

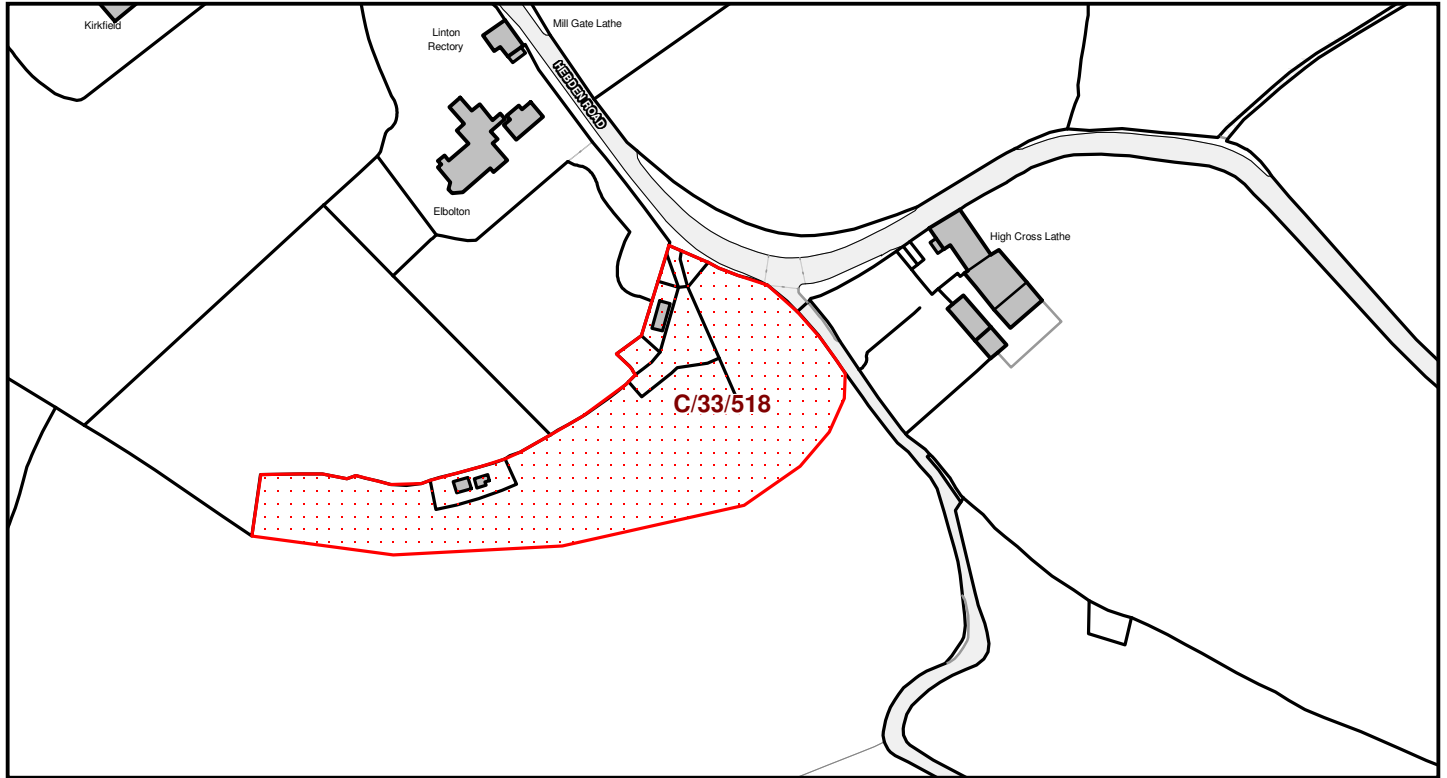
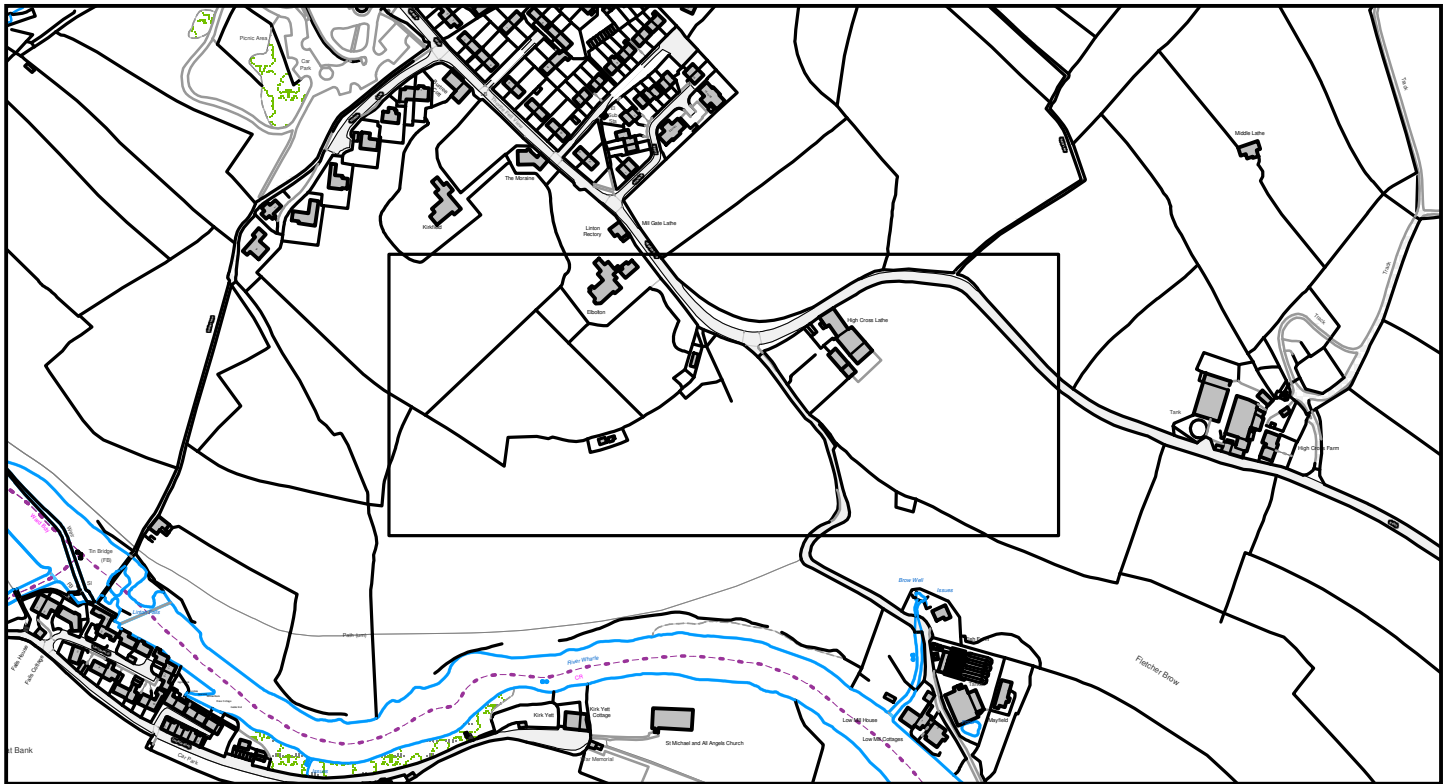
# Yorkshire Dales National Park Authority

