

# EDWARDSON ASSOCIATES

*Planning & Diversification Consultants*

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20 December 2016

Our Ref: WOO.W 2016.02

## PLANNING, DESIGN AND ACCESS STATEMENT

Dear Madam,

**Proposed change of use of land to form a camping/glamping site, erection of a reception building, conversion of existing building to a wet weather facility and ancillary car parking at Cloughton Sawmill, Whitby Road, Cloughton, Scarborough, YO13 0AW.**

### 1.0 Introduction

- 1.1 Please regard this letter as comprising a supporting Planning, Design and Access Statement in connection with the above proposal.
- 1.2 This application comprises a planning proposal seeking the change of use of land to accommodate a camping/glamping site, erection of a reception building on the site of the existing sawmill building, conversion of existing building to wet weather facility and ancillary car parking along with improved access to the public highway at Cloughton Sawmill, Whitby Road, Cloughton, Scarborough, YO13 0AW.
- 1.3 The application site is located within the North York Moors National Park. It is also located within the open countryside and outside of Flood Zones 2 and 3. The existing landscaping and the proposed careful siting of the pods or tents within existing mature woodland minimises visual impacts. The application proposals are considered to be entirely acceptable in all other regards.
- 1.4 It is considered that the scheme comprises a suitable and sustainable tourism development which accords with the National Planning Policy Framework and the Development Plan.
- 1.5 In accordance with the advice contained within the Framework we would encourage this application to be approved without delay.

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## 2.0 Application Particulars

2.1 This application comprises of the following plans and particulars: -

- Drawing Number 001 Location Plan
  - Drawing Number 002 Site Layout as existing
  - Drawing Number 004 Sawmill Building and adjacent Cart Shed Floor plans as existing
  - Drawing Number 005 Saw mill Building and adjacent Cart Shed Elevation plans as existing
  - Drawing Number 006 Storage Building floor plans and elevations as existing
  - Drawing Number 101 Site layout as proposed
  - Drawing Number 102 Site Sections as proposed
  - Drawing Number 103 Reception Building as proposed
  - Drawing Number 104 Wet Weather Facilities Building as proposed
  - Drawing Number 105 Indicative Pod floorplan and elevations
  - Drawing Number 106 Indicative tent floorplan and elevations
  - Drawing Number 107 Indicative Tree Tent floorplan and elevations
  - Drawing Number 108 Indicative Tree Tent visual
  - Drawing Number 109 Indicative Amenity Pod floorplan and elevations
  - Drawing Number CLW-ARP-XX-XX-DR-CH-18009 Highway details
  - Drawing Number CLW-ARP-XX-XX-DR-CH-18010 Highway details
  - Drawing Number CLW-ARP-XX-XX-DR-CH-18011 Highway details
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- Planning, Design and Access Statement
  - Protected Species Survey
  - Bio plant details

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## 3.0 Site Location and Description

- 3.1 The camping/glamping site is proposed to be located at Cloughton Sawmill within Cloughton Wood. The site currently consists of an existing access from the A171, hard standing /gravel areas and three buildings one previously the Saw Mill Building and Cart Shed the other previously a Storage Building.
- 3.2 The site is located within the North York Moors National Park. It is located outside of a settlement so is defined as open countryside and outside of Flood Zone 2 and 3. (Drawing 001)



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#### 4.0 The Proposals (Design and Access Statement)

