

## SCHEDULE A: Applications with Recommendation

20/0567

Item No: 01

Date of Committee: 06/11/2020

**Appn Ref No:**  
20/0567

**Applicant:**  
Dalston Hall Holiday Park

**Parish:**  
Dalston

**Agent:**  
Lambe Planning and  
Design Ltd

**Ward:**  
Dalston & Burgh

**Location:** Dalston Hall Caravan Park, Dalston, Carlisle, CA5 7JX

**Proposal:** Use of Existing Touring Site For The Stationing Of 44 Static Holiday Caravans In Lieu of Consented 71 Touring Stances (51 Touring Caravan and 20 Tent Pitches) Together With the Demolition Of Existing Amenity Block

**Date of Receipt:**  
26/08/2020

**Statutory Expiry Date**  
21/10/2020

**26 Week Determination**

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### REPORT

**Case Officer:** Barbara Percival

#### 1. Recommendation

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

#### 2. Main Issues

- 2.1 Principle of development
- 2.2 Impact of the proposal on the Grade II\* Listed Building
- 2.3 Impact of the proposal on the Scheduled Monument
- 2.4 Impact of the proposal on the landscape character of the area
- 2.5 Impact of the proposal on the living conditions of neighbouring residents
- 2.6 Proposed drainage methods
- 2.7 Impact of the proposal on highway safety
- 2.8 Impact of the proposal on biodiversity
- 2.9 Other Matters

#### 3. Application Details

##### The Site

- 3.1 Dalston Hall Caravan Park is located 60-80 metres to the north-east of Dalston Hall Hotel on the eastern side of the B5299 Carlisle to Dalston road. Access to the application site is via an un-adopted access lane off the county highway which also affords vehicular access to Dalston Hall Hotel and Holly Lodge, a private residential property located at the entrance to the access lane.
- 3.2 Views of the caravan site as a whole are limited due to existing hedgerow and mature trees. The application site, subject of this application is centrally located within the caravan site, enclosed by belts of mature trees and hedges with further landscaping proposed within the application site. Each of the holiday units would be served by its own parking spaces adjacent to the holiday units.

## **The Proposal**

- 3.3 The application seeks full planning permission for the use of existing touring site for the stationing of 44 static holiday caravans in lieu of consented 71 touring stances (51 touring caravan and 20 tent pitches) together with the demolition of existing amenity block.

## **4. Summary of Representations**

- 4.1 This application has been advertised by the direct notification of two neighbouring properties and the posting of site and press notices. In response, one representation of comment has been received.
- 4.2 The representation identifies the following issues:
1. 'Agent of Change' principle is such that the onus is on the applicant to ensure that the proposed caravans incorporate appropriate measures to mitigate the alleged noise disturbance from activities taking place at Dalston Hall Hotel. Respectfully request that the applicant informs prospective purchasers or occupiers of the caravans of the fact that Dalston Hall Hotel is an events venue as this appears to be a factor that has contributed to complaints having been received against activities at Dalston Hall Hotel;
  2. application should be accompanied by a Heritage Impact Assessment in order to determine the impact of the proposal on the adjacent Dalston Hall Hotel;
  3. would object to any future development beyond the sites established boundaries.

## **5. Summary of Consultation Responses**

**Cumbria County Council - (Highways & Lead Local Flood Authority):** - no objections;

**Dalston Parish Council:** - feel it is a retrograde step to lose the touring caravan/tent pitch facility which has been valued by visitors for many years. If

the amenity block is demolished it will close the door on their ability to take touring caravan/tent pitches in the future. The PC are not in favour of losing this facility;

**Cumbria Constabulary - North Area Community Safety Unit:** - no observations or comments to offer in respect of this proposal;

**Local Environment - Environmental Protection:** - if planning permission was granted a revised site licence would need to be issued. All units must be a minimum of 6 metres apart. Fire equipment must be located not less than 30 metres from any pitch.

## **6. Officer's Report**

### **Assessment**

- 6.1 Section 70(2) of the Town and Country Planning Act 1990/Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires that an application for planning permission is determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.
- 6.2 The relevant planning policies against which the application is required to be assessed is the National Planning Policy Framework (NPPF), the Planning Practice Guidance (PPG), Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 and Policies SP2, SP6, EC9, EC10, EC11, IP2, IP6, CC5, CM5, HE2, HE3, GI1, GI3 and GI6 of the Carlisle District Local Plan 2015-2030. The Cumbria Landscape Character Guidance and Toolkit (March 2011), Historic England's document entitled 'The Setting of Heritage Assets - Historic Environment Good Practice Advice in Planning: 3 (Second Edition)' and Dalston Parish Neighbourhood Plan 2015-2030 (DPNP) are also material planning considerations.
- 6.3 The proposal raises the following planning issues:

#### **1. Principle of Development**

- 6.4 Paragraph 7 of the NPPF outlines that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraphs 8 and 9 explaining that achieving sustainable development means that the planning systems has three overarching objectives: economic, social and environmental. All of which are interdependent and need to be pursued in mutually supportive ways. Economic growth can secure higher social and environmental standards with planning decisions playing an active role in guiding development towards solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.
- 6.5 To support a prosperous rural economy, paragraph 83 outlines that planning policies and decisions should enable: *"a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings; b) the development and diversification of agricultural and other land-based rural businesses; c)*

*sustainable rural tourism and leisure developments which respect the character of the countryside; and d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship".*

