

SCHEDULE A: Applications with Recommendation

20/0309

Item No: 01

Date of Committee: 17/07/2020

Appn Ref No:
20/0309

Applicant:
Mr Patrick Lee

Parish:
Westlinton

Agent:
Sam Greig Planning

Ward:
Longtown & the Border

Location: Green Meadows Country Park, Blackford, Carlisle, CA6 4EA

Proposal: Change Of Use Of Land To Provide Extension To Existing Caravan Park

Date of Receipt:
20/05/2020

Statutory Expiry Date
15/07/2020

26 Week Determination

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 landscape character
- 2.3 Whether the scale and design of the proposal is acceptable
- 2.4 Impact of the proposal on the living conditions of the occupiers of neighbouring properties
- 2.5 Proposed drainage methods
- 2.6 Impact of the proposal on highway safety
- 2.7 Impact of the proposal on biodiversity
- 2.8 Other matters

3. Application Details

The Site

- 3.1 The built form of Blackford is that of dispersed residential properties, farms and a plant hire business arranged around the highway network. Blackford

Church of England School and St John the Baptist Church are located to the west of the A7 Carlisle to Longtown trunk road.

- 3.2 The application site, Green Meadows Country Park, is located to the east of the A7 with vehicular access to the site via a 200 metre driveway from the U1074 county highway. Green Meadows is primarily a holiday caravan park, however; there are also 15 permanent residential units within the site together with a managers bungalow.

Background

- 3.3 The site has a long planning history which has been reproduced for Members in Section 7. The most recent application was for the variation of condition 1 (approved documents) of previously approved application 19/0670 to amend the approved site layout plan to provide flexibility in relation to the siting of the 15 permanent residential units (application 20/0186).
- 3.4 Conditions, amongst others, attached to application 20/0186 and previous applications specifically restricts the total number of static units to be stationed on the site at any one time to not more than 44no. (inclusive of the 15no. permanent residential units) with the total number of tent pitches/touring pitches not exceeding 20no. and 27no. respectively.
- 3.5 A further condition restricts the occupancy of the static holiday units, touring caravan pitches and tent pitches solely for holiday use only with the exception of 15no. permanent residential units.

The Proposal

- 3.6 The application seeks full planning permission for the change of use of an adjoining parcel of land to the west of Green Meadows Country Park to provide an extension to the caravan park. Equating to approximately 1.75 hectares the submitted block plan illustrates 25no. static holiday stances arranged along the application site's northern, southern and west boundaries. Three separate informal areas would accommodate 27no. touring caravan pitches and / or 20 tent pitches. The existing northern hedgerow would be reinforced with Holly and Beech whips with 11no. Wild Cherry trees planted within the proposed extended caravan park itself. Two large water features would also be formed within the proposed extension.
- 3.7 Internal access roads, utilising the existing driveway from the U1074 county highway, would be formed within the application site. Foul drainage from the proposed 25no. holiday static units would be connected to an additional package treatment plant located adjacent to the existing package treatment plant within the existing caravan park close to the wardens bungalow.

4. Summary of Representations

- 4.1 This application has been advertised by the direct notification of fourteen

neighbouring properties and the posting of a site notice. In response, one anonymous email of objection raising similar points to those raised by the parish council has been received. Following normal procedure, a request was made by the Planning Department to provide the name and address of the author of the anonymous email, however; at the time of preparing the report no response has been forthcoming. As such, the authenticity of the email cannot be verified.

5. Summary of Consultation Responses

Cumbria County Council - (Highways & Lead Local Flood Authority): - the layout details shown on the submitted plan are considered satisfactory from a highway perspective, therefore, there is no highway objection to the proposed development.

In respect of surface water drainage, the Lead Local Flood Authority (LLFA) have records of minor surface water flooding to the site and onto both A7 and C1009 roads which indicate a 0.1 percent (1 in 1000) chance of occurring each year and the Environment Agency (EA) surface water maps do not indicate that the site is in an area of risk.

