

Southend on Sea Borough Council

**Report of Director of Technical and Environmental Services
to
Licensing Committee
On
23rd May, 2003**

Report prepared by : David Connor and Terry Barclay

East Beach Caravan Site – Application For Variation Of Licence Conditions

1. Purpose of Report

- 1.1 To seek the Licensing Committee's determination of an application to revise the conditions attached to the current site licence for East Beach Caravan site so as to enable 'Park Homes', which would be permitted to be permanently occupied, to be installed within the whole of site.

2. Recommendations

- 2.1 **The Committee is recommended to determine the application having regard to the change in occupancy and period of use proposed by the applicant.**

2.2 **The Director of Technical and Environmental Services recommends that:**

- a) **The application is granted for a variation in the licensing conditions to permit all year round occupancy of 43 park home units on the south site, but**
- b) **The application is not granted in respect of the north site where the existing provision should continue to be maintained for touring caravans and tented accommodation (in addition to the 13 static caravans already permitted) on a seasonal basis, in the interest of the public at large.**

- 2.3 **If the Committee is minded to follow the course of action suggested at 2.2 above it is recommended that they delegate to the Director of Technical and Environmental Services the power to amend the draft site conditions shown at Appendix 2 so as to give effect to the above proposal.**

3. Background

- 3.1 The above site is leased by the council and operated by Leshome Limited as a licensed seasonal holiday caravan site.
- 3.2 In accordance with the provisions of the Caravan Sites and Control of Development Act 1960, an occupier of a licensed site may at any time apply for a variation of site licence conditions. The Council has a duty to then consider such an application and determine the new conditions that will apply to the licence.
- 3.3 Before exercising it's power, the Council "shall afford the holder of the licence an opportunity of making representations". The occupier has legal rights of appeal, within 28 days, to a Magistrate's Court against any new conditions set by the Council should there be any disagreement, or against refusal of the Council of an application to vary them.
- 3.4 An application for such a variation was submitted on 24th February 2003 by Mr J. Peacock, acting on behalf of the current licence holder, Leshome Limited.

- 3.5 A site plan is attached as **Appendix 1**, which has been submitted as an indicative drawing at this stage to show the intended layout. The precise layout could be the subject of change in the event that alternative caravan locations are necessary, albeit within such maximum number as is approved within the varied licence conditions, if approved. A final plan will be required to be kept with the licence before full occupancy commences.
- 3.6 Model Standards were issued by the government in 1989. They are not intended to be prescriptive and the Council may vary them with respect to any particular site or include other conditions that are “in the interests of the public at large”.
- 3.7 Suggested new licence conditions are attached to this report at **Appendix 2** which would be applicable if the Committee were to approve the application for variation so as to apply to the whole site. In the event that the Committee were minded to not approve the application in its entirety, but to agree variation in respect of part of the site, the Committee would need to delegate authority to the Director of Technical and Environmental Services to amend the draft conditions to give effect to such permission. This course of action would only be possible if agreed by the applicant albeit that he would have a right of appeal to the Magistrates Court in respect of the decision. Alternatively, the applicant could elect not to accept such partial approval and appeal against the Council’s refusal.

4. Caravan Sites and Control of Development Act 1960

- 4.1 The site licence was re-issued to Leshome Limited under section 3 of the Act on 20th November 1990 for an unlimited period. It was amended in 1994 to allow any of the 89 units on the south site to be used as either static or touring units.
- 4.2 Section 8(1) provides that the conditions attached to a site licence may be altered at any time (whether by the variation or cancellation of existing conditions, or by the addition of new conditions, or by a combination of any such methods).
- 4.3 Under Section 8(2), where the holder of a site licence is aggrieved by any alteration of the conditions attached thereto, or by the refusal of the local authority of an application by him for the alteration of those conditions, he may, within 28 days of the date on which written notification of the alteration or refusal is received by him, appeal to a magistrates court. The court has power, if they allow the appeal, to give the local authority such directions as may be necessary to give effect to their decision.
- 4.4 Section 8(4) says that in exercising their powers, the Council and the court shall have regard amongst other things to any standards specified by the Minister.
- 4.5 Section 8(5) requires that the Council shall consult with the fire authority before exercising its powers under section 8(1).

5. History of Site

- 5.1 The Council is the freeholder of the site, having developed the caravan site about 40 years ago. The site is leased as a ‘caravan and camping site and caravan park’ and, whilst outside of the remit of the Licensing Committee, landlord's approval would be required to effect any change allowed by a variation of site licence conditions.
- 5.2 The site has traditionally been used by a mixture of static and touring caravans and tents, albeit occupied only on a seasonal basis.
- 5.3 The current leaseholders have over the years, with permission of the Council, reduced the number of touring units to reflect a lower demand and increased correspondingly the number of static caravans, especially on the south part of the site.

6. Current Site Licences & Conditions

- 6.1 With the exception of the caravan occupied by an employee of the licensee to allow full time supervision of the site and maintain security, the site is only occupied between the second Saturday in March and the end of October each year.
- 6.2 The site south of the railway line is limited to a maximum of 89 static caravans (an alteration agreed in 1994).

