Allerdale Borough Council

Planning Application

Reference No: 2/2012/0575
Received: 28 May 2012
Proposed Development: Change of use of stable block to holiday lets (Phase 1 - four units)
Location: Cumberland Lodge
Winscales
Workington
Applicant: Mr G Campbell

Drawing Numbers: PLAN 001 - Location Plan
PLAN 002 - Site Plan
GC1 - Proposed Block Plan
GC2 - Proposed Scheme Layout
GC3 - Floor Plan

Constraints: British Coal Area

Policies: National Planning Policy Framework

Allerdale Local Plan
Policy EN5 - Pollution Control, Allerdale Local Plan, Adopted 1999 (Saved)
Policy EN6 - Location of potentially polluting development, Allerdale Local Plan, Adopted 1999 (Saved)
Policy EN7 - Location of pollution sensitive development, Allerdale Local Plan, Adopted 1999 (Saved)
Policy TR11 - Provision for cyclists, Allerdale Local Plan, Adopted 1999 (Saved)
Policy TR13 - Provision for pedestrians, Allerdale Local Plan, Adopted 1999 (Saved)
Policy TR9 - Access for disabled people, Allerdale Local Plan, Adopted 1999 (Saved)

Allerdale Local Plan First Alteration
Policy TM7(a) - Provision of holiday accommodation outside development limits, Allerdale Local Plan First Alteration, June 2006 (Saved)

Concurrent application: 2/2012/0451 – Variation of condition 1 of planning approval
2/2003/0832 for removal of the occupancy condition insofar as it
relates to the Manager’s dwelling, Cumberland Lodge.

Relevant Planning History:

2/1997/0895 – Stables (28) and a trainer’s flat.

2/1999/0213 – Outline application for a dwelling (Withdrawn).

2/1999/0475 – Outline application for a dwelling.

2/2000/0038 – Outline application for a proposed hotel and horse racing stables development including manager’s house and accommodation for stable hands, approved 12 May 2000.


2/2006/1240 - Erection of hotel, as amended by letter and plan received on 19 February 2007 – 21st February 2007

2/2008/0098 – Change of use of an approved hotel site to caravan site (100 caravans) – refused 3rd November 2008.


Representations:

Parish Council – Winscales Parish Council has raised no objection to the proposal.

Environmental Health – No objection

United Utilities – No objection

Highways Agency – No objection

Fire Officer - No comments received

The application has been advertised by site notice and neighbour letter. No representations have been received to date.
Report

Proposal

The application seeks the change of use of part of the existing stable block at the Cumberland Lodge, Winscales to four holiday lets.

The application relates to part of the northerly block of stables. The plans indicate that four holiday lets would form ‘phase 1’ and that a further phase in the future would convert the remainder of the northern block to a further four holiday lets.

The plans indicate the provision of a parking area (10 plus 3 disabled parking bays) with landscape planting. A decorative screen fence is proposed across the internal courtyard of the stable block to delineate the external space allocated for users of the holiday lets and the area to remain associated with the stables.

Communal facilities are indicated (games, café, TV) as well as laundry and storage room.

An application is also being considered for the removal of the occupancy condition relating to the ‘Manager’s dwelling’, the detached dwelling at Cumberland Lodge, under application 2/2012/0451. The occupancy condition ties the occupation of this dwelling to someone working at the stables.

Site

The application site relates to part of the stables within an established development of commercial stables and gallops, originally intended for training racehorses, along with a detached dwelling and second integral dwelling unit within the stables. The development is known as Cumberland Lodge. The site is located just off the (T) A596 within open countryside to the east of Workington. The development is accessed off a long and gated entrance and is set back from the trunk road by approx. 250 metres. It is understood that the development was completed in 2005.

A second related residential unit (with restricted occupancy) is located on site within the stables, which are positioned to the front of the detached house. The stables themselves can accommodate up to 50 horses. The gallops are positioned to the southwest of the stables.

A third residential unit is understood to exist within the stables building. This third unit did not benefit from planning permission and has been investigated. No enforcement action has been taken to date. No lawful development certificate has been applied for.
The existing stables are of solid construction, mainly single storey, with two storey elements (gatehouse features). The stables form a courtyard arrangement, with internal grassed area. Each stable contains a door and window feature.

