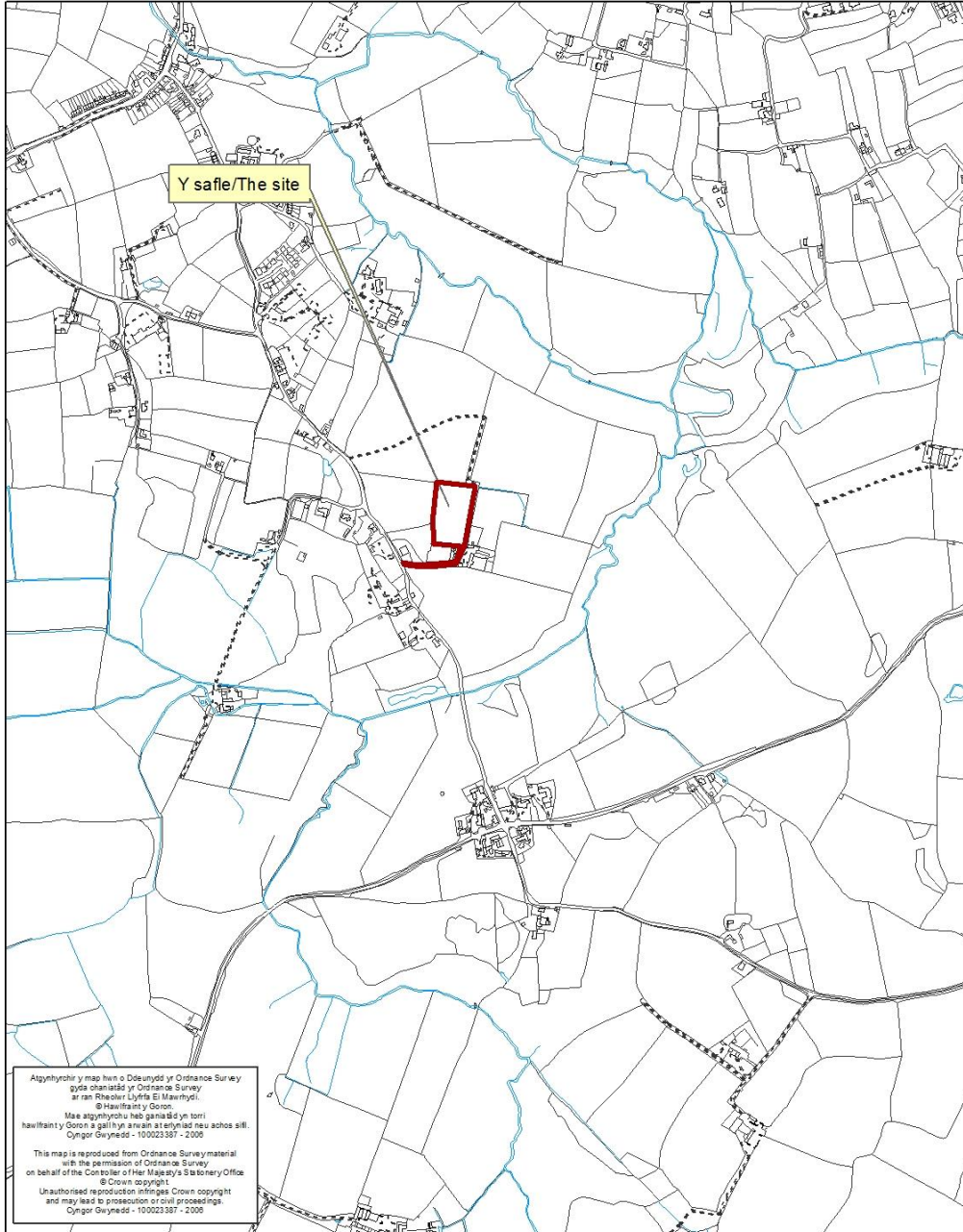


Number: 5.7



Rhif y Cais / Application Number : C16/0281/42/LL

Cynllun lleoliad ar gyfer adnabod y safle yn unig. Dim i raddfa.
Location Plan for identification purposes only. Not to scale.