Application Code: C/33/518

Committee Date: 11/06/2019

Location: Land south of B6265 Hebden Road, Grassington

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# YORKSHIRE DALES NATIONAL PARK AUTHORITY

**Planning Committee 11 June 2019**

**Schedule No:1**

<b>Application No:</b>	C/33/518
<b>District:</b>	Craven
<b>Parish:</b>	Grassington
<b>Applicant's Name:</b>	Mr & Mrs J Simpkin,
<b>Grid Ref:</b>	SE00546345
<b>Received by YDNP:</b>	29/11/2018
<b>Officer:</b>	Katherine Wood

**PROPOSAL:** full planning permission for change of use of land from agricultural to a seasonal campsite; erection of ancillary site office and managers accommodation; erection of amenities block; widening of access and provision of parking area and removal of existing caravan and timber shed

**LOCATION:** Land south of B6265 Hebden Road, Grassington

## **CONSULTEES**

### **Grassington PC**

Unfortunately I do not have full council support for this application. I have the following summary from Grassington Parish Council;  
5 Councillors support this application with caveats given that the existing caravan on site is removed and the site is for tents only. They feel that a campsite is needed in the area.  
2 Councillors feel that the house for campsite management is not needed for this size of site and they have major concerns regarding highways and access and are against this application.  
1 Councillor is not supportive of the management house as it is excessive for the size of site but does support the application ideally with the house removed.  
The Councillors have confirmed this is how they wish to submit their comments.

### **Highways North Yorkshire**

No objections subject to conditions including visibility requirements of 2m x 60m, verge construction requirements, creation of parking and turning areas and prevention of mud on the public highway.

### **Wildlife Conservation Officer**

The application site is part of a field that has in the recent past been identified as species-rich grassland. The field is currently quite intensively grazed and it is unclear to what extent if any it has retained its botanical interest. A botanical survey may be helpful in establishing any interest remaining.

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<b>Trees &amp; Woodlands</b>	The landscaping impact and mitigation looks to be carefully considered and the planting proposed is identified as locally native. Additional information is required regarding the specification of the tree planting; information such as species, mix, size and number of trees, design as well as the protection of the trees, the ongoing maintenance, etc which would be useful for us to have confidence that the trees will establish well and achieve the landscaping aspirations of the applicant.
<b>Harrogate Police Station</b>	Gives advice on secure cycle storage.
<b>Environmental Health - Craven</b>	No known contaminated land implications.
<b>CEHO Craven</b>	None received.
<b>Yorkshire Water Services Ltd</b>	Advises that there are public combined and surface water sewers crossing the site. A stand-off distance of 5 metres is required at each side of the sewer centre-line. Trees must not be planted within this 10 metre protective strip.
<b>Area Ranger (Wharfedale &amp; Litchford)</b>	Proposed development does not affect the PROW
<b>Environment Agency - for All areas</b>	No objection but provides comments on non mains foul water disposal.
<b>SABIC UK Petrochemicals</b>	The proposed development falls outside the outer consultation zone for TPEP and will not affect the high pressure ethylene pipeline.
<b>Fire &amp; Rescue Service</b>	No objection.
<b>Senior Historic Environment Officer</b>	None received.
<b>Head of Visitor Services</b>	None received.
<b>Health &amp; Safety Executive</b>	None received.

### PUBLIC RESPONSES

8 letters of support have been received including a letter from Grassington Chamber of Trade. The letters of support are summarised as follows;

- Grassington needs a campsite as this would benefit the local economy and the community,
- there will be benefits from removing the railway carriage and the static caravan,
- the benefits of low cost accommodation,
- there is a need for camping at peak times,
- one letter supports in principle with concerns regarding the access and enforcing the size limits.

A petition with 31 signatures from local businesses has been received in response to the sentence 'If you feel that a campsite would be good for your business and would benefit the village'.

9 letters of objection have been received, summarised as follows;

- increased traffic on Hebden Road and on a difficult bend,

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- increased noise and nuisance to local residents,
- the impact of lighting on local residents,
- landscape impact - the site is highly visible from a distance and impossible to screen adequately,
- dogs straying into nearby fields,
- there is no footpath from the entrance to the village,
- impact on a mature Laburnum tree,
- the living accommodation should not become more residential accommodation unless it is for affordable housing.

