

Southend on Sea Borough Council

Report of Director of Technical and Environmental Services

to

Licensing Sub-Committee (C)

On

24th January, 2005

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 south of the site and variation of the number and location of static holiday caravans and touring units on the north of the 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 and to approve such alterations as are necessary to the site licence conditions so as to give effect to the following changes:**

- a) **permit the location of 50 park home units within the south site to be occupied on an all year round basis, to include the provision of parking spaces for park home occupants and visitors and, if the subject of specific Town Planning approval, the provision of garages adjacent to individual park homes,**
- b) **permit an increase of seasonally occupied static caravans within the North site from 13 to 15, together with the location of a site warden's unit to be occupied on an all year round basis, such units to be located as shown on the submitted site layout plan,**
- c) **a reduction in the number of seasonal touring units from 42 (46 at 'peak' period) to 35.**

3. Background

- 3.1 The above site is leased by the Council and operated as a licensed seasonal holiday caravan site. In April 2004, the lease was transferred to Tingdene (MJ) Ltd, the current licensees, occupiers and applicants.
- 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 its power, the Council "shall afford the holder of the licence an opportunity of making representations".
- 3.4 An application for such a variation was submitted on 29 November 2004 by Tingdene (MJ) Ltd, the current licence holder.

- 3.5 A proposed site plan is to be tabled together with an aerial photograph of the existing site 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).
- 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 1** which would be applicable if the Committee were to approve the application for variation. In the event that the Committee was minded to not approve the application in its entirety, but to agree variation in respect of any 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 Tingdene under section 3 of the Act in April 2004 for an unlimited period. It was last significantly amended in 1994 to allow any of the current 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 previous leaseholders had 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.
- 6.5 The current site licence was issued to Tingdene (MJ) Ltd in May 2004, following the company's acquisition of the lease. The site licence conditions closely follow the 'Model Standards 1989' for Holiday Caravan Sites. A number of the individual licence conditions were updated at that time by agreement with the applicant, albeit 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.
- 6.6 The model 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. However, it has previously been agreed that this requirement may be met for as long as there is maintenance of the bridge across the MoD railway line and a pedestrian gate between the site and the adjacent public area of East Beach. 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 specific variations of site licence conditions sought by the licensee are shown at paragraph 2.1.
- 7.2 The main variation is for the use of the south site on a year round basis, thus eliminating the existing condition relating to a closed winter season. This will potentially change the use of that part of the site from a holiday caravan park to a residential mobile home park.
- 7.3 The maximum number of units on the south 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 50 mobile homes, including 1 unit to be used for office accommodation.
- 7.4 The north site has previously been subject to a maximum of 59 units in peak summer. The proposal is to maintain this part of the site as a holiday area subject to the current seasonal use, but to divide it into two areas, with 1 static employee caravan (in full year use) and 15 static holiday caravans to the south of the proposed fence leaving space for 35 touring units (caravans and tents) to the north of the fence.
- 7.5 If variation of the licence conditions is approved, this would facilitate the re-location of 15 of the more modern existing caravans from the south site to new positions within the north site, together with the unit occupied on an all year round basis by the site warden, leaving the south site clear for development as a "park home" site.
- 7.6 Draft licence conditions that would enable implementation of the variation in use sought by the applicants are attached as **Appendix 1**.
- 7.7 The proposed conditions reflect the changes sought by the applicant and include some elements beyond that required by the Model Standards. For example, additional conditions have been agreed by the applicant to provide for a 10mph speed limit (achieved by traffic calming devices and clearly marked signs); the prohibition of bonfires on site and the provision of 75 parking spaces within the south site.

8. Planning Considerations

- 8.1 After extensive review of a similar application by the previous leaseholders in 2003, it was confirmed that no additional planning approval is required for such a 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 south site are considerably larger than normal static or touring caravans (the largest unit proposed being 14 feet 3 inches 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 Under planning legislation, works to upgrade the site are deemed to be 'permitted development' if required by site licence conditions. The comments of the Group Manager Development Control have therefore been incorporated into the site plan including a recommendation that parking provision is made for residential units to a minimum ratio of 1.5 spaces per dwelling.
- 8.3 The Committee should note that the site licence conditions do not require the provision of garages to the proposed all year round residential units. The model conditions are silent on this point. Whilst the applicant has indicated that this provision is dealt with at other sites by a condition requiring the provision of covered storage, it is felt that members would wish this issue to be considered by the Development Control Committee. This is in recognition that garages will be a major element in the fundamental change from a seasonal static caravan site to park home use. The applicant has been advised accordingly and condition 3(v) has been specifically amended so that no garage can be erected unless planning permission has been granted for such erection.

