

**Parish:Crakehall**

Ward: Bedale

**2**

Committee date: 25 May 2017

Officer dealing: Mrs H Laws

Target date: 31 May 2017

**16/02214/MRC**

**Variation of condition 2 to increase the number of units by 27 (to read 49 static caravans and 4 twin unit lodges) & condition 6 (approved plans) to previously approved application 15/01637/FUL (change of use of agricultural land and siting of 22 static caravans and 4 twin unit lodges)**

**At Burtree Lakes Holiday Park, Burtree House, Little Crakehall**

**For Mr Jack Reynard**

**This application is referred to Planning Committee at the request of Councillor Barningham**

## **1.0 SITE, CONTEXT AND PROPOSAL**

- 1.1 The site is located on the eastern side of the C-class road from Crakehall to Hackforth, 800m north of its junction with the A684. The application site lies immediately adjacent to the existing touring caravan site. The applicant, in addition to the touring site and fishing lake also has permission for the winter storage of touring caravans.
- 1.2 Planning permission was granted in September 2015 to change the use of a piece of land immediately adjacent to the caravan park (1.86 hectares in size), for the siting of caravans. The land was previously used for recreation purposes such as dog walking for guests.
- 1.3 Permission was granted for a layout that positioned 12 static caravans along the southern boundary and 10 static caravans along the eastern boundary. In addition 4 lodges were approved within the south eastern corner of the site (a total of 26 units). A new roadway was approved to serve the units, accessed from the existing caravan park access road.
- 1.4 It is now proposed to site a greater number of units within the same site. The position of the 26 units would remain unchanged but a further 27 static caravans (amended from 47) would be positioned centrally within the site and along the western boundary resulting in a total of 53 static units (amended from 73).
- 1.5 The amended details also propose to move the caravans away from the western boundary of the site and lower the ground level where the units would be positioned. The excavated soil would be used to create a landscaped mound along the western boundary. Vehicular access would be as existing but with a new passing place approximately halfway along the access road in order to reduce the impact of traffic movements on the occupiers of Burtree Cottage.
- 1.6 The caravan park currently has permission for a total of 56 touring caravans and 26 static caravans (including 4 lodges). There is also permission for the storage of caravans within the Burtree Caravan Park boundary with no limit on numbers, only on the areas within which storage can take place. The application includes a proposal to restrict the number of caravans stored within these designated areas to 30 units.

## **2.0 RELEVANT PLANNING AND ENFORCEMENT HISTORY**

- 2.1 06/00115/FUL - Layout of land for the siting of 30 touring caravans; Granted 21 March 2006.
- 2.2 06/02516/FUL - Construction of an amenity block; Granted 4 January 2007.
- 2.3 09/01176/FUL - Use of land and building for the storage of touring caravans; Granted 29 July 2009.
- 2.4 10/02260/FUL - Change of use of agricultural land for the siting of 6 touring caravans; Granted 11 November 2010.
- 2.5 12/00132/FUL - Change of use of agricultural land and building for the storage of leisure vehicles (primarily touring caravans B8); Granted 13 March 2012.
- 2.6 12/00133/FUL - Change of use of agricultural land and building for the siting of touring caravans (20 touring caravans); Granted 13 March 2012.
- 2.7 12/02394/FUL - Siting of a static caravan for use by site warden; Granted 10 May 2013.
- 2.8 15/01637/FUL - Change of use of agricultural land and siting of 22 static caravans and 4 twin unit lodges; Granted 21 September 2015.
- 2.9 16/01645/FUL - Provision of portable toilet and shower facility for use of touring park customers; Granted 10 October 2016.