- 6.6 Paragraph 84 recognises that: *"sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist".*
- 6.7 The aforementioned paragraphs of the NPPF are reiterated in Policies EC9, EC10 and EC11 of the local plan all of which seek to support sustainable rural tourism and leisure developments where they respect the character of the countryside and where identified needs are not met by existing facilities in rural services centres. Specifically, in relation to caravan, camping and chalet sites, Policy EC10 of the local plan highlights that proposals for the development of caravan sites and the extension of caravan sites will be supported subject to compliance with the criteria identified within the policy.
- 6.8 The Dalston Parish Neighbourhood Plan 2015-2030 does not contain a specific policy in respect of tourism proposals, however; in its vision statement it outlines: *"This Plan aims to protect the rural environment and unique character of the Parish; to enhance the strong community spirit while encouraging the area to have a thriving and sustainable future. To do this, the Plan seeks to manage housing development, protect and promote businesses, support the farming community and to encourage tourism".* Criterion 7 of its Strategic Objectives stating: *"To support the local economy through its existing businesses, by encouraging new enterprises and facilities which enhance commercial effectiveness and employment opportunities".* In respect of jobs and the economy the neighbour plan highlights: *"historically this has always been a working Parish, with a recent, gradual increase in tourism. Tourism is an important industry throughout Cumbria and this Parish has much to offer by way of beautiful pastoral scenery ... there are two small campsites, some holiday cottages, Dalston Hall Hotel, but a great dearth of Bed and Breakfast accommodation which is much sought after".*
- 6.9 Prior to the current pandemic, tourism bodies annual statistics highlighted the value of tourism to the British economy through visitor spending and employment opportunities. Figures also detailed how the nature of holidays in the UK was increasingly diverse, with holiday makers going away several times a year, often for short breaks and not exclusively in the summer months.
- 6.10 The application seeks full planning permission for the use of an existing

touring site for the stationing of 44 static holiday units in lieu of the consented 71 touring stances (51 touring caravan/20 tent pitches) together with the demolition of an amenity block at Dalston Hall Caravan Park.

- 6.11 Dalston Parish Council has been consulted on the application and raise objections to the loss of the touring caravan site. The parish council citing that it would be: *"a retrograde step to loose the touring caravan/tent pitch facility which has been valued by visitors for many years. If the amenity block is demolished it will close the door on their ability to take touring caravans/tent pitches in the future ... "*
- 6.12 In light of the views of the parish council, supporting justification for the proposal has been provided by the Agent. The supporting justification has been reproduced in full for Members within the committee papers. The agent concludes, however; *"In summary, the change from Touring/Tenting to Holiday Caravans is merely an existing tourism business reacting to market trends and requirements and providing a significantly improved standard of all year-round holiday accommodation. Such as facility has been specifically requested by existing touring unit holiday makers at the Park. This proposal will have material and beneficial impacts upon the local rural economy, local employment and other attractions and facilities in the region who rely on the tourism industry. The proposal will also assist in preventing the in-continuity of seasonal jobs and income"*.
- 6.13 The use of the application site for static holiday units in lieu of touring caravans and tents would provide an opportunity to extend the season on this part of the caravan park and help to strengthen the existing business and allow it to compete with other caravan parks within the District and UK. Should Members approve the application, conditions are recommended to restrict the holiday unit subject of this application solely for holiday use and not as permanent residential accommodation. A further condition is also recommended that would require the owners/operators of the site to maintain an up-to-date register of the names of all owners/occupiers of the individual caravans on the site, and of their main home addresses. This register would then have to be made available for inspection by Officers of the Council to ensure compliance with the existing and recommended conditions. These conditions are in line with another parts of Dalston Hall Caravan Park, other year round opening of caravan sites granted approval within our District, local planning authorities within the UK and by the Planning Inspectorate.
- 6.14 The views of the parish council are respected with the loss of the touring facility acknowledged; however, the proposal would be an expansion of an existing sustainable rural tourism business, thereby, ensuring the continued viability of the enterprise. The application site is well related to the existing caravan park as a whole with additional landscaping proposed to minimise any perceived visual impact. Adequate access and parking provision can also be achieved to serve each of the holiday units. Accordingly, the proposal accords with the objectives of the NPPF, relevant local plan policies and the Dalston Parish Neighbourhood Plan 2015-2030.

## **2. Impact Of The Proposal On The Grade II\* Listed Building**

- 6.15 Section 66 (1) of the Planning (Listed Building and Conservation Areas) Act 1990 highlights the statutory duties of local planning authorities whilst exercising of their powers in respect of listed buildings. The aforementioned section states that:

*"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".*

- 6.16 Accordingly, Members must give considerable importance and weight to the desirability of preserving the adjacent Dalston Hall Hotel, a Grade II\* listed building and its setting when assessing this application. If the harm is found to be less than substantial, then any assessment should not ignore the overarching statutory duty imposed by section 66(1).
- 6.17 Protecting and enhancing the historic environment is also an important component of the NPPF drive to achieve sustainable development. Paragraph 184 highlights that: *"heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations".*
- 6.18 Paragraph 189 of the NPPF outlines that: *"in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation".*
- 6.19 Paragraph 190 of the NPPF requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. Local planning authorities should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
- 6.20 In considering potential impacts on heritage assets, paragraph 194 of the NPPF detailing that: *"any harm to, or loss of, the significance of a designated*

*heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification ... "*

6.21 The aims of Section 66 (1) of the Planning (Listed Building and Conservation Areas) Act 1990 and the NPPF are reiterated at a local level. Policy HE3 of the local plan seeking to ensure that listed buildings and their settings are preserved and enhanced. Any harm to the significance of a listed building will only be justified where the public benefits of the proposal clearly outweighs the harm.

