

PLANNING COMMITTEE	DATE: 26/02/2018
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION MANAGER	DOLGELLAU

Number: 16

Application Number: C17/1225/39/LL

Date Registered: 19/12/2017

Application Type: Full - Planning

Community: Llanengan

Ward: Llanengan

Proposal: Site two additional static caravans to the existing site along with site improvements and siting a static caravan as an office / reception

Location: Pant Gwyn Cottage Caravan Park, Sarn Bach, Pwllheli, LL537ET

Summary of the Recommendation: TO REFUSE

PLANNING COMMITTEE	DATE: 26/02/2018
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION MANAGER	DOLGELLAU

1. Description:

- 1.1 This is an application to site two additional static caravans on the site for holiday use along with siting one static caravan on the site as an office / reception. As part of the application it is intended to reinforce the existing landscape through planting along the western boundary. It is also intended to create a communal barbecue area, four parking spaces, a cycle hire area, install an emergency telephone and install WiFi equipment in the office for visitors.
- 1.2 The existing static site has planning permission for seven units. The site is located in the countryside and access is via an unclassified road. The site lies within an Area of Outstanding Natural Beauty and a Landscape of Outstanding Historic Interest. There are a number of caravan sites (static and touring) around the site.
- 1.3 The application is submitted to the Committee at the request of the Local Member.

2. Relevant Policies:

- 2.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and paragraph 2.1.2 of Planning Policy Wales emphasise that planning decisions should be made in accordance with the Development Plan, unless material considerations indicate otherwise. Planning considerations include National Planning Policy and the Local Development Plan.
- 2.2 The Well-being of Future Generations Act (Wales) 2015 places a duty on the Council to take reasonable steps in exercising its functions to meet the seven well-being goals within the Act. This report has been prepared in consideration of the Council's duty and the 'sustainable development principle', as set out in the 2015 Act. In reaching the recommendation, the Council has sought to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.
- 2.3 **Anglesey and Gwynedd Joint Local Development Plan 2011-26 adopted 31 July 2017**
 TRA 2: Parking standards
 TRA 4: Managing transport impacts
 PS 6: Alleviating and adapting to the effects of climate change
 PCYFF 2: Development criteria
 PCYFF 4: Design and landscaping
 TWR 3: Permanent static caravan and chalet and alternative camping sites
 PS 19: Protect and/or enhance natural environment
 AMG 1: Areas of Outstanding Natural Beauty Management Plans
 PS 20: Safeguarding and/or enhancing heritage assets
 AT 1: Conservation Areas, World Heritage Sites and Landscapes, Parks and Registered Historic Gardens.
- Supplementary Planning Guidance – Holiday Accommodation (2011)
 Anglesey, Gwynedd and Snowdonia National Park Capacity and Sensitivity Study - Gillespies - March 2014
- 2.4 **National Policies:**
 Planning Policy Wales, Edition 9, November 2016.

PLANNING COMMITTEE	DATE: 26/02/2018
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION MANAGER	DOLGELLAU

Technical Advice Note 13 – Tourism
 Technical Advice Note 18 – Transport

3. Relevant Planning History:

- 3.1 C17/0320/39/LL - Siting two additional static caravans at the existing site along with improvements to the site and siting a static caravan as an office / reception - withdrawn.
- 3.2 C12/0826/39/LL - Siting one additional static caravans at an existing site, making a total of seven caravans - approved 20 July 2012.
- 3.3 C12/0208/39/LL - Siting two additional static caravans to existing site, making a total of eight caravans - refused 18 April 2012
- 3.4 C11/1131/39/LL – Siting an additional three static caravans to existing site to make a total of nine caravans - refused 2 February 2012
- 3.5 C11/0742/39/LL – Siting an additional three static caravans to existing site to make a total of nine caravans - withdrawn
- 3.6 C01D/0102/39/LL – Change of use of open land to a boat-parking site - approved 19 June 2001
- 3.7 C99D/0378/39/LL – Siting two additional static caravans instead of a right for tents and touring caravans - approved 18 December 2000
- 3.8 2/10/181 – A site for 10 touring caravans - Approved 1 December 1982

