

North York Moors National Park Authority

Plans list item 5, Planning Committee report 14 October 2021

Application reference number: NYM/2021/0543/FL

Development description: proposed additional pitches with associated internal access roads and reconfiguration of existing pitches, siting of replacement play equipment and multi-use games area along with construction of 2 no. replacement amenity blocks, tractor store/workshop building, wardens utility building and Calor gas compounds, and alterations to existing games room

Site address: West Ayton Caravan Club, Cockrah Road, West Ayton

Parish: West Ayton

Case officer: Mrs Jill Bastow

Applicant: Caravan and Motorhome Club, fao: Mrs Awa Sarr, East Grinstead House, Wood Street, East Grinstead, RH19 1UA, West Sussex

Director of Planning's Recommendation

Approval subject to the following conditions:

Condition(s)

Condition number	Condition code	Condition text																								
1	TIME01	The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.																								
2	PLAN01	<p>The development hereby permitted shall not be carried out other than in strict accordance with the following documents:</p> <table><thead><tr><th>Document Description</th><th>Document No.</th><th>Date Received</th></tr></thead><tbody><tr><td>Site location plan</td><td>WES-2021-P-010</td><td>19 August 2021</td></tr><tr><td>Proposed site plan</td><td>WES-2021-P-103A</td><td>19 August 2021</td></tr><tr><td>Play equipment details from Playdale</td><td></td><td>19 August 2021</td></tr><tr><td>Proposed tractor store plans and elevations</td><td>WES-2021-P-442B</td><td>24 August 2021</td></tr><tr><td>Proposed games room plans and elevations</td><td>WES-2021-P-452A</td><td>24 August 2021</td></tr><tr><td>Toilet Block Solar Thermal Service Layout</td><td>21070_EEL-80TB-22-DR-OH-2000 P2</td><td>24 Sept 2021</td></tr><tr><td>Landscaping proposal</td><td>WES-2021-C-112</td><td>27 Sept 2021</td></tr></tbody></table>	Document Description	Document No.	Date Received	Site location plan	WES-2021-P-010	19 August 2021	Proposed site plan	WES-2021-P-103A	19 August 2021	Play equipment details from Playdale		19 August 2021	Proposed tractor store plans and elevations	WES-2021-P-442B	24 August 2021	Proposed games room plans and elevations	WES-2021-P-452A	24 August 2021	Toilet Block Solar Thermal Service Layout	21070_EEL-80TB-22-DR-OH-2000 P2	24 Sept 2021	Landscaping proposal	WES-2021-C-112	27 Sept 2021
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		<p>Tree protection plan WES-2021-P-111 27 Sept 2021</p> <p>Proposed upper and lower toilet block plan and elevations WES-2021-P-304 12 July 2021</p> <p>Proposed assistant warden utility pod WES-2021-P-401 12 July 2021</p> <p>Proposed standard all-weather pitch details WES-2021-P-150 12 July 2021</p> <p>Proposed premium pitch details WES-2021-P-152 12 July 2021</p> <p>Proposed standard serviced pitch details WES-2021-P-171 12 July 2021</p> <p>Standard dog and bike wash details WES-2021-P-145 12 July 2021</p> <p>Standard bin store WES-2021-P-147 12 July 2021</p> <p>Proposed standard gas compound WES-2021-P-160 12 July 2021</p> <p>Proposed standard service point 2017 WES-2021-P-143 12 July 2021</p> <p>Proposed MVWP details WES-2021-P-141 12 July 2021</p> <p>or in accordance with any minor variation thereof that may be approved in writing by the Local Planning Authority.</p>
3	MATS08	No work shall commence on the construction of the walls and roof of the amenity blocks hereby permitted until details of the brick and tiles, including samples if so required by the Local Planning Authority, to be used for the external surfaces of the development have been submitted to and approved in writing by the Local Planning Authority. The materials used shall accord with the approved details and shall be maintained in that condition in perpetuity unless otherwise agreed with the Local Planning Authority.
4	MATS19	The external surface of the roof of the tractor store and wardens utility pod hereby permitted shall be coloured and thereafter maintained dark grey and shall be maintained in that condition in perpetuity unless otherwise be agreed in writing with the Local Planning Authority.

