

SCHEDULE A: Applications with Recommendation

13/0392

Item No: 11

Date of Committee: 19/07/2013

Appn Ref No:
13/0392

Applicant:
Mr Paul Holder

Parish:
Dalston

Date of Receipt:
21/05/2013

Agent:

Ward:
Dalston

Location:

Dalston Hall Caravan Park, Dalston, Carlisle, CA5
7JX

Proposal: Change Of Use Of Childrens Play Area To Provide Extension To
Existing Caravan Park To Form 38no. Additional Stances for Holiday
Use

REPORT

Case Officer: Barbara Percival

1. Recommendation

- 1.1 It is recommended that this application is approved with conditions.

2. Main Issues

- 2.1 Whether the principle of development is acceptable
- 2.2 Impact of the proposal on living conditions of neighbouring residents
- 2.3 Impact of the proposal on Grade II* Listed Building
- 2.4 Impact of the proposal on Ancient Monument
- 2.5 Impact of the proposal on landscape character
- 2.6 Method of disposal of foul and surface water
- 2.7 Impact of the proposal on highway safety

3. Application Details

The Site

- 3.1 Dalston Hall Caravan Park is located in a relatively isolated location on the eastern side of the B5299 Carlisle to Dalston road. The centre of Dalston with its services is located approximately a mile south west from the entrance

of the site.

The Proposal

- 3.2 The application seeks Full Planning Permission for the change of use of a children's play area to provide an additional 38 stances for static caravans. The application site, equating to approximately 16500 square metres, forms part of a larger field which was granted planning permission for an extension to the caravan site in June 2007.
- 3.3 Mature hedgerows and sporadic trees run along its northern and western boundaries whilst a mature belt of landscaping, approximately 72 metres at its widest point reducing to 22 metres at its narrowest point, runs along its southern boundary. As previously highlighted, further caravan stances, both touring and static are located immediately to the east of the application site.
- 3.4 Access to the site would be via an existing access road which has its junction with the B5299 Carlisle to Dalston Road. The access road also serves Dalston Hall Hotel, Dalston Hall Golf Club (in the applicant's ownership) and Holly Lodge which stands at the entrance of the access road.

4. Summary of Representations

- 4.1 This application has been advertised by the direct notification of the occupiers of three neighbouring properties and the posting of a Site Notice. In response, one e-mail of comment and a petition of support have been received.
- 4.2 The e-mail identifies the following issues:
1. potential to increase surface water run-off onto shared access road.
 2. visual impact of the proposal and adequacy of landscaping.
- 4.3 The petition of support identifies the following issues:
1. great stimulus to the local economy.
 2. good for local economy and businesses.
 3. welcome the extension as it is already a good source of customers/holiday makers.

5. Summary of Consultation Responses

Cumbria County Council - (Econ. Dir. Highways & Transportation): - no significant highways/transport implications and thus the proposals are considered acceptable;

Dalston Parish Council: - have the following objections/observations. 1) caravan park situated next to Grade II Listed Building and may be detrimental

to the character and ambiance; 2) development plans are misleading as no reference is made to Bishops Dyke Monument on 'new' drawing; 3) concerned that monument may/may not extend onto the planned development and this requires clarification; concerned over sewage provision for the additional 38 sites; concerned that the proposed development is right up to the B5299 road;

Environment Agency (N Area (+ Waste Disp & Planning Liaison Team): -

relevant Permit Licence has been issued;

Cumbria County Council - (Archaeological Services): - the proposed development site includes the remains of Bishop's Dyke, a medieval earthwork, running along its northern boundary. This is legally protected as Scheduled Monument to the east and west of the site and, although protected in the area of the proposed development, the remains are of sufficient significance to be treated in the same way as a designated heritage asset.

Pleased to note that the applicant recognises the significance of the Bishop's Dyke by stating in the design and access statement that the remains will be protected by an exclusion area measuring 5 metres from the northern boundary of the site and running along its length. Can confirm that it is considered that this to be an acceptable method of preserving the remains.

Recommend that no development ground works take place in this 5 metre exclusion zone and advise that this requirement is secured by attaching a suitably worded condition to any planning consent that may be granted;

Local Environment - Environmental Protection: - no objections;

Cumbria Constabulary - North Area Community Safety Unit: - no observations or comments.