Should the application be approved the creation of the water features may require ordinary watercourse consent application. Surface water and foul drainage should be provided, however; only details of the foul drainage have been provided. Surface water drainage should not be greater than the already existing. If installing a soakaway the LLFA would advise not to be positioned in close proximity to the highway and should be at least 5 metres away from the highway and property. As such, recommend the imposition of a pre-commencement condition requiring the submission of a surface water drainage scheme;

Westlinton Parish Council: - cannot support this application for the following reasons:

1. an additional 25 static caravans to the 37 already given permission for would almost overwhelm the housing existing in the parish and change the whole feel of this rural community. On the plans it says they are holiday homes but no mention of HOLIDAY is made on the main sign on the A7;
2. allowing for 2 cars per pitch will substantially affect the flow of traffic onto A7 at a junction that has had to be altered radically because of accidents and deaths. Also the new entrance for the Hill could impact on this;
3. the existing surface water system is inadequate for the present volume (water flowing out of the house drive and across A7 after rain) without increasing the volume by additional 25 pitches plus tourer's and tents. New treatment plant is mentioned but indication is not given where it will be sited and which water course it will discharge into.

Certain conditions were put onto original application and some have since been removed. It is felt that if they were deemed necessary at the start, they should have been adhered to before any further development was

implemented.

Local Environment - Environmental Protection: - no objections, however; if planning permission was granted the site license would need to be amended to reflect the additional pitches.

Cumbria Constabulary - North Area Community Safety Unit: - no response received.

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), and Policies SP2, SP6, EC9, EC10, EC11, IP2, IP6, CC5, CM5, GI1, GI3 and GI6 of the Carlisle District Local Plan 2015-2030. The City Council's Supplementary Planning Document 'Trees and Development' is also material planning consideration. The Cumbria Landscape Character Guidance and Toolkit (March 2001) is a further material consideration.

6.3 The proposal raises the following planning issues:

1. Principle Of Development Is Acceptable

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 application seeks full planning permission for the change of use of land to provide extension to existing caravan park at Green Meadows Country Park, Blackford. As highlighted earlier in the report, the existing site currently has permission for the siting of 44no. static units (inclusive of the 15no. permanent residential units), 20no. tent pitches and 27no. touring caravan pitches.
- 6.9 The proposal would be an expansion of an existing sustainable rural tourism business and would ensure the continued viability of the enterprise; the application site is well related to the existing caravan site with additional landscaping proposed to minimise any perceived visual impact; adequate access/parking provision can also be achieved; and the application site is not located within a flood risk area. Accordingly, the proposal accords with the objectives of the NPPF and relevant local plan policies.

2. Impact Of Proposal On Landscape Character

- 6.10 The Cumbria Landscape Character Guidance and Toolkit (March 2001) (CLCGT) describes the character of different landscape types across the county and provides guidance to help maintain their distinctiveness. The CLCGT identifies that the application site falls within the Cumbria Landscape Character Sub-Type 5b "Low Farmland". The toolkit advises that key characteristics of this landscape are: undulating and rolling topography; intensely farmed agricultural pasture; hedges, hedgerow trees; and fences bound fields and criss cross up and over the rolling landscape.
- 6.11 The supporting guidance in respect of access and recreational development outlines that: *"small scale sensitive farm based tourism/recreational businesses should be well sited close to or within existing farm buildings and*

appropriate landscaping should be included to integrate new facilities into the landscape". In such a context, the application site would be screened from public viewpoints by existing and reinforced hedgerows with further planting within the application site itself. Accordingly, the proposal is unlikely to have a significant detrimental impact on the character of the area.