## **3.0 RELEVANT PLANNING POLICIES**

- 3.1 The relevant policies are:

Core Strategy Policy CP1 - Sustainable development  
Core Strategy Policy CP2 - Access  
Core Strategy Policy CP4 - Settlement hierarchy  
Core Strategy Policy CP15 - Rural Regeneration  
Core Strategy Policy CP16 - Protecting and enhancing natural and man-made assets  
Core Strategy Policy CP17 - Promoting high quality design  
Development Policies DP1 - Protecting amenity  
Development Policies DP9 - Development outside Development Limits  
Development Policies DP25 - Rural employment  
Development Policies DP30 - Protecting the character and appearance of the countryside  
Development Policies DP32 - General design  
Good Practice Guide on Planning for Tourism - May 2006  
National Planning Policy Framework - published 27 March 2012

## **4.0 CONSULTATIONS**

- 4.1 Parish Council – Comments as follows:

- The development will have a large impact on the traffic along Hackforth Road for a large part of the year. Much of this road has no footpath so an increase in traffic and pedestrians would be unsafe as there are areas where the road has blind bends;
- Vehicles already have difficulty in exiting Coronation Road onto the Hackforth Road due to a bend in the road which hinders motorists view and an increase in the traffic would only make this more dangerous; and

- The original proposal for 22 caravans and 4 twin unit lodges has now been amended to be increased by an additional 47 caravans meaning an increase of over 200%. This vast increase on the original plan needs to be considered seriously.

Any further comments as a result of the reduction in numbers of units will be reported to the meeting.

4.2 Highway Authority – No objection.

4.3 Environmental Health Officer - No objection; recommends an informative regarding the need for a caravan site licence.

4.4 Public comments - Objections have been received from five residents of Crakehall and Langthorne, one of whom lives in Burtree Cottage at the end of the access road. The comments are summarised as follows:

- Concern regarding the potential trespass and other security concerns from the increase in the number of people visiting and walking in the area;
- Langthorne New Covert has been designated as a Site of Importance for Nature Conservation (SINC); this area needs to be left alone in order to allow the flora and fauna to flourish;
- The applicant has failed to offer any major concessions other than to improve the screening off of the static caravans etc.;
- Another corner of Crakehall would be lost to unnecessary, unsightly and overcrowded development. The number of caravans will equate to a sizeable housing estate together with all the problems and disadvantages that this will bring to a small village;
- Greatly increased noise, pollution and traffic affecting Crakehall;
- The proposal will offer no benefit to the inhabitants of Crakehall other than perhaps the owners of the pub and the shop;
- The site is not, and cannot be, adequately landscaped. It can be clearly seen when approaching from Hackforth and Patrick Brompton;
- The lane to Burtree Lakes and Burtree Caravan Park provides the only means of access to Burtree Cottage. Increased use of this will harm residential amenity;
- The site already has permission for the siting of 56 touring caravans and storage for 100 touring caravans;
- The increase in population will be to the detriment of this small, quiet village; and
- A large number of static caravans and mobile homes in a relatively small area will make the countryside less attractive.

## 5.0 OBSERVATIONS

5.1 The main issues to consider are: (i) the principle of extending the caravan site; (ii) the scale of the use now proposed and its impact on the character and appearance of the rural area; (iii) the impact on residential amenity; and (iv) highway safety.

### Principle

5.2 The application site lies well beyond the Development Limits of Crakehall or any other settlement. Local Development Framework Policy CP4 allows for development that is necessary to meet the needs of tourism and will help to support a sustainable rural economy outside Development Limits where an exceptional case can be made in terms of policies CP1 and CP2, and where there is no conflict with the LDF's environmental protection and nature conservation policies.

- 5.3 The NPPF emphasises the importance of sustainable tourism to rural economies and it is expected that most accommodation will be provided in or adjacent to existing settlements. Local Authorities are required to support schemes that comply with sustainable development objectives, taking into account the need to protect landscapes and environmentally sensitive sites.
- 5.4 The proposed expansion of tourism on the site would support local businesses, directly by providing employment and indirectly by providing custom to local pubs, shops and tourist attractions. The proposed use would therefore help to support a sustainable rural economy by meeting the needs of tourism in this location and would be acceptable in principle. Conformity with the LDF's environmental protection and nature conservation policies is considered below.