6. Officer's Report

Assessment

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 6.2 The Development Plan for the purposes of the determination of this application is the Carlisle District Local Plan 2001-2016. Of particular relevance are Policies DP1, CP1, CP2, CP3, CP5, CP12, EC15, LE6, LE12 and T1 of the Carlisle District Local Plan 2001-2016.
- 6.3 The National Planning Policy Framework (NPPF), adopted 27th March 2012, is also a material planning consideration in the determination of this application. The NPPF has a presumption in favour of sustainable development with 12 core planning principles which should underpin plan-making and decision-taking.
- 6.4 Paragraph 215 of the NPPF outlines that due weight should be given to the relevant policies in existing Plans according to their degree of consistency with the NPPF (the closer the policies in the Plan to the policies in the Framework, the greater the weight that may be given).
- 6.5 The proposals raise the following planning issues:

1. Whether The Principle Of Development Is Acceptable

- 6.6 Paragraph 14 of the NPPF outlining that "*there is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking*". This is further reiterated in paragraph 28 which highlights that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. To promote a strong rural economy, local and neighbourhood plans should: support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings; promote the development and diversification of agricultural and other land-based rural businesses; support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres.
- 6.7 The aforementioned advice is elaborated in Policies DP1 and EC15 of the Carlisle District Local Plan 2001-2016. Policy DP1 of the Local Plan seeks to promote sustainable development through concentrating development in the urban area then Key and Local Service Centres. Outside of these locations, in the remote rural area, proposals for new development are to be assessed against the need to be in the location specified or is required to sustain existing businesses. Policy EC15 of the Local Plan, recognises that proposals for the development of caravan sites are a valuable tourist facility; however, proposals have to demonstrate compliance with the criteria identified within the policy and are, likewise, not in conflict with any other relevant planning policies.
- 6.8 In light of the foregoing and in overall terms, the principle of an expansion to the existing caravan park is supported by policies both within the NPPF and the Local Plan; however, a more detailed analysis illustrating compliance with criteria outlined within the NPPF together with the relevant policies within the Local Plan will be discussed in more detail below.

2. Impact Of The Proposal On The Living Conditions Of Neighbouring Residents

- 6.9 The nearest residential property, Holly Lodge, lies approximately 80 metres south west of the proposed caravan park extension. It is acknowledged that the caravan park would come closer to that dwelling than the previous site and may have potential to generate noise. In mitigation, the proposed site would be separated by a belt of mature landscaping which would act as a natural noise baffle.
- 6.10 Holly Lodge is sited at the entrance of the access road which serves the existing caravan site, Dalston Hall Golf Course and Dalston Hall Hotel. It is inevitable that there would be some increase in traffic using the access road;

however, this would be off-set by the noticeable decrease in Membership and paying golfers to the golf course.

3. Impact Of The Proposal On The Grade II* Listed Building

- 6.11 Dalston Hall Hotel, a Grade II* Listed Building, is located approximately 135 metres south east of the proposed caravan park extension. Glimpses of the Grade II* Listed Building can be viewed from the access road; however, the application site itself is screened from the Hall by substantial belts of mature landscaping along its southern boundaries. Accordingly, given the physical separation distance together with the existing screening the proposal would not have a detrimental impact on the character or setting of the Grade II* Listed Building. This assessment of the proposal is also substantiated by the City Council's Urban Design/Conservation Officer.

4. Impact Of The Proposal On The Ancient Monument

- 6.12 The application site includes the remains of Bishop's Dyke, a medieval earthwork, running along its northern boundary. This is legally protected as Scheduled Monument to the east and west of the site and, although protected in the area of the proposed development, the remains are of sufficient significance to be treated in the same way as a designated heritage asset.
- 6.13 The Design and Access Statement, submitted as part of the application, acknowledges the presence of the Ancient Monument and outlines that a minimum exclusion area of five metres from the Ancient Monument would be provided to preserve any remains. Cumbria County Council's Historic Environment Officer has been consulted and subject to a condition, securing the exclusion zone through a condition, has no objections to the proposal.

5. Impact Of The Proposal On Landscape Character

- 6.14 The Cumbria Landscape Strategy (CLS) outlines that the area is characterised by a series of ridges and valley that rises gently towards the limestone fringes of the Lakeland Fells. The key characteristics dominated by hedge bound pasture fields interspersed by native woodland, tree clumps and plantations. As previously, highlighted, in overall terms tourism proposals are supported by policies within the NPPF and the Local Plan provided that there is no adverse impact on the character of the area.
- 6.15 In consideration of the proposal, it is evident that the application site is substantially screened along its southern boundary by a significant belt of landscaping. The topography of the land does however; allow glimpses through the hedgerow of the existing site whilst travelling south towards Dalston along the B5299 road. The current proposal would bring the caravans closer to the county highway than existing and may have the potential to be more visually intrusive especially during the winter months.
- 6.16 The scheme; however, proposes to implement a substantial landscaping scheme which involves the planting of a double row of native hedgerows along parts of the northern and all of the western (roadside) boundaries. A

further double row of native hedgerows would also be planted along the western boundary together with randomly planted standard sized trees. Further pockets of planting are also proposed amongst the caravan stances themselves.

