

PLANNING COMMITTEE	DYDDIAD: 03/04/2017
REPORT OF THE SENIOR PLANNING AND ENVIRONMENT SERVICE MANAGER	SIAMBR DAFYDD ORWIG, CAERNARFON

**Number: 6**

**Application Number: C16/1686/46/LL**

**Date Registered: 06/01/2017**

**Application Type: Full - Planning**

**Community: Tudweiliog**

**Ward: Tudweiliog**

**Proposal: Extend existing touring caravan site and locate an additional 11 touring caravans that would increase the number of touring caravans from 15 to 26 along with re-locating three existing touring caravan plots**

**Location: Tŷ Isaf, Tudweiliog, Pwllheli, LL538AJ**

**Summary of the Recommendation:**

TO APPROVE SUBJECT TO CONDITIONS

PLANNING COMMITTEE	DYDDIAD: 03/04/2017
REPORT OF THE SENIOR PLANNING AND ENVIRONMENT SERVICE MANAGER	SIAMBR DAFYDD ORWIG, CAERNARFON

## 1. Description:

- 1.1 This is an application to carry out improvements to an existing touring caravan site and expand the site to the rest of the field to increase the number of touring caravans from 15 to 26. The caravans would be sited around the field's boundary. As part of the proposal, three existing pitches would be relocated a little. Improvements would include additional landscaping and improvements to the toilet / shower facilities. The toilet / shower facilities would be improved by installing a small shed, measuring 2.5 metres by 1.8 metres next to the existing disabled shower / toilet. This shed would have a timber finish. The landscaping would include the reinforcement of the existing vegetation on the western boundary and also on the southern part of the site. This landscaping would be a mix of blackthorn, hawthorn and hazel.
- 1.2 The site is located on the outskirts of the development boundary of Tudweiliog village and within a Landscape Conservation Area. An earthen bank runs along the eastern, northern and western boundaries of the field, atop of which is a hedgerow; and, along the southern boundary there is a supporting stone wall with a hedge and fence. The south-western part of the field inclines quite abruptly and then levels out a little. However, the field slopes from west to east towards the northern and eastern ends of the field. A Class 2 road, the B4417, runs along the western boundary of the site and between this road and the site of the application is a pavement. Access from the south-western part of the field to the pavement is for users of the caravan park. Vehicular access to the field is from a third class road, situated to the east of the site. There are three houses located on the eastern boundary of the site.
- 1.3 A Design and Access Statement and Language and Community Statement were received as part of the application.
- 1.4 The application is brought 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 made in accordance with the Development Plan, unless material considerations indicate otherwise. Planning considerations include National Planning Policy and the Unitary Development Plan.
- 2.2 The Well-being of Future Generations Act (Wales) 2015 places a duty on the Council to take reasonable steps in exercising its functions to meet the 7 well-being goals within the Act. 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 reaching the recommendation set out below, 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.
- 2.3 **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 – PROTECTING AND ENHANCING LANDSCAPE CONSERVATION AREAS – Protect and enhance Landscape Conservation Areas by

PLANNING COMMITTEE	DYDDIAD: 03/04/2017
REPORT OF THE SENIOR PLANNING AND ENVIRONMENT SERVICE MANAGER	SIAMBR DAFYDD ORWIG, CAERNARFON

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

**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 B27 - LANDSCAPING SCHEMES** - Ensure that permitted proposals incorporate soft/hard landscaping of a high standard which is appropriate for 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 CH36 – PRIVATE CAR PARKING FACILITIES** - Proposals for new development, extension of existing development or change of use will be refused unless off-street parking is provided in accordance with the Council’s current parking guidelines and having given due consideration to the accessibility of public transport, the possibility of walking or cycling from the site and the distance from the site to a public car park.