3. Whether The Scale and Design Of The Proposal Is Acceptable

- 6.12 As highlighted earlier in the report, Policy EC10 of the local plan supports the extension of existing caravan sites subject to satisfying relevant criteria including: the siting, scale and appearance of caravan sites do not have an unacceptable adverse impact on the character of the local landscape; and that the site is contained within existing landscape features and if necessary, and appropriate is supplemented with additional landscaping.
- 6.13 The application seeks permission to extend into an adjoining parcel of land to the west of the caravan park equating to approximately 1.75 hectares. This is a relatively large extension, however; the application site is enclosed by existing mature hedgerows with further landscaping proposed. The landscape proposals include the reinforcing of the existing hedgerows with holly and beech whips together with the planting of Wild Cherry trees within the application site itself. Two large water features would also be formed within the application site. Furthermore, the permanent static holiday stances would be arranged around the outer peripheries of the application site with the remainder of the site providing informal areas for tents and / or touring caravans. A condition is also recommended which would restrict the size of the static holiday units together with the spacing of the static holiday units
- 6.14 The scale and design of the proposed extension is acceptable and in overall terms the proposal accords with the objectives of Policy EC10 of the local plan.

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

- 6.15 The nearest residential properties, excluding those 15 residential units within Green Meadows Caravan Park, are located approximately over 150 metres to the north west and south west. Given the existing use of the site and the distance from the development, the proposal is unlikely to have a significant impact on the living conditions of occupiers of neighbouring properties through intensification of use or unacceptable noise and disturbance.

5. Proposed Drainage Methods

- 6.16 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 a package treatment plant with surface water disposed of via an existing watercourse.

- 6.17 In respect of the disposal of surface water drainage, the Lead Local Flood Authority (LLFA), raises no objections but recommends the imposition of a pre-commencement condition requiring the submission of a surface water drainage scheme to serve the proposed extension. It also highlights that the proposed water features within the application site may require permission under its legislation. If Members approve the application, compliance with the recommended condition would require the submission of a further application upon which the LLFA, as statutory consultee, would be consulted. Should the additional details prove unsatisfactory the development would stall as a result. An informative is also recommended to be included within the decision notice, drawing the applicant's attention to the requirement to comply with LLFA legislation in respect of the proposed water features.
- 6.18 The submitted details illustrate that foul drainage from the proposed development would enter a new package treatment plant prior to its outfall entering a watercourse. Foul drainage methods for caravan sites falls outside the remit of the city council's Building Control Section. Nevertheless, to ensure that the proposed foul drainage system could adequately process the foul water from the increased number of caravans and tents the expertise of building control has been called upon during the processing of this application. The city council's Building Control's Business Development Manager has reviewed the submitted information and has requested clarification on a number of minor issues. Accordingly, should Members approve the application, a further pre-commencement condition is recommended ensuring the submission of a foul drainage scheme to serve the proposed development. The subsequent details of which would be assessed by the council's Building Control Section and if these details prove unsatisfactory the development would stall as a result.
- 6.19 Subject to compliance with the recommended conditions in respect of foul and surface water drainage the proposal drainage methods are acceptable and accord with the objectives of the NPPF, PPG and relevant local plan policies.

6. Impact Of The Proposal On Highway Safety

- 6.20 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.
- 6.21 Access to the proposed extended caravan park would be via an existing vehicular access from the U1074 county highway. Westlinton Parish Council has raised objections to the proposal on highway safety grounds resulting from increased vehicular movements from the caravan park on the surrounding highway network. It is inevitable that there would be some increase in traffic to and from the caravan park as a result of the proposal,

however; Cumbria County, as Highway Authority, raise no objections to the proposal. The concerns of the parish council are respected, however; given the views of the Highway Authority it would be difficult to substantiate a refusal of the application on highway safety grounds.

7. Impact Of The Proposal On Biodiversity

- 6.22 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 a landscaping scheme together with the formation of two water features within the site, 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