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Application Number: C16/0281/42/LL
Registration Date: 29/03/2016
Application Type: Full Planning
Community: Nefyn
Ward: Morfa Nefyn

Proposal: An amended application to create a touring caravan site for 18 caravans along with building a toilet / shower block, improvements to the access and installing a sewage treatment tank

Location: Cefn Edeyrn, Edern, Pwllheli, LL536YX

Summary of the Recommendation: TO APPROVE SUBJECT TO CONDITIONS

1. Description:

1.1 The application is for a new touring caravan site and for the siting of 18 caravans along with the construction of a building as a shower / toilet block. This is an amended application following the withdrawal of application C15/1238/42/LL. That application was for a total of 27 touring units. The shower / toilet block would include a laundry room and it is proposed to finish the external walls with local pebble-dash and green coloured steel sheets for the roof. It is also intended to install a septic tank as part of the application. The 27 touring caravans would be located near the site boundaries and the toilet / shower block would be located on the southern side of the site. It is proposed to use the most northerly part of the field as an amenity area for site users. As part of the application it is intended to reinforce parts of the boundaries by additional planting work which would include rowan, hawthorn, blackthorn, ash and holly. It is also proposed to make improvements to the existing access by reducing the height of the 'clawdd' to the east to 0.9 metre.

1.2 The site is located in the countryside and is within a Landscape Conservation Area and a Landscape of Outstanding Historic Interest. A combination of hedges and trees surround the site. The site itself is relatively flat and agricultural buildings and the applicant's dwelling house are located towards the south of the site. Access to the site is along a track from a third class road situated to the south-west of the site. The Mount touring caravan site is approximately 115 metres to the south-west of the site which has permission for 20 touring caravans and Tyn Lon is approximately 80 metres to the west which has been granted a planning permission in December 2014 to site 15 touring caravans on the land. Approximately 400 metres to the east of the site is the Llŷn Fens Special Area of Conservation and the Cors Geirch Site of Special Scientific Interest.

1.3 A Design and Access Statement and Language and Community Statement were received as part of the application.

1.4 The application is submitted to Committee as it involves more than five caravans.

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 in accordance with the Development Plan, unless material considerations indicate otherwise. Planning considerations include National Planning Policy and the Unitary Development Plan.

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

2.3 **Gwynedd Unitary Development Plan 2009:**

Policy A2 - PROTECT THE SOCIAL, LINGUISTIC AND CULTURAL FABRIC OF COMMUNITIES - Safeguard social, linguistic or cultural solidarity within communities against significant harm due to the size, scale or location of proposals.

Policy B10 – PROTECTING AND ENHANCING LANDSCAPE CONSERVATION AREAS – Protect and enhance Landscape Conservation Areas by ensuring that proposals conform to a series of criteria aimed at avoiding significant damage to recognised features.

POLICY B12 – PROTECTING HISTORIC LANDSCAPES, PARKS AND GARDENS - Safeguard landscapes, parks and gardens of special historical interest in Wales from developments which would cause significant damage to their character, their appearance or their setting.

POLICY B15 – PROTECTION OF INTERNATIONAL NATURE CONSERVATION SITES PROTECTION OF NATURE CONSERVATION SITES OF INTERNATIONAL SIGNIFICANCE Refuse proposals which are likely to cause significant damage to nature conservation sites of international significance unless they conform to a series of criteria aimed at managing, enhancing and safeguarding the recognised features of such sites.

POLICY B16 - PROTECT NATURE CONSERVATION SITES OF NATIONAL IMPORTANCE - Refuse proposals which are likely to cause significant harm to nature conservation sites of national significance unless they conform to a series of criteria aimed at protecting, enhancing and managing recognised features within the sites.

POLICY B22 – BUILDING DESIGN - Promote good building design by ensuring that proposals conform to a series of criteria aimed at protecting the recognised features and character of the local landscape and environment.

POLICY B23 – AMENITIES - Safeguard the amenities of the local neighbourhood by ensuring that proposals conform to a series of criteria aimed at safeguarding the recognised features and amenities of the local area.

POLICY B25 – BUILDING MATERIALS - Safeguard the visual character by ensuring that building materials are of a high standard and are in keeping with the character and appearance of the local area.

POLICY B27 – LANDSCAPING SCHEMES - Ensure that permitted proposals incorporate high quality soft/hard landscaping which is appropriate to the site and

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which takes into consideration a series of factors aimed at avoiding damage to recognised features.

POLICY CH33 – SAFETY ON ROADS AND STREETS - Development proposals will be approved provided they can conform to specific criteria relating to the vehicular entrance, the standard of the existing roads network and traffic calming measures.