### **RELEVANT PLANNING POLICIES**

T1(15) - Camping

W2(15) - Biodiversity enhancement

SP1(15) - Presumption in favour of Sustainable Development

SP2(15) - National Park Purposes

SP4(15) - Development Quality

### **OFFICER OBSERVATIONS**

#### UPDATE

The application was deferred from the May meeting to allow for Members to attend a site visit for the following reason: 'to consider the visual impact of the proposal on the landscape and the wider scenery'. The site visit took place on the 22nd May 2019 and a note of the visit is appended to this report.

#### REASON FOR COMMITTEE CONSIDERATION

The application is reported to the Committee because the Parish Council recommendation is contrary to the decision which the Head of Development Management proposes to take.

#### APPLICATION SITE

The application relates to a field to the south-east of Grassington accessed off the B6265 Hebden Road. The field is approximately 1 ha of open agricultural land on a plateau above the River Wharfe. The northern boundary is defined by a dry stone wall. Against this wall is a very derelict railway carriage. Near to the road access is a green static caravan.

#### PROPOSAL

This application seeks full planning permission for the change of use of the 1ha open field to a campsite (approximately 25 seasonal pitches), an office, reception and manager's accommodation, campsite facilities building, car park and access track.

#### RELEVANT PLANNING HISTORY

There is no planning history relating to this site. However, the static caravan sited in the northern corner of the field has been investigated by the Authority several times. These investigations have concluded that a caravan has been sited here for decades and as such the storage of the caravan is likely to be immune. There is no evidence recorded on whether the caravan has ever been used.

#### KEY ISSUES:

- principle of development
- impact on amenity
- highway considerations

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- parish council comments

### **PRINCIPLE OF DEVELOPMENT**

The nearest campsite to Grassington is at Threshfield approximately 2 miles away. It is therefore considered that the provision of a campsite near to Grassington would be beneficial to the local economy and would provide an opportunity for low cost accommodation in a sustainable location close to the town. However, any proposal would need to meet policy T1 of the Yorkshire Dales Local Plan (2015) which permits the use of land for new camp sites for tents, together with the development of associated buildings or facilities provided they meet 4 criteria. The current planning application has therefore been considered against the criteria of policy T1 as follows:

a) The site is not isolated in the landscape

The site is near to Grassington and as such locationally is not isolated in the landscape. In certain views the site does appear visually isolated from the town and this is assessed in detail below.

b) The development and use of the site, including the provision of site services, external lighting and access provisions, do not harm the landscape character of the National Park or are capable of integration by an approved planting scheme within five years of commencement.

It is considered that a modest campsite in the northern section of the field could be accommodated in the landscape. There is an existing access from the B6265 and the northern section of the site relates reasonably well to the village. There is also an existing static caravan stored on site and so there would be a visual benefit in replacing this with a more appropriate structure. However, to develop the entirety of this large open field for tents would have a significant adverse impact on the landscape and the wider landscape setting of Grassington. The development of the main part of the campsite would be on a prominent open plateau of land above the River Wharfe. There are extensive views of the field from the Dales Way public footpath to the south which follows the line of the river. There are also wide elevated views of the field from the B6160 Burnsall Road to the south and the B6265 Hebden Road to the east. The field is also viewed from Linton Falls and the churchyard of Linton Church. From many of these vantage points the field is viewed in isolation from the built up part of Grassington. The extensive grounds and trees of Elbolton Hall screen the village in these views and the topography and appearance of the site is much more exposed, rugged and natural.

The proposal also includes two large buildings. One building is a two storey stone structure to house an office and reception on the ground floor and a self-contained manager's flat on the first floor. This would be a substantial stone building, with unsympathetic domestic window and door detail in a highly prominent position. This building would replace a static caravan stored on the site but would dominate views into Grassington when descending down the hill from Hebden road. It is also considered that a 25 pitch seasonal campsite as proposed would not warrant a managers flat, a large office and reception to support it, a point acknowledged by the Parish Council.

A second building is also included within the application, which would replace the dilapidated remains of the railway carriage with a facilities building containing male and female washing facilities and toilets, a laundry and pot wash area. Such a building may be reasonable in terms of the level of facilities proposed for 25 tents. However, the

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building is to be sited on the brow of the hill in an exposed position, detached from the reception and parking area. The only reason this building appears to be sited where it is, is the presence of a small dilapidated carriage. However, this is so run down that it is not a significant visual detractor although it serves to highlight how prominent this part of the site is from wider views.

