EN4 (Flood Risk) and the provision of sustainable drainage.

3.30 Highway safety

3.31 The development will not attract any additional vehicles to site as it seeks to improve existing facilities which are open to guests only. Therefore, there are no highway implications.

3.32 Other matters

3.33 The Climate Officer's detailed comments are noted, however, much of what has been requested goes beyond that which current Local Plan Policy can secure. Solar panels are now included on the roof and as suggested by the applicant, an Energy Assessment has been conditioned. Electric car charging is suggested as being required, but this application seeks to extend and improve current facilities and allow year-round occupation, it does not seek to attract additional vehicles. The facilities are also only open to guests, so whilst car charging is desired, it is not considered there is policy to support imposing such a condition; it is likely this would be required under Building Regulations in any event. The proposed condition is considered sufficient to address current carbon reduction in policies S7 and EN3.

3.34 The concerns raised by the Town Council are noted but have been fully addressed by the application. Whilst it is not explicit in the Flood Risk Assessment that the site lies in the CDA, this has been scrutinized by DCCLFA and they are satisfied that adequate drainage can be provided. South West Water have not submitted any comments to this application; they review weekly lists and generally only make representations where they have concerns or a development is likely to affect their assets.

3.35 Conclusion

3.36 As discussed above, the proposal is policy compliant, considered to be sustainable development that will bring economic benefits through encouraging out of peak season tourism visits.

3.37 The applicant has addressed consultee concerns and approval is therefore recommended.

4 POLICY DOCUMENTS

Teignbridge Local Plan 2013-2033

S1A Presumption in Favour of Sustainable Development

S1 Sustainable Development Criteria

S2 Quality Development

S6 Resilience

S7 Carbon Emission Targets

S9 Sustainable Transport

S12 Tourism

S17 Dawlish

S22 Countryside

EC12 Tourist Attractions

EN2A Landscape Protection and Enhancement

EN3 Carbon Reduction Plans

EN4 Flood Risk

EN8 Biodiversity Protection and Enhancement

EN9 Important Habitats and Features

EN10 European Wildlife Sites
EN11 Legally Protected and Priority Species

Teignbridge Local Plan 2020-2040 (emerging Local Plan):

Teignbridge Local Plan 2020-2040 was published on 14 March 2024 and has been submitted for public examination. The National Planning Policy Framework sets out that decision-makers may give weight to relevant policies in emerging plans according to their stage of preparation, the extent to which there are unresolved objections to relevant policies, and their degree of consistency with policies in the National Planning Policy Framework. The following emerging policies are considered relevant to the proposed development:

GP1: Sustainable Development
GP3: Settlement Limits and the Countryside
GP5: Neighbourhood Plans
GP6A: Open Space and Recreation Facilities
GP6B: Built Facilities
GP7: Infrastructure & Transport Networks
CC1: Resilience
CC2: Energy and Carbon Statements
CC4: Sustainable Transport
CC5: Renewable and Low Carbon Energy Generation
DW1: Quality Development
DW2: Development Principles
DW3: Design Standards
EC1: Business Development
EC6: New Tourist Accommodation and Attractions
EC7: Static and Touring Caravan Sites
H12: Residential Amenity
EN4: Landscape Protection and Enhancement
EN6: Flood Risk and Water Quality
EN8: Light Pollution
EN10: Biodiversity and Geodiversity
EN11: Important Habitats and Features
EN12: Legally Protected and Priority Species
EN13: European Wildlife Sites
EN14: Exe Estuary and Dawlish Warren
EN15: South Hams SAC

National Planning Policy Framework

National Planning Practice Guidance

5 **CONSULTEES**

5.1 TDC Biodiversity

The survey found no sign of bats, but opportunities for nesting birds. Condition requested.

DCC LLFA

30 September 2024 - The updated response indicates the initial concerns are now withdrawn and there are no in-principle objections to the above planning application at this stage, subject to the attachment of a pre-commencement planning condition being imposed on any approved permission to secure full details and maintenance arrangements.

15th January 2024 – Requested further information and no drainage was shown for the shop and reception building, existing or proposed. Queried size of pipework and model outputs.

7th November – Requested a surface water drainage plan and noted elements of the FRA did not relate to the proposal, but to the lodges.

TDC Climate Officer

A carbon reduction statement is yet to be submitted; there is insufficient information available to indicate whether the proposals are policy compliant. A statement is required addressing the following:

Policy S6c: use or contamination of energy, water, soil and materials should be minimised.

- Fabric standards for u values, thermal bridging, and air permeability rates must meet or outperform standards in the Notional Dwelling Specification;
- Where proposals include to retain existing fossil fuel heating systems, the carbon reduction plan should commit to reduce consumption by 48% in line with S7
- Where proposals include to replace or increasing the capacity of heating provision, provision should be met by low carbon heating technologies including air or ground source heat pumps.
- The statement should show evidence of heat recovery ventilation systems.
- The solar PV is unlikely to achieve its full potential due to the layout, either proposed to lay flat, rendering self-cleaning defunct, or they have been inclined at an angle 10°C or more, which will result in overshadowing. Roof upstands are also likely to overshadow the proposed array.

Policy EN3: There is no discussion in relation to embodied carbon. The applicant must provide an embodied carbon reduction strategy, demonstrating steps taken to substitute carbon- intensive materials such as concrete and steel with low carbon alternatives.

Policy S9a: Sustainable Transport – The proposal includes 18 parking spaces associated; the applicant is therefore required to demonstrate how it will comply with Part S in relation to the provision of EV charging. The minimum expectation is to provide at least one 32A Mode 3 Type 2 EV charge point, with passive EV infrastructure matching the same specification provided to a further one in five bays.

6 REPRESENTATIONS

6.1 None received.

7 DAWLISH TOWN COUNCIL'S COMMENTS

7.1 Recommends refusal on the following grounds:

- The proposed area is in a critical drainage area which the flood report doesn't mention.
- There is no attenuation scheme in place.
- There is no independent drainage report.
- There is no mention of where the roof water is being distributed.
- There should be a report from South West Water.

8 COMMUNITY INFRASTRUCTURE LEVY

8.1 The CIL liability for this development is Nil as the CIL rate for this type of development is Nil and therefore no CIL is payable.

9 ENVIRONMENTAL IMPACT ASSESSMENT

9.1 Due to its scale, nature and location this development will not have significant effects on the environment and therefore is not considered to be EIA Development.

10 BIODIVERSITY NET GAIN (BNG)

10.1 Biodiversity net gain is a legal requirement for planning permissions. Planning applications are required to either provide detailed information proving there will be a biodiversity increase of 10% or explain why they are exempt from doing so. Unless exempt, planning permission is subject to the general Biodiversity Gain Condition (as set out in Paragraph 13 of Schedule 7A of the Town and Country Planning Act 1990 (as amended)).

10.2 This development is not subject to the general Biodiversity Gain Condition because it is exempt for the following reason: application submitted in 2023, prior to mandatory BNG.

11 CARBON/CLIMATE IMPACT

11.1 The drawings have been revised to include solar panels on the roof. Plus, through covering the open-air swimming pool, energy demands for its heating will be reduced. The development will be subject to the most recent Building Regulations (Approved Document L Volume 2) and the applicant has offered to provide an Energy Assessment and a condition has been included to secure this.

12 HUMAN RIGHTS ACT

12.1 The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests/the Development Plan and Central Government Guidance.

Head of Development Management