


Number: 10

 Rhif y Cais / Application Number : C14/1083/42/LL

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PWYLLGOR CYNLLUNIO	DYDDIAD: 12/01/2015
ADRODDIAD UWCH REOLWR GWASANAETH CYNLLUNIO AC AMGYLCHEDD	CAERNARFON

Application Number: C14/1083/42/LL  
Date Registered: 06/11/2014  
Application Type: Full - Planning  
Community: Nefyn  
Ward: Morfa Nefyn

Proposal: CHANGE OF USE TO INCLUDE 16 ADDITIONAL TOURING CARAVANS INCLUDING A ROAD AND HARD STANDINGS  
Location: TU HWNT I'R FFRWD, MORFA NEFYN, PWLLHELI, LL538UP

**Summary of the Recommendation:** TO REFUSE

**1. Description:**

- 1.1 This is an application to change the use of a field in order to site 16 touring caravans on it that would form an extension to the site of Tu Hwnt i'r Ffrwd, which has already received planning permission for a touring caravan site. The proposal also includes engineering work to create pitches and a 'bodpave' road around the field along with an element of additional landscaping to create new 'cloddiau' and to reinforce existing hedges. The field in question is adjacent to a field that was granted planning permission under number C12/0862/42/LL for 14 touring units. The toilet block which formed part of that permission has already been erected, but the caravan use has not yet been operated. The field in question is approximately 50m from the second class county road, namely the B4412 to Morfa Nefyn.
- 1.2 Planning permission has also been approved to site 11 touring caravans and hard standings on another field below the existing agricultural shed on the same holding under application number C12/1564/42/LL. The 16 caravans that are the subject of this application would therefore be in addition to the 25 caravans that have already been permitted in Tu Hwnt i'r Ffrwd and would make a total of 41 units on the site.
- 1.3 This is a re-submission of an application refused by the Planning Committee in October 2013, namely application number C13/0758/42LL for a 16 touring caravan site. The application was refused as it was considered that the extension to the site would stand out as a prominent and intrusive feature in the countryside.
- 1.4 The site is two fields away from, or approximately 260m, an area that has been designated a Landscape Conservation Area, and is also within 230m of the Cors Geirch Site of Special Scientific Interest (SSSI). A public footpath runs alongside the access road to the site.
- 1.5 The application is submitted to the Committee as it involves a development of five or more 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 planning considerations

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indicate otherwise. Planning considerations include National Planning Policy and the Unitary Development Plan.

## 2.2 Gwynedd Unitary Development Plan 2009:

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

**POLICY B10 – PROTECT AND ENHANCE LANDSCAPE CONSERVATION AREAS** - Protect and enhance Landscape Conservation Areas by ensuring that proposals conform to a series of criteria aimed at avoiding significant harm to recognised features.

**POLICY B16 – PROTECTING NATIONALLY IMPORTANT NATURE CONSERVATION SITES** - 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 the recognised features of the sites.

**POLICY B23 – AMENITIES** - Safeguard the amenities of the local neighbourhood by ensuring that proposals conform to a series of criteria aimed at protecting the recognised features and amenities 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 D20 – SITES FOR TOURING CARAVANS, CAMPING AND TOURING UNITS – EXTENSIONS, ADDITIONAL PITCHES, RELOCATION AND EXCHANGES** - Proposals for increasing the number of pitches, extensions to sites, relocation or exchange of pitches will be approved if the proposal includes a plan to ensure environmental and visual improvements, and meets other criteria regarding the impact of the development on the local area.

Supplementary Planning Guidance, Gwynedd Council: Holiday Accommodation (July 2011)

Supplementary Planning Guidance, Gwynedd Council: Planning and the Welsh Language (November 2009)

## 2.3 National Policies:

Planning Policy Wales 2014

Technical Advice Note 13 – Tourism

Technical Advice Note 18 – Transport

Technical Advice Note 20 – Planning and the Welsh Language

## 3. Relevant Planning History:

C13/0758/42/LL Create a site for 16 touring caravans including hard standings:  
Refused 17 November 2013.

C12/1564/42/LL Change of use to create a site for 11 additional touring caravans including hard standings: Approved 11 February 2013.

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C12/0862/42/LL – Establish a site for 14 touring caravans, erection of a toilet block, alterations to access and creation of new access track (Revised application to C11/0576/42/LL): Approved 5 September 2012.

