

PLANNING COMMITTEE	DATE: 15/10/2018
REPORT OF THE PLANNING AND PUBLIC PROTECTION SERVICE SENIOR MANAGER	CAERNARFON

**Number: 2**

**Application Number: C18/0614/43/LL**

**Date Registered: 13/08/2018**

**Application Type: Full - Planning**

**Community: Pistyll**

**Ward: Llanaelhaearn**

**Proposal: Extend the surface of the site to place five additional holiday caravans on field 470, retain the temporary service access and extend it for the additional units, erect a 1.2m soil *clawdd* along the northern and western boundary of field 410, change the layout of five caravans approved under application number C15/0495/43/LL and relocate a septic tank**

**Location: Gwynus Caravan Park and Golf Course, Pistyll, Pwllheli, Gwynedd, LL536LY**

**Summary of the Recommendation: TO REFUSE**

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## 1. Description:

- 1.1 The application involves upgrading and extending an existing caravan site. The application includes a proposal to upgrade the existing 10 static caravans for holiday cabins and to relocate them to a section of the existing golf course. Approval was given in 2015 to relocate five static caravans to the golf course whilst the other five were to be relocated to field 471. This proposal would include making changes to the layout of the five static units to be relocated as part of application C15/0495/43/LL. The proposed holiday cabins would measure approximately 12.2 metres by 6.1 metres and they would be finished with a timber effect appearance. The proposal also includes retaining the temporary service road that received approval as part of application C15/0495/43/LL and extend it to serve the additional units, erect a 1.2m soil *clawdd* along the northern and western boundary of field 470 and relocate a septic tank.
- 1.2 There is permission to site a total of 10 static and 55 touring caravans on the site. However, planning application C15/0495/43/LL limits the use to 10 static caravans and 52 touring caravans. Work has commenced on this approval by the fact that the road and the *cloddiau* have started to be constructed. Permission also exists for the storage of 40 touring caravans on the northern section of field 472 during the winter months. It can be seen that there is extensive planning history to the site and when the C15/0495/43/LL application was approved, this was for the whole site. The previous applications had been fragmented and an opportunity was seen through application C15/0495/43/LL to rationalise the caravan site in its entirety. Approving the existing application would still keep the planning history fragmented rather than the site being developed and updated in its entirety.
- 1.3 The site is situated in the countryside and lies within an Area of Outstanding Natural Beauty (AONB). The site is also located within a Landscape of Outstanding Historic Interest. The main property on the site is a grade II listed building. The site is served by an unclassified road off the second class county road to the north-west. There are some public footpaths in the vicinity. There is a static and touring caravan park on the site.
- 1.4 The application is submitted to Committee as the site is owned by a Council 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

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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

PCYFF 1 - Development boundaries

PCYFF 2 - Development criteria

PCYFF 3 - Design and place shaping

PCYFF 4 - Design and Landscaping

TWR 3 - Permanent alternative static caravan and chalet and camping site

PS 19 - Conserving and enhancing the natural environment

AMG 1 - Areas of Outstanding Natural Beauty Management Plans

AMG 5 - Local Biodiversity Conservation

PS 20 - Conserving and enhancing cultural assets

AT 1 - Conservation Areas, World Heritage Sites, Parks and Registered Historic Gardens.

Supplementary Planning Guidance – Holiday Accommodation (2011)

### 2.4 **National Policies:**

Planning Policy Wales, Edition 9, November 2016.

Technical Advice Note 13 – Tourism

Technical Advice Note 18 – Transport

### 3. **Relevant Planning History:**

3.1 95/00260/COU – Extend static caravan site and increase the number from six to 10 – Approved 10 January 1996.

3.2 C00D/0446/43/LL – Establish a nine-hole golf course including engineering works, parking provision and landscaping, site a static caravan for use as a reception, establish a touring caravan park including associated access road, changes to access junction, and installation of new septic tank for the existing static caravan site – Approved 12 March 2001.

3.3 C02D/0079/43/LL - Construct a toilet block for a touring caravan site and provision of children's play area – Approved 20 May 2002.