- 6.3 The site north of the railway line is limited to a maximum of 13 static caravans (which shall all be located in the area between the boundary to the railway line and the roadway fronting the ablution block) and not more than 42 touring units (rising to 46 in the peak summer period including the last week in August to the first week in September).
- 6.4 A separate licence has been issued by the Council under the Public Health Act 1936 for the purposes of permitting tented accommodation as an alternative to touring caravans. If the variation of the licence is approved, the Public Health Act licence would be revoked at the time of implementation of the proposals.
- 6.5 The current site licence conditions closely follow the 'Model Standards 1989' for Holiday Caravan Sites. The standard recommends that recreational space, for children's games and/or other recreational purposes, equivalent to about one-tenth of the total area is required. The area to the extreme west of the north site is therefore retained for recreational purposes only. Generally, all other existing conditions follow the guidance within the Model Standards as they relate to site boundaries, density and spacing of caravans, roads, gateways and footpaths, fire points, fire fighting equipment, fire notices, fire hazards, telephones (availability for calling emergency services), storage of liquefied petroleum gas (LPG), electrical installations, water supply, drainage and sanitation (including shared facilities), parking, and site notices.

7. Proposed Variation in Site Licence Conditions

- 7.1 The main proposed variation is the use of the site on a year round basis, thus eliminating the existing condition relating to a closed winter season. This will potentially change the use of the site from a holiday caravan park to a residential mobile home park.
- 7.2 The proposal shows the elimination of all the space previously set aside for touring caravans or tents. Thus, no conditions have been proposed in this respect in relation to this application.
- 7.3 The proposal shows the elimination of all the space previously set aside for recreational space, with the exception of a parcel of land adjacent to the former main entrance off of the Eastbeach Car park. This area was incorporated into the leased land as part of the construction of the access road from Blackgate Road to the south site. Such land is not included within the original planning permission and cannot therefore be used for the stationing of caravans without specific planning permission. It is accepted that recreational facilities will be readily available in the form of direct access to East Beach via the continuation of the existing pedestrian gate and the maintenance of the bridge across the MoD railway line.
- 7.4 The maximum number of units on the site would reduce significantly. At present, 89 static caravans are permitted on the part of the site to the south of the railway. The proposal is to reduce to 43 one or two bedroom mobile homes. The north site has been subject to a maximum of 59 units in peak summer. The proposal is to reduce to 30 one or two bedroom mobile homes.
- 7.5 If variation of the licence is approved, the proposal is to replace all the existing caravans with new mobile homes in a phased redevelopment, starting with the north site. Thus transitional licence conditions are proposed to also cover any existing caravans which remain on site until the redevelopment is complete.
- 7.6 The current conditions covering shared toilet and bathing facilities will be eliminated by the proposal to connect each mobile home to mains drainage.
- 7.7 A number of the other conditions are based upon the existing conditions and the Model Standards for Permanent Residential Mobile Homes Sites and have been updated only in technical respects relating to changes in relevant law and guidance, especially as related to the health and safety of power and water supplies. Such conditions have been agreed by the applicant.
- 7.8 An additional condition has been proposed for a 10mph speed limit achieved by traffic calming devices and clearly marked signs.
- 7.9 Other proposed conditions beyond the Model Standards include the prohibition of bonfires on site, the provision of 110 parking spaces and site management and maintenance conditions. The latter includes a requirement for a nominated site supervisor (or their deputy) contactable at all times, maintenance of all road, etc surfaces and a requirement that all hedges, trees and other vegetation, fences and boundary screens shall be kept tidy and in good repair to protect the visual amenity of the site.

8. Planning Considerations

- 8.1 After extensive review, it has been confirmed that no additional planning approval is required for the proposed change of use of the site. In short, if the proposed 'park home' use were to be implemented the site would remain a 'caravan site' for which planning approval was given in 1970. It is acknowledged that the 'park homes' proposed for installation on the site are considerably larger than normal static or touring

caravans, the largest unit proposed (Sheringham Executive) being 13.4 metres by 6.0 metres by 4.18 metres (44 feet long, 20 feet wide and approximately 14 feet high). However, they fall within the definition of a 'caravan' within Section 29(1) of the Caravan Sites and Control of Development Act 1960 being ' a structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being moved on a motor vehicle or trailer)...'. The interpretation of the definition has been confirmed by High Court decisions in respect of other sites.

- 8.2 Whilst all development works are deemed to be 'permitted development' if required by site licence conditions, the Group Manager Development Control was requested to review the planned layout as though the application was for a new 'bungalow estate'. All comments have been incorporated into the submitted revision of the site plan including a recommendation that parking provision is made to the ratio of 1.5 spaces per dwelling. This has therefore resulted in 110 spaces (inclusive of 37 visitor parking spaces).

9. Borough Local Plan

- 9.1 Whilst the proposed loss of touring caravans and tented provision would not accord with the Borough Local Plan (an extract of which is provided at **Appendix 4**), circular guidance makes it quite clear that Planning issues are outside of the scope of the site licensing regime.
- 9.2 It is pertinent to note that the Borough local plan provides that any extension of the site should only be permitted if 'it is used only for non residential caravans, and provision is made for touring caravans'.
- 9.3 Whilst there is no plan to extend the site, the above policy is relevant to the Committee's consideration of the maintenance of the site conditions which are 'in the interest of the public at large'.
- 9.4 The Committee should note that in respect of this issue the applicant has commented:

'As regards local plan issues, I would also comment that because specific planning permission is acknowledged as not being required for permanent residential occupation of the units, then the issue of policy implementation does not arise and is not a material consideration.'