9. Borough Local Plan

- 9.1 It has been suggested by residents that the proposal does not accord with the Borough Local Plan (an extract of which is provided at **Appendix 3**).
- 9.2 Members will 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 Circular guidance makes it quite clear that Planning issues are outside of the scope of the site licensing regime. In this case there is no plan to extend the site and the Local Plan guidance is therefore not infringed. However, 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'.

10. Consultation

- 10.1 **Anglian Water:** The following comments were obtained at the time of the 2003 application: "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". (This latter point has thus been included as an additional licence condition).
- 10.2 Anglian Water's Development Services Division were recently notified of works within the site when no objections were raised by the company.
- 10.3 **Essex Fire and Rescue Service:** The following comments were received: "Access for fire service purposes is considered satisfactory. Additional water supplies for fire fighting may be required within the curtilage of the site. Whether this is mains or static supply will be the subject of discussions between the developer, the Water Undertaker" (Anglian Water) "and the Fire Service. 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". A condition has been added requiring the licensee to agree with the Fire Service the nature of any fences to be erected.
- 10.4 **Defence Rail & Container Services (The agency responsible for the private MOD line crossing the site):** The agency's views in respect of the proposed change in relation to the level crossing in Blackgate Road are as follows:
- 10.5 "Independently of this application, an upgrading to the crossing has been required by Her Majesties Railway Inspectorate and a specification already agreed for improvements due to be completed by March, for example including road markings and signage and, subject to Council agreement, speed control through road humps.

It is understood that the nearby gate providing traffic access to East Beach remains closed other than in exceptional circumstances.

The upgrading specification has been based upon low level use, not just on the understanding that the caravan site is closed during the winter months, but that even when both the site and the gate to East Beach were open during a past monitoring exercise over a summer bank holiday, the overall use was confirmed to be low level (and for example did not warrant lights).

It is thought that due to the current low level of use of the MOD railway (both in winter and summer), and the existing summertime levels of use of the south part of the caravan site, it is not envisaged that there will be any additional problem in this respect due to any extended winter use".

- 10.6 Members may be aware that it has been noted that increased use could be made of the line in relation to potential re-development of the new ranges site. However, in the absence of any specific proposals, no regard can be had to the potential impact.
- 10.7 **Southend Primary Care Trust:** The Director of Public Health has indicated that ‘the proposal could result in additional demands on local primary care services. However, there is no reason to believe that such demand could not be absorbed by these services’.
- 10.8 **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 50 units. Both Friars and Hinguar Primary Schools could accept children locally and secondary provision is accessible within normal travel distances”.
- 10.9 **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. Precise refuse collection arrangements will be the subject of agreement with the site operator if the application is approved.
- 10.10 **Local Residents:** As with previous applications for alterations in earlier years, the Council has consulted with local residents, elected members and the Shoeburyness Residents Association.
- 10.11 Whilst there is no statutory requirement for such consultation, a letter was delivered to 104 residents of Gunners Road and Blackgate Road. In addition, as it is currently the closed season, copies were also made available to the applicant for onward distribution to continuing owners of static caravan units within the site. 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.
- 10.12 The comments of respondents are summarised in **Appendix 2**. 24 written replies have been received from the 104 residential occupiers notified, of which none supported the application. The respondents raised a number of concerns, the majority of which will be addressed by the proposed conditions or have been reviewed during consultation with appropriate bodies. A number of issues are not valid objections or indeed within the remit of the Licensing regime.
- 10.13 The main issues raised - the reduction of the touring facility to visitors to the town and the change of seasonal static caravans to permanent mobile homes - are perhaps the critical issues in relation to the application (see Appraisal).
- 10.14 **Shoebury Residents Association:** The Shoebury Residents Association expressed similar concerns as shown in **Appendix 2**.
- 10.15 Of the 16 letters which the applicant had agreed to forward to the remaining static Caravan owners and site warden, no letters of reply have been received. (In respect of the refused 2003 application, all letters from caravan owners had then raised concern with regard to the potential loss of the availability of the site for them to use).