**POLICY D20 – SITES FOR TOURING CARAVANS, CAMPING AND TOURING UNITS – Extensions, Additional Pitches, Relocation and Exchange** - Proposals for increasing the number of pitches, extensions to sites, relocation or exchange of sites 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 : Holiday Accommodation (July 2011)

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

**2.4 Gwynedd and Anglesey Joint Local Development Plan. (Composite Version including Matters Arising Changes, January 2017)**

PS 1: The Welsh Language and Culture

TRA 2: Parking standards

PLANNING COMMITTEE	DYDDIAD: 03/04/2017
REPORT OF THE SENIOR PLANNING AND ENVIRONMENT SERVICE MANAGER	SIAMBR DAFYDD ORWIG, CAERNARFON

TRA 4: Managing Transport Impacts  
PCYFF 1: Development criteria  
PCYFF 2: Design and place shaping  
PCYFF 3: Design and landscaping  
TWR 5: Touring caravan, camping and temporary alternative camping accommodation  
PS 16: Protect and/or enhance natural environment  
AMG 1 Special Landscape Areas  
PS 17: Safeguarding and/or enhancing heritage assets  
AT 1: Conservation Areas, World Heritage Sites and Landscapes, Parks and Registered Historic Gardens

## 2.5 National Policies:

Planning Policy Wales (Edition 9, November 2016)  
Technical Advice Note 12 – Design  
Technical Advice Note 13 – Tourism  
Technical Advice Note 18 – Transport  
Technical Advice Note 20 – Planning and the Welsh Language

## 3. Relevant Planning History:

3.1 C13/1232/46/LL - A retrospective application for a touring caravan site with 15 pitches and the conversion of outbuildings to toilets/showers - Approved 28 March 2014

## 4. Consultations:

Community/Town Council: Support.

Transportation Unit: I confirm that the Transportation Unit has no objection to the proposal. The road to the site is single track. There are, however, satisfactory passing places along its length and, as such, it is believed that the increase in numbers would not have a significant impact on the local roads network.

Welsh Water: Not received.

Caravans Officer: Submitted observations referring to the need to provide one additional toilet and to attempt to separate the activities of the touring caravan site from the farm's activities to avoid accidents.

Fire Officer: No observations given on the access for fire vehicles and water supply.

PLANNING COMMITTEE	DYDDIAD: 03/04/2017
REPORT OF THE SENIOR PLANNING AND ENVIRONMENT SERVICE MANAGER	SIAMBR DAFYDD ORWIG, CAERNARFON

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

- 26 units are excessive for a site within the village.
- Concern expressed when considering the number of sites in the area and that it would become one big caravan park.
- Matters involving noise and social disturbance.
- Matters involving the of loss of privacy, overlooking and over-shadowing.
- Impact on the appearance and character of the village and views of the mountains beyond.
- Contrary to the GUDP as it would jeopardise the social, linguistic or cultural cohesion of communities because of the size, scale or location of the proposal.

As well as the objections above, objections were received which were not material planning objections and these included:

- Effect on property value.

## 5. Assessment of the material planning considerations:

### The principle of the development and visual amenities

- 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 that 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 proposal in question involves expanding the size of the existing touring caravan site together with adding 11 touring units to the site. Among the proposed improvements are proposals to construct an additional toilet / shower building along with landscaping work.
- 5.3 An increase of 11 units would be a relatively large increase to the number of caravans. The site is not considered to be in a prominent or obtrusive location in the landscape as it is fairly concealed from the county road that runs through the village of Tudweiliog and from the other nearby roads which run behind an existing earthen bank and hedgerow. The proposal is located within an existing field that has mature boundaries. These boundaries were not created especially to justify the application, rather they are historical features in the landscape. When standing in the field, one could imagine the site to be visible, but the sloping nature of the field means that it is fairly concealed. Currently, there are some specific areas on the western boundary where existing landscaping could be reinforced. As part of the application, parts of the boundaries would be reinforced through additional planting, which would include hawthorn, blackthorn, and hazel. This would be achieved through planting a second