6.22 In light of the foregoing, Members need to have cognizance of: a) the significance of the adjacent Grade II\* listed building and the contribution made by its setting; and then assess b) the effect of the proposal on the Grade II\* listed building and its setting (inclusive of its significance and on the appreciation of that significance).

a) the significance of the adjacent Grade II\* listed building and the contribution made by its setting

6.23 The southern periphery of the application site is located approximately 87 metres north of the northern corner of Dalston Hall Hotel. As previously outlined, Dalston Hall Hotel is a Grade II\* Listed Building. By way of background, as of 2016, there were over 374,000 listed buildings within England which are categorised as Grade I, Grade II\* and Grade II. Grade I are of exceptional interest, sometimes considered to be internationally important, only 2.5% of Listed Buildings are Grade I. Grade II\* Buildings are particularly important buildings of more than special interest, 5.8% of listed buildings are Grade II\*. The final tier of Listed Buildings are Grade II buildings are of special interest; 91.7% of all listed buildings are in this class and it is the most likely grade of listing for a home owner. However, in January of this year, Historic England updated its website with the following statement: *"surprisingly the total number of listed buildings is not known, as one single entry on the National Heritage List for England (NHLE) can sometimes cover a number of individual units, such as a row of terraced houses. However, we estimate that there are around 500,000 listed buildings on the NHLE"*.

6.24 Dalston Hall Hotel was listed by English Heritage as a Grade II\* Listed Building in 1984. The listing details are as follows:

*"Fortified house now hotel. Mid or late C15, dated by inscription below parapet: JOHN DALLSTON ELSABET MI WYF MAD YS BYLDYNG. West wing c1556 for Sir John Dalston, with central block of c1620; late C17 alterations and further extensions, dated 1899 on lead rainwater heads, by C.J Ferguson for E.W Stead. Large blocks of red and calciferous sandstone. Flat lead roofs on towers; graduated green slate roofs on wings, ashlar chimney stacks. 3-storey C15 tower to right; 4-storey C16 tower to left, linked together by C16 wings and C19 extension to rear. Early tower has extremely thick walls on chamfered plinth with string courses and battlemented parapet. Angel stair turret projecting above parapet has 4 C15 carved shields of arms of the Kirkbride and Dalston families. 2-light stone mullioned windows with*

*rounded headed in round arch. Interior: stone vaulted basement, now library. Newel Staircase for full 3 storeys to roof. Ground floor inner yett of iron is C15. Bedroom above has mural recess: former fireplace cut through to form bathroom. Wing to left has plank door in roll-moulded architrave. 2- and 3-light stone mullioned windows in roll-moulded architraves. Roll-moulded cornice has cannon-like water spouts. Battlemented tower to left with similar 2- and 3-light windows. Side wall to right has corbelled-out semicircular stair turret from first floor to roof. C19 extensions have stone mullioned windows imitating the earlier work. C20 extension to extreme right is not of interest. Interior of C16 wing was extensively altered by C J Ferguson in Arts and Crafts style; banqueting hall inglenook with firehood of pewter dated 1900 with initials E.W.S. Ground floor room on extreme left has fireplace with William de Morgan tiles".*

6.25 The importance of Dalston Hall as an example of an historic former fortified building is further referenced in "The Medieval Fortified Buildings of Cumbria" (Perriam and Robinson, 1998).

6.26 Dalston Hall is a visually impressive and historic Grade II\* listed building that has part of its landscaped garden surviving but the re-alignment of the drive altered much of this. The Hall has a woodland setting although the topography of the surrounding land is undulating resulting in the Hall and associated gardens nestling into the landscape such that the ground and first floor views from the building are predominantly to the east and towards Dalston. The views from the fifteenth and sixteenth century towers are naturally more extensive although those towards the River Caldew are obscured by the existing trees and topography. When viewing the property there is an overriding sense that the contribution made by the setting has changed over the years from its origins as a fortified house, with the consequent need to view all surroundings, to the work carried out in the nineteenth century with the aspect of the landscaped garden achieving a greater significance. A marquee has also been erected within the grounds which Members gave temporary permission for its retention at the Development Control meeting on the 14th February 2020 (application reference 19/0243).

b) the effect of the proposal on the Grade II\* listed building and its setting

6.27 Section 66 (1) requires that development proposals consider not only the potential impact of any proposal on a listed building but also on its setting. Considerable importance and weight needs to be given to the desirability of preserving the adjacent listed building and its setting when assessing this application. If the harm is found to be less than substantial, then any assessment should not ignore the overarching statutory duty imposed by section 66(1).