POLICY D19 – NEW SITES FOR TOURING CARAVANS, CAMPING AND TOURING UNITS - Proposals for developing touring caravan sites, camping, or new touring units will be approved if they conform with specific criteria regarding design, setting, appearance and location of the development, traffic issues, restrictions on use of the units and the accumulative impact on the local area.

Supplementary Planning Guidance: Holiday Accommodation (July 2011)

2.3 National Policies:

Planning Policy Wales (Edition 8, January 2016)
 Technical Advice Note 13 – Tourism
 Technical Advice Note 18 – Transport

3. Relevant Planning History:

3.1 C15/1238/42/LL- Create a touring caravan site for 27 units together with building a toilet/shower block and installation of septic tank - withdrawn on 16 February 2016.

4. Consultations:

Community/Town Council: Not received.

Transportation Unit: I refer to the above application, and confirm that the Transportation Unit has no objection in principle to the proposal.

The proposal to reduce the height of the southern 'clawdd' to no higher than 999mm is acceptable but to safeguard the visibility for the longer term it is recommended that the top of the 'clawdd' be capped to prevent further growth of vegetation in future.

It is not entirely clear from the plans whether the access will include a radius of 6m to the southerly side and it is recommended that the applicant adapts the access to provide for that if it does not already exist. The adjacent land is owned by the applicant and therefore it is believed that there is nothing to prevent this from being achieved.

It is also recommended that the first 15 metres of the access track is widened to provide sufficient width for two vehicles and caravans to pass each other without the need to reverse onto the highway and, once again, it is believed that the land is owned by the applicant and, therefore there is no obstacle to prevent this from being achieved.

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I recommend imposing appropriate conditions for the above, namely, providing an access with a radius of 6 metres on either side, reducing the height of the 'clawdd' to safeguard sufficient visibility and to widen the first 15 metres of the access track to allow two vehicles to pass each other unobstructed.

Natural Resources Wales: In our opinion, the proposal is unlikely to have a detrimental impact on any of the listed features.

Protected Sites

The proposed development is approximately 400m away from the protected sites of the Llŷn Fens Special Conservation Area, the Anglesey and Llŷn Fens RAMSAR and the Cors Geirch Site of Special Scientific Interest and, therefore, the proposed development is unlikely to have a detrimental effect on any of the listed interests.

Protected Landscapes

The proposed development is approximately 2km away from the Llŷn AONB. Therefore, the proposed developments are unlikely to have a detrimental impact on any of the listed features.

Protected Species

Water Voles

Although there are records of Water Voles present in the surrounding area, it is not considered that these proposals will have a significant impact on this species.

Bats

Recommend that you liaise with your Authority's ecologist regarding whether a bat survey is required.

Foul Water Drainage

There is a need for an Environmental Licence from Natural Resources Wales for the associated private drainage system.

To conclude, Natural Resources Wales is of the opinion that the proposed development is unlikely to have an impact on the interests listed above. Therefore, Natural Resources Wales does not object to the proposal.

Welsh Water: No objection to the proposal.

Public Protection Unit: Not received.

Biodiversity Unit: No objection to this application but would like the condition below to be imposed in order to safeguard the hedges and 'cloddiau'.

1. Trees or hedges must not be felled on the site without the permission in writing from the Planning Department.

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Caravans Officer: There are no observations on the application. Should the planning application be successful, the applicant must contact Gwynedd Council's Caravan Sites Licensing Officer to apply for a site licence. The standards must comply with model standards for touring caravan sites.

Fire Officer: No observations on the application in terms of access for fire and water equipment.

Public Consultation: A notice was posted on the site and nearby residents were notified. The advertisement period ended and correspondence was received objecting on the following grounds:

- Have submitted observations on the previous application, expressing concern on the cumulative visual impact of caravan sites and also the increase in traffic using narrow roads.
- The current application is for fewer numbers of units and this is to be welcomed because of the reduction in the visual impact of the site and to a degree, the impact on local traffic.
- Questioning the use of the term 'Touring caravans' as the applicant has referred to 12 seasonal caravans and six touring caravans.