10. Consultation

- 10.1 **Anglian Water:** It is anticipated that foul flows from the proposed development can be accommodated within the existing 300mm public foul sewer. It may be possible to utilise the connection from the existing toilet block. Anglian Water would prefer that no mobile homes are sited over the foul sewer or the 150mm rising main, however, due to their mobility we would allow siting within 3 metres of these pipes if necessary. No habitable buildings should be located within 15 metres of the existing pumping station on site to minimise the risk of odour and noise nuisance.
- 10.2 **Essex Fire and Rescue Service:** Access for fire service purposes is considered satisfactory provided that turning points at the end of each road are kept free from parking and obstruction. Additional water supplies for fire fighting may be required within the curtilage of the site. It is recommended that fencing between units be kept to low level, as panel fencing will give an unacceptable fire loading within the 6 metre space between units.
- 10.3 **Network Rail:** Comments awaited. Views have been sought in respect of the proposed change in relation to the level crossing in Blackgate Road. Due to the low level of use of the MOD railway, and the current levels of use of the site, it is not envisaged that there will be any problem in this respect.
- 10.4 **Southend Primary Care Trust:** Comments awaited. A change to permanent occupancy could result in an increased demand on local medical and GP services. The Director of Public Health has indicated that there are no reasons to expect that such demand cannot be absorbed and notes that there may be a corresponding slight reduction in accident and emergency service demands currently presented by the greater seasonal and touring use.
- 10.5 **Director of Education and Lifelong Learning:** No objection in principle to the proposal. Although the evidence from similar park home sites is of limited occupancy by children of school age (other than during weekend/holiday visits to grandparents etc) there are no problems envisaged with the capacity of local schools to absorb the potential proportion of school children from the proposed 73 units. Both Friars and Hinguar Primary Schools could accept children locally and secondary provision is accessible within normal travel distances.
- 10.6 **Highway Maintenance and Waste Management:** No decision has yet been made in respect of precise refuse collection arrangements albeit that licence conditions adequately cover this issue. Currently, Cory Environmental Services provide one collection per week to four refuse disposal points on the south site and one on the north site from March to June, and then two collections per week until site closure. Should park

homes be installed on the site which are used as the 'sole residence' of their occupants the unit would become the subject of Council Tax rather than the whole site being subject to business rates as of present. In such case the occupiers would be entitled to normal refuse collection arrangements. Accordingly, the roadways and turning heads have been designed to permit refuse freighter access albeit that precise refuse collection arrangements will be the subject of agreement with the site operator if the application is approved.

- 10.7 **Local Residents:** As with previous applications for alterations in earlier years, the Council has consulted with local residents and elected members and the Shoeburyness Residents Association.
- 10.8 Whilst there is no statutory requirement for such consultation a letter was delivered to 104 residents of Gunners Road and Blackgate Road. In addition 102 copies were made available to the site Warden for distribution to owners of static caravan units within the site. The Warden, Mr Sims, indicates that where owners have not visited the site, the letter has been forwarded to their home address. In this respect, as with adjoining residents, there is no statutory requirement for consultation and Members will appreciate that caravan owners have only a contractual interest with the site operator in relation to any agreement for the siting of their caravan at East Beach.
- 10.9 The comments of respondents are summarised in **Appendix 3**. Of the 104 residential occupiers notified only 13 written replies have been received (plus 2 telephone contacts). Whilst one respondent was in favour, the others raised a number of concerns. It is felt that the majority of concerns will be addressed by the proposed conditions or have been reviewed during consultation with appropriate bodies. A number are not valid objections or indeed within the remit of the Licensing regime.
- 10.10 The main issues raised - the 'loss of touring facility to visitors to the town' - is perhaps the critical issue in relation to the application (see later comments).
- 10.11 **Shoebury Residents Association:** The Shoebury Residents Association express similar concerns as shown in **Appendix 3**. Concern is specifically expressed in respect of the possibility of two cars per home. Whilst reference is made to concerns in respect of fire safety, this appears to relate to a misunderstanding in respect of risks which would be created if site licence conditions were not complied with.
- 10.12 Of the 102 letters to Caravan owners, the 31 letters of reply all raised concern in respect of the potential loss of the availability to them. Regrettably, this is a private contractual matter and owners have been advised to seek legal advice as to the protection provided to them within site rental agreements. If the application is approved in its entirety it is possible that a considerable period could elapse before any change if effected, as the applicant would wish to change the use of the north site first.
- 10.13 A number of Caravan owners also raise the impact of the loss of the touring element, a matter specifically addressed by a petition signed by 21 'campers' who became aware of the proposal whilst using the north site on the 4th May.
- 10.14 Finally, 2 additional letters were received from residents of the Borough, albeit evidently with no direct interest in the site. Both similarly raised concern in respect of the loss of the touring facility.

11. Appraisal

- 11.1 It is submitted that there are two fundamental issues in respect of the application before the Committee. Firstly whether the change to all round use of the site, whether in part or full, is acceptable at this location and, secondly, whether the loss of the touring element is, in the works of the Act something which should be protected by a site licence condition 'in the interest of the public at large'.

11.2 All year round use

- 11.3 On balance it is not felt that there would be any detrimental environmental effect by a change to permanent occupancy. Whilst residents of Gunners Road currently enjoy the view of virtually an open field on the north side from November to mid-March it is not felt that the location of Park Homes units would be visually intrusive, albeit a radical change to their outlook. Screening of the north boundary would mitigate some of this effect although it is accepted that the ridge height (14' 3") of the largest unit would be higher than that of a standard caravan.
- 11.4 It is likely that, if approved, there would be a substantial reduction in the occasional seasonal nuisance on the north site caused by late night touring revellers or the normal activities (barbecues etc) of holiday makers on short term visits.
- 11.5 Low level bollard lighting and other screening provision to immediately abutting residential land will address concerns in respect of direct impact raised by residents. Perhaps surprisingly, no clear indication has been

given by Gunners Road residents of a preference for boundary treatment. On balance, natural screening by vegetation seems to be preferable albeit with conditions to ensure regular maintenance.