PLANNING COMMITTEE	DYDDIAD: 03/04/2017
REPORT OF THE SENIOR PLANNING AND ENVIRONMENT SERVICE MANAGER	SIAMBR DAFYDD ORWIG, CAERNARFON

row of vegetation along this western boundary. Reinforcement of the existing vegetation toward the south of the site with the same combination of plants as proposed for the western boundary is also intended. It is, therefore, not considered that the proposal would cause significant harm to the visual quality of the landscape. Strengthening the existing landscape is welcomed and considered to be in line with Policy B27 of the GUDP. It is deemed unlikely that increasing the site's area and numbers would create an obtrusive and prominent feature in the landscape that is within the Landscape Conservation Area.

- 5.4 As part of the improvements, a request is made that a small wooden building measuring approximately 2.5 metres x 1.8 meters be installed to create an additional toilet / wash room. This building would be located near the existing disabled toilet / shower. This location is unobtrusive in the landscape and the proposed building is acceptable in terms of its location, design and size. The existing site operates between 1 March and 31 October in any year and the same time period would be relevant for the new units.
- 5.5 From assessing the proposal against the requirements of policy D20, it is believed that the extension, and location, setting, design and appearance of the additional plots are likely to integrate and blend in with the site and its landscape. The site is neither prominent nor intrusive in the landscape, it is believed that it would not have a detrimental impact on the visual amenities of the vicinity or the Landscape Conservation Area. The proposed landscaping and modifications would be environmental improvements that would improve the appearance and facilities of the site in its entirety. This site is also considered to be close to and convenient for the roads network as it is located approximately 45 metres off a class three county road. Although there are a few other touring caravan sites near Tudweiliog, the proposal does not go beyond the locality's reasonable capacity to accommodate such a development when considering the cumulative impact of existing sites within the area. Therefore, an extension of the site, an increase in numbers, the landscaping and the new proposed facilities are considered to be in compliance with the requirements of policies B10, B22, B25, B27 and D20 of the GUDP.
- 5.6 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. It is considered that impact of its location and size would be local and it would not have a wider impact on the historic landscape. Therefore, the proposal is not considered to be contrary to Policy B12 of the GUDP.
- 5.7 It is a requirement that planning applications be determined in accordance with the adopted development plan, unless other material planning considerations state otherwise. The current 'Development Plan' is the Gwynedd Unitary Development Plan (2001-2016) and the Joint Local Development Plan for Gwynedd and Anglesey (JLDP) will replace the UDP as the 'development plan' once it is adopted. It is hoped that the Joint LDP will be adopted during July 2017.
- 5.8 When dealing with any planning application the statutory test should be your first consideration at all times, i.e. it is necessary to determine planning applications in accordance with the development plan, unless other relevant considerations state otherwise. The Joint LDP is now a material planning consideration for the purposes of development control - see paragraph 3.1.3 Planning Policy Wales that states:

PLANNING COMMITTEE	DYDDIAD: 03/04/2017
REPORT OF THE SENIOR PLANNING AND ENVIRONMENT SERVICE MANAGER	SIAMBR DAFYDD ORWIG, CAERNARFON

*"Material considerations could include current circumstances, policies in an emerging development plan and planning policies of the Welsh Government. All applications should be considered in relation to up-to-date policies ...".*

- 5.9 Although a number of policies have been discussed in detail during the Gwynedd and Anglesey Joint Local Development Plan Hearings, we will not know the contents of the Plan for certain until the Inspector presents his binding report.
- 5.10 Paragraph 2.14.1 of Planning Policy Wales states:  
*"...thus in considering what weight to give to the specific policies in an emerging LDP that apply to a particular proposal, local planning authorities will need to consider carefully the underlying evidence and background to the policies. National planning policy can also be a material consideration in these circumstances."*
- 5.11 In this case, the JLDP policies as noted in 2.4 above are material and, as these policies are consistent with the policies of the Unitary Development Plan, the recommendation of this report is considered to be consistent with the emerging policy.

