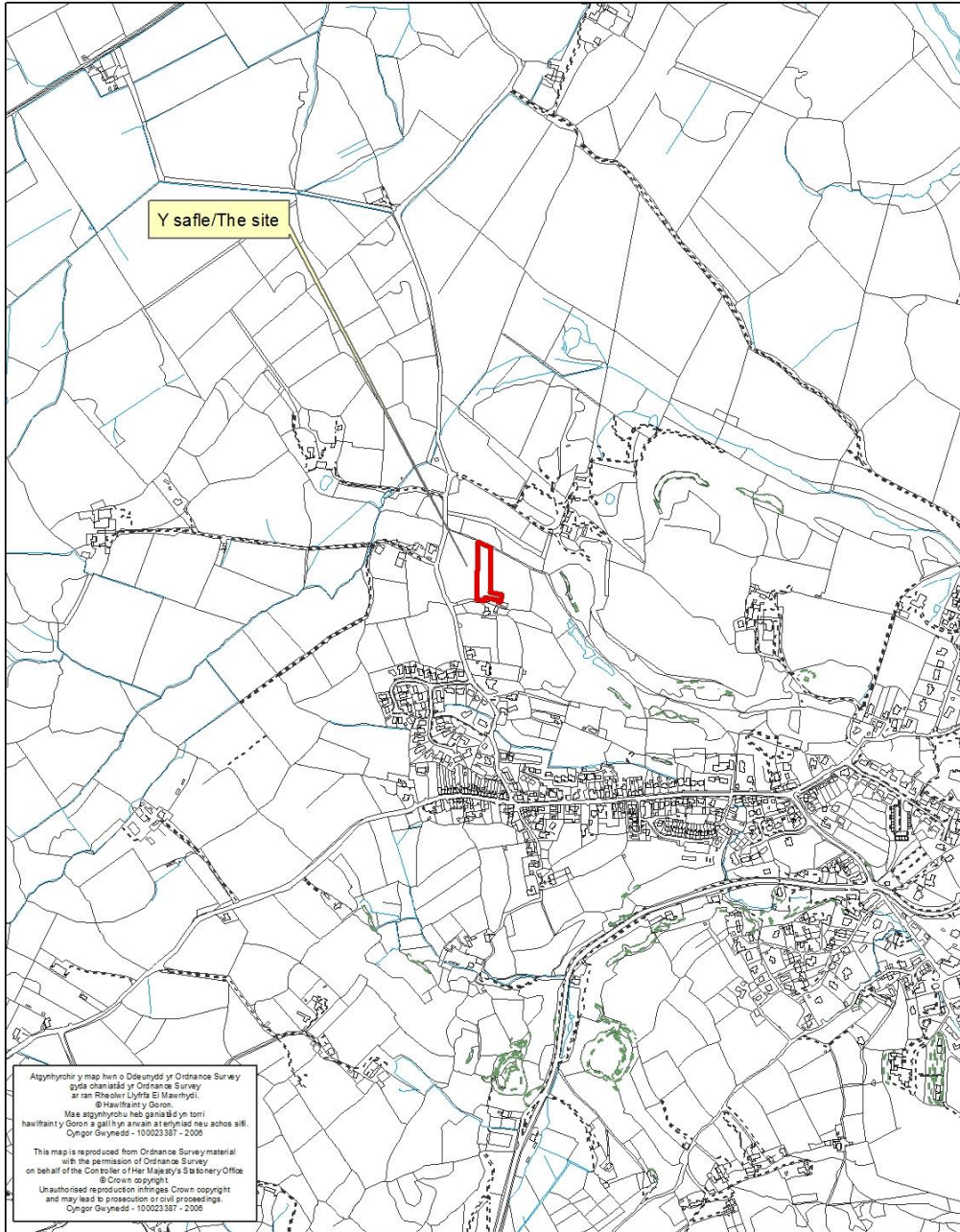


Number: 4



Rhif y Cais / Application Number : C16/0537/38/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: C16/0537/38/LL
Registration Date: 02/08/2016
Application Type : Full - Planning
Community : Llanbedrog
Ward: Llanbedrog