- 6.23 The parish council has raised concerns to surface water from the site flowing onto the adjacent highway network. This issue was also raised during the determination of another application for the caravan park (application reference 19/0670). The Agent at that time provided photographic evidence illustrating that the water was originating from an overgrown roadside ditch to the north of the entrance to the bungalow of Green Meadows. This information was subsequently forwarded to Cumbria County Council, as Highway Authority, for its attention. In respect of this current application, Cumbria County Council raises no objections to the proposal but does highlight that their records indicate minor surface water flooding to the site and onto both the A7 and C1009 county highways which indicate a 0.1 percent (1 in 1000) chance of occurring each year and the Environment Agency (EA) surface water maps do not indicate that the site is in an area of risk.
- 6.24 A further issue raised by the parish council was that the proposed development would overwhelm the existing housing provision within the parish and cites that the signage for the Green Meadows County Park makes no mention of holiday homes. This proposal seeks permission for an extension to an existing caravan park. Should Members approve the application, conditions are recommended which would restrict the occupancy of the application site to that of holiday use only with no permanent residential occupancy.
- 6.25 The final paragraph of the parish council's consultation response outlines: *"certain conditions were put onto original application and some have since been removed. It is felt that if they were deemed necessary at the start, they should have been adhered to before any further development was implemented"*. No specific details have been provided, however; Members will be aware that Condition 7 of the original permission relating to foul drainage was removed earlier this year in consultation with the relevant

regulatory bodies as it was deemed unnecessary (application reference 19/0670).

Conclusion

- 6.26 In overall terms, the principle of development is acceptable. The location, scale and design of the development is appropriate to the character of the area with adequate access/parking achievable and would not lead to an increase in traffic levels beyond the capacity of the surrounding local highway network. Any perceived visual impact from public viewpoints would be mitigated through the reinforcement of the existing hedgerows with further planting proposed within the application site. Given the existing use of the site together with the distance from those residential properties out with the site it is unlikely that the development would have a significant detrimental impact on the living conditions of the occupiers of those properties through intensification of use or unacceptable noise and disturbance. Compliance with pre-commencement conditions in respect of foul and surface water drainage schemes would ensure adequate drainage facilities to serve the proposed development. Enhanced planting and the formation of water features also would provide an opportunity for net biodiversity gain.
- 6.27 Accordingly, the proposals accords with the objectives of the NPPF, PPG and relevant local plan policies and the application is recommended for approval.

7. Planning History

- 7.1 In 1984, full planning permission was granted for renewal of temporary permission for siting of 15 residential caravans (application reference 84/0826).
- 7.2 In 2016, full planning permission was granted for proposed reconfiguration of existing caravan park to allow siting of 37no. holiday static units (inclusive of 15no. residential units), 27no. touring pitches and 20no. tent pitches including associated landscaping (application reference 16/0625).
- 7.3 In 2017, an application for the variation of condition 2 of previously approved permission 16/0625 to revise location and details of package treatment plant was granted (application reference 17/0075).
- 7.4 Also in 2017, full planning permission was refused for variation of conditions 3 (the total number of permanent residential units to be stationed on the site at any one time shall not exceed 37no. plus 27no. touring caravan pitches and 20no. tent pitches) and condition 5 (the touring caravan pitches and tent pitches shall be used solely for holiday use and shall not be occupied as permanent accommodation) of previously approved planning permission 16/0625 (application reference 17/0094). A subsequent appeal was dismissed.
- 7.5 In 2018, advertisement consent was granted for a non-illuminated freestanding sign (application reference 18/0522).

- 7.6 Also in 2018, a variation of condition application was granted for reconfiguration of existing caravan park without compliance with conditions 2 & 3 imposed by planning permission 17/0075 to enable one of the approved holiday caravans to be occupied as a permanent residential unit following removal of unit 6 and the siting of a show holiday caravan (application reference 18/1139).
- 7.7 In 2019, a variation of condition application was granted for reconfiguration of existing caravan park without compliance with conditions 2 & 3 imposed by planning permission 18/1139 to secure flexibility regarding the size and position of the holiday caravans to be accommodated on the caravan park; to make modifications to the alignment of the northern extent of the eastern boundary of the site and to increase the approved number of holiday caravans from 21 units to 29 units (application reference 19/0360).
- 7.8 Earlier this year, an application for the removal of condition 7 of previously approved application 19/0360 for the requirement to install a package treatment plant to facilitate the increased number of pitches was approved (application reference 19/0670).
- 7.9 Again this year, an application for the variation of condition 1 (approved documents) of previously approved application 19/0670 to amend the approved site layout plan to provide flexibility in relation to the siting of the 15 permanent residential units was approved (application 20/0186).

