

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

6 June 2012

AUTHOR/S: Planning and New Communities Director

S/2587/11 – GREAT SHELFORD
Extension to Seasonal Opening Times of Camping and Caravan Site,
Extension to Reception Block, Internal Access Roads and Hardstandings,
Entrance and Exit Barriers, and Motorhome Service Point
at 19 Cabbage Moor
for The Camping and Caravanning Club

Recommendation: Approval

Date for Determination: 9 May 2012

Notes:

This application has been reported to the Planning Committee for determination as it is a major application and Great Shelford Parish Council has concerns on material planning grounds.

To be presented to the Committee by Karen Pell-Coggins

Site and Proposal

1. The site is located outside the Great Shelford village framework and within the Green Belt and countryside. It measures 5.9 hectares in area and is currently used as a touring caravan and camp site (120 pitches). There is reception block and car park to the west of the site at the entrance from Cabbage Moor. Two caravans are situated on hardstandings adjacent and surrounded by post and rail fencing. A central hard surfaced access leads to an amenity and facilities building to the east. A small play area lies to the north. There are five gravel hardstandings to the south of the access. The remaining area comprises open grassland. The boundaries of the site have a mixture of trees, hedges and high fences. There is no limit imposed by planning condition on the number of pitches, the site having been established as a touring site in excess of 10 years. The site lies within flood zones 2 and 3 (medium and high risk).
2. Cabbage Moor is a narrow private road off Cambridge Road (A1301) that has a speed limit of 40 miles per hour. It serves the site and residential development that is situated to the west. Hobson's Brook runs along the eastern boundary with open agricultural land beyond. The Clay Farm development is located to the north. Open meadow land lies to the south.
3. This full planning application, received 16 January 2012, as amended, proposes an extension to the seasonal opening times for the caravan and camp site from 16th February in one year until the 5th January the following year, the provision of internal access roads and 65 additional hardstandings, the installation of new site access and egress barriers, the provision of a motorhome service point, and an extension to the reception block.

Planning History

4. **S/1485/05/F** Appeal dismissed for change of use of land for siting of 15 static caravans on the grounds of inappropriate development in the Green Belt as a result of encroachment into the countryside and a loss of openness.
5. **S/1991/88/O** Planning permission refused for offices for the national headquarters of The Camping and Caravan Club on the grounds of the location of the site in the countryside, the offices not being used as a local service, and neighbour amenity due to the increase in traffic generation.
6. **S/0432/78/F** Planning permission granted for construction of a lavatory building, warden's office/shop, 5 service points and access road.
7. **S/1174/74/F** Temporary planning permission for three years granted for siting of 50 touring caravans. The consent was limited to seasonal use between 1st April and 31st October in the year.
8. **S/0847/74/D** Planning permission refused for use of land for overnight parking of 5 touring caravans on the grounds of neighbour amenity due to the increase in traffic generation.
9. **S/1338/73/D** Temporary planning permission for one year granted for extension of caravan site for 25 extra caravans. The consent was limited to seasonal use between 1st April and 31st October in the year.
10. **S/0411/73/D** Planning permission refused for increase of site for 20 additional touring caravans on the grounds of neighbour amenity due to the increase in traffic generation.
11. **S/0809/72/D** Temporary planning permission granted for two years for continued use of land as caravan site. The number of caravans was limited to three.
12. **S/0887/71/D** Temporary planning permission granted for two years for a caravan site for 15 touring caravans over the winter months (November to March).
13. **S/0667/69/D** Temporary planning permission granted for five years for use of land for touring caravans and camping. The consent was limited to seasonal use between 1st April and 31st October in the year.
14. **S/0120/64/D** Planning permission refused for use as a camping and caravan site on the grounds of the location of the site in the Green Belt.