11. Appraisal

- 11.1 It is submitted that there are three main issues in respect of the application before the Committee:
- a) Firstly, whether the change to all round use of the south site is acceptable at this location and,
 - b) secondly, whether the reduction of the touring element is, in the words of the Act something which should be protected by a site licence condition 'in the interest of the public at large' and
 - c) thirdly, whether the positioning of seasonal static caravans, of whatever number within the North site, should be located away from the boundary with the Gunners Road carriageway.

11.2 a) All year round use of south site

- 11.3 On balance it is not felt that there would be any detrimental environmental impact by a change to permanent occupancy.
- 11.4 Low level bollard lighting and other screening provision will address concerns in respect of direct impact raised by residents. Whilst consideration has been given to the provision of boundary fencing, the continuing natural screening by vegetation seems to be preferable especially as there are now conditions to ensure regular maintenance.
- 11.5 The 89 static caravans have to date given physical permanency to caravan presence albeit not occupied from November to mid-March. It is acknowledged that some park home units are of a marked size difference to the previously existing seasonal static caravans. Whilst size can be controlled by condition, the limitation of the number of units to 50 results in a site density within the model standard guidance. 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.

11.6 b) Relocation of and Reduction in Touring Facility on North Site

- 11.7 The site as a whole has traditionally been used for a mix of both static and touring caravans. The 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 solely by static units plus the all year occupied unit provided for the site warden.
- 11.8 Since then, the north site has offered the only touring facility with a maximum of 42 for most of the season. This proposal would reduce this to a maximum of 35.
- 11.9 In previous years, a peak season increase upon the maximum has been allowed, presumably as the demand at such times proved excessive to the normal provision. There does not seem to continue to be the justification for allowing the maximum density recommended in the 1989 model standards (set for health and safety reasons) to be exceeded. Therefore, if the requested change is approved, it is not proposed to allow for any temporary peak season increase in maximum numbers.
- 11.10 The proposed reduction to 35 touring/camping pitches arises as a result of Tingdene's wish to honour commitments given by the previous lessee to seasonal static caravan owners whose caravan is under 10 years of age against the background of a commercial desire to develop the south site to 'park home' standards.
- 11.11 It is self evident that the whole site has traditionally been envisaged as being used for camping and caravanning. Local residents have previously 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 support of the proposal that the 35 'pitch' touring/camping provision is adequate for holiday use.
- 11.12 As an encouragement towards closer management, the segregation of the use of the static caravans from the touring and tented area is welcomed. It is suggested that the behaviour of any short term visitors to the site may be better controlled if they camp closer to the entrance, rather than at the extreme south end of the site (for example eliminating the temptation to climb over the boundary hedge as a shortcut on returning home along Gunners Road).

12. c) Relocation of increased number of static caravans within North site

- 12.1 Whilst residents of part of Gunners Road (approximately No.s 31-63) currently enjoy the view of virtually an open field on the north site from November to mid-March, it is suggested to Members that the location of static caravans in this area cannot be resisted, albeit an obvious change to some residents outlook. The existing site licence condition requires the 13 static caravans to be sited between the road fronting the ablution block and the railway. It is believed that this was originally at the request of former site licensees. Tingdene wish to more specifically segregate uses within the site, a proposal that appears to have merit.
- 12.2 Maintenance of screening of the north boundary would mitigate some of this effect. No comments have been received from residents in respect of the site boundary treatment but it is known that residents have traditionally favoured a natural hedge screen.
- 12.3 Protection of visual amenity is not a matter for the site licensing regime albeit that there may be sympathy for owners of 'town houses' whose first floor living rooms overlook the site. The proposal would introduce a view similar to that already experienced by the occupants of the higher numbered houses in Gunners Road (approximately 65-125) albeit that there is an additional segregation resulting from the MoD railway track.

- 12.4 This application seeks only a moderate increase from 13 to 15 static holiday caravans, allowing the potential to relocate existing static caravans from the south site, while maintaining a viable touring facility within the remaining area. Additionally, the application requests approval to similarly locate the existing Site Warden's unit within the North site, to be occupied on an all year round basis.
- 12.5 If approved, the proposed relocation of the area to be used by static caravans from the area between the railway and the toilet block to the south end of the site could be argued to provide those more regular users of the site with a more desirable location, albeit that their caravans will be permanently sited within direct view of Gunners Road properties to which a number of residents have raised objection.