6.28 Paragraph 190 of the NPPF requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. Local planning authorities should take this into account when considering the



impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

- 6.29 When considering potential impacts of a proposed developments on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance (paragraph 193 of NPPF).
- 6.30 Historic England has produced a document entitled 'The Setting of Heritage Assets - Historic Environment Good Practice Advice in Planning: 3 (Second Edition)' (TSHA). The document sets out guidance, against the background of the NPPF and the related guidance given in the PPG, on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.
- 6.31 The TSHA document details the definition of the setting of a heritage asset as that contained within Annex 2: Glossary of the NPPF as: *"the surroundings in which heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive and negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral"*. The document acknowledging that conserving or enhancing heritage assets by taking their settings into account need not prevent change and recommends a staged approach to proportionate decision taking.
- 6.32 As highlighted earlier in the report, Dalston Hall is a visually impressive and historic Grade II\* listed building. The Hall has a woodland setting although the topography of the surrounding land is undulating resulting in the Hall and associated gardens nestling into the landscape such that the ground and first floor views from the building are predominantly to the east and towards Dalston. The views from the fifteenth and sixteenth century towers are naturally more extensive although those towards the River Caldw are obscured by the existing trees and topography. In respect of the setting of the building this has evolved over the years through its use as a hotel. Works include the re-alignment of the driveway, formation of car parking, nineteenth century extensions together with the retention of a marquee.
- 6.33 When considering the immediate setting of Dalston Hall Hotel, the topography of the surrounding area is such that the property is located at a lower level than that of the application site. When within the grounds of Dalston Hall itself (excluding the eastern end of the car park) there are no views of the caravan park due to the lower ground level, the existing boundary treatments and mature landscaping. From the eastern end of the car park, which also provides an alternative route to the retained marquee, there are views of part of the caravan park.
- 6.34 In respect of the views from the fifteenth and sixteenth century towers and their associated battlements, access and viewing by the public is restricted not only physically but also because previously the proprietor had advised

that he insists on a member of staff being present. However, it needs to be acknowledged that the significance of such a heritage asset is not necessarily dependent upon their being an ability to experience the setting in question. From both towers, to varying degrees, there are direct views of the caravan park. The current proposal does not affect the existing wood, nor the remaining views such as the landscaped garden and views towards Dalston.

- 6.35 The proposal seeks the use of an existing touring site for the stationing of 44 static holiday units together with the demolition of an amenity block. The proposal would reduce the amount of holiday stances within the area with additional landscaping also proposed. In respect of the wider context of the setting of Dalston Hall Hotel, although sections of the caravan park are visible from the B5299 when travelling from Carlisle towards Dalston, Dalston Hall Hotel and its grounds together with the application site are screened by mature trees and hedgerows. Public Footpath 114018 follows the railway line located approximately 280 metres to the east of Dalston Hall; however, any views of Dalston Hall are again restricted due to the topography of the land and existing landscaping. Views from the caravan park are already constrained by existing landscaping and a 2.8 metre high brick wall.
- 6.36 In summary, Dalston Hall is a Grade II\* Listed Building that has a woodland setting although the topography of the surrounding land is undulating resulting in the property with its associated gardens nestling into the landscape. There is an overriding sense that the contribution made by the setting has changed over the years from its origins as a fortified house, with the consequent need to view all surroundings, to the work carried out in the nineteenth century, the retention of the marquee with the aspect of the landscaped garden and the views towards Dalston latterly appearing to have a greater significance. The importance of its setting, however; throughout the history of the building should be given equal significance. When considering the degree to which the proposed changes enhance or detract from that significance, and the ability to appreciate that asset, the current proposal does neither alter the existing landscaping nor affect the views of the landscaped garden and towards Dalston. In the case of the two towers the proposal would have a less than substantial harm given the application site's existing use as a touring caravan site and that the holiday units would be finished in a pallet of muted environmental colours in keeping with the caravan park as a whole.
- 6.37 A planning consultant acting on behalf of a third party questions the accuracy of the information contained within the Design and Access Statement as reference is made to Dalston Hall Hotel being a Grade II Listed Building when it is a Grade II\* Listed Building. He is also of the opinion that a separate Heritage Statement to assess the impact of the proposal on the heritage asset should be submitted. The PPG provides guidance in this respect, detailing that Design and Access Statements are required to accompany certain applications for planning permission and applications for listed building consent. In cases where both a Design and Access Statement and an assessment of the impact of a proposal on a heritage asset are required, applicants can avoid unnecessary duplication and demonstrate how the proposal has responded to the historic environment through including the

necessary heritage assessment as part of the Design and Access Statement. Furthermore, paragraph 189 of the NPPF advises that: *"the level of details should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance"*.

- 6.38 The views of the planning consultant are noted, however; the setting of the Grade II\* listed building and its setting has been fully discussed in the preceding paragraphs and has been found that the proposal would have a less than substantial impact on the adjacent heritage asset or its setting.

### **3. Impact Of The Proposal On The Scheduled Monument**

- 6.39 The NPPF and local plan recognises the heritage assets are an irreplaceable resource. The overriding objective of Policy HE2 is to ensure that heritage assets are preserved in perpetuity.
- 6.40 Bishop' Dyke a Scheduled Monument is located along the northern boundary of the caravan park with an existing row of static holiday units separating the application site from the scheduled monument. Cumbria County Council has been consulted and raise no objections to the proposal as it considers the proposal does not raise any archaeological issues. Given the existing use of the application site together with the existing intervening holiday units, the proposal would not have a detrimental impact on the scheduled monument.