#### Scale and impact on the character and appearance of the surrounding area

- 5.5 The starting point for this proposal is that the proposed development is within the operational area of an existing caravan site. The character of the site is no longer one of open countryside. As such the impacts of the proposals are associated with the increase in the number of units and the increase in the associated activity in the area.
- 5.6 The existing caravan site, without the additional numbers proposed within this application, has planning permission for a total of 82 units, comprising a mix of touring and static caravans. An additional 27 units would result in a new total of 109 units and constitute an increase of almost 33%, which is significant, but it is important to assess whether any harm would arise as a result of this increase, in respect of the issues mentioned in paragraph 5.1 above, which are discussed within other sections of this report.
- 5.7 The additional units would markedly increase the built form across the site, although it must be recognised that the south and east edges of the site already have permission for development. Views into the main part of the site beyond its boundaries are limited due to the existing landform and planting with the caravans only being glimpsed from longer range public views at intervals along the nearby roads.
- 5.8 A total of 26 static units have previously been approved within the application site boundary, along the southern and eastern edges, the latter being adjacent to the fishing lake. The land falls from its highest point along the western boundary downwards towards the lake and therefore the 5 caravans that are now proposed to be sited along the western boundary would be in the most prominent location. The amended details illustrating the proposed mounding and landscaping would, once established, provide an effective screen from the Hackforth road direction. The additional landscaping proposed along the access road would also help to soften the visual impact of the development in longer range views.
- 5.9 A significant amount of additional landscaping is proposed to supplement the existing boundaries and provide a softening effect within the site itself. The original part of the caravan site, to the north, is already bounded by mature woodland and it is considered that the proposed landscaping scheme would reinforce the secluded nature of the development as a whole. It should be noted that the wider site is already characterised as being part of the leisure site and not the open farmland beyond.
- 5.10 An increase in the number of units would be accompanied by greater activity associated with the caravan park, not only in terms of vehicle movements but in respect of noise and activity generated within the site itself. The caravan park currently operates mainly as a touring caravan site and the provision of static units would alter its character. There is a significant level of activity associated with this

site already and the application site is within the current boundary of the caravan park and therefore the degree of change resulting from the proposed development would be limited, in contrast to the situation if an extension into the rural landscape were proposed. Effectively the proposed development is contained within the operational area of the existing leisure use.

- 5.11 The proposed increase in the number of static units must also be balanced against the proposed reduction in the number of caravan units stored at the site. Currently there is no restriction on the number of caravans that can be stored, the consent only being restricted by the area in which caravans can be stored. An estimate made by the case officer suggests that up to 90 caravans could be stored on the site at present. It is considered that this aspect of the business could therefore result in a significant number of vehicle movements and activity. It is now proposed to restrict the number of stored caravans to no more than 30 touring caravans thereby controlling the potential impact from the activities associated with the caravan storage area.
- 5.12 The proposed landscaping scheme would result in a positive benefit to the surrounding area by adding new features and supplementing existing features with new planting. This, it is suggested, would improve the setting of the existing and proposed developments and help mitigate the impact of the additional units whilst providing for a more attractive layout and landscaping within the site.

#### Residential Amenity

- 5.13 The nearest dwelling, Burtree Cottage, is approximately 230m to the west of the caravan site, adjacent to the entrance from the Crakehall road. The land dips downwards from the Crakehall road and, beyond the western boundary; the site is not prominent when viewed from this direction. The units proposed along the boundary would be visible from the west but mounding and landscaping is proposed and, due to the distance of more than 200m, would not affect the residents due to loss of outlook, overlooking or an increased sense of enclosure.
- 5.14 LDF Policy DP1 requires development to adequately protect amenity, particularly with regard to privacy, security, noise and disturbance, pollution (including light pollution), odours and daylight. It would be the proposed use of the access road by the additional visitors, either driving or on foot, which is most likely to have an impact on the residential amenity of the occupants. This could affect privacy, security and noise and disturbance but as the principal elevations of the dwelling face to the front and rear and the greater part of the garden lies on the southern side of the dwelling, which is the opposite side to the access road, the impact is considered to be limited. The dwelling is not in an isolated location and, although it is felt that the increase in traffic would be noticeable, it would not be of a scale that would have an unacceptable impact on the amenity of the occupiers. A passing place is proposed along the access road with the aim of preventing vehicles from waiting close to the main road and preventing vehicles from having to reverse. This is not required for highway safety reasons but would reduce the impact on residential amenity.
- 5.15 Illumination at the site could be controlled by condition and would be important in order to assess the visual impact on the rural landscape in addition to the impact on residential amenity. Due to the distance between the site and the neighbouring dwelling it is not anticipated that there would be a significant impact.