4. Consultations:

- Community/Town Council: There is support for the two static caravans but not for that which would function as an office / reception - condition to install a shed in its stead. It is also noted that the site is too small to justify this.
- Transportation Unit: No objection to the proposal. The increase is minimal and it is deemed unlikely to have a detrimental impact on the local roads network.
- Welsh Water: Submit standard conditions in terms of connections to the public sewer and recommend a condition relating to surface water / land drainage connection.
- AONB Unit: Pant Gwyn is in the Sarn Bach area near Abersoch and lies within the AONB, an area that is protected by local and national policies. This is an area under considerable pressure from caravans – and they are prominent in the landscape. The application in question is for two additional static holiday caravans and a static caravan that would function as an office. There is general concern about the increase in the number of static caravans in the AONB. In this case there are already a number of caravans on the site, there is fairly effective natural landscaping and more planting is intended. It is believed that two additional

PLANNING COMMITTEE	DATE: 26/02/2018
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION MANAGER	DOLGELLAU

caravans can be incorporated by the existing units on the site without affecting the AONB if a condition is included to ensure an appropriate colour for the units. However, it would be beneficial to protect the spot where a static caravan is intended to be installed as an office and introduce additional landscaping in that area.

Caravans Officer: There is no change to what was said in a memo dated 2 May 2017 on planning application C17/0320/39/LL, namely:

It appears that this development of siting two additional static caravans is based on the requirements of a site licence. However, the condition is still being breached between caravans 1, 2 and 3 that are located to the left of the site when looking from below. This could have an impact on the site licence and this matter has already been discussed with the applicant and the importance of preventing the spread of fire. The development on an existing site must comply with the Acts and Standards as follows:

- Caravan Site and Control of Development Act 1960
- Model Standards 1989
- The Health and Safety at Work etc. Act 1974.

Fire Service: No observations on the access for fire vehicles and water supply.

Public Consultation: A notice was posted on the site and nearby residents were notified. The advertising period ends on 21 December 2017 but no response had been received when preparing the agenda.

5. Assessment of the material planning considerations:

The principle of the development

- 5.1 A number of policies within the LDP are relevant when determining the application. The main policy to consider when assessing the principle of the development is policy TWR 3. The relevant part of the policy in terms of this specific application located within the Area of Outstanding Natural Beauty (AONB) is part 3. This may permit small extensions to the site's surface and /or re-locating units from prominent locations to less prominent locations subject to compliance with criteria.
- 5.2 One of the criteria is that the improvements do not lead to an increase in the number of static caravans or chalet units on the site, unless, in exceptional circumstances, the proposals involve relocating existing sites located within the Coastal Change Management Area. The policy does not, therefore, allow an increase in the number of static caravans on sites within the AONB or the Special Landscape Areas. This proposal involves increasing the numbers of units on site by adding two units. The proposal does not, therefore, comply with the requirements of Policy TWR 3 in terms

PLANNING COMMITTEE	DATE: 26/02/2018
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION MANAGER	DOLGELLAU

of sites within the AONB. The proposal is, therefore, contrary to the requirements of Policy TWR 3 of the LDP.

- 5.3 Criterion 3 (vi) of Policy TWR 3 requires that the proposed development offers substantial and permanent improvements to the design, layout and appearance of the site and its setting in the surrounding landscape. The explanation to the policy in paragraph 6.3.73 states that the aim of this policy is to promote improvements and upgrade the standard of visitor accommodation on existing sites, and to reduce the impact of these sites on the landscape. A plan for improving static caravans and chalet sites that already exist should, therefore, be for the whole site and not only for the part of the site where it is intended to site the additional units. The application includes a proposal to improve the existing site through additional landscaping, creating a communal barbecue area, creating additional parking spaces, creating a cycle hire system and installing an emergency telephone and WiFi facility. The proposal also includes siting a static caravan on the land to function as an office / reception. The proposed static caravan to be used as an office / reception is located toward the northern part of the site and would be visible from the county road that runs past the site's northern boundary. This static caravan site is not as hidden as those used for holiday purposes and located to the south of the site and where hedges / *cloddiau* and buildings exist between them and the nearby county road. The static caravan to be used as an office / reception is located in front of the hedges / *cloddiau* within the site and make the site's appearance from the nearby road more prominent. On account of the location and type of structure proposed for an office / reception, it is not considered that it would do anything to improve the design, layout or appearance of the site or its setting in the surrounding landscape. Whilst understanding the possible need for an office / reception it is considered possible to obtain such a facility in a way that would have less impact on visual amenities in the area and on the setting and design of the site. Also, since Policy TWR 3 does not support siting additional static caravans within the AONB, it raises the question whether a static caravan is the best choice for creating an office / reception. It is not, therefore, considered that the proposal as it currently stands provides substantial and permanent improvements to the design, layout and appearance of the site and its setting in the surrounding landscape and it is considered that the proposal as it stands is contrary to the requirements of criterion 3 (vi) of Policy TWR 3.