- 6.17 Accordingly, the proposed landscaping scheme together with the imposition of a condition ensuring that all new caravans would be green in colour, to match the existing caravans within the same field, would also minimise any visual impact that the development may have.

6. Method Of Disposal Of Foul And Surface Water

- 6.18 Policy CP12 of the Local Plan seeks to protect the quality of ground and surface waters against the risk of pollution from the inadequate provision of foul and surface water drainage systems. The submitted drawings and documents submitted as part of the application outline that foul drainage would go to an existing package sewage treatment plant serving the caravan site. The Environment Agency has been consulted and has confirmed that the relevant discharge licence has been obtained by the applicant. Accordingly, the proposed method for the disposal of foul drainage is acceptable.
- 6.19 In respect of the disposal of surface water, the application site extends to approximately 16,620 square metres with only 4,353 square metres (26%) covered with hard surfaces i.e. caravan stances and roads. Concerns had been raised by the owner of a neighbouring property in respect of the potential of the site to increase surface water run-off onto the adjoining road during periods of heavy rainfall. Additional information has been requested from both the neighbouring resident and the applicant in respect of surface water run-off. Although no information has been supplied by the neighbour, the applicant has provided further clarification on the construction of the proposed stances, the topography of the site and an instance of flooding of the access road.
- 6.20 The applicant details that each of the stances would be constructed from 100mm reinforced concrete on 150mm bed of hardcore each of which would be surrounded by 300mm wide gravel trenches. No information has been supplied on the construction of the roadways within the site; however, the applicant outlined that despite recent heavy rainfalls the adjacent caravan site (within the same field) did not experience any flooding or ponding. Furthermore, the topography of the site is such that only 19 stances and small sections of road would run towards the access road. The applicant further highlights that the entrance to the site was recently partially blocked after a period of heavy rainfall; however, this was due to blocked drains at the entrance and on the B5299 which dispersed once the drains were cleared.
- 6.21 The concerns of the neighbour are noted; however, given that only 26% of the site would be covered by hardstandings with only 15% of the site sloping towards the access road, the method of surface water disposal is appropriate and is unlikely to result in excess surface water run-off. It is also noted that the access road is over 80 metres from the site, separated by a substantial

belt of landscaping. Furthermore, the Highways Authority has not highlighted the issue of surface water run-off affecting the adjacent county highway.

7. Impact Of The Proposal On Highway Safety

- 6.22 It is inevitable that there would be some increase in traffic to the proposed caravan site; however, this increase would be off-set by the decline in visitors to the golf club. Cumbria County Council, as Highways Authority, has been consulted and has no objections to the proposal. Accordingly, the application would not have such a significant impact on highway safety to warrant a refusal of the application on highway grounds.

Conclusion

- 6.23 In overall terms, the principle of development is acceptable. The proposal would not have a detrimental impact on either the Grade II* Listed Building, the Ancient Monument nor on the character of the area. The proposal would not result in any demonstrable harm to the living conditions of any neighbouring residential dwellings or have a detrimental impact on highway safety. Whilst the proposed method for the disposal of foul and surface water is acceptable. In all aspects the proposal is compliant with the objectives of the relevant adopted Development Plan policies and the NPPF.
- 6.24 Accordingly, the recommendation is for approval subject to the imposition of relevant conditions.

7. Planning History

- 7.1 The site and adjacent fields has a long and varied history through its use as a caravan site and golf course.

8. Recommendation: Grant Permission

1. The development shall be begun not later than the expiration of 3 years beginning with the date of the grant of this permission.

Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The approved documents for this Planning Permission comprise:
1. the submitted planning application form received 21st May 2013;
 2. the Design and Access Statement received 15th May 2013;
 3. the Tree Survey received 15th May 2013;
 4. the additional foul drainage information received from R A Dalton Limited dated 1st July 2013;
 5. the additional information received from Dalston Hall Caravan Park and Golf Club received 28th June 2013;

6. the existing layout plan received 21st May 2013 (Drawing No. HD2B);
7. the proposed layout plan received 28th June 20123 (Drawing No. HD3);
8. the Notice of Decision; and
9. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

3. The static caravans shall only be occupied between the 1st March and the 31st January the following year.

Reason: To ensure that the approved caravans are not used for unauthorised permanent residential occupation in accordance with the objectives of Policy EC15 of the Carlisle District Local Plan 2001-2016.