C11/0576/42/LL – Application to establish a site for 13 touring caravans, construction of toilet block, changes to the access and creation of a new access track: Approved 22 December 2011.

C10D/0112/42/LL – Application to establish a site for 33 touring caravans, 33 hard standings, construction of a toilet block, track and improvements to the existing access. Refused May 2010 on the grounds of visual amenities.

C09D/0270/42/LL – Establish a site for 33 touring caravans, 33 hard standings, construction of toilet block, track and improvements to the existing access. The application was withdrawn in September 2009 to give the applicant an opportunity to prepare a landscaping scheme and to plant trees.

#### **4. Consultations:**

Community/Town Council: Not received

Transportation Unit: I refer to the above application and wish to state that I do not intend to submit a recommendation as it is supposed that the proposed development would not have a detrimental impact on any road or proposed road.

Public Protection Unit: To submit observations in relation to compliance with the site licence.

Footpaths Unit: Not received

Welsh Water: Not received

Fire Service: No observations to submit.

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Public Consultation:

A notice was placed on the site and the nearest neighbour was informed. The advertising period has ended and one letter was received in support and correspondence was received objecting to the application.

The objections were based on:

- Landscape – an open elevated site, visible from the road, impact on the visual amenities of the area, Landscape Conservation Area and visible from the AONB.
- Landscaping – insufficient to conceal the site
- Over-development – unsuitable site
- Cumulative effect – too many in a small area
- Previous application on the same field was refused – continues to be relevant
- Questioning the economic benefit arguments noted in the Statement
- Two previous permissions not implemented – it is difficult to assess the impact of these and questioning the justification for a further extension
- Impact on nearby nature conservation sites

The application was supported on the grounds of:

- Stating there was no objection

## 5. Assessment of the material planning considerations:

### The principle of the development

- 5.1 Policy D20 of the GUDP approves proposals to increase the number of pitches on existing touring caravan sites by means of an extension provided the proposal forms part of a plan that will secure environmental and visual improvements in terms of the location, layout, design and appearance of the site, and its position in the surrounding landscape. Furthermore, it is a requirement that the proposed development will not exceed the reasonable capacity of the immediate locality to accommodate such a development, taking into account the cumulative impact of existing touring caravan sites.
- 5.2 The application to hand is an extension to a site that has extant permission for 11 touring units below the agricultural shed and 14 touring units on the field that is adjacent to the application site. It is proposed to extend into the field in question and provide 16 additional pitches, creating hard standings and a road of 'bodpave' material, erection of 'cloddiau' and landscaping. The field is in close proximity to the roads network and approximately 50m from the B4412 county road leading from the Bryn Cynan roundabout to Morfa Nefyn. The field is fairly open and level in nature. The proposal would use the toilet facilities that have already been constructed on the adjoining field.
- 5.3 The previous application, C13/0758/42/LL was refused for 16 touring caravans on the field because it was considered that the proposal would stand out as a prominent and intrusive feature in open countryside and would have an adverse effect on the landscape and visual amenities of the area as a result of its location, lay-out and scale. Therefore, it must be assessed whether the latest application will be different in any way.

