

## **Application for Determination**

<b>Parish</b>	Beccles
<b>Reference:</b>	BA/2012/0313/RENEWT <b>Target Date:</b> 11.06.2010 (BA/2010/0106/FUL)
<b>Location:</b>	Beccles Lido, Puddingmoor, Beccles
<b>Proposal:</b>	Proposed retention of the portakabins used for male and female wc's, disabled toilet and shower facility
<b>Applicant:</b>	Mrs Maureen Saunders, Beccles Lido Limited
<b>Reason for referral:</b>	Director referral
<b>Recommendation:</b>	Approve with conditions.

## **1 Description of Site and Proposals**

- 1.1 The application site, Beccles Lido, is situated between the River Waveney and Puddingmoor Road on the western fringe of Beccles. The Lido site lies at the southern end of Puddingmoor and within the Beccles Conservation Area.
- 1.2 The area of land between Puddingmoor and the Waveney to the north of the Lido site is relatively densely developed, with the majority of the built form comprising dwelling houses. The land to the south of the Lido is less intensively developed and accommodates a boatyard immediately south of the Lido and open green space beyond that.
- 1.3 The Lido comprises the main pool (measuring 33m x 16m), a paddling pool, a reception building, a utilities building, a row of timber changing huts and the two portacabin style static changing room units which are the subject of this application.
- 1.4 This application seeks consent for the retention of these static changing room units for a temporary period of 4 years.

## **2 Planning History**

In 2010 consent was granted for new signage, water slides and showers (BA/2010/0236/FUL).

In 2010 consent was granted for a new pool cover and reel

(BA/2010/0327/FUL).

In 2010 consent was granted for security fencing and a disabled access ramp (BA/2010/0040/FUL).

In 2010 consent was granted for the retention of the static changing room units for a temporary period of three years (BA/2010/0106/FUL). This consent expires in June 2013.

In 2007 consent was granted for the retention of the static changing room units for a temporary period of three years (BA/2007/0309/FUL).

In 2006 consent was granted for the siting of two static changing room units for a temporary period of two years (W672/8BA).

### **3 Consultation**

*Beccles Town Council* - No response received at time of writing.

*Beccles Society* – No response received at time of writing.

*Broads Society* – No response received at time of writing.

*Councillor Christopher Punt* – No objections.

*Councillor Graham Elliott* – I support the application.

*Environment Agency* – No objection subject to conditions requiring that any new quay heading shall be constructed at the same height as the existing quay heading and that no material shall be stored within Flood Zone 2 or 3.

### **4 Representations**

None.

### **5 Policy**

#### **5.1 Development Management Policies DPD**

[DMP DPD - Adoption version.pdf](#)

DP4 – Design

DP5 – Historic Environment

DP27 – Visitor and Community Facilities and Services

#### **5.2 Material consideration – NPPF**

<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.pdf>

## **6 Site History**

- 6.1 Beccles Lido was constructed in 1959 and remains a popular community and tourist facility located on the riverside in Beccles.
- 6.2 Following Waveney District Council's decision to close the pool in 2009 the management of the lido is overseen by Beccles Lido Ltd, a community run charity who purchased the site and reopened the facility in the summer of 2010.
- 6.3 The pool opens on a seasonal basis and reported a successful year in 2012, with over 35,000 visitors recorded.
- 6.4 In the two years since the site has been under the ownership and management of Beccles Lido Ltd there has been significant investment in infrastructure at the site, principally focused on making sure the site is safe, secure and offers a facility which people want to use.

## **7 Assessment**

- 7.1 This application seeks consent for the retention of two static changing room units at the Beccles Lido site. The units were originally granted a temporary planning consent in 2006, and additional temporary consents were granted in 2008 and 2010. The current consent for the siting of the mobile units expires in June 2013.
- 7.2 The units were initially granted temporary consent rather than full consent as the static changing room units were not considered to be of a sufficiently high standard of design to be retained permanently at this prominent location within the Beccles Conservation Area. However, whilst there were reservations regarding the design of the units it was accepted that the Lido site makes an important contribution to the character of the Conservation Area and, additionally, was a valuable community facility.
- 7.3 Having regards to these factors, it was considered that a temporary consent would enable the Lido to offer a reasonable standard of changing facility, to remain open to trade and allow time to plan and fund a more suitable permanent replacement building. This latter point is an important one and it has never been the case that the retention of the static units was either proposed or accepted on a permanent basis.
- 7.4 As detailed in section 6 of this report, there have been a number of significant changes to the ownership and management of the Lido site since this original grant of consent in 2006, and there have also been a number of new temporary consents issued to allow the static units to remain on site.
- 7.5 In essence, the material facts of this application remain the same as those considered back in 2006 and, whilst the policies in the Local Plan against which the original application was assessed have now been superseded by those in the DM DPD, a high quality of design is still required for