13. Conclusion

- 13.1 It is therefore recommended that Members give due consideration to approval of the proposed site condition alterations in respect of the whole of the site.

14. Background Papers

- 14.1 Caravan Sites and Control of Development Act 1960
- 14.2 Model Standards 1989: Holiday Caravan Sites
- 14.3 Model Standards 1989: Permanent Residential Homes Sites
- 14.4 Existing and Proposed site layouts will be tabled

15. Appendices

- 15.1 **Appendix 1:** Proposed Licence Conditions (9 pages)
- 15.2 **Appendix 2:** Summary of Consultation responses (3 pages)
- 15.3 **Appendix 3:** Extract of Borough Local Plan - page 104 (1 page)

SCHEDULE OF SITE LICENCE CONDITIONS – JANUARY 2005 REDRAFT

Caravan Sites and Control of Development Act 1960

EAST BEACH CARAVAN PARK, SHOEBURYNESS

Amendments proposed by Tingdene in blue italics.

Additional amendments proposed by Council in red italics.

Seasonal Use of Site *North of the Railway*

1. With the exception of the caravan occupied by an employee of the licensee to allow full time supervision of the *touring and static facility* and *to help* maintain security, the site *north of the railway* shall be occupied only between the second Saturday in March and the end of October each year.

Site Boundaries

2.
 - i) The boundaries of the site should be clearly marked, for example by fences or hedges. A 3 metre wide area should be kept clear within the inside of the north boundary of the site.
 - ii) The boundary to the houses in Blackgate Road shall be formed by a 2 metre high close boarded fence.
 - iii) 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.
 - iv) 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

3. *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.*
 - i) Porches may protrude 1m. into the **6** metres and should be of the open type.
 - ii) Where awnings are used, the distance between any part of the awning and an adjoining caravan should not be less than 3 metres. They should not be of the type which incorporates sleeping accommodation and they should not face each other or touch.
 - iii) Eaves, drainpipes and bay windows may extend into the **6** metre space provided the total distance between the extremities of 2 adjacent units is not less than **5.25** metres.
 - iv) Where there are ramps for the disabled, verandas and stairs extending from the unit, there should be **3.5** metre clear space between them and **two** such items should not face each other in any space. If they are enclosed, they may need to be considered as part of the unit and, as such, should not intrude into the 6 metre space.
 - v) A *garage, shed or a covered storage space is permitted between units only if it is the subject of a specific Town Planning approval, and* if it is of non-combustible construction (including non-combustible roof) and sufficient space is maintained around each unit so as not to prejudice means of escape in case of fire. Windows in such structures should not face towards the unit on either side. Car ports and covered walkways should in no circumstances be allowed within the 5 or 6 metre space. For cars and boats between units, see paragraph 13.

vi) *The nature of any fences between units shall be agreed in writing with the Fire Service before erection. The maximum height of any such fence shall be 2 metres subject to any lower height specified by the Fire Service.*

Density

4. Site South of Railway Line

i) Not more than **50** caravans/mobile homes including an office of a mobile home type construction. (These may be either static units or touring units).

Site North of Railway Line

i) Not more than **15** static **holiday** caravans *which shall all be located in the area to the south of the dividing fence together with* one caravan for whole time occupation by an employee of the licensee to allow full time supervision of the *touring and static facility and to help* maintain security.

ii) The gross density *in the area to the north of the dividing fence* should not exceed **60 holiday caravans/mobile homes** to the hectare density *in order to achieve safety, health and amenity requirements. [This area to be* calculated on the basis of the useable area (i.e. excluding roads, communal services and other areas unsuitable for the siting of caravans) rather than the total site area].

Not more than **35** touring units generally. For the purposes of this licence, a "touring unit" is defined as a touring caravan or a tent pitch (for which a separate licence has been granted under Section 269 of the Public Health Act 1936).