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- 5.4 Since the previous application, it appears that the boundaries of the field have been cleared and the boundary ‘*cloddiau*’ have been raised somewhat. Plants have also been grown atop the ‘*cloddiau*’. It is shown in this application that it is proposed to construct ‘*cloddiau*’ internally to divide the rows of caravans, along with planting work in the corners of the field but this work has not yet been implemented. This time the application shows the proposal to install a ‘bodpave’ surface on the pitches and the access road, rather than a surface of fine slate, and this would be a visual improvement as it would be material that maintains the appearance of grass. The layout of the pitches is also an improvement and has been divided into smaller rows. Although there are efforts to introduce environmental improvements with improvements to the boundaries and landscaping having already taken place, the planting has not had any opportunity to establish and the field continues to be open and visible in the landscape. There is no certainty that the planting will take hold or survive here and it is likely that they will take years to establish as thick hedges. Even afterwards, because of the nature of the land, they are unlikely to assimilate or conceal the proposed 16 units into the landscape or from the adjacent B4412 county road.
- 5.5 Because of the scale and flat and open location of the site, the proposal would not contribute positively to the visual amenities of the area. The objectors have expressed concern regarding the visual effect of the proposal which is in close proximity to a Landscape Conservation Area designation and to the Llŷn Area of Outstanding Natural Beauty. We are not convinced that the proposal before the committee will lead to visual improvements that would enhance the site itself or the surrounding area. One objector states that the visual impact of the site and the current permission cannot yet be seen or appreciated as the use has not commenced. Approving this application would give a total of 41 units on the site. Some state that the development would be an unsuitable overdevelopment and they question whether there is a real justification for extending the site when the caravan use has not commenced. There are also concerns about the cumulative impact of the development as there are several touring sites in the locality but it is not considered that there are any within the same visual context.
- 5.6 It is stated in the Supplementary Planning Guidance: Holiday Accommodation, Gwynedd Council (2011) that the aim of policy D20 is to encourage developments that will lead to visual improvements and upgrading existing sites, and not promote an increase in the size of a business in terms of the number and size of units on the site. It elaborates to state that applicants will need to be able to demonstrate, to the satisfaction of the Local Planning Authority, that the proposal is essentially a scheme to make visual, environmental, ecological or economic improvements. The Design and Access Statement notes that the development would contribute substantially to the local economy and then presumes the likely expenditure of the 16 units. It is noted also that the applicant has already invested substantially to develop facilities on the site and there is a need for more units to justify the expenditure. Despite the investment and economic advantages, the proposal before the committee does not satisfy the requirements of the policy regarding safeguarding the visual amenities of the area which is one of the reasons why visitors visit the area in the first place.
- 5.7 It is not considered that there has been any significant change on the site to the circumstances of the previous application and the proposal continues to be contrary to the main principles of policy D20 of the GUDP in the sense that the extension of 16 caravans does not form part of a scheme that would enhance the site and its appearance in the landscape.

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**5.8 General and residential amenities**

With the exception of the Bryn Cynan Inn, there are no residents near this field; therefore there is no significant concern that the proposal would have an impact on the amenities of nearby residents in this case. The proposal is not contrary to policy B23 of the GUDP. Nevertheless, there are concerns regarding the impact of the proposal on the area's visual amenities, which have been already discussed.

**5.9 Transport and access matters**

Improvements to the vehicular entrance were authorised in the previous applications for a caravan site and the work involving widening the entrance beside the county road has been implemented. The site in question is very close to the roads network which is of a suitable standard to cope with the increase in traffic. The Transportation Unit has no objection to the application. Therefore, the proposal complies with the requirements of policy CH33 relating to road safety. It is not considered that the proposal would affect the public footpath which runs parallel to the holding's vehicular track.

**5.10 Language Matters**

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 and 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. The same Language and Community Statement that was submitted on the previous application has been resubmitted and the same policy observations are relevant which note that it is not believed that the nature or scale of the development is likely to have an impact on the Welsh language. On the basis of the response, it is considered that the proposal is acceptable in the context of policy A2 of the GUDP.

**5.11 Relevant planning history**

There is extant permission for 25 touring units on the holding, and although the work of erecting the toilet block has been completed, the caravan use has not yet been implemented. Generally, the locations of the previous applications were on fields that are less prominent and less open than the field in question, where there is established landscaping and where the units could be integrated into the landscape in an acceptable manner. Every application must be considered on its own merits, and in this case it is considered that the proposed extension is unsuitable and intrusive in the landscape, and does not offer improvements that would be positive for the environment or the visual amenities of the area. It is noted that the committee report for the previous application, C12/1564/42/LL, stated that it would not be appropriate to extend the site that had already been approved due to the more open nature of the landscape.

**6. Conclusions:**

6.1 The Council is not convinced that any significant visual change has occurred on the site to justify approving this resubmitted application. Although some modifications are proposed and the work of clearing the boundaries, constructing 'cloddiau' and planting has taken place, the field continues to be open and prominent in the landscape. It is considered that 16 additional caravans here would be an intrusive

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feature in the landscape and would lead to an unacceptable harmful effect on the area's visual amenities which is located very close to a Landscape Conservation Area designation. It is questioned whether there is a real justification for extending the site considering that the previous permissions have not been implemented yet. Whilst it is noted that there are no concerns based on highways or local amenities, the main principles of policy D20 are not met, as the proposal does not form part of a scheme that would lead to environmental and visual improvements in respect of the location, layout, design and appearance of the site in the landscape. This proposal therefore continues to be contrary to policy D20 of the GUDP and the SPG: Holiday Accommodation.