5	MATS28	No work shall commence on the timber cladding of the games room, tractor store and wardens utility pod hereby permitted until details, including the design and fixing of the timber cladding including samples if so required have been submitted to and approved in writing by the Local Planning Authority. The materials used shall accord with the approved details and shall be maintained in that condition in perpetuity unless otherwise agreed with the Local Planning Authority.
6	GACS07	No external lighting shall be installed in the development hereby permitted until details of lighting have been submitted to and approved in writing by the Local Planning Authority. The lighting shall be installed in accordance with the details so approved and shall be maintained in that condition in perpetuity.
7	MISC12	The development hereby permitted shall not be brought into use until the approved renewable energy measures to generate energy on site from renewable sources to displace at least 10% of predicted CO2 emissions have been installed in accordance with the drawing titled Toilet Block Solar Thermal Service Layout (drawing no. 21070_EEL-80TB-22-DR-OH-2000 P2) and the Renewable Technology Report by Energy Engineering received on 24 September 2021 and thereafter maintained in a working condition.
8	LNDS02A	All hard and soft landscape works comprised in the approved details of landscaping as shown on drawing titled Landscaping Proposal (drawing no. WES-2021-C-112) received on 27 September 2021 shall be carried out no later than the first planting and seeding seasons following the completion of the development or in accordance with a programme agreed by the Local Planning Authority. Any trees or plants planted in accordance with this condition which, within a period of five years from the completion of the development, die, are removed or become seriously damaged or diseased shall be replaced in the current or next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation.
9	LNDS00	The development hereby permitted shall be carried out in accordance with the Tree Protection Plan and Arboricultural Method Statement as set out on drawing no. WES-2021-P-111 received on 27 September 2021.

10	RSU00	No caravans shall remain on the site between 4 January and 28 February in any one calendar year and the site shall not be used for the stationing of static caravans but only for the siting of up to 166 touring caravans and/or motorhomes.
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Informative(s)

Informative number	Informative code	Informative text
1	MISCINF01	All bats and their roosts are fully protected under the Wildlife and Countryside Act 1981 (as amended by the Countryside and Rights of Way Act 2000) and are further protected under Regulation 39(1) of the Conservation (Natural Habitats etc.) Regulations 1994. Should any bats or evidence of bats be found prior to or during development, work must stop immediately and Natural England contacted on 0300 060 3900 for further advice. This is a legal requirement under the Wildlife and Countryside Act 1981 (as amended) and applies to whoever carries out the work. All contractors on site should be made aware of this requirement and given information to contact Natural England or the Bat Conservation Trust national helpline on 0845 1300 228.
2	MISCINF12	Under Section 1 of the Wildlife and Countryside Act 1981 (as amended), wild birds are protected from being killed, injured or captured, while their nests and eggs are protected from being damaged, destroyed or taken. In addition, certain species such as the Barn Owl are included in Schedule 1 of the Act and are protected against disturbance while nesting and when they have dependent young. Offences against birds listed in Schedule 1 of the Wildlife and Countryside Act are subject to special penalties. An up-to-date list of the species in Schedule 1 is available from Natural England http://www.naturalengland.org.uk/ourwork/regulation/wildlife/species/speciallyprotectedbirds.aspx . Further information on wildlife legislation relating to birds can be found at www.rspb.org.uk/images/WBATL_tcm9-132998.pdf . If advice is needed please contact the National Park Authority's Conservation Department on 01439 772700 or conservation@northyorkmoors.org.uk .
3	INFO0	Swift (<i>Apus apus</i>) populations are declining in the UK due to the loss of nest sites in roof spaces as old buildings are renovated or demolished. Swifts occupy nest sites between May and August, making little noise and causing no mess or smell. Swift