Roads, Gateways and Footpaths

5. i) Roads and footpaths should 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 should be provided so that no caravan/mobile home standing is more than 50 metres from a road. *Each static caravan/mobile home standing shall be connected to a carriageway by a footpath with a hard surface.*

ii) Roads should not be less than 3.7 metres wide, *or if they form part of a clearly marked one-way traffic system, 3 metres wide.* Gateways should be a minimum of 3.1 metres wide and have a minimum height clearance of 3.7 metres. Footpaths should not be less than 0.75 metres wide. Roads should 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 should be kept clear of obstruction at all times.

iii) *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

6. *Every residential 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

7. i) Fire Points

These should be established so that no caravan or site building is more than 30 metres from a fire point. They should 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 should be situated at each fire point. There should also be a reel that complies with British Standard 5306: Part I, 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 should 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 should be installed within 100 metres of every caravan standing. Hydrants should conform to British Standard 750. Access to hydrants and other water supplies should not be obstructed or obscured.

Where standpipes are not provided or the water pressure or flow is not sufficient, each fire point should be provided with either water extinguishers (2 x 9 litre) 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 should be provided *in accordance with the recommendations of the Fire Authority* at each fire point. This could be by means of a manually operated sounder, e.g. metal triangle with a striker, gong or hand operated siren.

iv) Maintenance

All alarm and fire fighting equipment should 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 should be kept to record all tests and any remedial action.

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

v) Fire Notices

A clearly written and conspicuous notice should 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 should include the following:-

"On discovering a fire:

- a) Ensure the caravan 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

a) Long grass and vegetation should 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* should not be used for the storage of combustible materials.

b) Bonfires shall not be permitted on site.

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

8. Any gas installation 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

9.
 - i) 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.
 - ii) All electrical installations shall be maintained to prevent danger as far as is practically possible.
 - iii) 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.
 - iv) 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.

 - v) If **there are** overhead electric lines provided on the site, suitable warning notices should be displayed at the entrance to the site and on supports for the line. Where appropriate, particular attention should be drawn to the danger of **high vehicles or** masts of yachts or dinghies contacting the line.
 - vi) 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

10. i) All sites should be provided with a water supply in accordance with appropriate Water Byelaws and statutory quality standards. Water standpipes with an adequate supply of water should be situated not more than 18 metres from any standing.
- ii) 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.

Drainage, Sanitation and Washing Facilities

11. i) Satisfactory provision should be made for foul drainage either by connection to a public sewer or sewage treatment works or by discharge to a properly constructed septic tank or cesspool approved of by the Local Authority.

ii) Properly designed disposal points for the contents of chemical closets should be provided, with an adequate supply of water for cleaning the containers.

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

iv) For caravans without their own water supply and water closets, communal toilet blocks should be provided, with adequate supplies of water, on at least the following scales:

Men: 1 WC and 1 Urinal per 15 caravans

Women: 1 WCs per 15 caravans

1 wash basin for men and 1 wash basin for women per 15 caravans.

1 shower or bath (with hot and cold water) for each sex per 20 caravans.

Toilet blocks should be conveniently sited *such as to be reasonably accessible* by means of a road or footpath.

v) For each caravan/mobile home with a connection to the foul drainage system, the connection shall be capable of being made airtight when not in use.

vi) 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.

vii) Adequate surface water drainage must be provided for paved areas and the site generally.

Refuse Disposal

12. i) Adequate provision must be made for the storage of refuse in closed containers within 20 metres of each caravan standing. Every caravan standing should have an adequate number of suitable non-combustible refuse bins with close-fitting lids or plastic bags.
- ii) *The site operator shall be responsible for making arrangements for refuse collection with the Council or, where the 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.*
- iii) *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.*
- iv) *Suitable storage facilities shall be provided to allow separation of recyclable materials awaiting collection.*

Parking

13. i) One car only may be parked between adjoining caravans *other than in a non-combustible garage* provided that the door to the caravan is not obstructed. Suitably surfaced parking spaces should be provided where necessary to meet the additional requirements of the occupants and their visitors.
ii) *Parking spaces shall be provided on a scale of one space per static 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.*
iii) PLASTIC OR WOODEN BOATS SHOULD NOT BE PARKED BETWEEN UNITS.
iv) 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

14. Space equivalent to one-tenth of the total area shall be provided for recreational purposes and children's games.
NB. While circumstances are such that there are alternative appropriately provided recreational facilities which are readily accessible, the above condition will not apply. 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

15. A suitable sign should be prominently displayed at the site entrance indicating the name of the site.
16. A *clearly legible* copy of the site licence with its conditions should be displayed prominently on the site.
17. *Within each of the north and south sites, there shall be a clearly legible notice and plan displayed setting out the action to be taken in the event of an emergency. They should show where the police, fire service, ambulance, and local doctors can be contacted, and the location of the nearest public telephone. The notice should 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).*
18. All notices should be suitably protected from the weather and *the effects of* the direct rays of the sun.