The proposal also includes a large car park for 30 cars together with hard surfacing to form a track, turning area and apron to each building.

The cumulative impact of a 1ha tent site, two large buildings, car parking and associated engineering works in this widely viewed and elevated position in the open countryside would have a significant adverse impact on the landscape of Wharfedale and the setting of Grassington.

The applicants have proposed extensive tree planting and the reinstatement of a former wall line to contain the 1 hectare site. The reinstated wall line would assist in containing the site to some degree but would not alter the exposed landscape context of the site and would not screen the site except from lower ground. The landscaping proposed would fit well at the northern section of the site but would appear incongruous as proposed to the south-western end. Not only that but the planting clearly is intended to screen camping pods as these are shown on the plans within the submitted planning statement. Extensive landscaping is proposed to the north-east of the site. However, much of this planting can not be realistically achieved as there is both a mains water pipe and an overhead line which have 10 metre easements where tree planting is unacceptable.

It is therefore concluded that the proposed development would have a considerable impact on the landscape character of Wharfedale and is not capable of being sufficiently landscaped to mitigate the harm caused. The proposed development does not therefore meet this criterion.

c) The site is capable of effective management without the construction of a new dwelling.

The proposal includes a manager's flat without any submitted justification and as such is clearly contrary to policy T1 in this respect. It is also unclear why a small seasonal campsite of 25 tent pitches would need an on site manager to supervise the site. The site is close to Grassington but not so close that campers would be likely to cause significant amenity problems to neighbours. The nearest residential properties are the retirement flats at Elbolton Hall over 100 metres away which is separated by the grounds of the hall, a field and mature trees. The applicant lives approximately 2 miles away near Hebden which is close enough for day to day management. It is therefore considered that a management plan could be produced which would ensure that a modest seasonal campsite can operate without on site supervision.

Given that there are no other opportunities at present for camping near to Grassington the applicants have been advised that a smaller campsite with a proportionate level of facilities could be supported here. For example, utilising only the northern section of the site, omitting the two-storey office/manager's flat and combining the wash facilities and reception in one modest single-storey building on the site of the static caravan. However, the applicants have stated that they do not consider such a modest camp site to be a viable business and as such are pursuing the current proposal. A business plan showing estimated income and costs has been submitted and is available to view via Members Extranet. It is therefore considered that the proposal would be contrary to policy T1 of the

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Local Plan (2015).

### **IMPACT ON AMENITY**

The site is close to Grassington village yet separated by a field and mature trees from the nearest neighbouring properties at Elbolton Hall. It is considered that a modest campsite could be managed appropriately with a management plan that ensures an appropriate level of daily supervision and management of the campers. This could, for example, restrict amplified music, advise campers not to cause nuisance when on and when off site, no unaccompanied under 18s etc. Daily supervision would be required to ensure that the terms of the management plan are being met and to ensure that any problems are quickly dealt with. However, it is considered that a modest campsite of tent pitches only in this location does not require permanent on site supervision.

If, however, the entire 1 hectare site was developed this would have the capacity for considerably more than 25 tents and would have an adverse impact on the wider amenity of the area. In particular the impact of developing the entire site on the Special Qualities of the National Park. The key qualities to be mindful of are those associated with the tranquillity, remoteness and solitude of the Park; the expansive views of a beautiful natural landscape and, the dark night skies that suffer little from light pollution. Whilst the tents are of a transient nature the proposed campsite would also include permanent buildings, parking, a track and footpaths into this open landscape. It is therefore considered that the use of the land for a campsite as extensive in area as proposed, together with the buildings and engineering proposed, would have a harmful impact on the Special Qualities of the National Park, contrary to policies SP1 and SP2 of the Local Plan (2015).