**7. Recommendation:**

7.1 To refuse -

The proposed extension to the caravan site, because of its location, scale, layout and appearance in the landscape, would stand out as a prominent and intrusive feature in open countryside and would have a detrimental impact on the landscape and on the visual amenities of the area. The proposal is therefore contrary to policy D20 of the Gwynedd Unitary Development Plan and the Supplementary Planning Guidance: Holiday Accommodation.





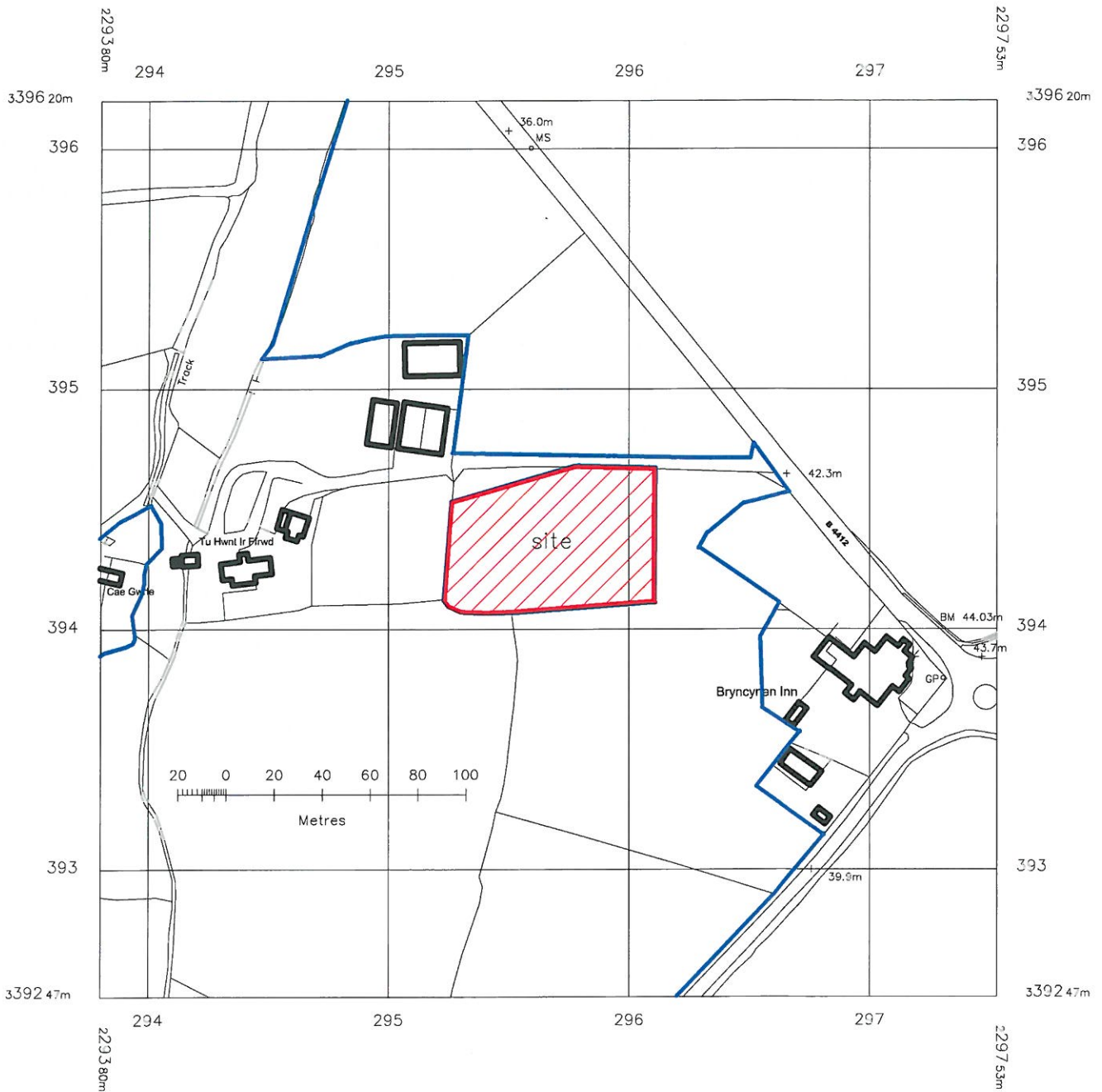