**Policy**

Planning Policy Statements have now been replaced by the planning guidance within the National Planning Policy Framework (NPPF), published March 2012. At the heart of the NPPF is a presumption in favour of sustainable development.

The newly published NPPF specifies that for the purposes of decision-taking, the policies in the Local Plan should not be considered out-of-date simply because they were adopted prior to the publication of this Framework. However, the policies contained in the NPPF are material considerations which local planning authorities should take into account.

For 12 months from the day of publication, decision-takers may continue to give full weight to relevant policies adopted since 2004 even if there is a limited degree of conflict with the Framework, for Allerdale, this gives full weight to policies contained within the Joint Structure Plan. For Allerdale Local Plan policies, due weight should be given to relevant policies according to their degree of consistency with the NPPF.

In relation to tourist related development within rural areas, the NPPF advises that LPA’s should, ‘support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres’.

Policy TM7a of the Allerdale Local Plan First Alteration is supportive of the conversion of buildings for holiday accommodation, subject to certain criteria. This policy is considered to be generally compliant with the advice of the NPPF and therefore it is considered that it can continue to carry some weight in the determination of applications.

**Assessment**

The Supporting Statement submitted with the application for the change of use of part of the stables is summarised as follows:

- Part of the stables built for training racehorses will be converted for holiday lets, part will remain for stables,
which, combined with the gallops will provide the potential for a new business.

- Guests staying at the holiday lets could bring their own horse and stable it, riding it at the gallops, or they could hire a horse and ride it on the land, with the opportunity for training.
- The opportunity for diversification to tourism with the potential to bring or hire horses and use the gallops is considered to be unique, which could appeal to many.
- The diversification of the previous business would be sustainable growth in accordance with national guidance.
- This type of development can only happen in a rural setting, it respects the character of the countryside.
- Given the existing stabling use, the proposal will have limited impact on the highway.
- It is not in the applicant's interests to allow practices at the remaining stables to cause nuisance to future occupiers of the holiday lets.

It is understood that the racehorse stabling and training business for which the complex was constructed is no longer operating. The concurrent application for removal of the occupancy condition relating to the 'Managers' dwelling has considered issues relating to the existing racehorse training business.

The supporting information for both applications makes reference to the applicant's intention to remain at the site and that the proposed change of use will provide for a diversification of the business.

The existing stables are located within open countryside. Policy TM7a of the Local Plan (First Alteration) supports the conversion of existing buildings to holiday accommodation subject to certain criteria:

1. In the case of conversion, the building is of permanent, substantial and traditional construction

The stables are of permanent and substantial construction, built in 2005. A structural inspection is not considered necessary. As such, no significant concerns are raised in relation to part (1). No significant external alternations are proposed and therefore the existing 'stable' design of the buildings will be retained.

2. The location, scale, design and number of units proposed is compatible with the character of the locality, with the capacity of local infrastructure and in the case of conversions, with the character of the building.
New holiday accommodation in the form of holiday lodges has been refused at this location and dismissed at appeal. The grounds on which the appeal decision turned related to the impact of holiday lodges on landscape character and the unsustainable nature of the location.

The proposal relates to the conversion of existing buildings and not new build, therefore concerns regarding landscape impact from this previous appeal would not be relevant.

The conversion of part of the stables to four holiday lets (potentially increasing by a further four in Phase 2), is considered to be an appropriate scale of holiday development and the number of units proposed is considered reasonable for the size of the stables complex.

The previous appeal related to a substantial number of new build holiday lodges (100 statics/chalets), and the identified social/economic benefits associated with that scheme were not considered to outweigh the other sustainability issues identified, such as the landscape harm and the reliance of visitors on their private cars.

In this instance, the proposal is for only small scale tourist accommodation. There will be limited impact on landscape character as a result of the scheme and whilst there is likely to be a reliance on the private car, this will be for a small number of units only. A diversification of the existing business would have differing social and economic benefits to the appeal case and in this instance, the potential social/economic benefits associated with the diversification are considered to outweigh other sustainability issues, principally relating to reliance on the private car.

As such, the level of tourist related accommodation is considered to be of a scale compatible with the site and the locality and would be generally in accordance with the guidance within the NPPF for ‘sustainable rural tourism’.