Planning Policy

15. National Planning Policy Framework (NPPF), 2012

South Cambridgeshire Local Development Framework (LDF) Core Strategy DPD, adopted 2007:

ST/1 Green Belt
ST/4 Rural Centre

South Cambridgeshire Local Development Framework (LDF) Development Control Policies DPD, adopted 2007:

DP/1 Sustainable Development
DP/2 Design of New Development
DP/3 Development Criteria

DP/7 Development Frameworks
GB/1 Development in the Green Belt
GB/2 Mitigating the Impact of Development in the Green Belt
GB/5 Recreation in the Green Belt
ET/10 Tourist Facilities and Visitor Accommodation
NE/1 Energy Efficiency
NE/4 Landscape Character Areas
NE/6 Biodiversity
NE/11 Flood Risk
CH/2 Archaeological Sites
TR/1 Planning for More Sustainable Travel
TR/2 Car and Cycle Parking Standards

South Cambridgeshire LDF Supplementary Planning Documents (SPD):

Landscape in New Developments SPD - Adopted March 2010

Trees & Development Sites SPD - Adopted January 2009

District Design Guide SPD - Adopted March 2010

Consultation by South Cambridgeshire District Council as Local Planning Authority

Responses to Original Application and Additional Information

16. **Great Shelford Parish Council** – Makes no recommendation but has the following comments: -
“We can understand why the applicants should wish to install hardstandings and improve facilities to cater for motorhomes as compared to campers but we do have concerns that the hardstandings may allow permanent residential use on the site and as the site will only be closed for 6 weeks it will be difficult to police. If the application is approved, conditions in accordance with ET/10(2) should be imposed and enforced so that the site is solely for recreation/holiday use. The views of the existing residents of Cabbage Moor who will be affected by more than 4 months of additional traffic in what is a very narrow road should be taken into account and considerable weight should be given to their views with regard to the proposed increase in opening hours.”
17. **Local Highways Authority** – Comments that the proposal would not have a significant adverse effect upon the public highway.
18. **Environment Agency** – Comments that the Flood Risk Assessment (FRA) has been reviewed and the topographic survey used as the basis for the assessment is to an arbitrary datum and the flood level for the site has been interpolated from our indicative flood zone maps that in normal circumstances would not be appropriate to use in such a way. However, the information used in the best available and does provide a relative assessment of flood risk from Hobson’s Brook. Therefore, the FRA is considered acceptable subject to conditions in relation to the development being carried out in accordance with the FRA including specific mitigation measures and a scheme for the provision and implementation of foul water drainage as no details have been submitted to date. Also requests various informatives.
19. **Environmental Health Officer** – Has no adverse comments in relation to noise and environmental pollution but suggests that the applicant is reminded that if planning permission were granted, then an application for the amendment of the site license will be required with all new hardstandings and associated touring units requiring compliance with the accompanying site license conditions.
20. **Conservation Officer** – Comments that the development would not affect the setting of a Listed Building or Conservation Area but would affect the setting of a Scheduled

Ancient Monument and defers to English Heritage and County Archaeology for guidance.

21. **English Heritage** – Comments that the site is adjacent land designated as a Scheduled Ancient Monument and that the proposal would not have a direct impact upon the heritage asset or be unduly harmful to its setting. Advises that the development may have an impact upon non- designated assets and advises that County Archaeology should be consulted as a condition may be required in relation to the recording of impact upon the non-designated assets.
22. **County Archaeology** – Comments that it is unlikely that the proposed development would have a significant impact on sub surface archaeological remains. We would have no objection to the proposed development and do not consider archaeological works to be necessary in response to the proposals. Recommends that the views of English Heritage are sought regarding the impact of the proposed development on the setting of this designated heritage asset.
23. **Trees and Landscapes Officer** – Has no objections. The trees are on the boundary and are not afforded any statutory protection. The proposal should not compromise the trees.
24. **Landscape Design Officer** – Comments are awaited.