4. The static caravans shall be used solely for holiday use and shall not be occupied as permanent accommodation.

Reason: To ensure that the approved caravans are not used for unauthorised permanent residential occupation in accordance with the objectives of Policy EC15 of the Carlisle District Local Plan 2001-2016.

5. The static caravans which occupy the stances hereby approved shall be finished in Environmental Green and remain so unless agreed in writing by the Local Planning Authority.

Reason: To safeguard the landscape character of the area in accordance with Policy CP1 of the Carlisle District Local Plan 2001-2016.

6. All works comprised in the approved details of landscaping as indicated on Drawing Number HD3 shall be carried out in the first planting and seeding season following the occupation of the first caravan or the completion of the development, whichever is the sooner, and maintained thereafter to the satisfaction of the Council; and any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure that a satisfactory landscaping scheme is implemented in accord with Policy CP3 of the Carlisle District Local Plan 2001-2016.

7. Before any development is commenced on the site, including site works of any description, protective fences shall be erected around the trees and hedges to be retained as identified in Drawing Number HD3. Within the areas fenced off no fires should be lit, the existing ground level shall be

neither raised nor lowered, and no materials, temporary buildings or surplus soil of any kind shall be placed or stored thereon. The fence shall thereafter be retained at all times during construction works on the site.

Reason: In order to ensure that adequate protection is afforded to all trees/hedges to be retained on site in support of Policies CP3 and CP5 of the Carlisle District Local Plan 2001-2016.

8. No development of any kind shall take place within five metres of Bishop's Dyke Ancient Monument without the prior consent in writing of the Local Planning Authority.

Reason: To protect the site of archaeological interest during development work in accordance with Policy LE6 of the Carlisle District Local Plan 2001-2016.

9. No caravan shall be occupied until the foul drainage system for each caravans occupying the stances hereby approved is connected to the package sewage treatment plant as indicated on Drawing Number HD3.

Reason: To ensure that adequate foul drainage facilities are available in accordance with Policy CP12 of the Carlisle District Local Plan 2001-2016.

DALSTON HALL HOLIDAY PARK AND GOLF CLUB



Dalston, Carlisle, Cumbria, CA5 7JX
Tel: 01228 710165

21st June 2013

FAO Mrs B Percival
Carlisle City Council
Planning and Housing Services
Civic Centre
Rickergate
Carlisle
CA3 8QG

PLANNING SERVICES	
REF	
24 JUN 2013	
RECORDED	
SCANNED	
PASSED TO	
ACTION	

Dear Mrs Percival,

Re: Planning Application 13/0392 To Extend Caravan Park.

I am writing to you to try and clarify the points raised by the Dalston Parish Council by their consultation letter dated 11th June 2013.

When we gained planning permission no. 06/1286 on the east side of this proposed application site it was described on page 5 number 3 on the Summary of Reasons for the Decision, "Dalston Hall, which is a Grade 2* Listed Building, lies approximately 100m south-east of the application site from which it is separated by woodland and the buildings associated with existing caravan site and golf course. The setting of the Listed Building is therefore not considered to be adversely affected." Since then some 6 years ago all screening has matured further and also a workshop has been erected on the south-east corner of the application site, helping to eliminate any views from the Hall. Therefore as this proposal cannot be seen from the Hall or the drive I feel there will be no detriment to the Hall in its character or ambience.

Could I draw your attention to an email from Jeremy Parsons, the Historic Environment Officer dated 24th May 2013 who is happy with the 5m exclusion zone on the northern boundary of the site from Bishop's Dyke shown on drawing no. HD3 and the Design & Access Statement. Also he has verbally confirmed to me that no further works are required on the proposed site and will confirm this to you in an email.

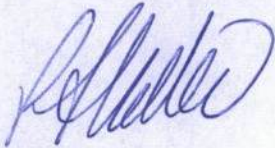
I have also spoken to RA Dalton Ltd, Pollution Control Systems who will confirm to you our proposed sewerage system is suitable and has already been agreed by Mr A Miller and Mr D Matthewman of the Environment Agency.

Enclosed are photographs from the B5299 Carlisle/Dalston Road showing the height difference and existing screening of the proposed development site and as the stances are some 15m away from the road there should be no adverse impact on their setting.

We have consulted with the local businesses and everyone has shown their full support of our new application by signing our petition. They appreciate the valued custom from holiday makers staying on the park and would welcome this proposal and the benefits it would bring them.

I hope this is of assistance when determining this application.

Yours sincerely



P.S. Holder

KWC.



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B5299

DAUSTON →



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↙ CAMINO B5299 DIRECTION ↗



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