### **4. Impact Of The Proposal On The Landscape Character Of The Area**

- 6.41 The Cumbria Landscape Character Guidance and Toolkit (March 2011) identifies that the site falls within the Cumbria Landscape Character Sub-Type 5a 'Ridge and Valley' and is neighboured by Sub-Type 5b 'Low Farmland'. The toolkit advises that key characteristics of Sub-Type 5a landscape are: a series of ridges and valleys that rises gently towards the limestone fringes of the Lakeland Fells; well managed regular shaped medium to large pasture fields; hedge bound pasture fields dominate, interspersed with native woodland, tree clumps and plantations; scattered farms and linear villages found along ridges; and large scale structures generally scarce.
- 6.42 In consideration of the proposal, the holiday units subject of this application would be located on land currently used as a touring site and be viewed against the backdrop of the existing caravan site which is well screened by existing belts of mature landscaping. Further landscaping within the application site would also help to mitigate any perceived visual impact. Furthermore, the proposed colours of the holiday units would also ensure a more cohesive colour scheme throughout the caravan site as a whole. Accordingly, the proposal would not have a detrimental impact on the landscape character of the area.

### **5. Impact Of The Proposal On The Living Conditions Of Neighbouring Residents**

- 6.43 Policies within the local plan seek to ensure that development proposals should be appropriate in terms of quality to that of the surrounding area. One of the criterion of Policy SP6 being that the living conditions of the occupiers of adjacent residential properties are not adversely affected by proposed developments.
- 6.44 Holly Lodge is sited at the entrance of the access road which serves the existing caravan site and Dalston Hall Hotel. In respect of traffic movements, the existing use of the touring site currently involves cars towing caravans utilising the shared access road. This proposal now seeks permission for the siting of 44 static holiday units in lieu of 71 touring pitches (51 touring caravans and 20 tent pitches). This equates to a reduction in holiday units within the application site by approximately 38%. As such, the proposal would effectively decrease the number of vehicle movements along the access road. In overall terms, given the existing use of the access road which also serves Dalston Hall Hotel, the proposal would not have a significant detrimental impact through intensification of use, noise or disturbance on the occupiers of neighbouring properties.

## **5. Proposed Drainage Methods**

- 6.45 There is a clear policy requirement to provide adequate provision for foul and surface water facilities to ensure that sufficient capacity exists prior to commencement of any development and that development proposal do not have an adverse impact on the environment. The submitted documents illustrating that foul drainage from the proposed development would be to existing package treatment plants with surface water disposed of via existing soakaways.
- 6.46 In respect of the disposal of surface water drainage, the Lead Local Flood Authority (LLFA), raise no objections to the proposal as the difference in impermeable surfacing associated with the caravan park would be negligible and would utilise the existing surface water drainage network. As such, the proposed development would not increase flood risk on site or downstream of the works.
- 6.47 The submitted details illustrate that foul drainage from the proposed development would enter existing package treatment plants. The submitted Drainage Report detailing that the existing package treatment plants has the design capacity to treat the increased usage of the proposed holiday units. Furthermore, the caravan park has an existing Environment Agency permit but based on the calculations would require a revised permit. As Members are aware, the requirement to revise the Environment Agency permit would be subject to Environment Agency legislation. Should Members approve the application an informative is recommended to be included within the decision notice drawing the applicant's attention to this issue. In overall terms, the proposed methods for the disposal of foul and surface water drainage are acceptable and accord with the objectives of the NPPF, PPG and relevant local plan policies.

## **6. Impact Of The Proposal On Highway Safety**

- 6.48 Policies EC10 and EC11 of the local plan seek to ensure that development proposals should normally be accessible by public transport, walking and cycling. However; for some developments in the rural area this may not be possible. In these cases, new development should be able to demonstrate that adequate access/parking is available and that proposals do not lead to an increase in traffic levels beyond the capacity of the surrounding local highway network.
- 6.49 Access to the caravan park is currently via an un-adopted access lane off the B5299 county highway. These access arrangements will remain unchanged with parking to serve each of the holiday units provided adjacent to each of the proposed units. Cumbria County Council, as Highway Authority, has been consulted and raise no objections with regard to the proposed development as the proposal does not affect the highway. In light of the views of the Highway Authority, the proposal will not have a detrimental impact on highway safety.

## **7. Impact Of The Proposal On Biodiversity**

- 6.50 The Councils GIS Layer has identified that there is the potential for several key species to be present within the vicinity. Using the guidance issued by Natural England, the development would not harm protected species or their habitat. Furthermore, the proposal includes additional landscaping, thereby, providing an opportunity for net biodiversity gain. To protect biodiversity and breeding birds during any construction works, informatives are recommended within the decision notice drawing the applicant's attention to the requirement under conservation legislation such as the Wildlife and Countryside Act 1981, The Conservation of Habitats and Species Regulations 2010 etc.

## **8. Other Matters**

- 6.51 A planning consultant acting on behalf of a third party requests that: *"the applicant informs prospective purchasers or occupiers of the caravans of the fact that Dalston Hall Hotel is an events venue as this appears to be a factor that has contributed to complaints having been received against activities at Dalston Hall Hotel"*. The representation citing paragraph 182 of the NPPF which outlines that: *"existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed"*.
- 6.52 The proposal seeks full planning permission for the use of existing touring site for the stationing of 44 static holiday caravans in lieu of consented 71 touring stances (51 touring caravan and 20 tent pitches) together with the demolition of existing amenity block. The proposal although for the stationing of static holiday units remains that of a holiday use. The proposed static caravans are replacing existing caravan and tent pitches. The very nature of

the proposal is of a more substantial nature than already exists and should improve the existing situation with regard to the “agent of change” principle.