Representations by members of the public

25. Six letters of representation have been received from residents of Cabbage Moor that object to the application on the following grounds: -
 - i) Highway safety- increase in traffic from increased opening hours, narrow access with inadequate space for two large vehicles to pass, greater risk of accidents when slow moving large vehicles enter/exit the busy and fast moving Cambridge Road, unadopted private road with no lighting, pavements or drainage that is not designed for such use, damage to road.
 - ii) Use- inappropriate development in the Green Belt, loss of openness, visual impact, change to rural nature of area, more permanent use over the majority of the year, use for residential purposes rather than leisure use, density of site, scale of extension to reception block, need for the hardstandings, precedent.
 - iii) Neighbour amenity- noise and disturbance, overlooking from higher vehicles, closer proximity to residential properties, odour from vehicle fumes, seasonal screening, views.
 - iv) Other matters- No consultation with residents, not a local business.

Planning Comments – Key Issues

26. The key issues to consider in the determination of this application are whether the proposal would represent appropriate development in the Green Belt, whether the proposal would cause any other harm in terms of its impact upon the character and appearance of the area, highway safety, the amenities of neighbours, flood risk, tree and landscaping, the setting of the adjacent ancient monument, and a site of archaeological interest.

Principle of Development in Green Belt

27. Paragraph 87 of the National Planning Policy Framework states that inappropriate development is by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

28. Paragraph 89 states that new buildings are regarded as inappropriate development. However, exceptions to this are the provision of appropriate facilities for outdoor recreation, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it and the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building.
29. Paragraph 90 further states that certain other forms of development are also not inappropriate in Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt. These include uses and engineering operations.
30. The site is an established touring caravan and camp site. The proposed extension to the current seasonal opening times of the site from 1st March to 31st October in the same year (9 months) to 16th February in one year until the 5th January the following year (10.5 months) is not considered to represent inappropriate development in the Green Belt. The proposal would not result in further encroachment to the Green Belt given that the site is already used for such purposes and the siting of the caravans and tents on the land for a further 2½ months is not considered to harm the openness of the Green Belt given the likely low key use of the site over the winter months for recreational purposes.
31. The proposed addition to the reception block is not considered to represent inappropriate development in the Green Belt given it would provide essential facilities in connection with the outdoor recreational use of the surrounding land as a touring caravan and camp site. The proposal would not result in further encroachment to the Green Belt given that the site is already used for such purposes and the extension is not considered result in disproportionate additions to the original building that would harm the openness or rural character of the Green Belt given the limited footprint, subservient scale, and single storey height.
32. The proposed engineering and other works in terms of the internal access roads, hardstandings, barriers and motor home service point are not considered to represent inappropriate development in the Green Belt. These developments would not result in further encroachment to the Green Belt given that the site is already used for such purposes and ancillary structures and engineering works would not harm the openness or rural character of the Green Belt given their limited scale.

Character and Appearance of the Area

33. The proposal is not considered to result in other harm to the visual amenity of the Green Belt given the existing use of the land, the scale of the proposals, the limited visibility of the works from public viewpoints, and the presence of built development on two sides of the site.

Highway Safety

34. The development is not considered to be detrimental to highway safety. Whilst it is acknowledged that the traffic generated from the extension to the seasonal opening times would increase the use of Cabbage Moor to access the site during the winter months, this is likely to be either lower in number or the same as the traffic generation from the existing use of the site during the summer months. The Local Highways Authority has not therefore raised an objection. It should be noted that there would be no increase in the number of pitches that would result in an increase in traffic generation or different sized vehicles using the narrow access via Cabbage Moor to the existing situation in the summer months.

Neighbour Amenity

35. The nearest residential properties to the site are located within Cabbage Moor. The proposal is not considered to result in an unacceptable rise in the level of noise and disturbance in the area that would adversely affect the amenities of neighbours as the nature of the use would not change, the number of pitches on the site would not increase, and there is likely to be a lower level of occupancy than in the summer months. The formalisation of the layout through the introduction of hardstandings is not considered to increase noise levels or overlooking to the neighbor at No. 17 Cabbage Moor as the nearest plot is situated 15 metres from the boundary of that property and 20 metres from the dwelling. This is considered an acceptable relationship. It should also be noted that the existing informal layout could result in vehicles being located at a closer proximity to neighbors during the summer months.