Proposal: A RETROSPECTIVE APPLICATION TO RETAIN A CARAVAN SITE FOR 10 TOURING CARAVANS, RETAIN ANCILLARY SERVICES AND STORE CARAVANS OVER WINTER
Location: BRYNIAU CARAVAN PARK, LON PIN, LLANBEDROG, PWLLHELI, LL537PG

Summary of the Recommendation: TO APPROVE SUBJECT TO CONDITIONS

1. Description:

- 1.1 The application is a retrospective application to retain a caravan site for 10 touring caravans, retain ancillary services and store caravans over winter. The 10 touring caravans are located along the site's western boundary and the mobile toilet / shower block is located on the southern end of the site, this structure has a timber finish. A planting scheme has been submitted with the application and this incorporates work to reinforce the western and northern boundaries by planting silver birch, rowan, black cherry trees and hazels. It is also proposed to make improvements to the existing access by reducing the height of the northern 'clawdd' to one metre.
- 1.2 The site is located in the countryside and within a Landscape Conservation Area and a Landscape of Outstanding Historic Interest. A combination of hedgerows and trees surround the site. The site itself is moderately level and the applicant's dwelling house and buildings are located toward the southern part of the site. Access to the site is along a track from a class three road to the west of the site. Around 100 metres to the east of the site is the touring caravan site of Wern Newydd. Public footpath number 11 Llanbedrog abuts the site to the north, and a wall/clawdd is located between the site and that path.
- 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. The application was submitted following action by the Planning Service Enforcement Unit.

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.
- 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; in making the recommendation the Council has sought to ensure that the needs of the present are

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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 recommendation.

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 HISTORICAL 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 B20 – SPECIES AND THEIR HABITATS THAT ARE INTERNATIONALLY AND NATIONALLY IMPORTANT - Refuse proposals which are likely to cause disturbance or unacceptable damage to protected species and their habitats unless they conform to a series of criteria aimed at safeguarding the recognised features of the site.

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 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.

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D21 – STORAGE OF TOURING CARAVANS Approving proposals for storing touring caravans provided that they conform to criteria involving the impact of the development on the local area and using the site to store unused touring caravans.

Supplementary Planning Guidance : Holiday Accommodation (July 2011)

2.3 National Policies:

Planning Policy Wales (Edition 8, January 2016)
 Technical Advice Note (TAN) 5 - Nature Conservation and Planning
 Technical Advice Note 13 – Tourism
 Technical Advice Note 18 – Transport

3. Relevant Planning History:

3.1 Enforcement file opened in 2013 regarding an unapproved caravan site.

4. Consultations:

Community/Town Council: To approve the application on two conditions
 1. that the number remain at 10 only
 2. that they be stored away from the site of the hookups

Transportation Unit: No objection to the proposal on condition that improvements be made to the northern visibility strip, as shown on the amended plans submitted by the agent in July 2016. Recommend the inclusion of relevant conditions.

Welsh Water: No observations to offer as there is no intention to connect to the public sewer.

Biodiversity Unit: No concerns or observations about biodiversity.

Countryside and Access Unit: Keen to ensure that public footpath no. 11 Llanbedrog is protected during and at the end of this development.

Caravans Officer: A site licence is required for this development for touring caravans and static caravans if the static caravan is to be sited for the purposes of living or holidaying. A site visit was arranged for 25-05-16. There are concerns about the development with regard to Fire Safety and Health and Safety, in general between the caravans and the boundary. It appears that the development is more static than touring as there is clutter within the boundary due to decking, sheds, barbecues, gas canisters, tables and chairs etc. which leave no space between units and the boundary. There are also items such as jet skis, oil / petrol canisters located on the floor and close to the boundary where thick gorse grows, which could fuel fire if such emergency occurred.