development within Conservation Areas (see Policies DP4 and DP5) and the general principle of protecting and supporting new development at community facilities such as the Lido remains (Policy DP27). It is the case, however, that there is a tension between these two policies in respect of impact on the Conservation Area, and this may be difficult to reconcile.

- 7.6 In this case, and in determining this application, the Local Planning Authority must consider whether the continued retention of the mobile units, which do not achieve the required design standard, is justified by their facilitation of a valued community and visitor facility
- 7.7 It is the case that there have, to date, been a total of three temporary consents granted at this site for retention of the units and, both as a matter of good practice and following the advice set out in Government Circular 11/95, it is not desirable to issue a succession of temporary consents which permit the retention of a form of development which is, in design terms, not of a sufficient quality to preserve and enhance the character of the Conservation Area.
- 7.8 Consequently, it is considered that it would not be appropriate to issue a further temporary consent unless there are compelling material considerations which would outweigh the presumption against the granting of a further temporary consent.
- 7.9 In making the application Beccles Lido Ltd have highlighted the fact that in the last three years the community run charity have purchased the site, worked to reopen the Lido for full seasons in 2011 and 2012 and overseen a significant program of investment which has concentrated firstly on ensuring the safety and security of the site (for example new fencing consented under application reference BA/2010/0040/FUL), secondly repairs to the pool infrastructure to reduce running and maintenance costs (for example the refurbishment of the filtration system and repairs to water pipes) and, subsequently, on improving the offer at the site (with installation of a new water slide and diving board, consented under application reference BA/2010/0236/FUL).
- 7.10 The charity suggests that this represents a serious and concerted effort to, initially, save the pool from closure and, in the long term, improve the facilities at the site. Whilst the replacement of the static units with a more appropriately designed, permanent building is planned, the priority over the last three years has simply been to ensure the future of the pool and to establish a sound financial base from to build upon.
- 7.11 This reasoning has been considered and accepted by both the local County and District Councilor, with the District Councilor specifically expressing support for the proposal.
- 7.12 Having regards to the above, and particularly the recent record of investment and improvement at this site it is considered that the particular circumstances of the Beccles Lido site can be regarded as material

considerations sufficient to outweigh the general presumption against the granting of a further temporary consent.

- 7.13 In arriving at this conclusion regard must also be given to guidance within the National Planning Policy Framework (NPPF) which highlights the important role planning authorities have in facilitating social integration and creating healthy, inclusive communities, and requires that Authorities *'guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs'* (paragraph 70). It is the case that by permitting a further temporary extension and thereby enabling the charity additional time to fund a suitable replacement building, the Authority will be assisting in guarding against the loss of a valuable community facility.

## **8 Conclusion**

- 8.1 This application seeks consent for a further temporary consent for the retention of two static changing room units at the Beccles Lido site. The site occupies a prominent location within the Beccles Conservation Area and the static units are not considered to be of a sufficiently high standard of design to warrant a permanent consent in this sensitive location.
- 8.2 However the units are integral to the operation of a valuable community facility and, in recognition of this, a series of consents have been granted since 2006 permitting the temporary retention of the units.
- 8.3 It is recognised that it is neither good practice nor in line with guidance in the relevant Government Circular to issue a succession of temporary planning consents. However, the Circular does not preclude the issuing of consents in this matter and it is considered that having regard to both the particular circumstances of the Beccles Lido site and guidance within the NPPF, there are sufficiently strong material consideration to outweigh the general presumption against the granting of a further temporary consent.
- 8.4 Considering this and having regards to the relevant policies, the decision to permit retention of the static units on a temporary basis appears to remain the most equitable planning solution and, consequently, the recommendation here is for approval subject to conditions.

