P & EP Committee: 6 DECEMBER 2011 ITEM NO 5.5

11/01704/FUL: USE OF LAND FOR ONE EXTENDED GYPSY FAMILY COMPOSED OF 2

STATIC CARAVANS AND 1 TOURING CARAVAN AT LAND OPPOSITE 3

HURN ROAD, WERRINGTON, PETERBOROUGH

VALID: 25 OCTOBER 2011

APPLICANT: MR C WILSON & EXTENDED FAMILY

AGENT: ARCHITECTURAL & SURVEYING SERVICES LTD

REFERRED BY: CLLR BURTON

REASON: DETRIMENTAL TO THE CHARACTER AND APPERANCE OF THE AREA,

INADEQUATE NOISE ABATEMENT, LACK OF SERVICES -WATER, SEWAGE, GAS & ELECTRICITY, IMPACT ON NEIGHBOURING AMENITY

E.G. NOISE FROM GENERATORS.

DEPARTURE: NO

CASE OFFICER: ANDREW CUNDY TELEPHONE: 01733 454410

E-MAIL: andrew.cundy@peterborough.gov.uk

1 SUMMARY/OUTLINE OF THE MAIN ISSUES

The proposal is for the use of land for one extended gypsy family composed of 2 static caravans and 1 touring caravan.

The main considerations are:

- The principle of the proposed development on this site
- Landscape Impact
- Highways
- Drainage
- Archaeology
- Noise Residential Amenity (occupiers)
- Residential amenities of the occupiers of close by existing residential properties.
- Access to local services

The Head of Planning, Transport and Engineering Services recommends that the application is **APPROVED.**

2 PLANNING POLICY

In order to comply with section 38(6) of the Planning and Compulsory Purchase Act 2004 decisions must be taken in accordance with the development plan policies set out below, unless material considerations indicate otherwise.

Development Plan Policies

Relevant policies are listed below with the key policies highlighted.

Peterborough Core Strategy DPD (2011)

CS9 – Gypsies and Travellers

CS14 – Transport

CS17 - The Historic Environment

CS20 - Landscape Character

CS22 - Flood Risk

Peterborough Local Plan (First Replacement) (2005)

H16 Residential design and amenity

LNE9 Landscaping implications of development proposals

LNE10 Detailed elements of landscaping schemes

U1 Water supply, sewage disposal and surface water drainage

U9 Pollution of Watercourses and Groundwater

Other Guidance & Policies

ODPM Circular 01/06 – Planning for Gypsy and Traveller Caravan Sites

ODPM Circular 03/99 – Planning requirement in respect of the use of non-mains sewerage incorporating sewerage tanks in new development

Design Gypsy and Traveller Sites: Good Practice Guide May 2008

East of England Plan (May 2008) (Secretary of States proposed changes March 2009)

- Policy H3 – Provision for Gypsies and Travellers

Cambridge Sub-Regional Gypsy & Traveller Accommodation Needs Assessment (2011)

The criteria of Policy CS9 of the Core Strategy which will be used to consider planning applications for new Gypsy and Traveller Caravans and associated facilities are:-

- a) the site and its proposed use should not conflict with other development plan policies or national planning policy relating to issues such as flood risk, contamination, landscape character, protection of the natural and built environment or agricultural land quality
- b) the site should be located within reasonable travelling distance of a settlement which offers local services and community facilities including a primary school
- c) the site should enable safe and convenient pedestrian and vehicle access to and from the public highway and adequate space for vehicle, parking, turning and servicing
- d) the site should be served, or be capable of being served by adequate mains water and sewerage connections
- e) the site should enable development and subsequent use which would not have any unacceptable adverse impact on the amenities of the occupiers of nearby properties or the appearance or character of the area in which it would be situated.