		<p>populations can be supported by the inclusion of simple and affordable measures during building construction or renovation, such as purpose-made 'swift bricks' or the creation of small loft voids. Guidance can be found on the Swift Conservation website; https://www.swift-conservation.org/ with additional swift box ideas from Action for Swifts; http://actionforswifts.blogspot.com/search/label/nestbox%20design</p>
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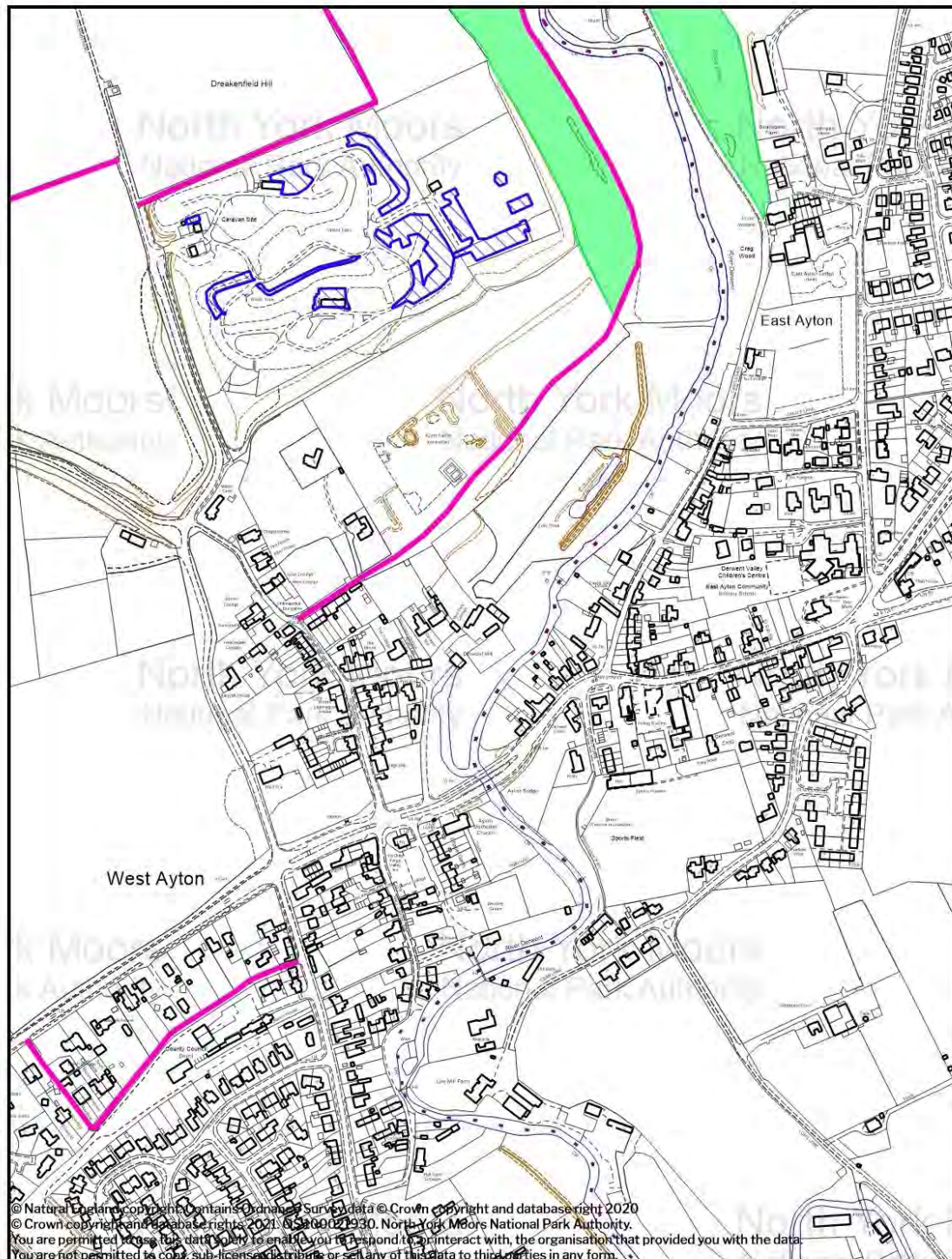
Context map showing application site