## **9 Recommendation**

- 9.1 Approve subject to conditions:
- Temporary consent for four years.
  - In accordance with approved plans.
  - The development hereby permitted must be anchored to the ground in accordance with the approved 'Schedule of works to ensure portacabins are securely anchored to prevent floating in the event of flooding'.

## **10 Reasons for Recommendation**

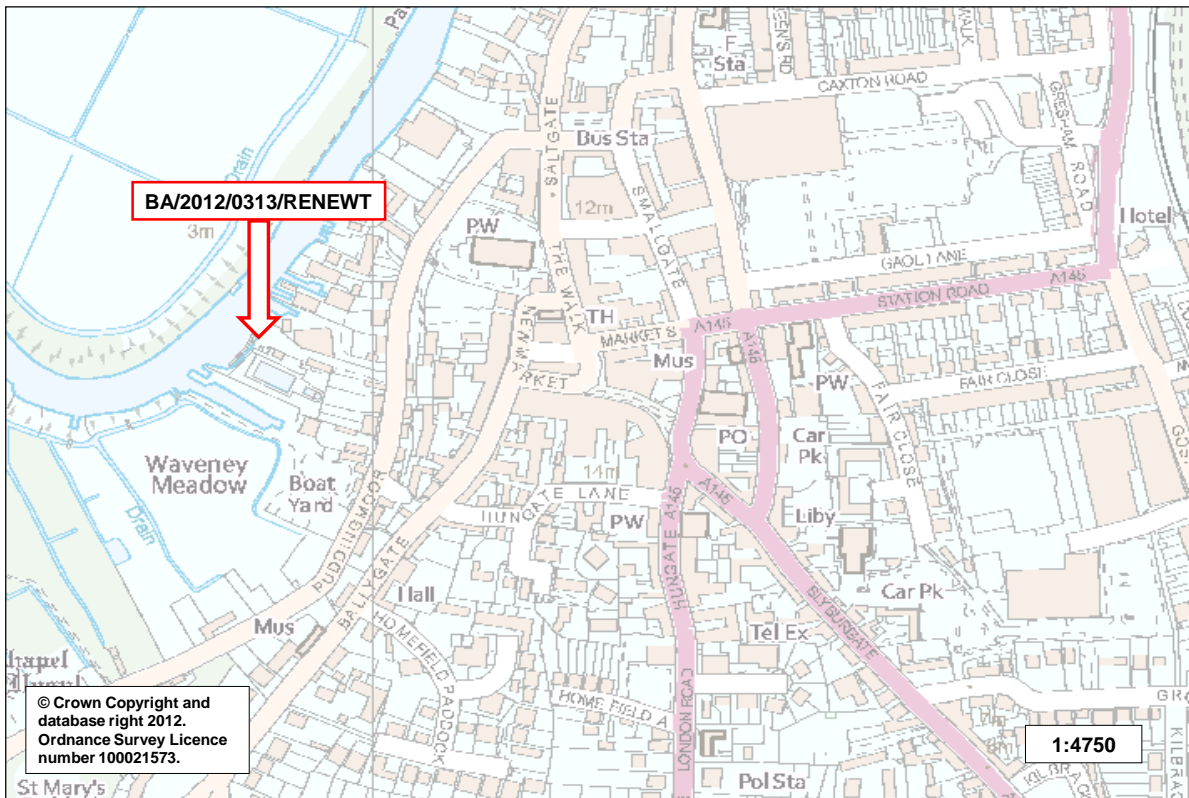
- 10.1 Retention of the static changing room units on a temporary basis would assist the operation of the Beccles Lido site which through both built form and as a valuable community facility makes a significant positive contribution to the character of the Beccles Conservation Area.
- 10.2 Consequently, the development proposed is considered to be in accordance with Policies DP 4 and DP27 of the Broads DM DPD.

Background Papers: Application Files BA/2012/0313/RENEWT and BA/2010/0106/FUL

Author: Fergus Bootman  
Date of report: 24 October 2012

Appendices: APPENDIX 1 - Location Plan

**BA/2012/0313/RENEWT – Puddingmoor, Beccles**  
 To extend for 4 years the temporary retention of the portacabins used as a) Male/Female toilets, b) disabled toilet/Shower/Baby changing facilities



**BA/2012/0313/RENEWT – Puddingmoor, Beccles**  
 To extend for 4 years the temporary retention of the portacabins used as a) Male/Female toilets, b) disabled toilet/Shower/Baby changing facilities