3.4 C03D/0391/43/LL – Amend condition 10 on planning permission no. C00D/0446/43/LL to exchange four touring caravans for four additional static caravans – Refused 26 September 2003.

3.5 C03D/0578/43/LL - Use part of a touring caravan site to store eight touring caravans between 31 October and 1 March – Approved 11 March 2004.

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- 3.6 C04D/0624/43/LL – Retain and continue to use a field to site 10 touring caravans, construct a new toilet block for the disabled and change of use of agricultural field to playing field – Approved 22 February 2005.
- 3.7 C06D/0017/43/LL – Siting of eight pine log cabins – Refused 14 March 2006.
- 3.8 C06D/0285/43/LL – Siting of six pine log cabins – Refused 18 April 2007.
- 3.9 C06D/0441/43/LL – Increase the number of touring caravans from 18 to 25 by siting seven additional touring caravans on field number 471 and increasing the number of touring caravans to be stored over the winter on field number 471 from eight to 18 – Approved 20 March 2007.
- 3.10 C07D/0496/43/LL – Change of use of land to create a site for 12 touring caravans – Approved 3 January 2008.
- 3.11 C08D/0371/43/LL – Create a site for nine additional touring caravans on field 475 and four passing places on the access road – Application withdrawn on 12 July 2010.
- 3.12 C010D/0303/43/LL – Increase the number of touring caravans on the site from 37 to 55 by locating 16 additional caravans on field 475 and two additional caravans on field 471 and increase the number of touring caravans to be stored over winter on field 472 from 18 to 40 and change of use of a part of field 4942 to create a football and games area for the site – Approved 29 September 2010.
- 3.13 C12/1467/43/CR – Demolish existing pig-sties and site a new timber building for use as a reception – Withdrawn 28 January 2013.
- 3.14 C12/1508/43/CR – Demolish existing pig-sties and site a new timber building for use as a reception – Withdrawn 28 January 2013.
- 3.15 C13/0302/43/LL – Exchange four touring caravans on field 471 for two holiday cabins – Withdrawn 23 April 2013.
- 3.16 C13/0532/43/LL – Upgrade existing static caravans for holiday lodges and relocate them to field 471, move the touring units from that field to static caravan field 472, together with the demolition of pigsties and construct a new reception in its place with a counter to sell small goods – Approved 22 November 2013.
- 3.17 C13/0533/43/CR – Demolish existing pigsties and erect a new building for use as a reception – Approved 16 January 2014.
- 3.18 C14/0653/43/LL – Upgrade an existing static caravan park and relocate it from part of field 472 to a part of field 470 – Refused 14 January 2015.
- 3.19 C15/0495/43/LL - Upgrade 10 existing static caravans and relocate five to field 471 and the other five to field 470. Extend the caravan site to part of field 470, reduce the number of touring caravans from 55 to 52, relocate touring caravans

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from field 471 to field 472 over the winter months. Erect a new reception on the site of the pig-sties in accordance with the extant permission - Approved 30 July 2015.

#### 4. Consultations:

Community/Town Council: No objection to the application but there is concern about the suitability of the road leading to the Park.

Transportation Unit: No recommendation as it is assumed that the proposed development would not have a detrimental impact on any road or proposed road.

Natural Resources Wales: **Landscape**  
 We did not provide landscape observations on the previous approved application and we have no copy of the previously approved plan, therefore our observations are based on the proposed plan for the ten caravans. The increase in the number of caravans would change the amenity provided to site users by reducing the space and privacy around each unit. The linear access road could be made into a curved and less formal road, and the formality of the caravan pattern could be reduced, and slightly increase the space between units. Enclosing the site with a 1.2m high *clawdd* along its boundary is very important in terms of assimilating the development directly in the landscape. Planting indigenous trees is also important for screening reasons and creating shade from the wind. It is recommended that planting and a detailed management plan should be a condition of any approval.

#### **Protected Species**

We recommend that you seek advice from your in-house ecologist to determine whether there is a reasonable likelihood that bats, a protected species in Europe, are present on the application site. If so, in accordance with Technical Advice Note 5: Nature Conservation and Planning (paragraph 6.2.2), a bat survey might be required.