**North York Moors
National Park**

Application Number: NYM/2021/0543/FL

Scale: 1:5000



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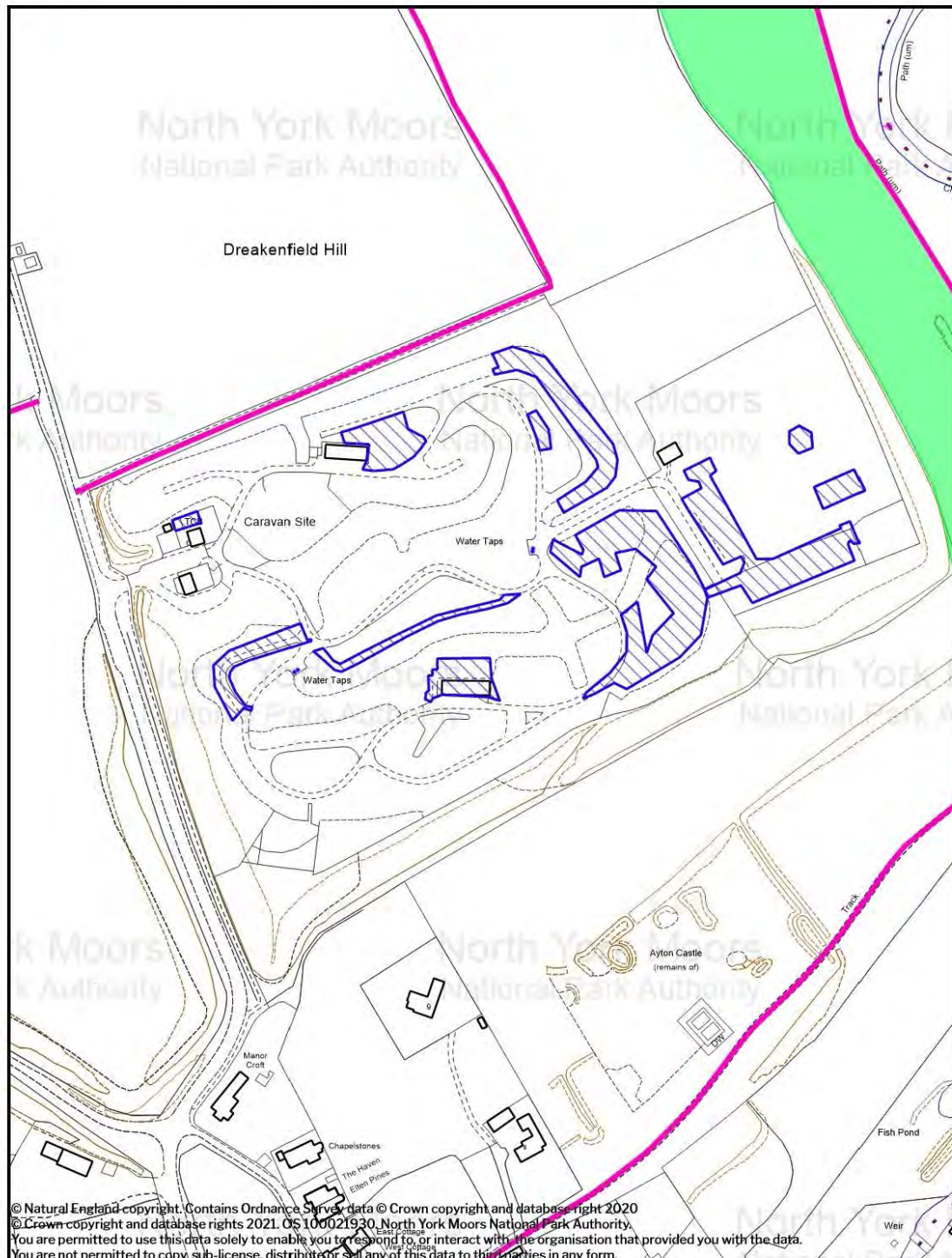
Map showing application site