Flood Risk

36. Potential sources of flooding that may affect the site are from Hobson's Brook along the eastern boundary, a drainage channel on the northern boundary, and surface water on the site during periods of high rainfall. The site has not flooded historically and only a small proportion of the site (0.82 of a hectare) would be susceptible to a water depth of 2500mm during a 1 in 100 year flood event from Hobson's Brook. The remainder of the land (5.1 hectares) that is above 49.25 metres AOD would remain dry. The development is not therefore considered to increase the risk of flooding to the site and surrounding area subject to a condition to ensure that the development is carried out in accordance with the Flood Risk Assessment dated March 2012 and the mitigation measures outlined within that document.

Trees and Landscaping

37. The proposal would retain all existing trees and landscaping on the site. This would protect the rural character and appearance of the area.

Ancient Monument

38. The proposal is not considered to harm the setting of the adjacent ancient monument due to the existing use of the site, the limited scale of the development, and the location of the development a significant distance from the heritage asset beyond Hobson's Brook and established landscaping belts along the eastern and southern site boundaries.

Other Matters

39. A condition would be attached to any consent to agree the method of foul water drainage.
40. Whether the campsite is a local business is not a planning consideration in the determination of this application.
41. Damage to the road is a legal matter between the parties that have ownership and use of the road.

Conclusion

42. Having regard to applicable national and local planning policies, and having taken all relevant material considerations into account, it is considered that planning permission should be granted in this instance.

Recommendation

43. Approval as amended by additional information and Flood Risk Assessment dated 5 April 2012. The following conditions and informatives are suggested: -

Conditions

- i) The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.
(Reason - To ensure that consideration of any future application for development in the area will not be prejudiced by permissions for development, which have not been acted upon.)
- ii) The development hereby permitted shall be carried out in accordance with the following approved plans: Drawing numbers CAM 010, CAM 012, CAM 013 Revision A, CAM 014, STAND 013, STAND 015, and STAND 017.
(Reason – To facilitate any future application to the Local Planning Authority under Section 73 of the Town and Country Planning Act 1990)
- iii) The site shall not be used other than as a touring caravan and camp site and shall not be occupied by caravans used either for seasonal use or permanent residential accommodation.
(Reason - To ensure the development is appropriate in the Green Belt and to minimise the visual impact upon the area of permanently stationed caravans or mobile homes in accordance with Policy ET/10 of the adopted Local Development Framework 2007.)
- iv) No caravan shall remain on the site between 5th January and 16th February in any year.
(Reason - To ensure that the site is retained for tourist use only in accordance with Policy ET/10 of the adopted Local Development Framework 2007.)
- v) Details of the materials to be used in the external construction of the development, hereby permitted, shall follow the specifications as stated on the planning application form and shown on the approved drawings unless otherwise approved in writing by the Local Planning Authority.
(Reason - To ensure the development is in keeping with the character and appearance of the area in accordance with Policy DP/2 of the adopted Local Development Framework 2007.)
- vi) The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) compiled by Enzygo Ltd, dated March 2012, entitled Cabbage Moor Holiday Park and the following mitigation measures detailed within the FRA:
Limiting the surface water run-off generated by the 1 in 100 year critical storm including a 30% allowance for climate change so that it will not exceed the run-off from the existing site and not increase the risk of flooding off-site.
(Reason -To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site in accordance with Policy NE/11 of the adopted Local Development Framework 2007.)
- vii) Prior to the commencement of any development, a scheme for the provision and implementation of foul water drainage shall be submitted and agreed in writing with the Local Authority. The works/scheme shall be constructed and completed in accordance with the approved plans/specification at such time(s) as may be specified in the approved scheme.