Biodiversity Unit: Although I have no objection to the proposal, there are many ecological matters that need to be addressed.

The application states that the intention is to extend the caravan site for five additional caravans, although the plans show 10 additional static caravans in the field which is currently a golf course. This is a substantial extension of 35% of the caravan park's land. It appears

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that parts of the golf course field is coarse grassland (aerial photograph).

The proposal also involves creating a soil *clawdd*, but I would like to receive more information about how this would be done, and from where the soil would come.

The applicant should provide a Preliminary Ecological Appraisal (see the guidelines created by CIEEM December 2017). This report should include a habitat survey and a habitat map.

Section 6 of the Environment Act (Wales) sets out a duty on every public authority to protect and improve biodiversity. Public authorities must attempt to maintain and enhance biodiversity when exercising functions in relation to Wales, and promote the resilience of ecosystems, as far as it is consistent with the appropriate practice of those functions.

I recommend that the applicant provides a biodiversity improvement plan, such as managing wild flower grassland meadows and create traditional *cloddiau*.

There are records of hares in the area, which is a species listed under Section 7 of the Environment Act (Wales) 2016. Although this proposal is unlikely to have a detrimental impact on the hare population, habitats such as coarse grassland could be provided and increased.

Public Protection Unit: Not received.

Footpaths Unit: Not received.

AONB Unit: The historic Gwynus farm is located in a rural area between Pistyll and Llithfaen. The house, the buildings and the surrounding land are within the Area of Outstanding Natural Beauty (AONB). The site is also within an area that is included on the Register of Landscapes of Outstanding Historic Interest in Wales, and the house is listed.

There have been several developments on the site over the last 20 years, including the golf course, establishing a touring caravan site, siting static caravans / cabins and caravan storage. The site is visible from a public byway

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which runs near the road between Pistyll and Pentreuchaf.

The intention with the existing application is to extend the site surface and site five additional caravans on field 470, retain and extend the service road, erect a soil *clawdd* on the northern and eastern boundary of field 410 and change the layout of five caravans that were approved in 2015 in addition to relocating the septic tank.

Gwynus farm is in quite a prominent location on the rural landscape of the AONB, and the combination of developments on the site have already had quite an impact on the environment. There is concern about the impact of extending the surface of the site and siting five additional caravans (see Policy TP9 - AONB Llŷn Management Plan).

Caravans Officer: There are no specific observations on this application in terms of licensing conditions.

This development must comply with the requirements of the following Acts and Standards:

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

Public Consultation: A notice was posted on the site. The consultation period has expired and no observations have been received.

## **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 Special Landscape Area 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.

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5.2 As noted above, minor extensions to existing static caravan / chalet site surfaces can be approved. In application C15/0495/43/LL, an extension to the existing site was approved in order to relocate five static caravans there from field 472, and relocate the other five static units to field 471 which is currently a touring caravan site. It was then intended to relocate touring units from field 471 to field 472. The existing application is requesting to relocate the static units that were to be relocated to field 470 along with extending the site further to relocate five other static units in field 470 rather than moving them to field 471 as part of application C15/0495/43/LL. Permission was granted in application C14/0495/43/LL to extend the site to include 3565 square metres of field 470, and the existing application wishes to extend the site so that it would use a total of 7658 square metres of land from field 470. The new extension that forms part of the existing application, therefore, involves extending the site further by 4093 square metres. Given what has already been approved on the site and that has not been fully implemented thus far, it is not considered that an additional 4093 square metres is a small extension to the surface area of the existing caravan site. In addition, there is no reason why five additional static units requires to be relocated to field 470 when a previous plan that has been approved demonstrates that it would be possible to site them on field 471 which is within the existing site. Also, it makes no sense that all the units will be moved to a site outside the existing boundary of the caravan site and that field 472, where the existing static units are located, shall continue to be vacant should this application be approved. The only reasons given as part of the application to relocate all the static units outside the existing site was to separate the static units from the touring units along with preventing the static unit users from driving through the touring caravan site to reach their cabins. In addition, reference was made to the need to relocate the sewerage treatment tank. In terms of these points, the proposal that was approved in application C15/0495/43/LL did separate the static units from the touring units to a degree, and the access to the static cabins to be placed on the golf course in that application went past the static cabins rather than the touring units. In addition, there is no reason to extend the site to install the sewerage treatment tank. The proposal to install this in a suitable site on the applicant's land is likely to be acceptable whether it is within the caravan site or not. Given the above, it must be questioned whether the proposal is eligible to be considered as an extension at all. It is proposed here to relocate all of the 10 existing static caravans that have permission on the Gwynus site which therefore means relocating the static holiday caravan site in its entirety to a new location. Also, there is no physical connection between the element of the existing holiday caravan park and the proposed location, and it is also proposed to create a completely separate access and track. It would be possible to operate the static caravan site on the extended site entirely separately to the touring caravan site. Policy TWR 3 of the LDP does not support establishing new static caravan sites within the AONB. Considering criterion 3vi of Policy TWR 3, which requires that the proposal offers substantial and permanent improvements to the design, layout and appearance of the site and its place in the surrounding landscape, it is not considered that the proposal, as submitted, complies with this criterion. It is not considered that the proposal would improve the site's setting in the landscape and there is no need to relocate all static units to outside the existing caravan site. Whilst acknowledging that

