

<b>APPLICATION NO</b>	<b>PA/2014/1098</b>
<b>APPLICANT</b>	Mr G Canham
<b>DEVELOPMENT</b>	Planning permission to retain the change of use of land for siting of five touring caravans, one static and two portacabins, and site a further six touring caravans and polytunnel in connection with private camp site/eco project
<b>LOCATION</b>	Opposite Springfield, Ferry Road, Goxhill, DN19 7JY
<b>PARISH</b>	Goxhill
<b>WARD</b>	Ferry
<b>CASE OFFICER</b>	Andrew Law
<b>SUMMARY RECOMMENDATION</b>	<b>Refuse permission</b>
<b>REASONS FOR REFERENCE TO COMMITTEE</b>	Third party request to address the committee Significant public interest

## **POLICIES**

**National Planning Policy Framework:** Paragraph 28 states 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.

Paragraph 56 states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Paragraph 64 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Paragraph 100 states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.

**North Lincolnshire Local Plan:** Policy DS1 (General Requirements)

Policy RD2 (Development in the Open Countryside)

Policy T1 (Location of Development)

Policy T2 (Access to Development)

Policy R12 (New Caravan and Camping Facilities)

**North Lincolnshire Core Strategy:** Policy CS1 (Spatial Strategy for North Lincolnshire)

Policy CS2 (Delivering More Sustainable Development)

Policy CS3 (Development Limits)

Policy CS5 (Delivering Quality Design in North Lincolnshire)

Policy CS16 (North Lincolnshire's Landscape, Greenspace and Waterscape)

## **CONSULTATIONS**

**Highways:** No objection subject to conditions.

**Historic Environment Record:** The proposal does not adversely affect any heritage assets or their settings.

**Ecology:** Extended phase 1 habitat survey should be carried out and submitted before the application is determined. If permission is ultimately granted, there will be a need to secure biodiversity enhancements in accordance with the National Planning Policy Framework.

**Environmental Health:** Noise from generators or other plant has the potential to cause a noise nuisance to local residents. Recommend a condition should planning permission be approved.

**Environment Agency:** The site is located in Flood Zone 3 and is shown by hazard mapping to flood in case of a breach in the defences. Should permission be granted, it would be necessary to restrict the occupancy of the caravans via condition.

## **PARISH COUNCIL**

Object to the proposal on the grounds that the site is located in the open countryside and therefore the development is considered inappropriate in the open countryside. It is not essential to agriculture or forestry.

## **PUBLICITY**

Neighbouring properties have been notified by letter, and press and site notices posted. Letters of objection have been received on the following grounds:

- the access and additional traffic will be dangerous, particularly as traffic associated with the River Humber Pipeline set to start in 2016 will use Ferry Road and the access is opposite the access of an operational farm
- Ferry Road is already used by HGVs to access the tile yard
- structures on site are in a state of disrepair and are not sympathetic to the landscape
- the proposed weekend festivals would harm the countryside in this location
- the operations on site resulted in noise and disturbance from music, lights and a generator and smoke from bonfires late into the night
- noise pollution from the 'mystical offerings annual event' and other 'festivals' that may be hosted

- who will be responsible for cleaning up after the festivals and events?
- diesel fumes from generator
- bonfires within the field raise doubts over site management and the claim of an eco-friendly site
- disturbance from operations on site are clearly going to affect the bird and animal wildlife population in the area, rather than improve it
- potential cost to emergency services
- it is unclear whether the proposal is for a private members caravan site or a commercial business
- the site is located within flood zone 3
- the site has a high water table, often being underwater during periods of heavy rain and the field is an identified flood plain for the village
- risk of water contamination from the proposed septic tank and composting toilets
- the proposal could result in neighbouring properties being flooded
- the proposed activities and festivals could result in 300+ people being on site at any one time; the infrastructure and village amenities cannot cope with this
- potential for the site to grow and evolve into a serious problem for the area
- devaluation of property.

## **ASSESSMENT**

The application site is a piece of agricultural land located on the outskirts of Goxhill. The site is located outside the defined development boundary for the settlement and as such is located in the open countryside for the purposes of planning. The site is bounded by residential properties to the south and west and by open fields to the north and east. There is an existing agricultural building that sits within the boundary of the site and a small pumping station in the north-eastern corner.

This application seeks planning permission to retain the change of use of the land for the siting of five touring caravans, one static caravan and two portacabins which have been brought onto site without consent and to site a further six touring caravans and a polytunnel in connection with a private campsite and eco-project.

**The main issues to consider in the determination of this application are whether the establishment of a new, private, campsite in this location is acceptable in principle, whether the development would have a detrimental impact on the character and appearance of the countryside, residential amenity or highway safety, and flood risk.**

## **Principle**

The most relevant development plan policy in the determination of this application is policy R12 of the North Lincolnshire Local Plan. Policy R12 sets out the council's approach to new camping and caravan facilities. This policy states that new caravan sites will be permitted provided that they are closely associated with existing and proposed recreational and tourist attractions and are of an appropriate scale for the attraction, the site can be suitably screened, and any built development is restricted to those essential facilities which are required to service the site.