As indicated above, the conversion is considered to retain the character of the existing building.

In relation to highways matters, no response has been received from the Highways Agency, the appropriate authority given the access off the A595 trunk road. However, the proposal has been discussed verbally. Given that the four holiday lets will provide a substitute for part of the stables, it is considered unlikely that the proposal would result in any material change in the number of vehicle movements that
could be generated from the lawful use of the site.

In terms of drainage, the provision of holiday lets will generate an increased requirement for foul drainage disposal. Limited information is provided in this respect other than reference to an existing wastewater treatment plant, the capacity of which is not provided. As such, it is considered appropriate to condition this aspect of the scheme, should planning approval be forthcoming.

The Council’s Environmental Protection Officer’s have raised no concerns with the proposal in terms of amenity and the compatibility of the uses (holiday lets and continued stabling). On site, the presence of the gatehouse features where horses are not stabled would provide a physical buffer that ensures the stables do not directly adjoin existing stables. This provided with the screening and the advice from Environmental Protection, is considered sufficient to accept the compatibility of the uses.

Should the application be approved, conditions to control landscaping, parking and the screen fencing are also considered appropriate.

Conclusion

The principle of converting part of the existing stables complex for a small number of holiday lets is considered to be generally compatible with local and national planning policy.

Both this and the application for removal of the occupancy condition relating to the detached dwelling at Cumberland Lodge, known as the ‘Manager’s dwelling’ have been brought forward for determination together given that the implications of implementing this change of use proposal (should it be approved), would be that the essential need for two workers at the stables would be reduced.

Recommendation: Approved

Conditions/Reasons:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
   Reason: In order to comply with Section 51 of the Planning & Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following plans:
   PLAN 001 - Location Plan
PLAN 002 - Site Plan
GC1 - Proposed Block Plan
GC2 - Proposed Scheme Layout
GC3 - Floor Plan
Reason: In order to ensure a satisfactory standard of development.

3. Prior to the development commencing, details of the foul drainage works shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be fully implemented prior to the occupation of any of the holiday lets hereby approved. Reason: To ensure a satisfactory means of foul water drainage, in compliance with Policy EN5 of the Allerdale Local Plan, Adopted 1999 (Saved).

4. No part of the development hereby permitted shall be commenced until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and soft landscaping. All planting, seeding or turfing comprised within the scheme shall be carried out in the first planting season following completion of the development and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with other similar size and species, unless otherwise agreed in writing by the Local Planning Authority. Reason: In order to enhance the appearance of the development and minimise the impact of the development in the locality.

5. Details of the siting, height and type of all means of enclosure/screen walls/fences/other means of enclosure shall be submitted to and approved by the Local Planning Authority before development commences. Any such walls/fences etc shall be constructed prior to the holiday lets being brought into use. All means of enclosure so constructed shall be retained and no part thereof shall be removed without the prior consent of the Local Planning Authority. Reason: To ensure a satisfactory standard of development which is compatible with the character of the surrounding area.

6. The conversion hereby approved shall be used for holiday let accommodation and for no other purpose (including any other purpose in Class C of the Schedule to the Town and Country Planning [Use Classes] Order
1987), or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification. Reason: The Local Planning Authority would wish to carefully examine the use of the building other than for holiday accommodation to assess whether it would be acceptable in terms of location, access and amenity.

7. **The conversion hereby approved shall not be used at any time as the sole or principal residence by any occupants.** Reason: The Local Planning Authority would wish to carefully examine the use of the building other than for holiday accommodation to assess whether it would be acceptable in terms of location, access and amenity.

8. **The conversion hereby approved shall not be used as a second home by any person.** Reason: The Local Planning Authority would wish to carefully examine the use of the building other than for holiday accommodation to assess whether it would be acceptable in terms of location, access and amenity.

9. **A bound register of all occupants of the holiday accommodation hereby approved shall be maintained at all times and shall be made available for inspection by the Local Planning Authority within 10 days of a request. The register shall comprise consecutively numbered pages which shall be kept in order, and each entry shall contain the name and address of the principal occupier together with the dates of occupation.** Reason: In order to ensure that the Local Planning Authority can carefully examine the use of the building as holiday accommodation.

**Notes to Applicant:**