(Reason - To prevent the increased risk of pollution to the water environment and to ensure a satisfactory method of foul water drainage in accordance with Policy NE/10 of the adopted Local Development Framework 2007.)

- viii) During the period of construction, no power operated machinery shall be operated on the site before 0800 hours and after 1800 hours on weekdays and before 0800 hours and after 1300 hours on Saturdays, nor at any time on Sundays and Bank Holidays, unless otherwise previously agreed in writing with the Local Planning Authority.
(Reason - To minimise noise disturbance for adjoining residents in accordance with Policy NE/15 of the adopted Local Development Framework 2007.)
- viii) No external lighting shall be provided or installed within the site other than in accordance with a scheme which has been submitted to and approved in writing by the Local Planning Authority.
(Reason - To minimise the effects of light pollution on the surrounding area in accordance with Policy NE/14 of the adopted Local Development Framework 2007.)

Informatives

- i) An application for an amendment to the site license may be required with all new hardstandings and associated touring units requiring compliance with the site licensing conditions.
- ii) The Environment Agency does not normally comment on or approve the adequacy of flood emergency response procedures accompanying development proposals, as we do not carry out these roles during a flood. Our involvement with this development during an emergency will be limited to delivering flood warnings to occupants/users covered by our flood warning network.
- iii) The Technical Guide to the National Planning Policy Framework (paragraph 9) states that those proposing developments should take advice from the emergency services when producing an evacuation plan for the development.
- iv) In all circumstances where warning and emergency response is fundamental to managing flood risk, we advise local planning authorities to formally consider the emergency planning and rescue implications of new development in making their decisions.
- v) Hobson's Brook at this location is 'Awarded' to South Cambridgeshire District Council for maintenance. We strongly recommend that you discuss any buffer distance that they may require with the SCDC's Drainage Engineer Mr. Pat Matthews. Direct e-mail pat.matthews@scamb.gov.uk
- vi) The applicant's attention is drawn to DETR Circular 03/99 which requires an applicant to demonstrate that a connection to the public foul sewer is not available. In the eventuality of a connection to the public foul water sewer not being available, the suitability of any non-mains sewerage systems, particularly those incorporating septic tanks, must be effectively demonstrated by the applicant to the satisfaction of the Local Planning Authority.
- vii) The above detail must be submitted with any subsequent foul water drainage submission.

- viii) Any 'non mains' foul water drainage system may require the prior written Consent of the Agency under the term of the Water Resources Act 1991. Such consent may not be forthcoming.
- ix) Foul drainage from the proposed development should be discharged to the public foul sewer unless it can be satisfactorily demonstrated that a connection is not reasonably available.
- x) Anglian Water Services Ltd. should be consulted by the Local Planning Authority and be requested to demonstrate that the sewerage and sewage disposal systems serving the development have sufficient capacity to accommodate the additional flows, generated as a result of the development, without causing pollution or flooding. If there is not capacity in either of the sewers, the Agency must be reconsulted with alternative methods of disposal.
- xi) All surface water from roofs shall be piped direct to an approved surface water system using sealed downpipes. Open gullies should not be used.
- xii) Only clean, uncontaminated surface water should be discharged to any soakaway, watercourse or surface water sewer.
- xiii) Site operators should ensure that there is no possibility of contaminated water entering and polluting surface or underground waters.

Background Papers: the following background papers were used in the preparation of this report:

- South Cambridgeshire Local Development Framework Core Strategy DPD 2007
- South Cambridgeshire Local Development Framework Development Control Policies DPD 2007
- South Cambridgeshire Local Development Framework Supplementary Planning Documents: Trees & Development Sites, Landscape in New Developments, and District Design Guide
- National Planning Policy Framework
- Planning File References: S/2587/11, S/1485/05/F, S/1991/88/O, S/0432/78/F, S/1174/74/F, S/0847/74/D, S/1338/73/D, S/0411/73/D, S/0809/72/D, S/0887/71/D, S/0667/69/D, and S/0120/64/D

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