The proposed campsite is for private members only and the caravans are not available as holiday let accommodation. The applicant has confirmed that the campsite will be used by private members in association with an eco-project, which essentially entails the management of a small area of agricultural land directly adjacent the campsite. Therefore neither the campsite, nor the associated land and eco-project, is open to members of the general public throughout the year at present. The applicant has confirmed that their eco-group currently consists of 140 members, ranging from children to retired people, with their stated aim to conserve and develop the site as naturally as possible. The proposed campsite will be used exclusively by members of this group. The applicant has expressed an intention to hold mystic festivals on the site; however, should these festivals take place, they will be over a short period of time and visitors would be expected to either arrange or bring their own accommodation. The applicant has also stated an intention to open the site up to more people in the future with potential for a farm shop and nature trails etc; however the proposed campsite and structures are for the use of private members and do not provide tourist/visitor accommodation. For these reasons it is considered that the proposed campsite and associated structures are not closely associated with an existing or proposed recreational or tourist attraction. As such the proposed development does not comply with the provisions of policy R12 and is unacceptable in principle.

## **Visual impact**

The site is located in the open countryside where development is strictly controlled. Policy RD2 of the North Lincolnshire Local Plan sets out the council's approach to development in the open countryside. This policy states that new development in the countryside should not be detrimental to the character or appearance of the open countryside or a nearby settlement in terms of siting, scale, massing, design and use of materials. This site has particular importance visually as it sits on the very edge of the main body of the settlement and as such forms the boundary between Goxhill and the open countryside.

Existing screening runs along the western (Ferry Road) boundary of the site. This existing planting does provide reasonable screening of the site, particularly during summer months. Due to the deciduous nature of much of this planting, it will provide a lesser degree of screening during autumn and winter months. The northern boundary is relatively open and views into the site from Ferry Road to the north are possible; from this vantage point the site sits behind a small pumping station compound. The southern boundary of the site is also more open with views into the site from the adjacent residential property; however the existing agricultural building within the site does screen a large part of the campsite from the south.

The existing caravans that have been brought onto site are touring caravans that are at the end of touring use and are a mix of size, design and colours. The other portable structures are similarly a mix of different design and colour; this includes a catering trailer and two

portable office buildings. Due to the age and disparate nature of the structures, the campsite as a whole has a disjointed and dilapidated appearance. Limited detail has been provided with regard to the additional caravans proposed; however it is likely that the new caravans will be similar end-of-life caravans. For these reasons the proposed campsite has a detrimental impact on the character and appearance of the open countryside contrary to policy RD2 of the North Lincolnshire Local Plan. Whilst existing screening will provide some mitigation of this impact it is considered that the proposed development would have an unacceptable impact on the open countryside.

### **Residential amenity**

The proposed campsite use does have the potential to result in noise and disturbance to neighbouring residential properties as a result of generators and other mobile plant being used on site. The council's Environmental Health department has been consulted and has recommended a condition requiring details of all mobile plant to be submitted to and agreed by the local planning authority prior to its installation. This condition will allow the local planning authority to control what equipment is brought onto site, paying particular regard to its noise levels. Subject to this condition Environmental Health has raised no objection to the application and is of the opinion that residential amenity will be adequately protected.

### **Highway safety**

The site is accessed via an existing entrance from Ferry Road in the south-western corner of the site. The proposed use is not anticipated to generate significant levels of vehicle movements. The council's highways department has been consulted on the application and has raised no objection to the proposed development subject to a condition requiring the access point to be improved. Subject to this condition it is considered that the development will not have an unacceptable impact on highway safety along Ferry Road.

### **Ecology**

The council's ecologist has suggested that prior to the application being determined and extended Phase 1 habitat survey should be carried out. The results of this survey may reveal the need for more detailed protected or priority species or habitat surveys. Should permission ultimately be granted there would be a need to secure biodiversity enhancements via a planning condition.

### **Flood risk**

The application site is located within Flood Zone 3 of both the Environment Agency's flood maps and the Strategic Flood Risk Assessment for North Lincolnshire. Therefore the site is located in an area at high risk of flooding. The Environment Agency has raised no objection to the development on the basis that the caravans are not proposed for permanent occupation. However, they have stated that, should permission be granted, there would be a need to restrict the occupation of the caravans by condition to prevent permanent occupation and occupation during winter months when the risk of tidal flooding is greatest.

### **Conclusion**

It is considered that the proposed caravan site is not closely associated with any existing or proposed tourist attraction that would warrant its existence in this location within the open countryside. The caravans are to be used by private members and this need could be met by existing accommodation and/or caravan and camping facilities in the wider area. For

these reasons the proposed development is contrary to policy R12 of the North Lincolnshire Local Plan.

Furthermore, the caravans and associated structures have a detrimental impact on the character and appearance of the open countryside as a result of their siting and appearance, contrary to policy RD2 of the North Lincolnshire Local Plan.