### **HIGHWAY CONSIDERATIONS**

North Yorkshire County Council considers that the existing site access has adequate visibility of 2m x 60m onto the B6265 Hebden Road, subject to lowering the roadside wall to 1.05m. The wall is already fairly low adjacent to the B6265 and the land rises behind the wall such that it offers little screening at present. Further lowering would alter the character of the wall however it is considered that the proposed development would not conflict with criterion g) of policy SP4 of the Local Plan (2015).

### **PARISH COUNCIL COMMENTS**

Grassington Parish Council originally commented that they support the application with caveats that it is a tent only site with control on noise levels, that the footpath is pedestrian use and the additional pressure this might lead from a highway perspective. Clarification has been sought twice from the Parish Council and the latest comments which are produced in full in the consultee section of this report support the provision of a campsite in principle as they consider that a campsite is needed in the area. However, concerns have also been expressed regarding the manager's flat, the access onto the highway and the size of the site.

### **ANALYSIS OF MATERIAL CONSIDERATIONS**

It is considered that the development of the 1ha site in a highly prominent landscape would have a significant adverse impact on the landscape of Wharfedale and the landscape setting of Grassington. It is also considered that a manager's flat is not necessary to provide adequate management for a campsite of 25 tents. Furthermore the scale of the proposal, comprising the flat, an office, reception, 30 space car park and the facilities building is excessive for just 25 seasonal tent pitches. It is therefore considered that the proposed development would fail to meet policies T1, SP1, SP2 and SP4 of the Local Plan (2015).

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It is acknowledged that a modest campsite would be beneficial to the tourist offering and the local economy of Grassington. However, this does not logically lead to creating a large campsite area, with several buildings and associated engineering in a highly prominent and sensitive landscape. Incremental development of this scale has a harmful impact on the landscape of the area and can cumulatively damage the tourism trade by undermining the very qualities that attract visitors in the first place.

The concerns with the current proposal are therefore a matter of scale rather than a matter of principle. This is a factor recognised by the Parish Council who are supportive of a campsite in principle but have expressed reservations regarding the scale and the accommodation proposed.

### **RECOMMENDATION**

It is recommended that planning permission is refused for reasons based on the following:

(1) In the opinion of the Local Planning Authority the siting of a campsite, associated facilities building, manager's flat, office and reception building, car park and track would have a significant and adverse impact on the character and Special Qualities of the landscape and the amenity of the area through the introduction of an extensive development in this prominent and widely visible position in open countryside. The site is not and can not be appropriately screened and is visually isolated from the built up confines of Grassington. The proposed development would therefore be contrary to the first Statutory Purpose of the National Park (S.5 (1) National Parks and Access to Countryside Act 1949), policies SP1, SP2, SP4 and T1 of the Yorkshire Dales National Park Local Plan 2015-2030 and the guidance contained in the National Planning Policy Framework (particularly para. 172).

(2) In the opinion of the Local Planning Authority the proposed creation of a manager's flat would constitute a new dwelling in the open countryside, contrary to the housing strategy of the Yorkshire Dales Local Plan 2015-2030 which aims to safeguard the character of the open countryside by preventing housing development outside of settlements except where it is essential for workers in agriculture, forestry or other rural based enterprises or where a conservation benefit or landscape enhancement can be achieved by the conversion of a traditional building in an appropriate location. The proposal does not demonstrate that the functional needs of agriculture, or some other essential rural based enterprise, requires that a full time worker must live at the location proposed. As such the proposal is contrary to the first Statutory Purpose of the National Park (S.5 (1) National Parks and Access to Countryside Act 1949), policies SP1, SP2, SP4 and T1 of the Yorkshire Dales National Park Local Plan 2015-2030 and the guidance contained in the National Planning Policy Framework (particularly para. 79).





**YORKSHIRE DALES**  
National Park Authority

## PLANNING COMMITTEE SITE VISIT

**Date & time of visit:** 22 May 2019

**Application site:** Land south of B6265 Hebden Road, Grassington (Application reference: C/33/518).

### Attendance

**Members:** J Martin, J Munday, G Quinn, C Lis.

Apologies: I McPherson, N Swain, R Welch.