Visual amenities

- 5.4 The site is located in the countryside in an area that has an abundance of static and touring caravan sites. The site is heavily landscaped with mature trees and hedgerows. As part of the application it is intended to reinforce this landscaping with additional planting along part of the western boundary, which is acceptable in relation to Policy PCYFF 4. It is not considered that siting the two proposed static caravans for holiday use would cause substantial and significant harm to the landscape and the AONB Officer is not concerned about this part of the proposal either. The static caravan proposed as an office / reception will, however, be more visible. This is toward the northern end of the site and in front of the hedges / *cloddiau* that have been established within the site. It would be possible to see this static caravan from the local unclassified road to the north of the site. It is not considered that siting a static caravan on this spot to function as an office / reception would do anything to improve the site's appearance and, indeed, it is considered that it would make the site more visible from the nearby county road. Observations from the AONB Unit have also referred to protecting this spot and introducing additional landscaping here. As previously explained, on account of the location and type of structure proposed for an office / reception, it is not considered that it would do anything to improve the design, layout or appearance of the

PLANNING COMMITTEE	DATE: 26/02/2018
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION MANAGER	DOLGELLAU

site or its setting in the surrounding landscape. Consequently, it is contrary to criterion 3 (vi) of Policy TWR 3.

- 5.5 This site is located within the Llŷn and Bardsey Island Area of Outstanding Historic Interest. In terms of its location and size, it is considered that the impact would be local and it would not have a wider impact on the historic landscape. Therefore, it is not considered that the proposal is contrary to Policy AT 1 of the LDP.

Transport and access matters

- 5.6 Policies TRA 2 and TRA 4 of the LDP involve assessing proposals in terms of their impact on road safety. The aim of the application is to increase the number of static units from 7 to 9. The Transportation Unit does not object to the proposal. It is unlikely that this increase would have a detrimental impact on road safety. It is, therefore, considered that the proposal complies with the requirements of the above-mentioned policies.

Any other considerations

- 5.7 The observations of the Caravans Officer have been received and there are some Health and Safety concerns with the site, especially with plots 1, 2 and 3 on the site. It is understood that the applicant is aware of these concerns. Planning regulations cannot interfere with Health and Safety regulations but the applicant could have looked at the site in its entirety when submitting the application and see how these concerns could be overcome.

6. Conclusions:

- 6.1 It is acknowledged that the development shows some improvements to the facilities of the current static site, and that there is an intention to further landscape part of the site. However, policy TWR 3 of the LDP does not permit an increase in the number of static caravans at existing sites within the Special Landscape Area. Also, despite the observations of the AONB Unit, the proposal cannot overcome the fundamental principle of Policy TWR 3 and Gillespie's Report that there is no capacity for additional static caravans within the AONB. It is therefore considered that the proposal is contrary to policy TWR 3 of the LDP. In addition, it is not considered that siting a static caravan to operate as an office / reception improves the design, layout and appearance of the existing static caravan site within the landscape of the AONB, and therefore the proposal is also unacceptable as a result of this on the grounds of criteria of Policy TWR 3 of the LDP.

7. Recommendation:

- 7.1 To refuse -
- 1 The proposal involves increasing the number of static caravans on an existing static caravan site within an Area of Outstanding Natural Beauty. Policy TWR 3 of the Gwynedd and Anglesey Joint Local Development Plan does not allow an increase in the number of static caravans or chalet units on existing sites within the Area of Outstanding Natural Beauty. The proposal is, therefore, contrary to criterion 3 (iii) of Policy TWR 3 of the Gwynedd and Anglesey Joint Local Development Plan (July 2017).

PLANNING COMMITTEE	DATE: 26/02/2018
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION MANAGER	DOLGELLAU

It is, therefore, considered that siting a static caravan in the location in question to function as an office / reception would contribute nothing to improving the design, layout and appearance of the site and its setting in the surrounding landscape and it is not considered that the proposal as it stands meets the requirements of criterion 3 (vi) of Policy TWR 3. Gwynedd and Anglesey Joint Local Development Plan July 2017.