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the existing static caravan site is small and that caravans are sited close together, it is considered that the proposal approved in application C15/0495/43/LL has been a compromise by approving to extend the existing site a considerable amount, in order to relocate some of the units whilst making changes to the layout and the design of the whole caravan site in order to relocate the remainder of the static units to a site within the existing caravan site boundary. That proposal meant that the touring caravans would be sited closer together at one end of the site, with the static units on the other side rather than the existing situation where the static units are in the middle of the site. It is, therefore, emphasised that the application would be entirely contrary to the principle of section 3i and vi of Policy TWR 3, which supports small extensions to existing land surfaces, and requires a development that offers substantial and permanent improvements to the design, layout and appearance of the site and its setting in the surrounding landscape.

- 5.3 Clause 3ii of Policy TWR 3 notes that the relocation of units from prominent locations to less prominent locations is permitted. The existing static units are located in the middle of the site, and it is intended to move all of them to a section of field 470 which forms part of the golf course and is higher ground than the existing site. There is now quite dense landscaping on the existing caravan site's boundaries and, due to their location in the middle of the caravan site, the existing static units are not very visible in the landscape. There are some trees on the outskirts of the extended site's boundary, and work to erect *cloddiau* on the extended site's boundaries has commenced. However, the landscaping on the extended site's boundaries are not as strong and dense as the existing caravan site. However, the fact that permission has been given to relocate five static units to a section of the golf course as part of application C15/0495/43/LL must also be considered. In considering the proposal in relation to permission C15/0495/43/LL, it is not considered that the proposal would substantially impact the landscape any more than what was approved under this previous application. The additional five units that are requested to be located in field 470 as part of the existing application can be seen in the same context as the five that have already received permission to be located in the field and, therefore, although this site is more visual than the static units' existing site, it is not considered that the application should be refused on these grounds due to the circumstances that have been approved in application C15/0495/43/LL. It must be noted here that the fact that there is no objection on the grounds of visual amenities does not overcome any other concerns or objections noted above about the proposal's ability to comply with other requirements of policy TWR 3.
- 5.4 The proposal, therefore, creates quite a substantial extension to the existing caravan site which would mean relocating all existing static units from the existing site to the extended site, and leaving the existing static caravan site vacant. It is not considered that this proposal does anything, really, to improve the design, layout or appearance of the site and its place in the landscape and, therefore, it is considered that the proposal is contrary to section 3i and vi of Policy TWR 3 of the LDP.