5. Assessment of the material planning considerations:

The Principle of the Development

5.1 Policy D19 permits proposals to develop new touring caravan and touring unit sites provided they conform to all of the noted criteria. These include the need for the development's design, setting and appearance to be of a high standard and that it is sited in an unobtrusive location, screened effectively by existing landscape features and/or where touring units can be readily assimilated into the landscape in a way that does not significantly harm the visual quality of the landscape; that the site is close to a highway network and that adequate access can be provided; that the site is used for touring purposes only, and that the proposal will not exceed the reasonable capacity of the immediate locality to accommodate the development taking into account any accumulative impact of existing touring caravan sites.

5.2 The site is fairly flat and in its current form is relatively concealed as trees and hedges surround the site. The units would be sited in a row near the site's boundaries. Therefore, the existing hedges and trees would be a way of sheltering and screening the units and enclose most of the units from the most prominent views. It is considered that the natural landform and the farm buildings would also conceal the development. It was believed that the plan submitted was of a suitable design and the building and units had been placed in areas which meant that they did not stand out in the landscape significantly. It is not considered that the proposal would cause significant harm to the visual quality of the landscape and as the additional landscaping will develop and mature the visual impact of the proposal would reduce. Nevertheless, should the application be acceptable in the context of all other relevant policies, it is considered that it would be appropriate to include a condition to ensure suitable landscaping within the site in order to improve its appearance and quality for

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users but also in terms of the fact that it adds to the landscaping which would be a means of assimilating it better into the landscape.

- 5.3 Criterion 2 of Policy D19 requests that a site is in close proximity to the highways network, and that adequate access can be provided without causing significant harm to the character and features of the landscape. Paragraph 34 of the Supplementary Planning Guidance – Holiday Accommodation states that it is important that new sites are located as near as possible to the main highways network (i.e. class A and B), especially those sites that are proposed to exit onto unclassified country roads. The main roads network, namely the B4417, that runs through the centre of the village of Edern, is located approximately 1km to the north of the site access. This means that all vehicles towing touring caravans would be required to travel for 1km along the third class road which is of a rural nature in order to reach the access leading to the caravan site. Therefore, it could be argued that the site is not in close proximity to the roads network. However, considering that there is no objection to the proposal on the basis of the use of the road by the Transportation Unit, it is not considered that it would be reasonable to refuse the application on this basis. In its current condition, access with the county road is sub-standard and there is no suitable visibility towards the south. As part of the application, it is proposed to adapt the access by reducing the height of the 'clawdd' to the south to a height of 0.9 metre. The Transportation Unit has also recommended imposing conditions, namely, providing an access with a radius of 6 metres on either side, capping the 'clawdd' to prevent further vegetation growth and to widen the first 15 metres of the access track to allow two vehicles to pass each other unobstructed. It is considered that these modifications could be made to the access and access road in a manner that would not cause significant harm to the character and features of the landscape. Therefore, it is considered that the proposal in its current form is acceptable in terms of criterion 2 of Policy D19.
- 5.4 Criterion 3 of Policy D19 requires that the site is used for touring purposes only and that any units are removed from the site during periods when not in use. The Design and Access Statement submitted as part of the application notes that it proposes that 12 of the pitches would be seasonal touring unit pitches, where the units would come to the site at the beginning of the season and then leave at the end. It is proposed for the other six pitches are for actual touring units. Seasonal Touring Units are not promoted in Policy D19 of the GUDP or in the Supplementary Planning Guidance: Holiday Accommodation. Although the applicant has referred to the fact that some of the pitches are to be for seasonal touring units, it would be possible to impose a condition on any planning permission to ensure that the site will be used for touring purposes only. If such a condition is imposed, it is considered that the proposal will be acceptable in terms of criterion 3 of Policy D19.
- 5.5 Taking into account the cumulative impact of existing touring caravan, camping and touring unit sites approved within the locality, criterion 4 of Policy D19 states that the proposed development will not exceed the reasonable ability (e.g. environmental, social and cultural, roads network, amenities etc.) of the locality to include such developments.
- 5.6 It must be acknowledged that some areas in Gwynedd already have a high density of holiday sites which can place a strain on the reasonable ability of the locality to accommodate further such developments. This proposal involves creating a new touring caravan site for 18 units. Currently, the Mount touring caravan site for 20 units is approximately 115 metres to the south-west. Also, a planning permission was granted in December 2014 for a site including 15 touring caravans in Tyn Lon approximately 80 metres to the west of the site. In addition to this, the Cae'r Odyn