**North York Moors
National Park**

Application Number: NYM/2021/0543/FL

Scale: 1:2500



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NYM/2021/0543/FL

Photo showing the recreation field with the existing play equipment and the location of the proposed additional play equipment and MUGA



Photo showing the recreation field with the existing caravan storage area and the location of the proposed seven premium pitches



Photo showing one of the existing amenity blocks to be replaced



Consultation responses

Parish

Does not object in principle to the refurbishment plans for the toilet blocks and pitches within the current site area, or to the enclosing of the games room, as they are out of sight and do not impact on the landscape. The current site is well camouflaged by its boundary and does not impact on the visual attractiveness of this area to the north of West Ayton village. However, there will be an increase in water use and sewage disposal because of the increase in the number of serviced pitches and there are no plans for renewable energy sources to heat water and the toilet blocks.

Does object for the following reasons:

- Damage to the open landscape views.
- Setting a precedence for further expansion into open space.
- No renewable energy sources identified for power or heating.
- Impact on overloaded village sewerage system.
- Exacerbated traffic problems onto main road and narrow village streets.

Strategic Policy G (Landscape) and Policy UE2 (Camping, Glamping, Caravans and Cabins)

The site should not be allowed to expand outside of its existing wooded shelter belt boundary so it does not damage the landscape views in the area and the visual attractiveness of the open landscape. Seven new hard-standing pitches in the open grass field will not enhance the landscape. Previous attempts to plant screening trees on the north and west-facing slopes of the old quarry have failed because there is no soil, so it could take decades to achieve an acceptable new screen. Approving expansion into the open space will set a precedence for further expansion in the future.

The green space is an open agricultural landscape in the National Park next to the Forge Valley National Nature Reserve. There are far reaching panoramic views from the well-used footpath along the ridge around the old quarry looking north to the Tabular Hills and south across the Vale of Pickering to the Yorkshire Wolds and Bampton Cliffs on the coast. There are also excellent local views of East and West Ayton, Ayton Castle and the medieval fish ponds adjacent to the River Derwent. Development within the green space would distract from all these panoramic views of open countryside.

The existing large green and yellow play tower is an eyesore in the middle of the open green space and further bright green and yellow play equipment in this area would also be out of keeping in the landscape.

The multi-use games area with a hard-tarmac surface and fencing in the middle of the grass field would also be totally out of keeping in the landscape.

The existing caravan storage area is also an eyesore in the landscape when viewed from the footpath on the ridge. There is no caravan storage requirement identified in

this planning application so this area could be re-landscaped and used for the playground and the games area. This would have less visual impact on the landscape.

Strategic Policy F (Climate Change Mitigation & Adaptation)

There is no attempt to address climate change issues by adopting the use of renewable energy sources to power the refurbished toilet blocks. Calor gas is proposed as the main heating fuel. The use of solar panels for heating water and providing electricity, plus ground or air source heat pumps, should be compulsory.

Strategic Policy L (Community Facilities) and Policy C01 (Developer Contributions & Infrastructure)

Any increase in the numbers of pitches and the increased level of pitch services (water and waste) would lead to more overloading of the West Ayton Village sewerage system which is already not fit for purpose with daily problems being reported to Yorkshire Water. The current infrastructure is inadequate for the main village and the new housing estate is still not connected to the main sewerage system. Additional strain would also be put on the water supply from the River Derwent and aquifer.