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 13th May 2020;
 2. the site location plan received 13th May 2020 (Drawing No. GMCC/SLP 1 Rev A);
 3. the proposed block plan received 21st May 2020 (Drawing No. GMCC/PHASE 2 / SBP2 Rev B);
 4. the proposed site block plan received 13th May 2020 (Drawing No. GMCC/PHASE 2 /SBP2 Rev A);
 5. the Notice of Decision;
 6. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

3. Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions (inclusive of how the scheme shall be managed after completion) shall be submitted to and approved in writing by the Local Planning Authority.

The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards and unless otherwise agreed in writing by the local planning authority, no surface water shall discharge to the public sewerage system either directly or indirectly.

Reason: To promote sustainable development, secure proper drainage and to manage the risk, of flooding and pollution in accordance with the National Planning Policy Framework and Policies CC4, CC5 and CM5 of the Carlisle District Local Plan 2015-2030.

4. Notwithstanding the submitted foul drainage details contained in the HiPAF Packaged Treatments Plants document together with foul drainage details annotated on drawing numbers GMCC / PHASE 2 / SBP2 Rev A and GMCC / PHASE 2 / SBP2 Rev B full details of a foul drainage scheme to serve the development shall be submitted to and approved in writing by the local planning authority prior to the commencement of any development. Thereafter, the development shall be undertaken in strict accordance with the approved details.

Reason: To ensure that the development is served by an adequate method for the disposal of foul drainage in accordance with Policies IP6 and CM5 of the Carlisle District Local Plan 2015-2030.

5. The total number of static units to be stationed within the application site at any one time shall not exceed 25no. The total number of tent pitches/touring pitches shall not exceed 20no. and 27no. respectively.

Reason: For the avoidance of doubt.

6. The static holiday units, touring caravan pitches and tent pitches shall be used solely for holiday use and shall not be occupied as permanent accommodation.