- 11.6 In respect of the south site, the 89 static caravans already give physical permanency to caravan presence albeit not occupied from November to mid-March. I am unable to identify any detrimental issue that would arise from all round use and have therefore to raise no objection in respect of this element of the application.
- 11.7 In respect of the north site, I am of a similar view in respect of the present location of a maximum of 13 static caravans. Whilst an alternative layout would be preferable to segregate an all year round use of the static caravans from the touring and tented area, that is not the application before the Committee. In respect of the north site, the issue of touring facility provision therefore outweighs any consideration of permanent occupancy.

11.8 Maintenance of a Touring Facility

- 11.9 As previously indicated the site has traditionally been used for a mix of both static and touring caravans. The most recent amendment of site conditions, in 1994, resulted in a change on the south site from 72 static caravans and 17 tourers to a maximum of 89 caravans of either type. Subsequently, the south site became occupied by solely static units plus the all year occupied unit provided for the site warden.
- 11.10 It is pertinent to note that an application was made in November 1989 to increase the number of static caravans on the north site from 13 to 48. The application was refused by the Committee 'on ground of the loss of accommodation for touring caravans and tents'.
- 11.11 It is self evident that the land has traditionally been envisaged as being used for camping and caravanning - an important facility which the Borough Local Plan in 1984 indicated that 'it would be desirable to expand'. Whether such is still the case is a matter on which the applicant has offered no evidence albeit having been advised that this will be the main issue under consideration.
- 11.12 Local residents have suggested that any reduction in touring use is a result of reduced advertising of the facility. It will be for the applicant to perhaps provide evidence to the Committee in person on this issue. In respect of resident's comments it is known that the site is publicised in 'Quality Graded Sites 2002' published by 'Caravan' and 'Motor Caravan' magazines.
- 11.13 The potential loss of the touring facility has been raised by a number of respondents (see Appendix 3) including the 23 visitors to the site on 20th April who signed a petition of concern.
- 11.14 It is fully accepted that the Planning permission does not require the maintenance of a touring facility. It is, however, relevant to recall that the permission was for use of the land as a 'Caravan and Camping site'. Similarly, the terms of the lease issued by the Council is for use as a 'caravan and camping site and caravan park'. When issued in January 1998 the lease will appear to have acknowledged both the change to 'Caravan Park' on the south site and the continued dual use of the north site
- 11.15 The applicant has specifically commented as follows:

'I have no information in relation to other touring caravan site facilities in the area. However, I do not believe that this is a material consideration which should influence your committee meeting. I say this on the basis that there are a number of reported cases (including *Goodwin v. Stratford-upon-Avon District Council* (1996) 73 P.&C.R.524), which underline the fact that Site Licence Conditions must acknowledge existing rights under Planning Law. It is therefore not applicable for the Council to attempt to 'claw back' matters which are clearly related to **Planning Policy**.'

- 11.16 I fully accept the above position but have concluded that the 'interest of the public at large' would not be served by the loss of the touring and camping facility.

12. Conclusion

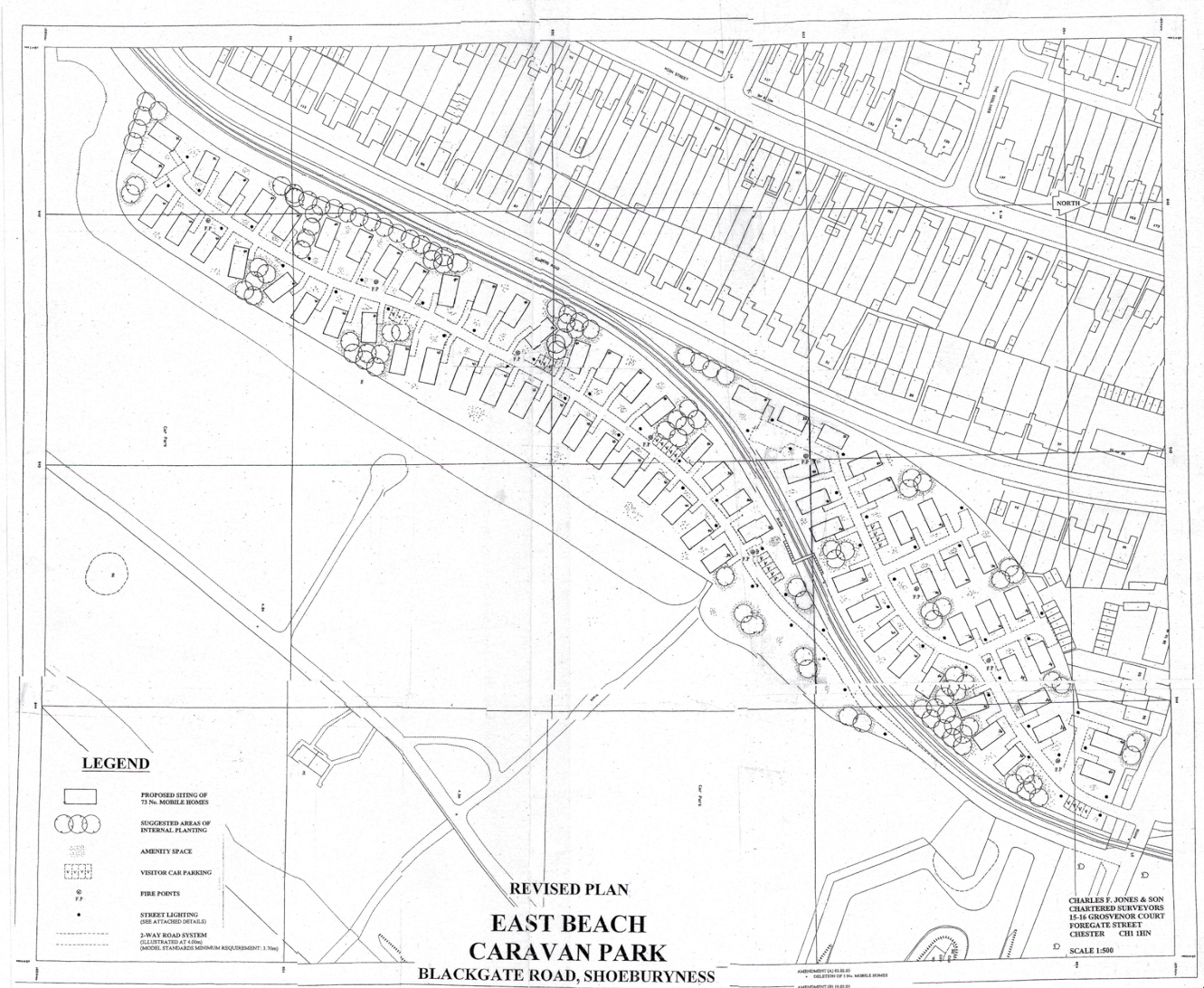
- 12.1 It is therefore recommended that Members give due consideration to approval of site condition alterations in respect of the south site only. Whilst the draft licence conditions (**Appendix 2**) would require alteration, for which delegated authority is sought, this would permit the applicant to consider implementation of his proposal, subject to direct negotiation, if required, with existing caravan owners.
- 12.2 In respect of the north site, it is not recommended that approval to variation of licence conditions is given. Existing conditions would therefore continue to apply.