Policy C02 (Highways)

Additional caravans and motorhomes visiting the expanded site will exacerbate the traffic problems at the junctions of Cockrah Road and Garth End Road with the A170 if there is no upgrading of the junction. This is a complicated junction onto a very busy main road and it is difficult to turn right onto the main road with long vehicles.

Caravans and motorhomes are increasingly causing problems in the locality by following satnavs which lead them up the very narrow Yedmandale Road rather than the main route to the site via Cockrah Road. Drivers ignore the blue warning signs at the junction at the bottom of Yedmandale Road and numerous residents' cars have been damaged by caravans and motorhomes squeezing through the gap between a stone wall and parked cars.

Highways

No objections as the site has a constructed access to the highway and the proposal does not propose a significant increase in the current number of pitches provided.

Yorkshire Water

No comments.

Environmental Health

No objections to the granting of planning consent on housing, caravan site licensing or commercial regulation grounds.

Environment Agency

No comments received

Forestry Commission

No comments received

Police – Designing out Crime

No comments received

Third party responses

None received

Consultation expiry

18 August 2021

Background

West Ayton Caravan and Motorhome Club Site comprises a well-established touring caravan and motorhome site, situated just beyond the northern edge of the village and surrounded by open fields. The site includes formal caravan/motorhome pitches, most of which are all-weather pitches and an open grassed recreation area within a disused relatively shallow sand and gravel quarry to the east of the main site. Overall the site is well screened in the landscape owing to its established boundary hedging and also the local topography.

There is limited planning history associated with the site with the most recent being planning permission granted in 2016 for the replacement of the former timber adventure play equipment located in the recreation field (a former quarry) to the east of the caravan pitches which has been partially implemented.

The applicant is seeking to refurbish the site and as such this application seeks approval for the replacement/refurbishment of the facilities within the existing site comprising the replacement of the two toilet/shower/amenity blocks; provision of a wardens' bathroom pod; replacement of the tractor shed/workshop; refurbishment of service/waste points; upgrading facilities on some pitches; replacement of some grass pitches with hardstanding (crushed stone chippings) pitches; a new soakaway; and upgrading of the internal access roads. In addition on the recreation field it is proposed to enclose the existing games room; provide additional children's playground equipment; provide a multi-use games area (MUGA) with a green permeable surfacing; and provide seven new premium pitches to the south west corner with four of the pitches occupying the approved caravan storage, hard-standing area.

The agent advises that as a result of the proposed refurbishment of the site the overall number of pitches will increase from 164 to 166, with a reduction in grass pitches from 35 to 16 and the provision of more hard surfaced service pitches.

Main Issues

Policy

The relevant policies of the adopted Local Plan in the determination of this application are considered to be **Policy ENV1** (Trees, Woodlands, Traditional Orchards and Hedgerows), **Policy ENV8** (Renewable Energy) and **Policy UE2** (Camping, Glamping, Caravans and Cabins).

Policy ENV1 states there will be a presumption in favour of the retention and enhancement of existing trees, woodland, traditional orchards and hedgerows of value on all developments and where a development would result in the unavoidable loss of existing trees, orchard or hedgerow proposals will be expected to minimise harm and provide a net biodiversity and amenity gain, with appropriate replacement of lost trees or hedgerows.

Policy ENV8 requires new development in the National Park to address the causes of climate change by generating energy from renewable sources where these are of a size, location and design appropriate to the locality and which contribute towards meeting domestic, community, or business energy needs within the National Park. In addition residential proposals of five units or more and other uses of 200 sq.m. or more are required to generate energy on-site from renewable sources to displace at least 10% of predicted CO2 emissions.