- 4.1 The application proposals comprise the change of use of land to accommodate a camping/glamping site, the replacement of the existing sawmill building and cart shed with a reception building, conversion of the existing storage building to a wet weather facility and ancillary car parking on existing hard standing along with a revised access point off the A171 at Cloughton Sawmill, Whitby Road, Cloughton, Scarborough, YO13 0AW.
- 4.2 The application seeks to address market demand for a camping/glamping site with a unique range of accommodation in a highly attractive tourist location. The applicant seeks flexibility so that the type and number of each of the designs of accommodation on the site is determined by demand and market conditions. To accompany the proposals three indicative accommodation types are proposed being timber and canvas camping pods, safari tents and tree tents. (Drawings 105,106,107)
- 4.3 The site layout drawing number 101 shows that 15 pods or tents can be accommodated within the application site boundary with the intent of providing a glamping experience that is not presently satisfied within the National Park. The camping/glamping pods or tents are linked by bark chipping pathways, to be used by Golf Buggies for luggage drop off/pick up from car to pods or tents and pedestrians. Cars will be parked directly behind the reception building and not visible from the pods themselves to further create a feeling of space within the woodland.
- 4.4 It is proposed to link the site to an existing public footpath on land within the ownership of the applicant which will provide links to services including to the north Bryherstones Inn (1 mile) and to the south to Cloughton and Cloughton Bus Stop (0.7 miles). All are within walking distances of the proposed site. Furthermore the applicant intends to support the Bryherstones Inn by way of a management agreement. (Please see enclosed letter from the owners of Bryherstones Inn). The proposal will also use other existing local businesses including laundry, cleaning services, site maintenance etc.
- 4.5 The camping/glamping pods or tents have been sited to avoid and therefore retain the existing landscaping/trees by placing them between mature trees in the woodland. The proposals will not result in the loss of substantial trees. Drawing Numbers 105 to 109 show the indicative floorplans and appearance of the timber camping pod, safari tents and tree tents units (for illustrative purposes only). All units are capable of meeting the definition of a caravan as described within 'The Caravan Sites and Control of Development Act 1960' and the 'Caravan Site Act 1968.'



4.6 The proposed indicative timber camping pods and safari tents have integrated facilities including a WC, sink, shower and kitchenette. The indicative pods on drawing number 105 show a pre-stressed timber frames on relocatable concrete blocks and wrapped in a breathable 'skin' of Tyvek roofing membrane and cladding consisting of feather edged, cut from locally sourced Larch. The canvas bedroom wings consist of lightweight 285g/sqm cotton canvas (colour: safari brown), are detachable and can be secured in storage for the winter. Each pod is proposed to be provided with a secure cycle storage unit.

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- 4.7 The proposed indicative safari tents are canvas and consist of lightweight 285g/sqm cotton canvas (colour: safari brown) with timber boarded walls to sanitary areas. The proposed indicative tree tents are spherical objects clad in weather proof canvas and have two windows and one door. They will be suspended above ground between trees. Amenity pods are to be sited in conjunction with and within 90 metres of the un-serviced tree tents.
- 4.8 The proposals include the replacement of the sawmill and adjacent cart shed buildings with a reduced footprint Reception Building shown on Drawing Number 103. The reception building is proposed as one storey in nature and will provide reception, office and secure storage.
- 4.9 The conversion of the existing one storey storage building to wet weather facilities is shown on drawing number 108 and are proposed to consist of laundry, welfare facilities, library, reading room seating areas and a games room.
- 4.10 Both the reception building and wet weather facilities building are proposed to be clad with Timber (Cedar/Larch) Boarding and the roof materials to be dark green granular coated metal pantile (decratile or similar).
- 4.11 Surface and Foul water are proposed to be disposed of via a new Bio-treatment plant(s) and surface water to ground. Please see drawing number 101 for location and the manufacturer's specification for details of the Bio-treatment plant (s).
- 4.12 Drawing numbers CLW-ARP-XX-XX-DR-CH-18009 to 18011 shows the revised highway entrance and the sight line details to comply with the Highways Authority specifications for accessing an A road with a 60 mph speed limit. The proposals include a managed access gate set back from road frontage, passing place and rebuilding of dry stone walls on each side.
- 4.13 The management of the site will be carried out jointly by the existing team at the Brhyerstones Inn along with locally employed individuals some of whom live immediately adjacent to the woodland. Said individuals have already

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indicated their interest to possibly being employed on the site following discussions with the applicant. (see attached letter).