13. Background Papers

- 13.1 Caravan Sites and Control of Development Act 1960
- 13.2 Model Standards 1989: Holiday Caravan Sites
- 13.3 Model Standards 1989: Permanent Residential Homes Sites

14. Appendices

- 14.1 **Appendix 1:** Proposed Site Plan (1 page)
- 14.2 **Appendix 2:** Proposed Licence Conditions (6 pages)
- 14.3 **Appendix 3:** Summary of Consultation responses (3 pages)
- 14.4 **Appendix 4:** Extract of Borough Local Plan - page 104 (1 page)



EAST BEACH CARAVAN PARK, Shoeburyness

Caravan Sites and Control of Development Act 1960 – Site Licence

Transitional Provisions

Appendix “A” sets out the schedule of conditions applicable to caravans/mobile homes brought to the site after the date of this variation of conditions to the licence.

Appendix “B” sets out the schedule of conditions applicable to caravans/mobile homes appertaining to the site licence issued on 20 November 1990 as amended in 1994 and applies to all existing caravans/mobile homes.

Appendix “B” will be deleted from the licence conditions once all existing caravans/mobile homes have been removed from the site.

APPENDIX A

Site Boundary

1. The boundary of the site shall be clearly marked by fences or hedges. A 3 metre wide area shall be kept clear within the inside of all boundaries including those formed by the fencing to the railway.

The boundary to the houses in Blackgate Road shall be formed by a 2 metre high close boarded fence.

The boundary to the highway in Gunners Road shall be formed by a suitable hedge maintained to be no more than 2 metres high and kept neatly trimmed on the side remote from the site.

The boundary to the houses in Gunners Road shall be formed by either a hedge or fence in accordance with the above specifications.

Spacing between Units

2. Subject to the following variations, every caravan/mobile home shall be not less than 6 metres from any other unit and not less than 2 metres from a road. The point of measurement for porches is the exterior cladding of the caravan/mobile home.

Porches may protrude 1 metre into the 6 metres and where fitted shall be of the open type.

The provision of awnings is prohibited.

Eaves, drainpipes and bay windows may extend into the 6 metres space provided the total distance between the extremities of two adjacent units is not less than 5.25 metres.

Where there are ramps for the disabled, verandahs and stairs extending from the unit, there shall be 4.5 metres clear space between them and two such items shall not face each other in any space.

If they are enclosed, they will be considered as part of the unit and as such must not intrude into the 6 metres space.

Garage, shed or covered storage space shall not be permitted between units.

No fences shall be permitted between units.

Density

3. Subject to the following variation, the density shall be consistent with safety standards and health and amenity requirements. The gross density shall not exceed 30 caravans/mobile homes on the area of the site to the north of the railway and not exceed 43 caravans/mobile homes on the area of the site to the south of the railway.

Roads, Gateways and Footpaths

4. Roads and footpaths shall be designed to provide adequate access for fire appliances. (Detailed guidance on turning circles etc is available from the fire authority). Roads of suitable material shall be provided so that no caravan/mobile home standing is more than 50 metres from a road. Where the approach to the caravan/mobile home is across ground that may become difficult or dangerous to negotiate in wet weather, each standing shall be connected to a carriageway by a footpath with a hard surface.

Roads shall be not less than 3.7 metres wide, or if they form part of a clearly marked one-way traffic system, 3 metres wide. Gateways shall be a minimum of 3.1 metres wide and have a minimum height clearance of 3.7 metres. Footpaths shall not be less than 0.75 metres wide. Roads shall have no overhead cable less than 4.5 metres above the ground. Roads and footpaths shall be suitably lit. Emergency vehicle routes within the site shall be kept clear of obstruction at all times.

Steps shall be taken to ensure that the speed of cars, caravans, motor cycles and other wheeled vehicles and trailers on the site does not exceed 10 m.p.h. This shall be achieved by the use of clearly marked signs and traffic calming devices where necessary, (e.g. “sleeping policemen”).

Hard Standings

5. Every caravan/mobile home shall stand on a concrete hard standing of suitable construction which shall extend over the whole area occupied by the caravan/mobile home placed upon it, and shall project sufficient distance outwards from its entrance or entrances to enable occupants to enter and leave safely.