Policy UE2 supports small scale proposals for small scale holiday accommodation (such as caravans and motorhomes) where, if in the open countryside, it is not isolated from an existing business or residential unit which will be used to manage the accommodation. It requires that in order to respect the sensitivity of the local landscape character type all sites must be screened by existing topography, buildings or adequate well-established vegetation which is within the applicant's control and where arrangements for its long term maintenance can be demonstrated. The policy also requires proposals not to lead to unacceptable harm in terms of noise and activity on the immediate area and not to detract from the character, tranquillity or visual attractiveness of the area.

Principle

Policy UE2 which sets out detailed criteria that proposals, either for new sites or the redevelopment/expansion of existing sites, must meet. In order to respect the sensitivity of the local landscape it requires all proposals to be screened by existing topography, buildings or adequate well-established vegetation which is within the applicant's control and where arrangements for its long term maintenance can be demonstrated. In addition the policy expects proposals not to lead to unacceptable harm in terms of noise and activity on the immediate area and not to detract from the character, tranquillity or visual attractiveness of the area when considered in combination with the existing development.

Much of what is proposed constitutes refurbishment of the existing facilities provided and is contained within the main site which is effectively screened by the well-established vegetation that surrounds the site. As such there is no objection in principle to the replacement of the 2 no. amenity blocks, the provision of a wardens bathroom pod, the replacement of the tractor shed/workshop to the rear of the reception, the provision of more all-weather pitches and the necessary access roads (within the existing site), the refurbishment of the service points/motorhome waste point, the installation of electrical car charging points and the installation of a soakaway.

The recreation field, being a former quarry sits low in the landscape and as such any development here is well screened from longer distance views owing to the local topography. However it is visible in short distance views from the public rights of way immediately to the east and south which are elevated above the site. There is some tree and shrub screening along the bank which will be enhanced with additional planting which has been offered in support of the proposals. Initially there were some reservations regarding the proposed 7 no. premium pitches to the southern corner of the recreation field as, unlike the remainder of the site, these caravans/motorhomes would be clearly visible from the adjacent public footpaths. However more than half the pitches would occupy the tarmacked area approved for the storage of touring caravans which is enclosed by a high mesh fence. Whilst the applicant does keep this area tidy it is none-the-less rather unsightly and it is considered that there are benefits to replacing this area with the proposed premium pitches. Furthermore given the seasonal nature of the site, the pitches would only be in use for part of the year. As such, subject to a more detailed landscaping plan that seeks to reinforce the planting along the southern and eastern boundaries of the quarry field, it is considered that the expansion of the site with the provision of premium pitches in the recreation field would not detract from the character or visual attractiveness of the area in accordance with Policy UE2. The proposal would also help meet the current Management Plan aspiration for increasing visitor numbers to the National Park.

Design

The proposed design of the replacement amenity blocks is standard specification for the Club with wide gables and shallow pitch roofs. Whilst the buildings do not necessarily reflect the local vernacular, they are well contained within the site, screened from public view and are designed for purpose. Whilst stone is the predominant building material of the National Park, there are many examples of brick built and rendered structures and as such there is no objection to the construction of the replacement amenity blocks in a good quality, red multi facing brick.

The proposed tractor shed/workshop is an almost like-for-like replacement and the warden's utility pod is a small structure utility block located in close proximity to the tractor shed/workshop, reception building and other structures around the site entrance. Both are to be clad with timber under a felt roof and as such will complement the existing structures on the site.

The relocation of the smaller children's play equipment from the southern corner of the site to the recreation field is acceptable in principle and it is proposed that this will be of similar colour to the existing play equipment. The provision of a multi-use games area on the recreation field is also considered acceptable and the applicant has agreed not to enclose the area with a high metal fencing and instead leave it open to the field to soften its appearance. Its visual impact will also be lessened by the use of green surfacing which will better blend in with the surrounding grass.