- 6.53 A further issue raised by the planning consultation is in respect of any potential future development at Dalston Hall Caravan Park. As Members are aware, each application is dealt with on its own merits and is not relevant in the determination of this current application.

## **Conclusion**

- 6.54 In overall terms, the principle of development is considered to be acceptable. The proposal would not have a detrimental impact on the Bishop’s Dyke Ancient Monument or the landscape character of the area. It would not lead to any demonstrable harm to the living conditions of the occupiers of any neighbouring properties nor have a detrimental impact on highway safety or biodiversity. The proposed method for the disposal of foul and surface water drainage is also acceptable.
- 6.55 The adjacent Grade II\* Listed Building, Dalston Hall Hotel, is located within an undulating woodland setting resulting in the property with its associated gardens nestling into the landscape. There is an overriding sense that the contribution made by the setting has changed over the years from its origins as a fortified house, with the consequent need to view all surroundings, to the work carried out in the nineteenth century, the retention of the marquee with the aspect of the landscaped garden and the views towards Dalston latterly appearing to have a greater significance. The importance of its setting, however; throughout the history of the building should be given equal significance. When considering the degree to which the proposed changes enhance or detract from that significance, and the ability to appreciate that asset, the current proposal neither alters the existing landscaping nor affect the views of the landscaped garden and towards Dalston. In the case of the two towers the proposal would have a less than substantial harm given the application site’s existing use as a touring caravan site and that the holiday units would be finished in a pallet of muted environmental colours in keeping with the caravan park as a whole.
- 6.56 It is recognised and understood that under Section 66 (1) of the Planning (Listed Building and Conservation Areas) Act 1990 considerable importance and weight still needs to be given to the desirability of preserving Dalston Hall Hotel and its setting even if the harm is found to be less than substantial. On balance, and having attributed special weight to the desirability of preserving the setting of Dalston Hall, the proposal accords with the objectives of the National Planning Policy Framework, Planning Policy Guidance, Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, The Carlisle District Local Plan and supplementary material planning considerations.
- 6.57 Accordingly, the recommendation is for approval subject to the imposition of relevant conditions.

## **7. Planning History**

- 7.1 The site and adjacent fields have a long and varied history through its use as a caravan site and a former 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 development shall be undertaken in strict accordance with the approved documents for this Planning Permission which comprise:

1. the submitted planning application form received 24th August 2020;
2. the Design and Access / Planning Statement received 24th August 2020;
3. the flow calculations compiled by RA Dalton Waste Water Specialists received 24th August 2020;
4. the flow data received 24th August 2020;
5. the location plan received 24th August 2020 (Drawing No. LP1.0);
6. the layout plan received 24th August 2020 (Drawing No. DHP/1.0);
7. the Notice of Decision;
8. any such variation as may subsequently be approved in writing by the local planning authority.

**Reason:** To define the permission.

3. The total number of static holiday units to be stationed within the application site at any one time shall not exceed 44no.

**Reason:** For the avoidance of doubt.

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

**Reason:** To ensure that the approved static holiday units are not used for unauthorised permanent residential occupation in accordance with the objectives of Policy EC10 of the Carlisle District Local Plan 2015-2030.

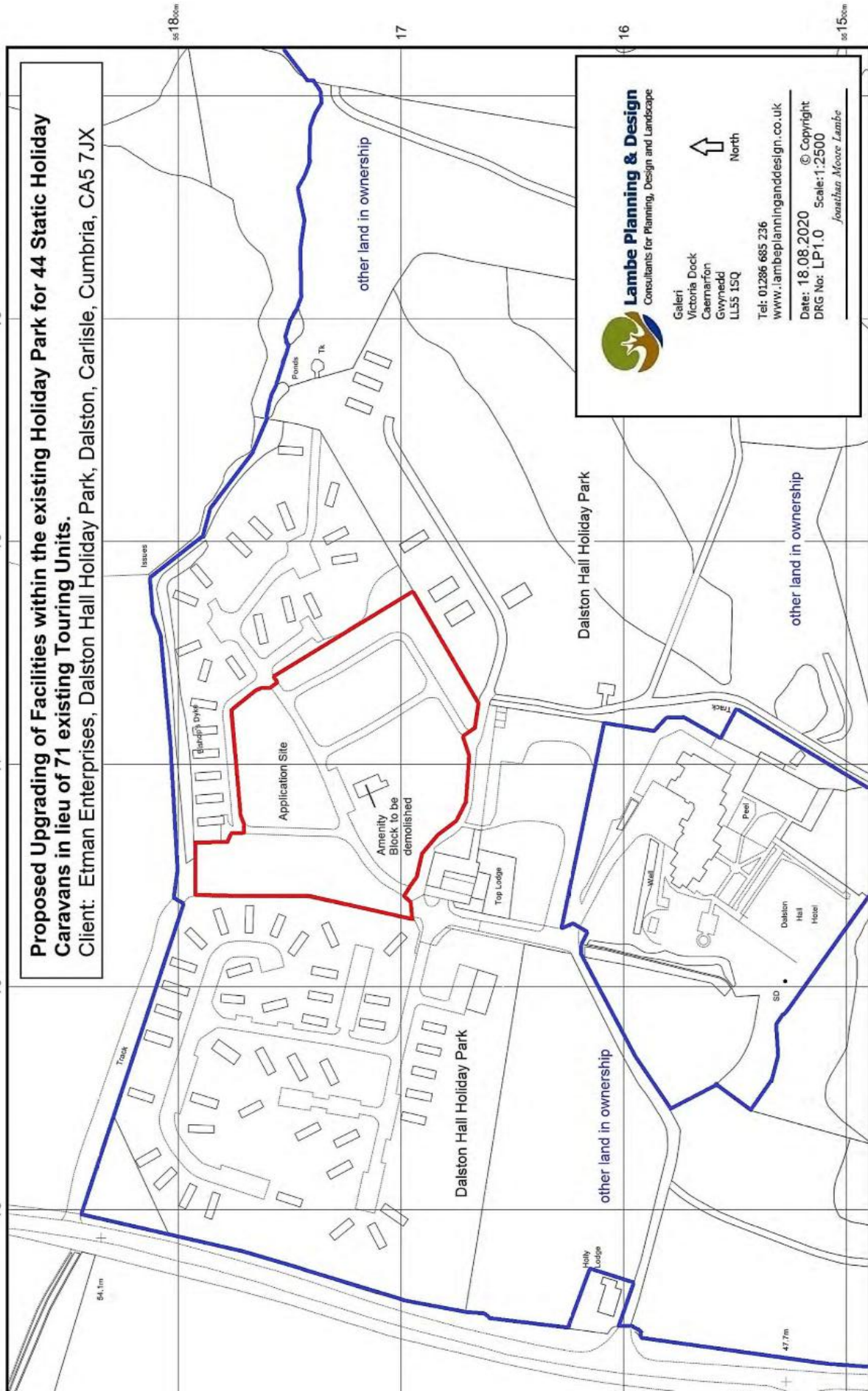
5. The site manager/owner shall keep a register to monitor the occupation of the holiday units subject of this approval. Any such register shall be available for inspection by the local planning authority at any time when so requested and shall contain details of those persons occupying the units, their name, normal permanent address and the period of occupation.