Site Management and Maintenance

19. *Between the second Saturday in March and the end of October each year,* there shall be a nominated site supervisor (or their deputy) contactable during normal working hours each day (8.30am – 5.30pm), and a point of contact for site emergencies only at all other times.
20. 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 provided in connection with the site shall be maintained at all reasonable times in a proper state of repair and clean condition.
21. 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 (All of the letters were against the proposals and none in favour).	
104 letters distributed to all householders in Gunners Road and to those in Blackgate Road with a boundary onto the site. Letters received from 24 householders.	
Grounds of Objection	Number of Objectors
Objections Relating to Public Recreational Amenity:	
Loss of touring facility to visitors to town.	18
Loss of available static sites for other local residents and visitors.	15
Commercial development of public recreational area and/or loss of large "public open space".	7
Left in the owner's will "for the enjoyment of the local people" (and not allowing permanent buildings).	3
Contrary to "non residential" development policy on Council website.	2
Traffic Impacts On and Off Site:	
Increased all year level of local traffic (giving rise to noise, street parking and/or increase in potential accidents).	10
Vans or cars parked on site roads causing a catastrophe in the event of an emergency (especially in the one way section).	2
Road and turning points too small for emergency vehicles.	1
Rumour of a site road entering directly onto Gunners Road.	1
Non specific objection to brick garages.	1
Visual Impact:	
Loss of uninterrupted view from Gunners Rd and/or open aspect ie no buildings on the opposite side of the road. (See photographs from 39-49 Gunners Road).	7
Fear of loss of house value (One, said 10% based upon "uninterrupted panoramic estuary views").	5
Possible light pollution from streetlights.	3
Exposure to car headlights on site due to new road layout.	1
Unsightly washing unless controlled by conditions. (No drying rooms).	2
Concern re width and height of units.	1
Proximity of warden's unit to one resident's house.	1
Concern if any existing buildings proposed to be made 2 storey.	1

Concern on Affect on Local Infrastructure:	
Extra strain on local services (such as schools, doctors, elderly care, waste collection, policing, etc).	6
Introduction of transient element into local community with associated social problems and detriment to appearance of site.	1
Possible presence on "DSS" or refugees.	1
Noise Impacts:	
Increased site noise.	5
Recommendation for "no pets" condition to avoid barking dogs and any health hazard.	1
Other Possible Nuisances from Site:	
Rumour of installation of a sewage tank.	2
No indication of position of refuse bins.	1
No manholes for access to new drainage.	1
Recommendation for "no open fires or coal fires in caravans" to avoid noxious smells or toxic fumes.	1
Doubt re maintenance of high site standards.	1
Fire Concerns:	
"Any more than 12 caravans in this small park will be a hazard waiting to happen" (and accompanying picture of a fire near a caravan on a caravan site).	1
Hazard to (elderly) occupiers of using fire safety equipment themselves.	2
Too few fire hydrants.	1
Site Facilities:	
Inadequate recreational space for site users (including on East Beach during summer).	4
Health & safety hazard from low level street lighting.	1
Miscellaneous Concerns:	
Possible hazard from tidal wave.	1
Badgers on site.	1
Fear of changes leading later to houses or flats on the site.	1

Shoeburyness Residents Association (Letter of objection)
Grounds of Objection
All year round occupation will detract from holiday resort facility.
Attraction of retired people will put pressure on medical facilities and roads in the area.
Concrete garages would require planning permission.
On the site, shared roadways between pedestrians and vehicles would be against road safety advice.
Active breeding set of badgers.
Napping Trust bequeathed the land to the people of Shoeburyness for leisure facilities.
Would open the way for big business to make future developments.
If Tingdene supply finance to caravan owners, they will have complete control (as demonstrated by the way existing caravan owners have been treated).

Existing Caravan Owners
No responses from 15 letters sent via Tingdene.

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.