## Highway Safety

- 5.16 The Highway Authority has no objection to the proposed increase in the number of units and considers the road network to be adequate to cope with the traffic that would be generated by the development.

## **6.0 RECOMMENDATION**

- 6.1 That subject to any outstanding consultations permission is **GRANTED** subject to the following conditions:

1. The development hereby approved shall be commenced within 3 years of 21 September 2015, i.e. the development shall commence before 21 September 2018.
2. No more than 53 static units shall be accommodated on the land at any one time.
3. The development must comply with the following requirements that: (i) the caravans are occupied for holiday purposes only; (ii) the caravans shall not be occupied as a person's sole, or main place of residence; (iii) the owners/operators shall maintain an up-to-date register of the names of all owners/occupiers of individual caravans on the site, and of their main home addresses. The owner/operator shall advise the Local Planning Authority of the name and address of the holder of the records and shall make the information on the register available at all reasonable times to the Local Planning Authority.
4. The development shall not be commenced until a detailed landscaping scheme indicating the type, height, species and location of all new trees and shrubs, has been submitted to and approved by the Local Planning Authority. No part of the development shall be used after the end of the first planting and seeding seasons following the approval of the landscaping scheme, unless the approved scheme has been completed. Any trees or plants which within a period of 5 years of planting die, are removed, or become seriously damaged or diseased, shall be replaced with others of similar size and species.
5. No external lighting shall be installed other than in complete accordance with a scheme that has been submitted to and approved in writing by the Local Planning Authority.
6. Prior to the siting of the five caravan units along the western boundary of the application site, the earthworks detailed within the agent's letter dated 21 April 2017 and illustrated on drawings numbered 1 and 2 received by Hambleton District Council on 24 April 2017 shall be implemented. Thereafter the approved works shall be retained.
7. No more than 30 caravan units shall be stored within the areas illustrated on drawing number 1 received by Hambleton District Council on 24 April 2017 as caravan storage areas, at any one time. No other storage shall take place within the boundaries of the caravan park unless with the prior written approval of the Local Planning Authority.
8. The permission hereby granted shall not be undertaken other than in complete accordance with the location plan and drawings numbered 1 and 2 received by Hambleton District Council on 27 July 2016 and 24 April 2017 unless otherwise approved in writing by the Local Planning Authority.

The reasons are:

1. To ensure compliance with Sections 91 and 92 of the Town and Country Planning Act 1990 and where appropriate as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
2. In order that the Local Planning Authority can control the intensity of the use of the site to ensure that the use does not exceed the capacity of the environment to cope with the demands placed upon it in accordance with the Local Development Framework Policies noted above.
3. To ensure that the approved holiday accommodation is not used for unauthorised permanent residential occupation and can thereby contribute to the economy without undue demands on local schools, social and health services etc., and in accordance with the objectives of the Hambleton Local Development Framework Policies CP4, CP15 and DP25.
4. In order to soften the visual appearance of the development and provide any appropriate screening to adjoining properties in accordance with LDF Policies CP16 and DP30.
5. In order that the Local Planning Authority can consider the impact of the proposed lighting scheme and avoid environmental pollution in accordance with LDF Policies.
6. To protect the visual appearance of the surrounding rural landscape in accordance with LDF Policies CP16 and DP30.
7. To protect the amenity of the locality in accordance with LDF Policies CP1 and DP1.
8. In order that the development is undertaken in a form that is appropriate to the character and appearance of its surroundings and in accordance with the Development Plan Policies.

#### Informative

1. An amended Caravan Site Licence will be required. Please contact Environmental Health Technical Support for more information on 01609 767138.