Fire Fighting Appliances

6. i) Fire Points

These shall be established so that no caravan/mobile home/site building is more than 30 metres from a fire point. They shall be housed in a weatherproof structure, easily accessible and clearly and conspicuously marked “FIRE POINT”.

ii) Fire Fighting Equipment

Where water standpipes are provided and there is a water supply of sufficient pressure and flow to project a jet of water approximately 5 metres from the nozzle, such water standpipes shall be situated at each fire point. There shall also be a reel that complies with British Standard 5306: Part 1, with a hose not less than 30 metres long, having a means of connection to a water standpipe (preferably a screw thread connection) with a water supply of sufficient pressure and terminating in a small hand control nozzle. Hoses shall be housed in a box painted red and marked "HOSE REEL".

Where standpipes are not provided but there is a water supply of sufficient pressure and flow, fire hydrants shall be installed within 100 metres of every caravan standing. Hydrants shall conform to British Standard 750. Access to hydrants and other water supplies shall not be obstructed or obscured.

Where standpipes are not provided or the water pressure or flow is not sufficient, each fire point shall be provided with either water extinguishers (2 x 9 litres.) or a water tank of at least 500 litres capacity fitted with a hinged cover, 2 buckets and 1 hand pump or bucket pump.

iii) Fire Warning

A means of raising the alarm in the event of a fire shall be provided at each fire point. This may be by means of a manually operated sounder, e.g. metal triangle with a striker, gong or hand operated siren. The advice of the Fire Authority shall be sought on an appropriate system.

iv) Maintenance

All fire alarms and fire fighting equipment shall be installed, tested and maintained in working order by a competent person and be available for inspection by, or on behalf of, the licensing authority. A log book shall be kept to record all tests and any remedial action.

All equipment susceptible to damage by frost shall be suitably protected.

v) Fire Notices

A clearly written and conspicuous notice shall be provided and maintained at each fire point to indicate the action to be taken in case of fire and the location of the nearest telephone.

This notice shall include the following:

“On discovering a fire:

- a. Ensure the caravan/mobile home or site building involved is evacuated,
- b. Raise the alarm,
- c. Call the fire brigade (the nearest telephone is sited),
- d. Attack the fire using the fire fighting equipment provided, if safe to do so.”

IT IS IN THE INTEREST OF ALL OCCUPIERS OF THIS SITE TO BE FAMILIAR WITH THE ABOVE ROUTINE AND THE METHOD OF OPERATING THE FIRE ALARM AND FIRE FIGHTING EQUIPMENT.

vi) Fire Hazards

Long grass and vegetation shall be cut at frequent and regular intervals where necessary to prevent it becoming a fire hazard to caravans/mobile homes, site buildings, or other installations on the site. Any such cuttings shall be removed from the vicinity of caravans/mobile homes, site buildings. The space beneath and between caravans/mobile homes, site buildings, shall not be used for the storage of combustible materials.

Bonfires shall not be permitted on site.

vii) Telephones

An immediately accessible telephone shall be available on the site for calling the emergency services. A notice by the telephone shall include the address of the site.

Gas Installation and Equipment and Storage of Liquefied Petroleum Gas (LPG)

7. Must comply with the relevant and applicable parts of the following (or successor guidance):

- i) For LPG supplied from tanks: LPG Gas Association Code of Practice 1: Part 1; “Design, Installation and Operation of Vessels Located Above Ground” and Part 4; “Buried/Mounted LPG Storage Vessels”.
- ii) For LPG supplied from cylinders: LPG Gas Association Code of Practice 7: 1999 “Storage of Full and Empty LPG Cylinders and Cartridges”.
- iii) For metered LPG supplied from tanks: LPG Gas Association Code of Practice 25: 1999 “LPG Central Storage and Distribution Systems for Multiple Consumers”.
- iv) For installations in caravans/mobile homes: British Standard 5482, “Code of Practice for domestic butane and propane gas burning installations, Part 2: 1977 Installations in Caravans and non-permanent dwellings”. The Gas Safety (Installation and Use) Regulations 1998.
- v) Exposed gas bottles or cylinders shall not be placed within the separation boundary of an adjoining unit.
- vi) For mains gas to the site: In cases where gas is supplied to the caravan/mobile homes and buildings on the site by the site owner, authorisation to do so shall be sought from OFGAS under the Gas Act 1986. The Pipe-lines Safety Regulations 1996. The Gas Safety (Installation and Use) Regulations 1998.
- vii) A copy of all current safety check certificates required by gas safety legislation in respect of appliances provided on the site by the site operator shall be kept available for inspection by authorised officers of the Council.
- viii) Unless otherwise approved by the Council, every gas appliance provided on the site shall be provided with an effective flame failure device.

Electrical Installations

8. An electricity supply shall be provided sufficient in all respects to meet all reasonable demands of the caravans/mobile homes and buildings situated on the site.

All electrical installations shall be maintained to prevent danger as far as is practically possible.

Installations, other than Electricity Company works and circuits subject to regulations made by the Secretary of State under Section 16 of the Energy Act 1983 and Section 64 of the Electricity Act 1947, shall be installed, tested and maintained in accordance with British Standard 7671:2001: "The requirements for Electrical Installations" for the time being in force and, where appropriate, to the standard which is acceptable for the purposes of the Electricity (Overhead Lines) Regulations 1988, Statutory Instrument 1988 No. 1057.

Inspections or work on electrical installations, supplies and appliances shall be carried out by a competent person as required by BS 7671:2001 such as the electricity supplier, a professionally qualified electrical engineer, a member of the Electrical Contractor's Association, a contractor approved by the National Inspection Council for Electrical Installation Contracting, or a qualified person acting on behalf of the above. The installations shall be inspected periodically under BS 7671:2001, every year or such a longer period (not exceeding three years) as is considered appropriate in each case.