Finally, insufficient information has been provided to demonstrate that the development will not be harmful to protected or priority species.

**RECOMMENDATION      Refuse permission for the following reasons:**

1.

It is considered that the proposed caravan site is not closely associated with any existing or proposed tourist attraction that would warrant its existence in this location within the open countryside. The caravans are to be used by private members and this need could be met by existing accommodation and/or caravan and camping facilities in the wider area. For these reasons the proposed development is contrary to policy R12 of the North Lincolnshire Local Plan.

2.

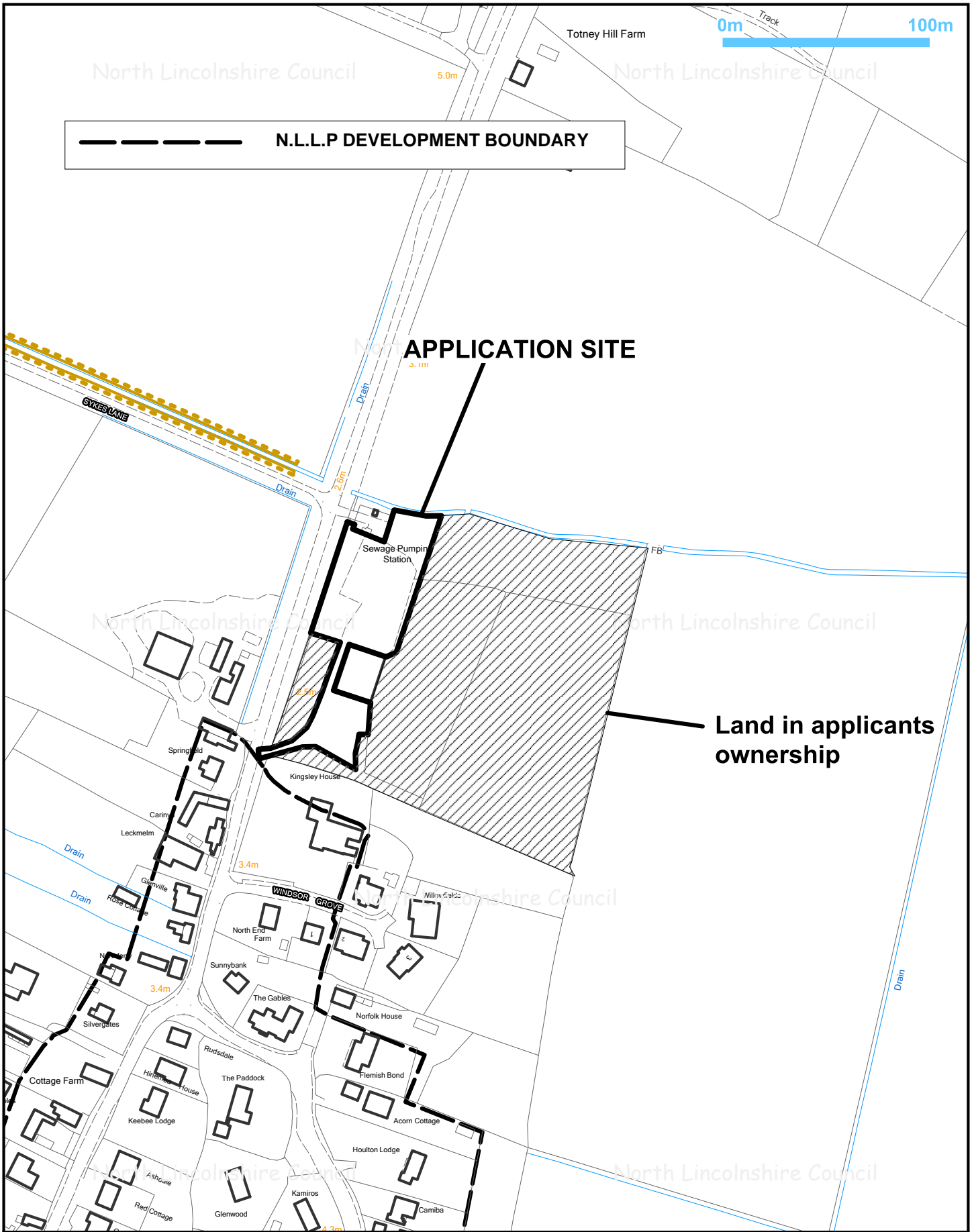
The proposed development would have a detrimental impact on the character and appearance of the open countryside and as such is contrary to policy RD2 of the North Lincolnshire Local Plan.

3.

Insufficient information has been provided to demonstrate that the development will not be harmful to protected or priority species. Therefore the development is contrary to policies LC5 of the North Lincolnshire Local Plan and CS17 of the North Lincolnshire Core Strategy.

**Informative**

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraphs 186 and 187 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



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**Director of Places**  
**Peter Williams**  
BSc,DMS,CEng,MEI,MCMI,AMIMechE

PA/2014/1098 Proposed Layout - Not to scale