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static caravan site is located approximately 300 metres to the north-west of the site which has permission for 107 units. The current application is for 18 touring units and this is a reduction of nine touring units in application C15/1238/42/LL which was withdrawn. The observations of the Transportation Unit on that proposal expressed concern that the number of units (27) was excessive, in addition to the numbers permitted on other nearby sites. Therefore, there was concern regarding the increase in the amount of traffic which would be using the local roads network and the possible collisions between vehicles and also between vehicles and pedestrians. However, as a result of a reduction in the numbers to 18 touring units, the same road concerns have not been identified in the Transportation Unit's observations. The Transportation Unit has no objection to the proposal and, therefore, it is considered that they consider the local roads network to be sufficient to be able to cope with the numbers of touring units that are the subject of this current application. Therefore, it is considered that the proposal in its current form is acceptable in terms of criterion 4 of Policy D19 of the GUDP.

Effect on the visual amenities of the area

- 5.7 One of the main objectives of policy B10 is to safeguard and enhance Landscape Conservation Areas and ensure that developments are integrated well in the landscape. As already noted, it is not considered that the site is too intrusive in the landscape because of the location of the caravans and the existing mature boundaries. Therefore, it is not considered that the proposal would cause significant harm to the visual quality of the landscape and as the additional hedges would mature the impact of the proposal would reduce. Nevertheless, should the application be permitted, it is considered that it would be appropriate to include a condition to ensure suitable landscaping within the site in order to improve its appearance and quality for users but also in terms of the fact that it adds to the landscaping which would be a means of assimilating it better into the landscape. Consequently, it is not considered that the touring caravan site would stand out prominently in the landscape and it would not have an adverse impact on the Landscape Conservation Area.
- 5.8 The plans submitted show an intention to reinforce parts of the boundaries by additional planting work which would include rowan, hawthorn, blackthorn, ash and holly. As part of the application it is also intended to build a toilet / shower block in the southern part of the site. The building would have a pitched roof finished with dark green steel profile sheets. The external walls would be pebble-dashed. The building appears acceptable in terms of scale, size, form and location. In light of its location, it is not considered that it would stand out in the landscape which has been designated a landscape conservation area. Consequently, it is considered that the proposal complies with policies B10, B22, B25 and B27 of the GUDP.
- 5.9 The site lies within the Llŷn and Bardsey Island Landscape of Outstanding Historic Interest. Policy B12 states that consideration will be given to the information about the Historic Landscapes if the impact of proposals is on such a large scale that their impact would be greater than merely a local impact. In terms of its location and its size, it is considered that its 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 B12 of the GUDP.

Transport Matters

- 5.10 The main roads network, namely the B4417, which runs through the centre of the village of Edern, is located approximately 1km to the north of the site access. This

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means that all vehicles towing touring caravans would be required to travel for 1km along the third class road which is of a rural nature in order to reach the access and track leading to the caravan site itself. This road also serves the Mount touring caravan site which has 20 touring units and permission has also been granted for 15 touring caravans in Tyn Lon. The third class road from Edern to the site access would serve the touring caravan sites that have permission as well as this proposed site. In addition to these touring caravan sites, the road is also used by users of the Cae'r Odyn static caravan site. The current application is for 18 touring units and this is a reduction of nine touring units in application C15/1238/42/LL which was withdrawn. The Transportation Unit had expressed concern on that proposal that the number of units, namely 27, was excessive in addition to the numbers permitted on other sites near this site. Therefore, there was concern regarding the increase in the amount of traffic which would be using the local roads network and the possible collisions between vehicles and also between vehicles and pedestrians. However, as a result of a reduction in the numbers to 18 touring units, the road concerns have not been identified in the Transportation Unit's observations. Therefore, it is considered that the local roads network to be sufficient to be able to cope with the numbers of touring units that are the subject of this current application.

- 5.11 In its current condition, access with the county road is sub-standard and there is no suitable visibility towards the south. As part of the application, it is proposed to adapt the access by reducing the height of the 'clawdd' to the south to a height of 0.9 metre. The Transportation Unit has no objection to the proposal but recommends imposing conditions for providing an access with a radius of 6 metres on either side, capping the 'clawdd' to prevent further vegetation growth and to widen the first 15 metres of the access track to allow two vehicles to pass each other unobstructed. In light of this, the proposal is considered acceptable in terms of road safety and policy CH33 of the GUDP.