3 DESCRIPTION OF PROPOSAL

The proposal is seeking planning permission for the erection of two static caravans for residential occupation. The application details have stated that the lengths of the caravans would be between 8.6m and 9.8m (depending upon exact model chosen) and width of 3.8m. A third caravan 6.5m by 2.29m is to be used as a shared family room facility. All three caravans are to be used by one extended family. A foul water treatment plant is also proposed. The site area is approximately 0.07 hectares and is 'L' shaped in plan form. The vehicular access is proposed directly opposite no.3 Hurn Road and is shown with a width of 8m. Entrance gates are to be set approximately 6m from the edge of Hurn Road. The two 'living' caravans are to be located approximately 26m and 32m from Hurn Road. They are to be positioned at right angles to each other and immediately adjacent to each other. The family room caravan is to be located at the very rear of the site approximately 50m from Hurn Road. Parking provision is shown for 5 vehicles and a 6m diameter turning circle is identified within the access road. The 'living' caravans are proposed at a distance of approximately 43m from the nearest line of the London to Edinburgh mainline railway and the family room would be approximately 40m.

The agent has provided evidence to demonstrate that the intended occupiers meet the definition of Gypsies and Travellers.

The original application for the development ref:- 10/00412/FUL was withdrawn by the applicant as a result of a refusal recommendation to Committee by the Head of Planning, Transport and Engineering Services. It was considered that the occupation of the site, in very close proximity to the mainline London to Edinburgh railway, would not provide for a satisfactory living environment for occupiers of the site given the exposure to high noise levels from the passing trains. No measures were proposed in that application to mitigate against the noise from the trains.

Since this application there have been two further planning applications. Planning applications ref: 10/01065/FUL and 11/01320/FUL both proposed two noise barriers to protect the living environment for occupiers. Both applications were refused as it was considered initially by members 23rd November 2010 (application ref: 10/01065/FUL) and then by officers 13th October 2011 (application ref: 11/01320/FUL) that the proposed acoustic noise barriers, due to their height, length and siting, would stand out as incongruous, dominant and alien features within the immediate rural setting to the detriment of the character and appearance of the countryside.

Turning to the subject application, the applicant has now deleted both noise barriers. As an alternative to the barriers the applicant proposes to: -

- 1 clad the mobile homes to improve their sound resistance
- 2 re-site the amenity space 6 metres further away the static caravans along side 1.8m high fence surrounding the amenity space are to act as a sound barrier
- 3 install either a noise reduction strip/triple glazing to the static caravan windows
- 4 Install trickle ventilators with a mechanical option for warmer months to the static caravan windows
- 5 add to existing boundary planting

4 DESCRIPTION OF SITE AND SURROUNDINGS

The sole vehicular approach to the site is via Hurn Road which is a very lightly trafficked road of a single carriageway width. The road has a mature hedge along its northern side whereas to the south there are clear views into the open countryside. The application site is located within a triangular shaped area of land. This land is generally overgrown with various vegetation including scrub type, shrubs, hedging and small trees. Immediately to the north of the application site is a row of 6 modest sized terrace houses the frontages of which are set back 9m from the vehicle carriageway. A detached dwelling is located very close to the railway line to the west of the terraced row. To the east/south east of the site is arable farmland. The nearest line of the East Coast mainline railway is approximately 35m from the western boundary of the application site. In total there are three mainline tracks with two further railway lines to the west that connect Peterborough with Leicester via Stamford. The Peterborough Green Wheel Footpath/Cycleway passes by the site along Hurn Road to connect Marholm to Werrington.

5 PLANNING HISTORY

(a) Application ref: 11/01320/FUL - Use of land for one extended gypsy family comprising of 2 static caravans and 2 touring caravans – Refused – 13^{th} October 2011

Reason - The proposed acoustic noise barriers, due to their height, length and siting, would stand out as incongruous, dominant and alien features within the immediate rural setting to the detriment of the character and appearance of the countryside. Therefore the proposal would be contrary to policies CS16 and CS20 of the Peterborough Core Strategy DPD Adopted 2011

(b) Application ref: 10/01065/FUL - Use of land for one extended gypsy family comprising two residential caravans and one family room caravan – Refused by members of the planning and environmental protection committee 23rd November 2010

Reason – As above

(c) Application ref:- 10/00412/FUL – Use of land for one extended gypsy family comprising two residential caravans and one family room caravan – WITHDRAWN – 28th July 2010

6 <u>CONSULTATIONS/REPRESENTATIONS</u>

INTERNAL

Archaeology Officer – No objection - The site is surrounded by crop marks of uncertain interpretation, whilst some of these have in the past been found to represent geological features others could be of archaeological origin. Suitable archaeological mitigation should be attained, should planning permission be granted, via a condition requiring an archaeological investigation of the site prior to the commencement of the development.