- 4.14 Lighting on the site will be provided by discrete low level led lighting around the car park and along the footways to comply with the Dark Skies Policy within the National Park and the health and safety requirements of the site. There will be no halogen floodlighting as presently exists on the sawmill buildings.

## 5.0 Planning Statement

- 5.1 Applications are to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The following policies and guidance are considered to be of most relevance to the consideration of this application: -

### The Development Plan

- 5.2 The existing Development Plan for the application site comprises the Core Strategy and Development Policies (2008).
- Core Policy A Delivering National Park Purposes and Sustainable Development
  - Core Policy C Natural Environment, Biodiversity and Geodiversity
  - Core Policy H Rural Economy
  
  - Development Policy 3 Design
  - Development Policy 10 New Employment and Training Development
  - Development Policy 14 Tourism and Recreation
  - Development Policy 13 Rural Diversification
  - Development Policy 16 Chalet and Camping Sites

### Emerging Local Plan

- 5.3 The National Park have started to review the Local Plan by issuing a document called 'first steps' and undertaking consultation with comment due by the 18<sup>th</sup> November 2016. The new local plan will replace the policies of the Core Strategy and Development Policies (2008). The new local plan is in the early stages of development and therefore cannot be given any significant weight not least because policies have not been formulated yet.

### National Planning Policy Framework

- 5.4 The Framework was adopted in 2012 and is a material planning consideration.



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- 5.5 The NPPF (paragraph 14) sets out a presumption in favour of sustainable development. For decision making this means that development proposals that accord with the Development Plan should be approved without delay and where the Development Plan is absent, silent or relevant policies are out of date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF, or specific policies within the NPPF indicate development should be restricted.
- 5.6 The Framework sets out 12 core planning principles and states that planning should proactively drive and support sustainable economic development to deliver homes and businesses, not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives, set a clear strategy for allocating suitable land for development and take account of the different roles of different areas including supporting thriving rural communities.
- 5.7 The Framework confirms that planning applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 5.8 Paragraph 19 of the NPPF states that 'The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.'
- 5.9 Paragraph 28 of the NPPF 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' and 'support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres;'
- 5.10 Paragraph 56 states that: 'The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.'
- 5.11 Paragraph 94 states that: 'Local planning authorities should adopt proactive strategies to mitigate and adapt to climate change,<sup>16</sup> taking full account of flood risk, coastal change and water supply and demand considerations.'

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- 5.12 Paragraph 115 states that 'Great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.'
- 5.13 Paragraph 186 of the NPPF states that 'Local planning authorities should approach decision-taking in a positive way to foster the delivery of sustainable development. The relationship between decision-taking and plan-making should be seamless, translating plans into high quality development on the ground.'
- 5.14 Paragraph 187 of the NPPF states that 'Local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible. Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.'
- 5.15 Paragraph 215 of the NPPF states that 'In other cases and following this 12-month period, due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).'

**6.0 Tourism Sector Economy**

- 6.1 The Tourism Alliance in their recent UK Tourism Statistics 2016 Report found that:
  - nationally Tourism employs a quarter of a million people.
  - the value of Tourism to the UK Economy in 2014 was £121.1 billion (7.1 %) of UK GDP.
  - total revenue from Tourists in 2015 was estimated as £127.4 billion.
  - since 2009, tourism employment has increased at almost double the rate of the rest of the UK labour market.
  - the tourism sector is the UK's third largest employer, accounting for 11.6% of total employment.
  - A new full time equivalent tourism job is created with every £54,000 increase in tourism revenue.
- 6.2 At a Regional level Tourism in Yorkshire is worth £7 billion annually with 216 million visitors to the region each year. In 2014 in the Yorkshire Region



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119, 630 people were employed in the Tourism sector approximately 6.7% of the UK's employment sector.

