

PLANNING COMMITTEE	DATE: 01/07/2019
REPORT OF THE SENIOR PLANNING AND PUBLIC PROTECTION SERVICE MANAGER	PWLLHELI

Number: 2

Application Number: C18/1133/14/LL

Date Registered: 06/12/2018

Application Type: Full - Planning

Community: Caernarfon

Ward: Cadnant

Proposal: Replacing 32 touring caravan pitches with 25 holiday lodges for year round holiday use

Location: Cwm Cadnant Valley, Llanberis Road, Caernarfon, LL52DF

Summary of the Recommendation: TO APPROVE WITH CONDITIONS

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1. Description:

- 1.1 This is a full application to replace 32 touring caravans with 25 static units that would be available for use as self-catering holiday accommodation throughout the year on the site known as Cwm Cadnant, near Llanberis Road in Caernarfon (following discussions in considering the application, the number of new units has been reduced from 29 to 25). The site currently has single driveways, a play area, landscaping that includes trees, bushes and green areas, a washroom/toilet block, office/reception, bin storage and specific pitches for tents to the north of Cadnant river, with touring caravans and motorhomes to the south of the river. The proposal would entail dispersing chalets/holiday cabins within the area where the touring caravans are currently located. There would be no change to the camping area and its location on the northern side of the river.
- 1.2 The proposed timber cabins would be in three sizes, all with flat roofs, ranging between 3m and 4m in height, depending on the slope of the ground. Each unit would include a front-facing timber balcony. The proposal is to install:
- 12 x Type A units – 11.5m x 6.4m
 - 3 x Type B units – 7.5m x 3.6m, and
 - 10 x Type C units – 9.0m x 4.0m
- 1.3 The site is accessed from the class I county road, Llanberis Road (A4086) which is located outside the development boundary as included in the Gwynedd and Anglesey Joint Local Development Plan, 2017 (LDP). The lower part of the site on both sides of Cadnant River is located within a C2 flood zone, and the northern part of the site is designated as Coed Mawr Wildlife Site. The site is also the subject of Maesincla/Cadnant River Tree Preservation Order 3/TPO/A56.
- 1.4 The following information was submitted with the application:
- Flood Risk Study
 - Initial Ecological Evaluation
 - Details of waste water treatment work
 - Details of tree root protection methods
 - Planning statement
 - Ecological harm mitigation measures statements

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 Under the Well-being of Future Generations (Wales) Act 2015 the Council has a duty not only to carry out sustainable development, but also to take reasonable steps in exercising its functions to meet its sustainable development (or well-being) objectives. This report has been prepared in consideration of the Council's duty and the 'sustainable development principle', as set out in the 2015 Act, and in making 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. It is

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considered that there would be no significant or unacceptable impact upon the achievement of well-being objectives as a result of the proposed recommendation.

2.3 Gwynedd and Anglesey Joint Local Development Plan (July 2017)

Policy TRA2 – Parking Standards.
 Policy TRA4 – Managing Transport Impacts.
 Policy PCYFF2 – Development Criteria.
 Policy PCYFF3 – Design and Place Shaping.
 Policy PCYFF4 - Design and Landscaping.
 Policy TWR3 – Permanent Static Caravan and Chalet and Alternative Camping Sites.
 Policy TWR 4 – Holiday Occupancy.
 Policy PS6 – Mitigating the Effect of Climate Change and Adapting to Them.
 Policy AMG5 – Local Biodiversity Conservation.

Supplementary Planning Guidance (SPG): Holiday Accommodation (2011).
 Anglesey, Gwynedd and Snowdonia National Park Capacity and Sensitivity Study (Gillespies, 2014).

2.4 National Policies:

Planning Policy Wales, Edition 10, (2018).
 Technical Advice Note (TAN) 12 Design (2016).
 NCT15 Development and Flood Risk (2004).
 NCT13 Tourism (1997).
 NCT23 Economic Development (2014).

3. Relevant Planning History:

C17/0958/14/LL: Replace 32 touring caravan and 68 tent pitches with 26 holiday chalets to be used for 12 months a year: Refused 24/10/17

The site has an extensive planning history.

4. Consultations

Community/Town Council:	Agree in principle, but request a condition to prevent the use of the units for more than 11 months a year.
Transportation Unit:	No objection It is likely that the use made will be similar or on a lesser scale than currently, and it is therefore unlikely to have a detrimental impact on the roads network.
Welsh Water:	No objection Request a condition to ensure that there is a suitable connection to the sewage system.