General and residential amenities

- 5.12 There are some dwellings in the locality. It is not considered that a site of 18 touring caravans would mean an over-development in terms of the number of caravans on the site itself. The proposal would increase the traffic using the road but it is not considered that this would be a significant increase. This road serves a number of dwelling houses, however, it is not considered that this increase in traffic would cause significant harm in terms of local amenities. The caravan site would have seasonal use, and it is usual to impose a condition restricting the season to between 1 March and 1 October. As a result, should the application be approved, the site would be used on a seasonal basis and the caravans would not be sited on the land throughout the year. This would mean that there would be no change to local residents' amenities outside the occupancy season. Therefore, it is not considered that the proposal would cause significant harm to the amenities of the local neighbourhood and it is considered that the proposal is acceptable in terms of policy B23 of the GUDP.

Linguistic matters

- 5.13 Policy A2 of the GUDP states that proposals will be refused because of their size, scale or location if they cause significant harm to the social, linguistic or cultural cohesion of communities, due to their size, scale or location. As the proposal involves a tourism development which will create ten or more holiday units there is a requirement for a Language and Community Statement to be prepared in order to comply with the Supplementary Planning Guidance: Planning and the Welsh Language. A Language and Community Statement was received as part of the

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application and the Joint Planning Policy Unit was consulted. The Joint Planning Policy Unit's observations state that as this is a proposal for touring unit pitches entirely and not permanent pitches, it is not believed that the nature or scale of the proposed development is likely to have a detrimental impact on the Welsh language. It is considered that the proposal is likely to have a positive impact on the area's economy and, therefore, of benefit to the Welsh language and the development will also be likely to contribute or create economic opportunities for local people. It is suggested that alleviating measures are taken to protect and promote the Welsh language, such as a Welsh name for the site, Welsh and/or bilingual signage and opportunities to provide information about the history and culture of the area. It is suggested that the Site Manager contacts the Local Language Initiative (Hunaniaith) to have a discussion regarding other measures which could add value to the business. Therefore, it is not considered that the proposal would cause significant harm to the social, linguistic or cultural cohesion of the community, and that it is acceptable in respect of Policy A2 of the GUDP.

Biodiversity Matters

- 5.14 The Llŷn Fens Special Conservation Area and the Cors Geirch Site of Special Scientific Interest are located around 400 metres to the east of the site. Natural Resources Wales did not object to the proposal and it is considered unlikely that the proposal would have a detrimental impact on the abovementioned sites. The Biodiversity Unit's observations on the application were received confirming that they had no objection to the proposal. However, the Biodiversity Unit has recommended that a condition be imposed to safeguard the trees and shrubs from being felled. If the application is approved then a condition will be imposed to introduce detailed landscaping measures including landscaping within the site along with strengthening the boundaries. As part of such a landscaping condition, it would be possible to ask the applicant to show the trees and hedges that are to be retained as part of the development. A condition could then be imposed to ensure that the landscaping work is implemented in accordance with the approved landscaping plan. It is considered that the proposal is acceptable in relation to Policies B15 and B16 of the GUDP.

6. Conclusions:

- 6.1 Because of the scale and location of the application together with existing natural features it is not considered that the site is obtrusive in the landscape, nor is it considered that it is likely to have a significant harmful impact on the visual amenities of the Landscape Conservation Area. As a consequence of the reduction in the number of units sought and proposing improvements to the access there are now no objections to the proposal based on highway issues. It is not considered that it would have a detrimental effect on the amenities of the local neighbourhood. In relation to ensuring that the site is correctly managed, it is considered that this can be ensured through relevant conditions.

7. Recommendation:

- 7.1 To approve – conditions -
1. Commence within five years.
 2. In accordance with submitted plans.
 3. The number of units on the site at any one time to be restricted to 18.
 4. Conditions on the timeframe for siting caravans/holiday period/moving the caravans when not in use.
 5. No storing on the land.

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6. Records list.
7. Landscaping.
8. Highway Conditions - Providing an access with a radius of 6 metres on either side, reducing the height of the 'clawdd' and to cap it and to widen the first 15 metres of the access track

Notes:

1. It is suggested that alleviating measures are taken to protect and promote the Welsh language, such as a Welsh name for the site, Welsh and/or bilingual signage and opportunities to provide information about the history and culture of the area. It is suggested that the Site Manager contacts the Local Language Initiative (Hunaniaith) to have a discussion regarding other measures which could add value to the business.
2. A caravan site licence is required.