**Reason:** To ensure that the approved holiday units are not used for unauthorised permanent residential occupation in accordance with the objectives of Policy EC10 of the Carlisle District Local Plan 2015-2030.

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**Proposed Upgrading of Facilities within the existing Holiday Park for 44 Static Holiday Caravans in lieu of 71 existing Touring Units.**  
**Client: Etman Enterprises, Dalston Hall Holiday Park, Dalston, Carlisle, Cumbria, CA5 7JX**



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Date: 18.08.2020  
 DRG No: LP1.0

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 Scale: 1:2500

*Jonathan Moore Lambe*



North



# Proposed Upgrading and Restructuring of Facilities at Dalston Hall Holiday Park, Dalston, Carlisle, Cumbria, CA5 7JX

Client: Etman Enterprises Ltd, Lynwood Lodge, Dalston Hall Holiday Park, Dalston, Carlisle Cumbria, CA5 7JX







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Lambe Planning & Design Ltd Company No: 8207541

15<sup>th</sup> October 2020

Barbara Percival  
Planning Officer (Development Management)  
Economic Development  
Carlisle City Council  
Civic Centre  
Carlisle  
CA3 8QG

Dear Barbara,

**Re: Planning Application 20/0567 at Dalston Hall Holiday Park.**

Client: Mr Paul Holder, Dalston Hall Holiday Park, Dalston, Carlisle, Cumbria, CA5 7JX

I refer to and thank you for your email of 13<sup>th</sup> October, and in this connection write to provide additional justification regarding the proposed change from Touring Caravans / Tenting Pitches to Holiday Static Caravans at Dalston Hall Holiday Park.

For brevity and ease of reference the following information and justification is provided in point format :-

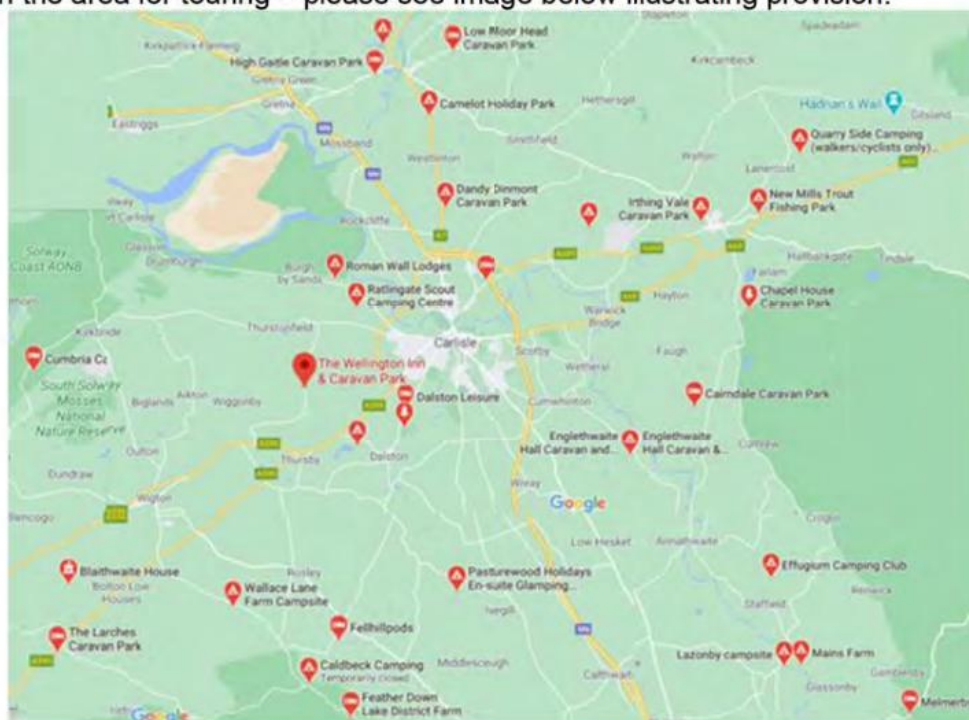
- 1). Dalston Hall Holiday Park receive many requests annually from existing Tenting & Touring Caravan owners who have holidayed there for many years who wish to upgrade to a more comfortable Static Holiday Caravan.
- 2). The Park has a 12 month Season, and Touring Caravans & Tents are not suitable for use in the colder winter months – particularly tents which within the period of mid September to Easter are totally unsuitable for use in these late Autumn and Winter months. Particular issues include the damp, cold, condensation, water freezing and not wishing to have to use an outdoor toilet block.
- 3). Static Holiday Caravans provide a higher standard of accommodation, these units have modern efficient central heating, double glazing and insulation together with more spacious and a significantly higher standard of accommodation. These features are not available in tents or a touring caravan. Please see Figures 3 to 12 within the Design and Access / Planning Statement which provided detailed images of the exceptionally high standard of accommodation provided within modern Static Holiday Caravans – which are clearly not available within Touring / Tenting units.