- 6.3 Paragraph 8.18 of the Core Strategy and Development Policies states that the aim of the document is to 'support tourism based opportunities for visitors and local communities which respect the Park's special qualities.'
- 6.4 Paragraph 8.23 of the Core Strategy and Development Policies confirms that The Park offers a range of tourist accommodation such as hotels, guesthouses, self-catering cottages, hostels, chalets, caravan and camping sites which make it more accessible to a greater number and variety of people.
- 6.5 Paragraph 8.25 of the Core Strategy and Development Policies confirms that Tourism has an important role in the local economy. Tourists are attracted to the Park by the range of tourism facilities and range of accommodation provision.
- 6.6 Paragraph 8.26 of the Core Strategy and Development Policies confirms that Caravan, camping and chalet sites contribute to the provision of a range of accommodation in the Park to meet different tourist needs. The provision of small scale caravan, camping and chalet sites can also be a supplementary source of income for farm businesses.
- 6.7 The Executive summary of the 'Report on the Economy of the North York Moors National Park (2015)' states:
- 'The major economic sector is tourism and recreation, estimated to support some 4,000 Full Time Equivalent (FTE) jobs in the park and up to 7,800 in the wider area.
  - A major component of the Park's economy relates directly and indirectly to the activities and spending of visitors and of leisure and recreation pursuits.
  - Tourism is worth some £416 million to the local economy and supported some 4,000 FTE jobs in the Park; some 7,800 in the wider area.'
- 6.8 The North York Moors National Park - Management Plan (2012) sets out actions and policies aimed at supporting the sustainable development of the Park's important economic sectors to 2027. The Management Plan in relation to tourism and the visitor economy, 'aims to encourage more people to visit the Park, increase the number employed in activities related to it and support a local visitor economy that is less seasonal, whilst minimising user conflicts.' Further policies related to the tourism sector are as follows:
- Policy B1 - Visitor spend will have increased





- Policy B2 - Opportunities for visiting the National Park outside of traditional peak seasons will be promoted
- Policy B3 -Overnight tourism in and around the National Park will be specifically promoted
- Policy B4 - The quality and variety of tourism and recreation facilities and accommodation will be improved
- Policy B5 -Tourism businesses will reduce their impact on the environment and use resources efficiently

6.9 Overall this demonstrates the significance of the tourism sector to the national, regional and local economy.

6.10 The current proposal will have important and significant multiplier effects for other associated local businesses particularly Bryherstones Inn and the wider economy. This is a significant material planning consideration. The application proposals will generate new jobs for the local construction industry and allied trades, landscape gardeners, cleaners and those employed in the holiday and hospitality industry, and others. Job creation should be regarded as a further significant material planning consideration.

6.11 These aims of the Park Management Plan are challenging and this planning application will increase the tourism offer, and will contribute to increasing visitor spend.

## 7.0 Assessment Against Policy

7.1 Supporting sustainable economic growth in rural areas is one of the 12 core planning principles of the NPPF. Paragraph 28 of the NPPF lends further support to economic growth in rural areas including sustainable rural tourism.

7.2 The Park Management Plan and paragraph 8.25 of the Core Strategy and Development Policies Document recognise the importance of the tourism sector to the local economy. Paragraph 8.25 of the Core Strategy and Development Policies Document provides specific support for tourism development that respects the Park's special qualities.

7.3 Core Policy A of the NYM Core Strategy and Development Policies Documents seeks to further the National park purposes and duties by encouraging a more sustainable future for the Park and its communities whilst conserving and enhancing the Park's special qualities.

7.4 Development Policy 3 of the NYM Core Strategy and Development Plan Documents seeks to maintain and enhance the distinctive character of the National Park. Development will only be permitted where the siting, orientation, layout and density preserves or enhances views into and out of



the site, spaces about and between buildings and other features that contribute to the character and quality of the environment. Furthermore, the Authority seeks a high standard of design detailing whether traditional or contemporary, which reflects or complements that of the local vernacular.