The inspector shall, within one month of such an inspection, issue an inspection certificate in the form prescribed in the British Standard which shall be retained by the site operator and displayed, supplemented or replaced by subsequent certificates, with the site licence. The cost of the inspection and report shall be met by the site operator or licence holder.

If an inspection reveals that an installation no longer complies with the regulation extent at the time it was first installed, any deficiencies shall be rectified. Any major alterations and extensions to an installation and all parts of the existing installation affected by them shall comply with the latest version of the British Standard.

If there are overhead electric lines on the site, suitable warning notices shall be displayed at the entrance to the site and on supports for the line. Where appropriate, particular attention shall be drawn to the danger of high vehicles contacting the line.

Note: Portable electrical equipment in buildings or caravans under the control of the site operator shall be examined (not necessarily by a qualified electrician) in accordance with Health and Safety guidance, "Maintaining Portable and Transportable Electrical Equipment".

Water Supply

9. The site shall be provided with a water supply of adequate pressure in accordance with appropriate Water Byelaws and statutory quality standards.

Any work carried out to any drinking water distribution pipe which is the responsibility of the site operator shall be carried out by competent persons. A procedure of de-contamination, super chlorination and flushing shall be undertaken to ensure that the repair or maintenance does not result in any contamination reaching a consumer.

Drainage, Sanitation and Washing Facilities

10. Satisfactory provision shall be made for foul drainage, either by connection to a public sewer or sewage treatment works.

No habitable units should be located within 15 metres of any pumping station on site to minimise the risk of odour and noise nuisance.

Each caravan/mobile home shall have its own piped water supply and water closet. Each caravan/mobile home standing shall be provided with a connection to the foul drainage system: the connection shall be capable of being made airtight when not in use.

Every residential site and every hard-standing shall be provided with an adequate drainage system for the complete and hygienic disposal of foul, rain and surface water from the site, buildings, caravans/mobile homes, roads and footpaths.

Refuse Disposal

11. There shall be suitable and adequate facilities for the storage of refuse in closed containers within 20 metres of each caravan/mobile home standing. Every caravan/mobile home should have available to it an adequate number of suitable non-combustible refuse bins with close fitting lids or plastic bags.

The site operator shall be responsible for making arrangements for refuse collection and, where any occupier has no other home, for ensuring that the refuse from that unit is collected by private arrangement or is taken to a suitable position on site within 30 metres of the highway.

Where communal refuse bins are provided these will be of similar construction and housed within a properly constructed bin store at suitable locations within the site, subject to the approval of the Licensing Authority. Arrangements shall be made for the bins to be emptied regularly to prevent nuisance to caravan/mobile home occupants.

Suitable storage facilities shall be provided to allow separation of recyclable materials awaiting collection.

Parking

12. Subject to any total prohibition by the site operator on parking cars between units, only one car may be parked between adjoining caravans/mobile homes provided that the door to the caravan is not obstructed.

All parking spaces shall be suitably surfaced.

Parking spaces shall be provided on a scale of one space per caravan/mobile home. Additional parking spaces on a scale of one space per two permanent residential caravans/mobile homes shall be provided in order to meet the requirements of the occupant's visitors, and subject to agreement with the Licensing Authority.

PLASTIC OR WOODEN BOATS SHALL NOT BE PERMITTED TO BE PARKED BETWEEN UNITS.

To keep access roads unobstructed, no parking shall be permitted on any road (with the exception of delivery or removal vehicles too large to park within designated parking spaces).

Recreation Space

13. Space equivalent to one-tenth of the total area shall be provided for recreational purposes and childrens games. As agreed, while circumstances are such that there are alternative appropriately provided recreational facilities which are readily accessible, this provision is omitted. This shall be the case for as long as there is ready and immediate access by pedestrian gate to the public facilities of East Beach.

Notices

14. A suitable sign shall be prominently displayed at the site entrance indicating the name of the site. A copy of the site licence with its conditions shall be displayed prominently on the site.

Notices and a plan shall be displayed on the site setting out the action to be taken in the event of an emergency. They shall show where the police, fire service, ambulance, and local doctors can be contacted, and the location of the nearest public telephone. The notices shall also give the name and location/telephone number of the site licence holder or his/her accredited representative (the Company Secretary if it is a limited company).

All notices shall be suitably protected from the weather and displayed, out of the direct rays of the sun, preferably in areas lit by artificial lighting.

Site Management and Maintenance

15. There shall be a nominated site supervisor (or their deputy) contactable at all times.

All roads, footpaths, paved areas, hard standings, parking spaces foul and surface water drains, water services and fittings, sanitary conveniences, fire fighting equipment, refuse containers and other facilities in connection with the site shall be maintained at all reasonable times in a proper state of repair and clean condition.

All hedges, trees and other vegetation, fences and boundary screens shall be kept tidy and in good condition to protect the visual amenity of the site.

NOTHING IN THIS LICENCE SHALL SUPERCEDE ANY REQUIREMENTS ENFORCEABLE UNDER ANY STATUTORY ENACTMENT APPLICABLE TO THE SITE GENERALLY, IN WHOLE OR IN PART.