Due to this clutter, it would be difficult to be in favour of allowing the site to be licensed unless work is done to rectify this along with confirmation that licensing conditions are

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adhered to. We would appreciate further consultation and confirmation on this application. This application requires input from the North Wales Fire and Rescue Service.

The application was subsequently confirmed and the applicant was now complying with the recommendations of the Caravan Officer in terms of health and safety on the site.

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

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

- Concerns about the cumulative visual impact of caravan sites on the area and also about the increase in traffic using narrow roads;

The observations below were also received about the application but these are not material planning considerations:

- Not fair right the application is being submitted retrospectively;
- Current site acceptable at present but an extension of the caravan park to other fields would be unacceptable;

5. Assessment of the relevant 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, layout 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 the main 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 moderately flat and in its current form is relatively concealed as trees and hedges surround the site. The units are sited in a row by the site's boundaries, and the existing hedgerows and trees are therefore a way of sheltering and screening the units, thus enclosing 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 is believed that the plan submitted is of a suitable design and the building and units have been placed in areas which means that they do not stand out in the landscape significantly. Furthermore, a landscape plan was submitted in order to reinforce the northern and western boundaries of the site which would mean that the site is further screened. It is not considered that the proposal would cause significant harm to the

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visual quality of the landscape and as the additional landscaping will develop and mature the visual impact of the proposal would be reduced.

- 5.3 Criterion 2 of Policy D19 requests that a site be 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 be 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 Llanbedrog, is located approximately 0.4km to the south of the site access. This means that all vehicles towing touring caravans would be required to travel for 0.4km along the third class road which is of a rural nature in order to reach the access leading to the caravan site. An objection was received noting concern about the suitability of these roads to service the site. 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.
- 5.4 In its current condition, access with the county road is sub-standard and there is no suitable visibility towards the north when joining the county road on leaving the site. 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 one metre. The Transportation Unit has also recommended imposing conditions to improve the visibility from the entrance in accordance with the submitted plan, capping the 'clawdd' to prevent further growth of this clawdd in order to ensure that visibility continue in future. 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.
- 5.5 Criterion three of Policy D19 requires that the site be used for touring purposes only and that units be removed from the site during periods of disuse/nonuse. Seasonal Touring Units are not promoted in Policy D19 of the GUDP or in the Supplementary Planning Guidance: Holiday Accommodation. It is possible to impose a condition on any planning permission to ensure that the site is used exclusively for touring purposes. If such a condition is imposed, it is considered that the proposal will be acceptable in terms of criterion three of Policy D19.
- 5.6 Taking into account the cumulative impact of existing touring caravan, camping and touring unit sites approved within the locality, criterion four 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.
- 5.7 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 10 units. It must be noted that touring caravan sites are located near the site at Henllys Newydd (250m), Wern Newydd (120m) and Refail (500m). The Transportation Unit does not object to the proposal and as such the local roads are considered to be capable of coping 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 four of Policy D19 of the GUDP.

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- 5.8 Policy D21 of the CDUG is a specific policy for storing touring caravans that allows proposals to store caravans as long as the site is in an unobtrusive location and that it is used to store touring caravans when they are not in use. The intention is to store units adjacent to the existing buildings to the right/south??? of the site of the application. There are no other suitable buildings available on the site to store caravans and they will not be used whilst in storage in this case. The site is not significantly obtrusive and it is considered that through the landscaping measures stated, such as planting, the site could, in time, blend in with its background. With this in mind, it is considered that the proposal is acceptable in that it is in keeping with policy D21 criteria of the GUDP.