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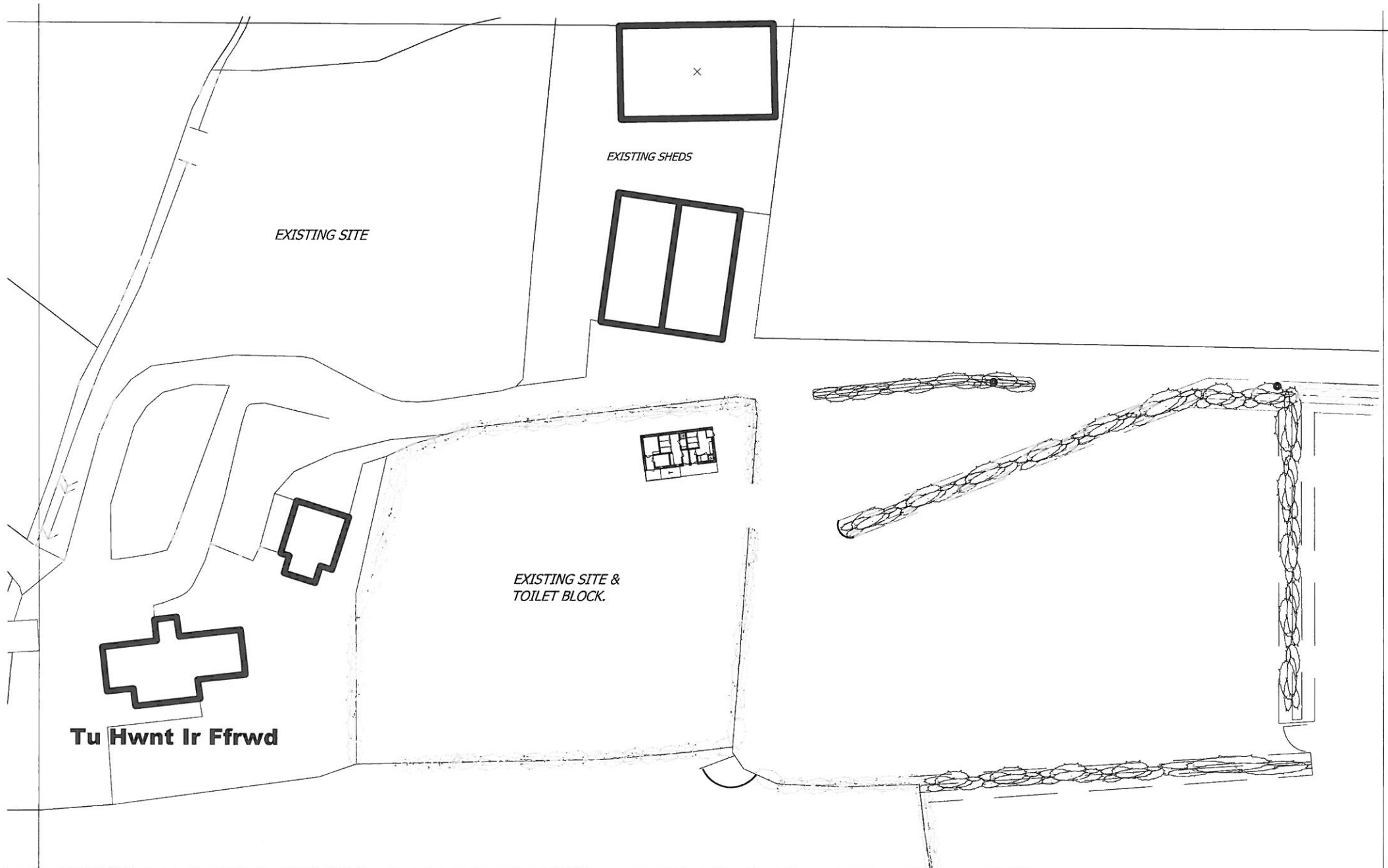
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***PROPOSED EXTENSION TO EXISTING CARAVANS  
SITE at TU HWNT I'R FFWRD, MORFA NEFYN,  
PWLLELI, GWYNEDD LL53 8UP for MR.O R OWENS***

***LOCATION PLAN***

*scale 1 : 2500. October 2014. Drg. No. 1114/THF/3003*



*PROPOSED EXTENSION TO EXISTING CARAVAN SITE at TU HWNT I'R FFWRD,  
MORFA NEFYN, PWLLHELI, GWYNEDD LL53 8UP for MR.O R OWENS*

*EXISTING SITE PLAN*

*scale 1 : 500. October 2014.  
Drawing. No. 1114/THF/3001*