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Natural Resources Wales:	<p>No objection</p> <p>Suggest conditions to ensure:</p> <ul style="list-style-type: none"> • that the reasonable measures submitted to avoid environmental harm are followed • a lighting plan must be submitted • Environmental Construction Method Statement <p>Standard guidelines for the applicant</p>
Caravans Officer:	No objection following the reduction in the numbers and ensuring that there is sufficient distance between the units
Cadw:	No observations to offer
Tourism Unit:	Concern expressed about the over-provision of static units and the lack of touring sites in the Caernarfon area
Biodiversity Unit	No objection
Trees Unit:	No objection
Land Drainage Unit	No observations to offer
Fire Service	No observations to offer
Public Consultation:	A notice was posted on the site and a consultation was held with neighbours. The consultation period has ended and no correspondence was received in response to the application.

5. Material Planning Considerations:

The principle of the development

- 5.1 It is a requirement that planning applications be determined in accordance with the adopted development plan, unless other material planning considerations state otherwise. The Gwynedd and Anglesey Joint Local Development Plan (LDP) is the adopted 'Development Plan' in this case.
- 5.2 Policy TWR3 of the LDP states that proposals for the development of new static caravan sites (i.e. single or twin caravan), holiday chalet sites or permanent alternative camping accommodation will be refused within the Anglesey Coast Area of Outstanding Natural Beauty, Llŷn Area of Outstanding Natural Beauty and the Special Landscape Areas. In other locations proposals for new static caravan or holiday chalet sites and permanent alternative camping accommodation will only be granted where:

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- It can be demonstrated that it doesn't lead to a significant intensification in the provision of static caravan or chalet or permanent alternative camping sites in the locality;
 - The proposed development is of high quality in terms of design, layout and appearance, and is sited in an unobtrusive location which is well screened by existing landscape features and/or where units can be readily assimilated into the landscape in a way which does not significantly harm the visual quality of the landscape; and
 - The site is close to the main highway network and adequate access can be provided without significantly harming landscape characteristics and features.
- 5.3 The first criterion specifically refers to an intensification of new developments. The term *intensification* in the context of this policy is explained in paragraph 6.3.69 of the policy explanation. The paragraph refers to the Anglesey, Gwynedd and Snowdonia National Park Capacity and Sensitivity Study (Gillespies, 2014). Within each Landscape Character Area (as described by the Gwynedd Landscape Strategy, 2012) the landscape's character is assessed to ascertain the capacity of the local landscape for further developments of holiday chalets or caravans.
- 5.4 This current development falls within the G04 Landscape Character Area (that includes the ancient town of Caernarfon and the north Arfon plateau and coast), and the above strategy states the indicative capacity for the Landscape Character Area. Specifically, this part of the Study states "*within each area that contributes towards the setting of the national park, there is typically no capacity for static caravan park/holiday chalet developments. However, outside these areas there could be limited capacity for small to micro caravan/holiday cabin park developments that are well located and designed.*" The study concludes that there is available capacity within the G04 Landscape Character Area for small developments (between 10-25 holiday unit/static caravans) within sites that are outside the AONB and Special Landscape Areas, if they are well-linked/in keeping with the built environment/streetscene.
- 5.5 This current proposal involves locating 26 holiday units within a hidden site and within the built environment and it is considered, in this case, that the proposal will not lead to an intensification of similar static caravan/chalet sites in the vicinity of the application and that, in itself, it will not have a substantial and significant impact on the character and amenities of the local landscape. It is also noted that the proposal would reduce the density of the use of the current site, by replacing 32 touring caravans.
- 5.6 The second criterion relates to the development's design, layout and appearance, and its setting in an unobtrusive location. Within the LDP, an unobtrusive location is described as being a location that is well screened by existing landscape features or where the units can be readily assimilated into the landscape in a way which does not significantly harm the visual quality of the landscape. The site is situated in a hollow near Cadnant River which is screened by a wall to the north, by structures to the east, and by structures and woodland to the west. Any views from it would be local and very intermittent, and would be from private land rather than any nearby public right of way. Consequently, and given the setting of the units and the associated facilities within the site, it is not considered that the proposal would have a substantial impact on the local landscape, and that it is, additionally, located on a site that is unobtrusive within the townscape.
- 5.7 The third criterion refers to the proximity of the site to the main roads network, and that adequate access can be provided without significantly impairing the character and features of the landscape. In this case, the site is parallel to a class I county road (A4086)

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with existing access serving the touring holiday park. Given the nature of the development, that will mean a reduction in the traffic and use made of the existing entrance, it is not anticipated that the proposal, if approved, would undermine road safety. No improvements would be needed to the existing entrance and therefore, the proposal would not have a detrimental impact on any features or characteristics of the local landscape/townscape.