#### **General and residential amenities**

- 5.12 Three dwellings are located directly adjacent to the eastern boundary of the site. Also, there are houses at Cae'r Odyn to the west of the site, on the western side of the B4417 county road. Three letters have been received from the owners of Cae'r Odyn objecting to the proposal. An earthen bank with a hedgerow on top runs along the eastern boundary. This would help ensure reasonable privacy for users of the nearby houses in that direction. There are hedges along the western boundary and these would be reinforced. Along with the distances between the site and the houses to the west, this hedgerow is considered to be sufficient in ensuring that there would be no over-looking or loss of privacy. In addition, the county road and a pavement also separate the site from the houses to the west and, as such, there is public land between the site of the application and the houses to the west. It is not considered that increasing the numbers from 15 to 26 would lead to an over-development of the site and it would not lead to additional traffic to an extent that would significantly harm local amenities. The caravan site would have seasonal use, and it is usual to retain the condition restricting the season to between 1 March and 1 October. As a result, 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 no change to local residents' amenities outside the occupancy season. The applicant's property is located near the site; therefore, the owner would be living nearby, and would be available to manage the site and any potential incidents in respect of safety, noise, litter, antisocial behaviour etc. Therefore, although the site is close to dwellings, it is not considered that the proposal would cause significant harm to the amenities of the local neighbourhood, and the proposal is considered acceptable in respect of Policy B23 of the GUDP.

#### **Transport and access matters**

- 5.13 There is no need to alter the existing vehicular access, and the site is located approximately 45 metres from a class three county road which has access to a class two county road approximately 130 metres away. The Transportation Unit had no concerns regarding the proposal to increase the numbers. It is not considered that the proposal would likely have a detrimental impact on road safety and the proposal is, therefore, considered acceptable in respect of policy CH33.

PLANNING COMMITTEE	DYDDIAD: 03/04/2017
REPORT OF THE SENIOR PLANNING AND ENVIRONMENT SERVICE MANAGER	SIAMBR DAFYDD ORWIG, CAERNARFON

## Linguistic Matters

5.14 Policy A2 of the GUDP states that proposals that would cause significant harm to the social, linguistic or cultural cohesion of communities, because of 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 state, as this is a proposal for touring unit pitches entirely and not permanent pitches, that it is not believed that the nature or scale of the proposed development are 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 is also likely to create or contribute to economic opportunities for local people e.g. on site, in local shops and eateries, local attractions. In order to maximise potential positive effects, it is suggested that positive mitigation measures be considered in order to protect and promote the Welsh language. These can include bilingual signs on site and information about the history and culture of the area. It is suggested that the site manager contact the Local Language Initiative (Hunaniaith) to discuss measures that could add value to the business, e.g. use of the Welsh language when advertising the site, practical assistance from the Welsh Language Commissioner's Office for businesses. Therefore, it is not considered that the proposal would cause significant harm to the social, linguistic or cultural fabric of the community, and is, therefore, deemed acceptable in respect of Policy A2 of the GUDP.

## 6. Conclusions:

6.1 Because of the scale and location of the application together with existing natural features the site is not considered to be obtrusive in the landscape, or likely to have a significantly harmful impact on the visual amenities of the Landscape Conservation Area. It is not considered that it would have any effect on road safety or have a detrimental impact on the amenities of the local neighbourhood. It is considered that the site can be correctly managed by imposing relevant conditions. We await the response of the Joint Policy Unit to the Language and Community Statement.

## 7. Recommendation:

7.1 To approve – conditions:

1. Commencement 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 26.
4. Restrict the season to between 1 March and 1 October.
5. Holiday use only.
6. Keeping a register.
7. No storing of touring caravans on the site.
8. Carry out the landscaping plan.