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- 4). The inability of Dalston Hall Holiday Park to provide an alternative type of Holiday Accommodation for these existing customers is damaging the Holiday Product and having a detrimental impact on employment, the local economy and other attractions and facilities as these holiday makers are unable to holiday in these autumn / winter months. In summary Holiday Caravans of this nature provide an all year round comfortable facility which cannot be provided by Touring Caravans and Tents, this proposal will assist in preventing the in-continuity of season employment which is specifically supported by Government Policies and Guidance.
- 5). The proposal is for a significant reduction in the numbers of units from 71 Touring Units to 44 Holiday Caravans which equates to a numerical reduction of approximately 40%. The proposed replacement units would be in muted environmental colours in a landscaped low density layout and replaces the existing brightly coloured and highly visible white Touring Caravans, Awnings and Tents. There is therefore a significant improvement in any potential visual impact.
- 6). The proposal also involves the Demolition of the existing Toilet Block which will remove a permanent building from the Holiday Park / Application Site, and therefore provides a significant reduction in built development and an improvement over the current position.
- 7). The Toilet Block is an old outdated and visually unattractive unit, which is of no architectural merit. It does not meet the expectations of 21<sup>st</sup> Century Holiday Makers and it is not a financially viable proposition to Refurbish, Renovate and Refit it to the standards which are now expected.
- 8). The Global Covid Pandemic has created significant issues for the Hospitality and Holiday Parks sector, particularly where Touring Caravans and Tents utilise communal showers, toilets and wash hand basins. The world has significantly changed with C19, and the advice from leading epidemiologists is that the Virus will be with us for many years. As a consequence of the Virus and the need for social distancing, the physical capacity of the existing Toilet Block has been reduced by 50% to comply with Social Distancing Requirements as it has been necessary to close off Wash Hand Basins, Showers and WC's. As a result the capacity is no longer there within the existing building. This building is therefore no longer fit for purpose.
- 9). Within the immediate vicinity of Dalston Hall Holiday Park are located a significant number of alternative Touring Caravan and Tenting Sites. It is therefore considered that there is adequate provision in the area for touring – please see image below illustrating provision.





**10).** Nevertheless, the Applicant does fully appreciate the observations of the Parish Council.

In terms of the Applicants aspirations, should the market and its demands change in the longer term - then the Applicants could if necessary and the Parish Council still desire a Touring Facility, this could be provided within the existing parking / storage area within the walled garden at the Park.

The benefit of this location being that it is fully screened and enveloped within an existing high wall, and would not incur any detrimental impact on visual amenity or the setting of the Bishops Dyke

Such a facility could be operational for a season of only 1<sup>st</sup> March to 31<sup>st</sup> October and appropriate modern ablution facilities could be provided within a new purpose built timber Lodge Amenity Unit.

**11). Economic impact.**

The British Holiday & Home Parks Association (BH&HPA) published information on the financial contributions that the "Parks Industry" and Tourism Industry make to the economy.

One key relevant fact was that - every two Static Caravan pitches accounts for one tourism job and that each pitch generates £25708.00 into the local economy on an annual basis.

When compared to touring pitches, this figure reduced by £10k to £15156.00 per annum. In both cases this is for a 30 week season.

It can therefore be seen that the Holiday Static Caravan Pitches proposed would generate significantly more spends and employment into the local rural economy – the spends from Static Caravan Customers would therefore be significantly greater in the area.

**Conclusion**

In summary, the change from Touring / Tenting to Holiday Caravans is merely an existing tourism business reacting to market trends and requirements, and providing a significantly improved standard of all year round holiday accommodation. Such as facility has been specifically requested by existing touring unit holidaymakers at the Park.

This proposal will have material and beneficial impacts upon the local rural economy, local employment and other attractions and facilities in the region who rely on the tourism industry. The proposal will also assist in preventing the in-continuity of seasonal jobs and income.

Should you require any further clarification, please do not hesitate to contact me.

Yours sincerely,

  
Jonathan Moore Lambe