- 5.8 Policy TWR 4 of the LDP states that proposals for new static caravans and chalets or proposals to extend the holiday season of existing static caravan and chalet sites will be granted provided it can be demonstrated that the accommodation is being used exclusively for holiday purposes and does not become the occupant's main or sole place of residence. In this respect, it is confirmed that the proposed cabins/chalets would be used for holiday purposes, and this use could be ensured by the inclusion of a standard condition if the application was approved. Previous decisions made by Planning Inspectors on appeals have confirmed that such a condition would be acceptable and that it is not appropriate to try to restrict the operational months of such facilities.
- 5.9 Given its hidden location within the townscape; its scale which is less dense than the current use and that fact that it appears that the holiday accommodation and the overall site would provide high quality facilities, it is considered that the proposal is acceptable. Additionally, it is intended to use a site that is already in use for holiday accommodation, and therefore there will be no significant change in the nature of the location's use.
- 5.10 In this particular case it is considered that the current application conforms to the requirements of Policies TWR3 and TWR4 in relation to the provision of static caravan, chalet and camping accommodation sites.

Visual amenities

- 5.11 The site is hidden from other public places, and is located in a sheltered hollow in a built-up area that includes a variety of established trees and bushes. It is considered that locating 25 holiday accommodation units of the proposed type, size and design will not have a substantial or detrimental impact on the visual amenities. It is therefore considered that the proposal is acceptable based on the requirements of Policies PCYFF3 and PCYFF 4 of the LDP.

General and residential amenities

- 5.12 As referred to above, there are residential dwellings located nearby the application site, but between these residences and the site itself there are an established woodland and structures. As historic holiday use has already been established within the site, with the associated activities and noise (albeit seasonal), it is considered that fewer permanent holiday units would lead to a reduction in the density of traffic entering and exiting the site, and less noise disturbance. It is also noted that no response was received from the public to this element of the proposal following the statutory notification period. It is therefore considered that the proposal is acceptable based on the requirements of Policies PCYFF2 and TWR2 of the LDP.

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Transport and access matters

- 5.13 It is intended to use the existing entrance to the site from the adjacent A4086 class I county road (Llanberis Road) and to create additional parking spaces within the site (one for each unit). This proposal would lead to a reduction in the movements entering and exiting the site, with no need for towing vehicles as all the holiday accommodation units would be permanent rather than touring units. The Transportation Unit has no objection to the proposal on the grounds of road safety and, in this respect, it is considered that the proposal is acceptable based on the requirements of Policy TRA2 and TRA4 of the LDP.

Biodiversity matters

- 5.14 The northern part of the site has been designated as Coed Mawr Wildlife Site, which includes the river corridor (Cadnant River), a mixed deciduous lowland woodland, with lowland pasture and meadow. A number of reports were submitted, which noted mitigation measures to avoid harming the site's significant ecological features. Following discussions with the developer, the Biodiversity Unit and the Trees Officer have confirmed that the submitted information is acceptable and, with relevant conditions, it is considered that the proposal complies with the requirements of Policy AMG5 of the LDP.

Flooding matters

- 5.15 The northern part of the site, on both sites of Cadnant River, is located within a C2 flood zone as defined by TAN 15 "Development and Flood Risk", and the TAN states that *developments that are very vulnerable to harm should be directed away from areas within Zone C*. Nevertheless, none of the new units would be within the Flood Zone and, having studied the submitted Flood Assessment, Natural Resources Wales were satisfied that the proposal conformed to the requirements of TAN 15. Indeed, they consider that it would improve the current situation as the floor level of the units would be raised higher than the expected water level in an extreme flooding event. In considering the above, it is believed that this proposal is acceptable under the requirements of TAN15 and Policy PS6 of the LDP.

6. Conclusions:

- 6.1 It is considered that replacing 32 touring caravans for 25 self-serviced holiday accommodation units in this site would be acceptable in terms of the relevant policies noted above, and it is not considered that it would have a significant adverse impact on the area's amenities or on neighbouring residents. Furthermore, it is considered that the location, design, finish and form of the development is acceptable and in keeping with the context of its location. Having given full consideration to all the relevant planning matters, it is considered that the development is suitable for the site and complies with the local and national policies and guidelines noted.

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7. Recommendation:

7.1 To approve the application subject to the following conditions:

1. Time (five years)
2. In accordance with the plans
3. Submit and agree a detailed Environmental Construction Method Statement for the period of developing the site.
4. Must adhere closely to the submitted Ecological Survey recommendations
5. Condition of holiday use only/keep a register
6. Welsh Water Condition
7. A lighting plan must be submitted

Notes

1. Welsh Water
2. Natural Resources Wales