Highways Officer – No highway objections. The proposal will not generate significant traffic volumes and the proposed access arrangements are acceptable. Suggest condition re: setting back of gates.

Wildlife Officer – No objection - The site is close to the Marholm Crossing County Wildlife Site but the proposal would be unlikely to have an impact upon the features for which the site has been designated.

Environmental Health Pollution Control Team – No objection – The caravans have been positioned on site so that they themselves are noise barriers to the railway. That and a 1.8 metre high close boarded fence will ensure an acceptable external amenity area sufficiently protected from noise can be provided. Windows provided on the elevations of the caravans furthest from the railway line prevent the need to open those windows facing the railway line for ventilation. In addition the applicants have listed a number of possible noise attenuation measure that they could use – double glazing, cladding and vents to protect their homes from noise. Recommend a condition requiring the applicant to submit details of the exact noise protection measures and a 35db noise level condition.

Landscape Officer – No objections

EXTERNAL

Environment Agency – No objections. The applicant should note in future if they wish to culvert any watercourse it would require approval of the Environment Agency. Consent would also be required from the Environment Agency for any works/structures within 9 metres of the Brook Drain that runs close to the eastern boundary of the site.

Network Rail – No objection to the principle of the development but there are requirements that must be met, especially with the close proximity of the site to the electrified railway. Specifically all surface and foul water must be directed away from Network Rail property. Development for residential use adjacent to an operational railway may result in neighbour issues arising. Every endeavour should be made by the developer to provide soundproofing for each dwelling. The worst case scenario could be trains running 24 hours a day and sound proofing should take this into account. This can be secured in such cases by way of a condition to a planning approval. Finally the Local Planning Authority need to be satisfied that boundary treatment of the site is adequate for the change of use of the land.

Werrington Neighbourhood Council - No comments received

NEIGHBOURS

Six objections to the proposal have been received from occupiers of properties on Hurn Road. The occupiers raise the following planning issues:

- The dictionary definition of 'gypsy' would indicate that the applicant does not conform to this culture
- Site is too close to main east coast railway line potential for an accident occurring because of children or livestock straying onto the railway line, there has already been the death of a child on the railway line
- No school or medical facilities nearby
- Hurn Road is a single country road which is unsuitable for an increase in regular traffic which would be generated, this could impact on emergency services access
- Parking may be an issue as there limited space at present
- The availability of the sewage service has to be taken into consideration there are no waste disposal facilities in Hurn Road
- The water pressure in the road is low as it is and this will create even further demands upon the supply
- Not in keeping with the area
- Will create a precedent for similar development in the area.
- Privacy
- The application does not make clear how many people are proposed to live on the site
- Loss of agricultural land

- Previous objections still relevant, previous planning applications on the site have been refused, one of which is current being appealed
- Noise pollution from adjacent railway line. The measures proposed for noise protection do not seem sufficient
- The shrubs and trees proposed will take some time to mature to provide suitable noise protection
- Impact on property values
- The cladding of the caravans to provide noise protection could be visually poor and out of keeping with character of area
- Developing the site would reduce the wildlife potential of the site

Councillors

CIIr Burton – Asks that this application be referred to planning committee for decision for the following reasons:- detrimental to the character and appearance of the area, noise abatement for the site is inadequate, no provision of water, sewage, gas and electricity to the site, impact on the amenity of neighbouring properties e.g. noise created by the use of generators.