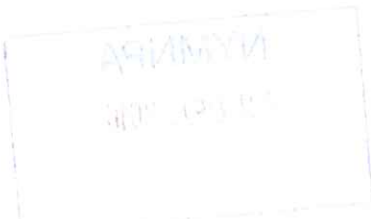
- 7.4 This application supports NYM Core Policy A (Delivering National Park purposes and Sustainable Development) and NYM Development Policy 3 (Design) through seeking to conserve and enhance the special qualities of the NYM National Park. The pods or tents will be sited within existing woodland and accessed sustainably by foot / golf buggy. The proposal complies with the provisions of NYM Core Policy A through ensuring the development does not detract from the quality of life of local residents. The site is well screened and will not affect the amenity space / quality of life of others in the area.
- 7.5 Core Policy C of the NYM Core Strategy and Development Plan Documents seeks to ensure that the quality and diversity of the natural environment is conserved and enhanced. Please see enclosed eco report outlining that this application will not detrimentally affect but positively add to the natural environment.
- 7.7 Core Policy H of the NYM Core Strategy and Development Plan Documents states that the rural economy will be strengthened and supported by providing local communities with a range of opportunities for entrepreneurship, education and training. In this location this will be achieved through supporting the agricultural sector and opportunities for diversification or sustainable based tourism based on recreation activities and tourism development related to the understanding and enjoyment of the Park.
- 7.8 Development Policy 14 supports the improvement of tourism and recreation in the National Park by adopting the principles of sustainable tourism. Chalet and camping sites are considered under Development Policy 16 of the NYM Core Strategy and Development Plan Documents. This policy covers proposals for the provision of new, caravan, camping and chalet sites or the expansion of existing sites.
- 7.9 The proposed site is located within an area of well-established woodland providing a setting for the proposed development to be successfully integrated within the wider landscape. The proposals have been sensitively designed to provide holiday accommodation within the existing woodland without harming the Park's special qualities. The proposals also include the conversion of one existing building and the replacement of another on a smaller footprint that overall improves the outlook of the site.



- 7.10 The site is in close proximity to the road network (categories 1, 2 or 3) and the proposal would not result in an increase in traffic generation that would be harmful to the character of the area or highway safety. The proposals are therefore considered to be in accordance with Development Policies 14 and 16 of the NYM Local Development Framework.
- 7.11 Key Policies that apply here and that this application support are NYM Core Policy H – The Rural Economy, and Development Policy 10 – New Employment. This application supports a fundamental aspect of NYM National Park Policy in that it supports the Rural Economy. This is in turn enabled through the application complying with components of Development Policy 13 - Rural Diversification.
- 7.12 This application seeks to create a rural tourism business in a sensitive, low key manner that supports local businesses and contributes towards the overall Park aim of supporting sustainable tourism whilst protecting the Parks special quality.

## 8.0 Conclusion

- 8.1 The application comprises a modest proposal consisting of the change of use of land to from a camping/glamping site, erection of a reception building, conversion of an existing building to a wet weather facility and ancillary car parking at Cloughton Sawmill, Whitby Road, Cloughton, Scarborough, YO13 0AW.
- 8.2 The principle of this modest tourism business in the open countryside is considered to be supported by local plan polices and the policies of the NPPF. The contribution of the tourism sector to the local economy is significant. The proposals simply seek to create a new tourism enterprise whilst respecting the National Park's special qualities. The proposals will contribute to the aims and objectives of the Park Management Plan for the tourism sector.
- 8.3 The proposals do not cause an unacceptable visual intrusion or detrimental impact on the character of the locality. The impacts of the proposal have been given careful consideration, and the application proposals are considered to be entirely acceptable.
- 8.4 In conclusion it is considered that the application proposals accord with both National, and adopted Local Plan policies. The proposals are genuinely sustainable in nature and should therefore be approved without delay.



8.5 It is hoped that officers will be supporting this proposal. Please do not hesitate to contact us should you require any additional information or clarification on any matters.

Yours sincerely

**EDWARDSON ASSOCIATES**