RESULTS OF PUBLIC CONSULTATION RE EAST BEACH CARAVAN SITE PROPOSALS

Local Residents (Overall, 12 of the letters were against the proposals and 1 in favour).	
104 letters distributed to all householders in Gunners Road and to those in Blackgate Road with a boundary onto the site. 13 letters received (and 2 other contacts).	
Points in Favour of Proposals	Number in Favour
Reduction in overall occupation of site.	1
Ending of noise and other nuisance form tourers returning to site drunk down Gunners Rd late night in the Summer.	2
Greater access for Fire Service by surfaced road to extreme of north site.	1
Would not oppose more static units and extended season, but only as holiday homes.	1
Grounds of Objection	
Number of Objectors	
Loss of touring facility to visitors to town.	6
Loss of available static sites for other local residents and visitors.	2
Extra strain on local services (such as schools, doctors, elderly care, waste collection, policing, etc).	5
Introduction of transient element into local community with associated social problems and detriment to appearance of site.	4
Increased all year level of local traffic (giving rise to noise and increase in potential accidents.	3
Concern re safe night time access from site into Blackgate Rd and hazard to walkers.	1
Gunners Road hedge scratching cars unless controlled by conditions.	1
Light pollution (mainly from streetlights).	3
Increased pollution from waste products, fuel/energy and noise.	1
Loss of uninterrupted and beach view from Gunners Rd.	2
Concern re height of units.	2
Concern re safety and blocking of sea views by tall leylandii.	1
Unightly washing unless controlled by conditions.	1
Proximity of units (3 near fence across Gunners Rd; 4 nearby to Blackgate Rd - concerned re "density and concentration close to established properties").	2
Concern re maintenance of double fence (timber as well as residents chainlink) for privacy to gardens/alleyway to 50 – 56 Blackgate Rd.	1
Concern re effect of drainage works on raft foundations of Blackgate Rd properties.	1
Fear of loss of house value.	1
Alleged covenant upon Council for "solely leisure purposes".	1

Shoeburyness Residents Association (Letter of objection)
Grounds of Objection
Loss of the only touring and camping site in the south of the county.
Allegation that a Fire Officer has said unofficially that park homes have proved to be a fire hazard in other areas.
Generation of 2 cars per home (146 cars).
Presence of children putting pressure on local schools and GP's surgeries.

Existing Caravan Owners (Overall, all 31 of the letters were against the proposals).	
<p>102 letters left with site manager to distribute to any visiting caravan owners. 31 letters of objection received (and 2 from relatives including an 11 year old grandson). (This included letters from residents in the borough (7), the rest of Essex (11) and London (5)).</p> <p>All fear termination of their lease – having to move caravans off site as could not afford mobile homes. (It is claimed that no other sites will take the existing caravans, offering only to sell their own caravans to site applicants). All are concerned about the complete lack of consultation by the site operators.</p> <p>(NB Of these, 2 would support proposed changes to north site only and 1 would not object to full year use).</p>	
Grounds of Objection	Number of Objectors
Consequential loss of a stress free and secure holiday retreat.	11
Loss of holiday facility for disabled or infirm family members.	8
Loss of holiday facility in a general healthy location (eg “fresh air”).	3
Loss of a general holiday facility.	1
Loss of access to a safe and clean beach.	1
Loss of tourists to the town.	4
Loss of touring facility to visitors to town (eg for borough events).	3
Loss of adjacent touring/camping facility for relatives of caravan owners.	2
The loss of an “environmentally friendly” site to an “overcrowded development” of “urban sprawl”	1
Feeling that residents might suffer more aggravation from bicycles, children and pets in permanent homes.	1
Permanent occupiers may be more obtrusive.	1
Permanent occupiers may not be so helpful in maintaining the site in a tidy condition as the present caravan owners.	1
Extra strain on local services, such as schools, hospitals, doctors, etc.	1
Potential problems to new home owners of condensation, electricity overpricing and “ever present threat of eviction”.	1

Petition from 21 Campers
(Including residents in the borough (7), the rest of Essex (3) and Kent (4)).
Grounds of Objection
Loss of the only tourist camp in the area.
Loss of a local camp that does not involve much towing.
Loss of a place to stop over when visiting friends, family and borough events.
Loss of a very clean and tidy camp.
Loss of a place to get away from usual routine and surroundings.

General Public (2 letters of objection received).	
(2 residents of the borough).	
Grounds of Objection	Number of Objectors
Loss of touring facility to visitors to town	2
Fear of Council compensation to displaced caravan owners.	1
Suggestion of resiting to allow each mobile home a sea view.	1

Extract of Southend-on-Sea Borough Local Plan - Adopted March 1994

Caravan and Camping Accommodation

- 6.29 Caravanning and camping facilities are also limited, with approximately 160 spaces for static and touring caravans and tents at Shoebury East Beach. The site is frequently full at peak periods, and it would be desirable to expand the number of non-residential spaces available for touring caravans and tents. However, there is a restrictive covenant attached to the adjoining land limiting its use to public open space and car parking, which would need to be varied to enable an extension to be considered. At present, no other sites in the Borough can provide additional facilities due to policy constraints. The existing site is in a suitable location for caravanning and camping visitors, being close to a large area of beach and open space. It adjoins a 2,000 space public car park serving East Beach, and an extension of the site would only be possible by reducing the area of open space or car parking. The existing site backs onto residential properties and any extension must be subject to strict environmental and management controls. The following policy will apply:

POLICY L9 - CARAVAN AND CAMPING ACCOMMODATION

No additional permanent camping or caravan sites will be permitted within the Borough. In addition, the extension of the existing site at Shoebury East Beach may only be permitted if:

- (i) the extended site is screened by substantial landscaping from any nearby residential property and public areas;
- (ii) the landscaping of the internal layout of the site provides a good standard of amenity for visitors;
- (iii) there is control of noise from the site;
- (iv) adequate parking space is maintained; and
- (v) it is used only for non-residential caravans, and provision is made for touring caravans.