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

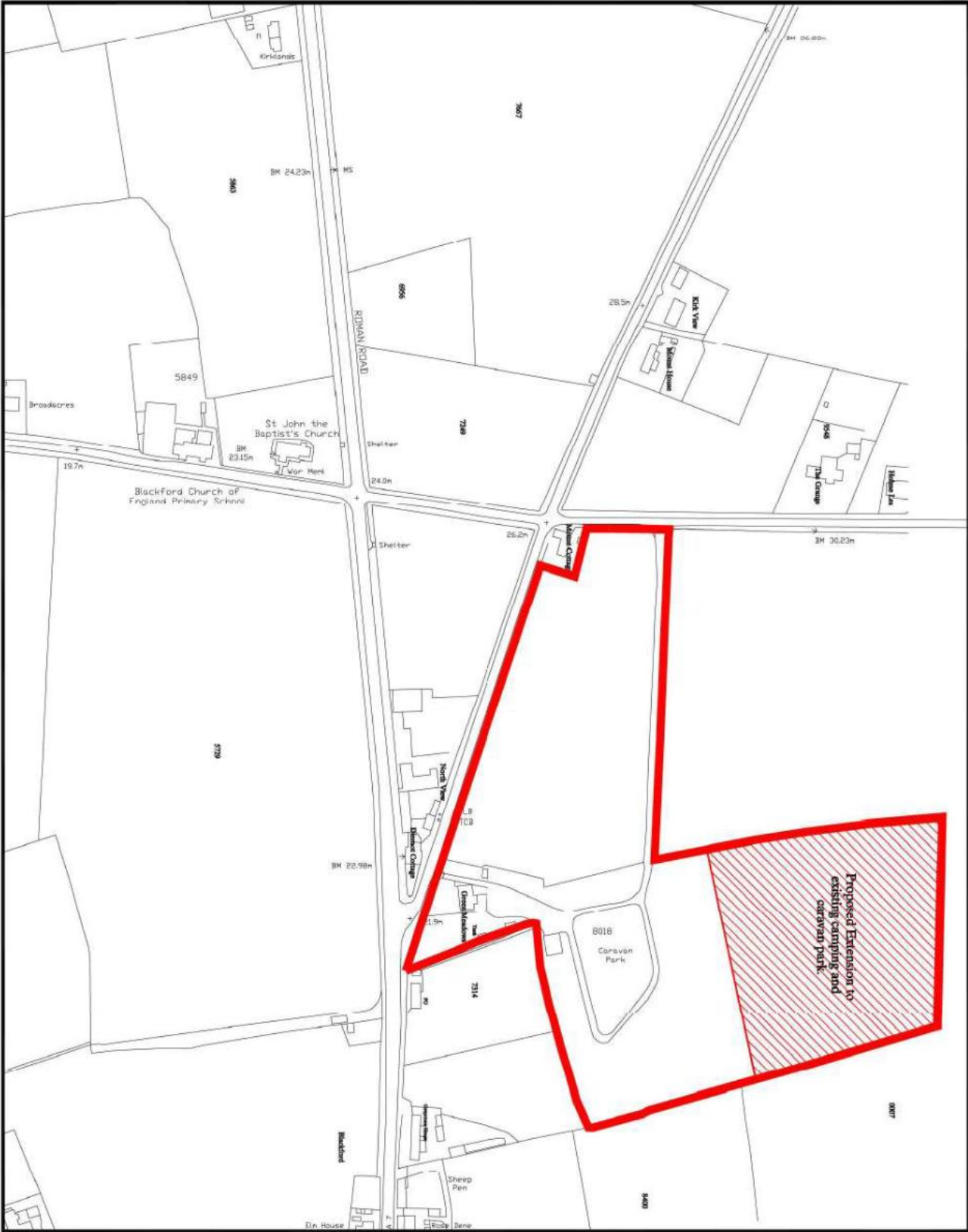
7. The static holiday units shall not exceed 12.2 metres by 6.1 metres in size or be positioned closer than 6 metres from one another unless otherwise agreed in writing by the local planning authority.

Reason: For the avoidance of doubt.

8. The landscaping scheme hereby approved shall not be carried out otherwise than in complete accordance with the details as illustrated on drawing no. GMCC / PHASE 2 / SBP2 Rev A received 13th May 2020. The landscaping works shall be carried out in the first planting and seeding season following the occupation of the first static holiday unit 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 accordance with Policy GI6 of the Carlisle District Local Plan 2015-2030.

Rev.	Date	Description
A	12 / 05 / 20	Original Issue



SITE LOCATION PLAN

Drawn By	S.G
Scale	1:2500 @ A3
Date	12th May 2020
Drawing No	GMCC/SLP 1 Rev A



EXISTING SITE BLOCK PLAN

Green Meadows Country Park, Blackford, Carlisle, Cumbria, CA6 4EA.

Drawn By	G.T
Scale	1:500 @ A2
Date	12th May 2020
Drawing No	GMCC / PHASE 2 / SBP1
Rev	Rev B

B	19 / 05 / 20	Drawing resized A2 @ Scale 1:500
A	12 / 05 / 20	Amended
Rev.	Date	Description

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EXISTING SITE BLOCK PLAN

Green Meadows Country Park, Blackford, Carlisle, Cumbria, CA6 4EA.		Drawn By	G.T
		Scale	1:1000 @ A3
		Date	12th May 2020
		Drawing No	GMCC / PHASE 2 / SBP1
		Rev	Rev A
Rev.	Date		Description
	A 12 / 05 / 20		Amended

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PROPOSED SITE BLOCK PLAN

Green Meadows Country Park, Blackford, Carlisle, Cumbria, CA6 4EA.		Drawn By	G.T
Rev.	A	Scale	1:1000 @ A3
		Date	12th May 2020
		Drawing No	GMCC / PHASE 2 / SBP2
			Rev A