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### Visual amenities

- 5.4 It is proposed to site units that would resemble timber cabins on the site. It is considered that light brown coloured units would blend better with the landscape than white caravans. The observations of Natural Resources Wales in terms of landscape refers to the fact that enclosing the site with a 1.2m high *clawdd* along its boundary is important in terms of assimilating the development directly in the landscape, and also notes that it is important to plant indigenous trees. It is considered that erecting the *cloddiau* and planting near the *clawdd* would assist with landscaping the site. The AONB Unit voiced a concern in terms of the impact of extending the site surface and siting five additional caravans on it. As previously noted, we recognise that the proposed location would be more visual than the existing static caravan site, but in relation to permission C15/0495/43/LL, it is not considered that relocating five other units to this site would cause substantial harm to the character of the AONB. It is considered that the proposal is acceptable in terms of Policies PCYFF 3, PCYFF 4 and AMG 1.
- 5.5 This site is located within the Llŷn and Bardsey Island Area of Outstanding Historic Interest. The proposal relates to making alterations to a caravan site and in terms of its location and size, it is considered that the impact of the proposal would be local only and that it would not have a broader impact on the historic landscape. Therefore, it is considered that the proposal is acceptable in terms of Policy AT 1 of the LDP.

### Transport and access matters

- 5.6 It is proposed that the existing entrance to the site be used for the development. The Transportation Unit submitted observations on the proposal and there is no objection to the proposal. In light of this, the proposal is considered acceptable in terms of road safety and policy TRA 4 of the LDP. There would be parking spaces near the units for the vehicles which comply with the requirements of policy TRA 2 of the LDP.

### Biodiversity matters

- 5.7 The proposal involves relocating the static units to an area of the golf course. Approval was given in 2015 to use approximately half of the existing application site as an extension to the existing caravan site, and locate five static units there. As part of this application, there was an intention to erect *cloddiau* by the boundary, and work to begin erecting the *cloddiau* has commenced on the site. A part of the track that received approval in 2015 has also started to be laid through the land. The Biodiversity Unit's observations were received on the existing application and, whilst it is realised that they have referred to receiving additional information about how it is intended to erect the *cloddiau* and also in terms of conducting an ecological survey, it appears that these observations are based on the fact that it was considered that the land was grassland, where no development had currently taken place. Considering that work to create tracks and *cloddiau* is already ongoing in light of approval C15/0495/43/LL, it is not considered appropriate to request a survey in this case. The plans demonstrate

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an intention to plant on top of the *cloddiau* with vegetation such as gorse, hawthorns and hazel trees, and it is considered that plants of these type would be acceptable for the proposal. If the application is approved, a condition would be required to ensure that the planting is carried out in accordance with the submitted landscaping plan. The proposed *cloddiau* and vegetation would create additional habitats and corridors for biodiversity, and it is not considered that this proposal would cause substantial harm to local biodiversity. The proposal is considered acceptable in terms of Policy AMG 5 of the LDP.

## 6. Conclusions:

- 6.1 It cannot be considered that the additional extension to the site is a small extension in the context of Policy TWR 3 and the proposal does not offer substantial and permanent improvements to the design, layout and appearance of the site and its setting in the surrounding landscape. The improvements are limited to constructing the *cloddiau* and the vegetation with the extended site boundary and installing a new treatment tank. *Cloddiau* and planting had also been included as part of application C15/0495/43/LL and the site would not need to be extended to install a treatment tank in a different place. Therefore, no additional improvements have been presented as part of this application to justify relocating all units to a site outside the existing site. It is considered possible to relocate the units in a manner that does not involve moving all static units outside the existing caravan site, especially considering that field 472, where the static units are currently located, would still be vacant if the proposal in question is approved. It is also questioned whether this is really an application to extend the site or to create a new static caravan site, as all existing static units would be located outside the existing caravan park site with a new track serving it and, therefore, it is entirely independent of the existing site. The proposal is, therefore, considered contrary to the requirements of Policy TWR 3 of the LDP.

## 7. Recommendation:

### 7.1 To Refuse – reasons

1. The proposal is not considered a small extension to the site surface area and it would involve relocating all static units from the existing site to the extended site, leaving the existing static caravan site vacant and it is not considered that this would really do anything to improve the design, layout or the appearance of the site and its place in the landscape and, therefore, it is considered that the proposal is contrary to section 3i and vi of Policy TWR 3 of the LDP.