7 <u>REASONING</u>

a) Principle of development

The application site is located within the open countryside i.e. outside of a village envelope. The application should, be determined on the basis Core Strategy Policy CS9 and the guidance in Government Circular 01/06.

The Cambridge Sub-Regional Gypsy & Traveller Accommodation Needs Assessment (2011), identifies a need for 10 pitches between 2011 and 2016 in the Peterborough City Council area.

In terms of location, the proposal is considered to be within a reasonable travelling distance of the built up area of Werrington and that it is not so isolated as to be considered unsustainable. Circular 01/06 states that sites on the outskirts of built—up areas may be appropriate and that sites may also be found in rural or semi-rural settings. Rural settings, where not subject to special planning constraints are acceptable in principle. The key issues relate to detailed evaluation of the site in question and relationship to immediate surroundings and these are considered below;

b) Landscape Impact

The application site is not located in an area of the district that has been identified as having the best landscape value although the immediate area does have a rural quality that affords a pleasing visual amenity. The present condition of the site is somewhat overgrown but it has had a long history of agricultural use and has established itself by way of its hedging and trees such that its condition is considered compatible with the rural nature of the immediate area. In determining the previous application officers and members agreed that the relationship with the immediate area would be significantly altered by a proposed noise barrier/s. Following discussions, the applicant has deleted the concept of a noise barrier from the application. It is considered that the proposed development will not unacceptably impact on the character or appearance of the rural setting.

c) Access to Services

Criteria (b) of Policy CS7 - requires the site to be located within reasonable travelling distance of a settlement which offers local services and community facilities, including a primary school.

The site is within approximately 1.1km from the nearest shops at the Loxley Centre, off Lincoln Road Werrington. The nearest Primary School is William Law School that is 1.5km away from the site. The Primary School in Glinton is approximately 2.6km away. It is considered that these distances are reasonable travelling distances to these services. Circular 01/06 states that issues of sustainability are important and should not only be considered in terms of transport mode and distances from services. Other considerations include the wider benefits of easier access to GP's, other health services and children attending school on a regular basis with the provision of a settled base that reduces the need for

travel by car. On balance it is considered that the location of the site is sustainable. The site is locationally comparable to that of a Gypsy caravan site proposed off the A47 near to Wansford which the Local Planning Authority (PCC) refused planning permission. The applicant appealed the decision and whilst the Planning Inspectorate dismissed the appeal the Inspector was satisfied the location was sustainable in that the site was within walking distance and only a short car journey away from the services in Wansford which contains various shops and a health centre.

d) Highways

Criteria (c) of Policy CS7 – requires safe and convenient pedestrian and vehicle access to and from the public highway, and adequate space for vehicle parking, turning and servicing.

The Highways Officers have raised no objection on the grounds that the proposal is for only one extended family which would not materially increase the number of vehicle movements along Hurn Road such that there would be minimal interruption in the free flow of traffic. The road also forms a part of the Peterborough Greenwheel Cycle Route the safe use of which should not be affected by the occupation of the site.

e) Drainage

Criteria (d) of Policy CS7 – requires the site to be served, or be capable of being served, by adequate mains water and sewerage connection.

The Environment Agency raises no objection to this application. The site could in principle be serviced with mains water and the use of a small sewerage treatment plant would be acceptable. The latter could be secured by a planning condition.

f) Impact on surrounding sites

Criteria (e) of Policy CS7 – the site should enable development and subsequent use which would not have any unacceptable adverse impact on the amenities of occupiers of nearby properties or the appearance or character of the area in which it would be situated.

The nearest residential properties are sited 39 metres from the nearest caravan. It is considered that at this distance the proposed development would not adversely impact on the amenities of the occupiers of nearby residential properties.

g) Archaeology

The Archaeological Officer has advised that the site may contain remains of interest but would not require an archaeological investigation prior to the determination of the planning application. A planning condition could be imposed that sought archaeological investigation works prior to the commencement of development.

h) The Residential amenities of the future occupiers of the caravans.