Trees

The submitted tree survey covers all the trees on the site and identifies a number of trees to be felled although this is part of a program of general site maintenance rather than directly relevant to the proposed development. As such the agent was asked to clarify what additional trees are to be removed or likely to be affected by the proposed works, particularly the proposed replacement toilet blocks and the soakaway by way of a plan showing all tree removals relating to the development and a tree protection plan for those areas where construction could be within the root protection areas of retained trees. This has now been received and the agent has confirmed that the soakaway is no longer required and the trees in that area will remain.

Furthermore although these trees are all within the existing site, their loss may have an adverse impact on the screening of the site in the wider landscape and as such a scheme of compensatory planting has been submitted at the request of Officers. This shows areas of new planting within the existing site and along the southern boundary of the recreation field where the new premium pitches are proposed. It is felt that these proposals are acceptable and sufficient to ensure that the wooded nature of the site is not lost and the proposal seeks to enhance biodiversity.

Drainage

Yorkshire Water have advised that on the basis that foul water is being drained to off-site public foul/combined sewer via the club's existing foul drainage system and surface water to existing watercourse, also via club's existing drainage system, they have no comments to make.

With regard to the Parish Council's concerns, it is noted that they have already been in touch with Yorkshire Water to report problems with the network so this is classed as an ongoing operational issue and quite separate from this current planning application. The Planning Technician at Yorkshire Water advises that it is most likely that it will be historical surface water connections into the public foul sewer in the village that will be causing the problem and that the Parish Council should continue to raise their concerns with regard to the network as an operational issue with their contact so that Yorkshire Water can take any potential further action.

Renewable Energy

Policy ENV8 of the Local Plan requires all new development of 200 sq.m or more to generate energy on site from renewable sources to displace 10% of predicted CO₂

emissions. The Parish Council have also raised the question as to why renewable energy sources have not been incorporated into the development.

In support of the application the agent has now provided a Renewable Technology Report. This advises that the current site has low efficiency gas fired hot water cylinders, space heating provided by wall mounted boiler and radiators, low efficiency lighting and no water efficiency devices. The report considers multiple renewable technologies, with most being discounted as either not viable or not able to provide the required energy savings. As most of the CO₂ generated by site is through the production of hot water, the report proposes a solar thermal system to supplement the hot water production, therefore reducing the boiler usage. The calculations in the report indicate that the use of solar thermal technology will displace 11% of predicted CO₂ emissions, exceeding the 10% required by Policy ENV8.

Furthermore the report advises that the current amenity blocks have minimal energy efficiency measures in place due to the age of the buildings whereas the proposals will incorporate low energy LED lighting, MVHR ventilation, high efficiency boilers and water saving devices to minimise water usage.

Conclusion

The main caravan site is well screened in short and long distance views by the existing tree cover about the site, and any loss of trees as a result of the proposed development will be compensated for with new areas of planting. The recreation field is well screened in longer distance views owing to the local topography however views are afforded from the public rights of ways immediately to the east and south. Additional landscaping is proposed to soften the impact of the proposed pitches although it is considered that these would be visually more attractive than the caravan storage area at present. The play equipment will also be visible and despite the proposed green/yellow colours, potentially quite bright. However regard has to be had to this being an established recreation field where one might expect to see such equipment.

Furthermore the proposal will only result in an additional 2 pitches and as such it is not considered that this would lead to unacceptable harm in terms of noise and activity on the immediate area. With regard to the Parish Council concerns, none of the relevant statutory consultees have raised any concerns with regard to added pressure on the local water supply, sewerage network and road network and given the small increase in pitches and therefore potential users of the site, it would be difficult to justify a refusal on these grounds.

As such the proposal is considered to meet the criteria of Policy ENV1, Policy ENV8 and Policy UE2 and approval is recommended.

Contribution to Management Plan objectives

Approval is considered likely to help meet Policy B4 which seeks to improve the quality and variety of tourism and recreation facilities and accommodation within the National Park.

Explanation of how the Authority has worked positively with the applicant/agent

The Local Planning Authority has acted positively in determining this application by assessing the scheme against the Development Plan and other material considerations and subsequently granting planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.