Effect on the visual amenities of the area

- 5.9 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 previously noted, it is not considered that the site is too obtrusive in the landscape because of the location of the caravans and the existing mature boundaries. It is not considered that the proposal would cause significant harm to the visual quality of the landscape and, as the additional hedges mature, the impact of the proposal would lessen. 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.
- 5.10 The plans submitted show an intention to reinforce parts of the boundaries by additional planting that would include silver birch, rowan, black cherry trees and hazel. As part of the application it is also intended to build a toilet / shower block in the southern part of the site. This is a mobile structure with a natural timber finish. The building appears acceptable in terms of scale, size, form and location. Due to 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.
- 5.11 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 Historical 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

- 5.12 The main roads network, namely the B4417, that runs through the centre of the village of Llanbedrog, is located approximately 0.4km to the south of this site access. This means that all vehicles towing touring caravans would be required to travel for 0.4km along a 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 services Wern Newydd and Henllys Newydd touring caravan sites and, as previously noted in this report, it is therefore considered that the roads network is able to cope with the numbers of touring units that are the subject of this current application.
- 5.13 In its current condition, access with the county road is sub-standard and there is no suitable visibility towards the north on leaving the site. 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 one metre. The Transportation Unit does not object to the proposal but

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recommends conditions to improve the entrance within three months of the date of any permission (considering that the application is retrospective), and capping the clawdd to prevent any further growth. In addition, allowing touring caravans to be stored on site would mean that some caravans will not be towed along local roads at the beginning and end of the season, which is advantageous in terms of traffic reduction. In light of this, the proposal is considered acceptable in terms of road safety and policy CH33 of the GUDP.

General and residential amenities

- 5.14 The site is located on the outskirts of the village of Llanbedrog. It is not considered that a site of 10 touring caravans would result in over-development in terms of the number of caravans on the site itself. The proposal would increase the traffic using the road but this is not considered to 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

- 5.15 Policy A2 of the GUDP states that proposals that would cause significant harm to the social, linguistic or cultural cohesion of communities, due to their size, scale or location, will be refused. 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 application and the Joint Planning Policy Unit was consulted. The Joint Planning Policy Unit's observations states that as this is a proposal exclusively for touring unit pitches 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 mitigating measures be taken to protect and promote the Welsh language, such as a Welsh name for the site/ Welsh and/bilingual signs and opportunities to provide information about the history and culture of the area. It is suggested that the Site Manager contact 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 fabric of the community, and that it is acceptable in respect of Policy A2 of the GUDP.

Biodiversity Matters

- 5.16 The site is located on improved grassland. The site is not considered to be land of high ecological value, and it has neither been designated nor is it close to land that is a designated statutory conservation site. The Council's Biodiversity Unit had no objections to the development. The proposal is considered acceptable in terms of Policy B20 of the CDUG which relates to the protection of species and habitats of

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international and national importance, and relevant sections of TAN 5: Planning and nature conservation.

Response to the public consultation

- 5.17 An objection to the application was received based on the fact that it is a retrospective application and that no non-permitted use should be awarded. Nevertheless, it is important to consider every application on its own merits and whether the fact that it is retrospective is a material planning consideration. Furthermore, concerns are being raised about extending the existing site to other land owned by the applicant. Nevertheless, such an application would be considered on its own merits, and this is not a consideration for this current application.

6. Conclusions:

- 6.1 Because of the moderately small scale and location of the application together with its existing natural features the site is neither considered to be obtrusive in the landscape, nor is it considered likely to have a significant harmful impact on the visual amenities of the Landscape Conservation Area. Due to the reduction in the number of touring units requested and proposed 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 properly managed, it is considered that this can be ensured through relevant conditions imposed on any permission.

7. Recommendation:

- 7.1 To approve – conditions
1. In accordance with submitted plans;
 2. The number of units on the site at any one time to be restricted to 10 and at the pitches shown on the plan submitted;
 3. Conditions on the timeframe for siting caravans / holiday period / moving the caravans when not in use;
 4. Storing on the land to the right of the site outlined on the submitted plan in yellow and between 1 November of one year and 28 February the following year;
 5. Records list;
 6. Landscaping within three months of the date of this permission;
 7. Work to improve the entrance to be completed in accordance with the plan submitted and within three months of the date of the permission to be maintained in this way thereafter.
 8. Reducing the height of the 'clawdd' to the north of the site, capping it permanently;

Notes:

1. It is suggested that alleviating measures be 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 contact 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.