**Others:** K Wood (Principal Planning Officer), J Perry (Planning Assistant), G Garrett (Trees and Woodlands Officer), J Boothman (Grassington PC), R Charlton (Grassington PC), M Newman (Grassington Chamber of Trade).

9 residents

Mr and Mrs Simpkin (Applicant).

- JM Read out a statement explaining the reasons for the visit and the procedure to be followed.
- KW Explained the proposal, outlined the main issues (the development of the land to a campsite with a two storey stone building for an office and managers accommodation and a toilet/shower block and the landscape and visual impact of the proposal) and drew Member's attention to particular features of the site (one hectare site, land drops down to the river, areas of proposed tree planting and rebuilding of a dry stone wall and two easements on the land, one relating to an overhead line, one relating to a pipeline).
- JM Asked for the two easement areas to be pointed out on a plan.
- KW Pointed this out on the plan and where they are in the field.
- Applicant Pointed out the proposed areas of tree planting and the line of the dry stone wall to be re-instated. Explained that the site is within the 30mph area for Grassington, opposite Aynham Close and also close to Linton and the Dales Way.
- Parish Council The concern of the Parish Council is the access from the site to Grassington Town by foot as there is not a footpath along the road. Worried about the safety of pedestrians.
- Applicant Users of the campsite would be encouraged to walk along a proposed footpath at the back of the site which would join onto the Dales Way and take visitors into Grassington Town. They wouldn't be encouraged to walk along the road.
- GQ Asked where is the car access?
- KW It is the existing access although this would be widened. No objection raised from Highways although they have said the roadside wall should be lowered to 1 metre in height.

KW	Explained the location of the proposed two storey building which would be on a larger footprint to the existing static caravan. It would have a hardstanding patio area in front of the building and a crushed aggregate surface from the building into the access of the campsite. The position of the toilet/shower building was also pointed out and it was explained the track would come up to this building.
Resident	Asked about external lighting at the site.
KW	Explained that the conditions of external lighting may be covered in the site license.
JM	Asked how the tent pitches would be marked out.
Applicant	Explained that the pitches will be mowed so it is obvious where they are. Cars will be parked in the car parking area and there will be no cars on the field next to tents. The track to the facilities building is to get vehicles down for maintenance and to get the lawn mower down.
KW	Pointed out the position of the gates to allow visitors out of the site onto the footpath to link the campsite to Grassington.
Applicant	Explained that they could be flexible with the position of the gates and the exit onto the footpath.
KW	Explained that there are several public rights of way in the area including the Dales Way and the campsite can be seen from these rights of ways.
Applicant	Pointed out the position of the Dales Way.
Applicant	Pointed out the position of the dry stone wall, the stone line remains. The proposed areas of tree planting were explained. Some planting along the proposed dry stone wall
KW	Pointed out that the proposed plan shows some camping pods at the bottom of the site where the land is more undulating. Also explained that there would need to be an amended tree planting plan submitted due to the two easements on the land which mean trees can't be planted in this area.
PC	Asked why it is proposed for trees to be planted along the Elbolton boundary. Is it because the residents have requested planting along this boundary?
GG	Explained that the aim of the tree planting is not to provide screening of the site but to provide texture in the views of the site. It is clear that there are concerns from residents regarding the loss of views due to the potential tree planting. Suggested not to plant trees too close to the boundary wall and if a tree planting scheme is re-submitted they could look at the planting and the heights of any proposed trees.
CL	Asked if the existing trees close to the boundary wall have ever caused any problems.
Applicant	No.
Parish Council	Asked what is the reason for the dry stone wall?
Applicant	It is to create a boundary and protect campers and to re-instate an existing boundary wall. It would be 4'6" high.

### **On Mill Lane**

KW Pointed out the area of proposed tree planting and the car parking area.

Members then drove to Linton Camp entrance and along the Hebden road to consider long distance views of the site.