In general terms it is not considered desirable to locate residential caravans in close proximity to main line railways where impact noise levels are high from the passing of high speed trains and the fact that the sound insulation afforded to caravans is poor due to their lightweight construction. In this case there would be a frequent high level noise source 35m to the west of the application site.

The applicant proposes to mitigate the impact of noise by:

- 1 cladding the mobile homes to improve their sound resistance
- 2 re-siting the amenity space 6 metres further away positioning the caravans along side the 1.8m high fence surrounding the amenity space are to act as a sound barrier
- 3 installing either a noise reduction strip/triple glazing to the static windows
- 4 Installing trickle ventilators to the static caravans– with a mechanical option for warmer months
- 5 add to existing boundary planting

Having studied each of these options the Environmental Health Team is satisfied that each of the options would lower the noise levels from the passing high speed trains sufficiently to provide for a satisfactory living environment within the site and provided that noise reducing acoustic ventilators are fitted to the caravans the internal caravan living accommodation would be satisfactory. The inclusion of the acoustic ventilators would reduce the need for the occupants of the caravans having to open doors/windows, in hot weather for example, which if occurred would expose them to unacceptable levels of noise.

Consideration has also been given to the potential for the caravans to be affected by ground vibration from the passing trains and also to occurrences of resonate excitement of fixtures/lightweight structures/contents. The Environmental Health team have concluded that both are unlikely to be a problem for the occupiers of the caravans provided the noise mitigation barriers are provided. This conclusion has been reached based upon experiences of the residents of the mobile homes in the Dukesmead Mobile Home Park where a number of the homes in the Park are within comparable proximity to the same railway lines as the proposed caravans. No such problems have been highlighted by the occupiers of the homes and there are no noise mitigation barriers between the mobile homes and the railway lines.

i) The impact of the proposal upon the amenities of the occupiers of close by existing residential properties.

Concern has been expressed from a resident of Hurn Road that the occupation of the site would adversely impact upon their general amenities for example by way of the activities of the occupiers upon the site, specifically the local resident argues that Hurn Road is a single country road which is unsuitable for an increase in regular traffic. As the site is located directly opposite existing residential properties the use of the site could be expected to generate levels of activity either from within the site and as a result of vehicle movements to and from the site that could impact upon the general amenities of the occupiers of those properties. However, whilst there will be some impact, consideration has to be given as to whether such impacts would lead to conditions that would cause actual detriment to their amenities. It is anticipated, given the labouring types of trades that Travellers are generally involved in, that the vehicles of the occupiers of the site could be generally larger than the private motor vehicle to include, for example, transit vans and small lorries. No objection has been raised by the Highways Officers who are satisfied that given the site is to be occupied by a single extended family would not generate a level of traffic along Hurn Road that would inconvenience existing users of the road either on foot or by vehicle. In addition there would be sufficient space within the application site to permit vehicles to enter and leave in a forward gear such that vehicles generated by the occupation of the site would not have to manoeuvre at the entrance to the site which could otherwise have inconvenience existing residents.

The existing dwellinghouses to the north of the site are to be located 39m away from the two residential caravans and would be located at a distance of 62m away from the family caravan. Given the separation distances the occupation/use of the caravans would be unlikely to have an adverse impact upon the amenities of the occupiers of the existing dwelling houses.

j) Miscellaneous

Objectors have raised a number of other points and these are addressed below:

 Concern has been expressed that the safety of children living at the site may be compromised through access to the mainline railway. However, the railway is secured by security fencing along its boundary to restrict access.

8 CONCLUSIONS

Planning application ref: 11/01320/FUL - Use of land for one extended gypsy family comprising of 2 static caravans and 2 touring caravans was refused on 13th October 2011. Officers considered that the proposed acoustic noise barriers, due to their height, length and siting, would stand out as incongruous, dominant and alien features within the immediate rural setting to the detriment of the character and appearance of the countryside.

It is considered that the removal of the sound barrier from the proposal and the new noise mitigation proposals addresses the previous reason for refusal. It is therefore considered that there will be no

unacceptably adverse impact on the amenities of neighbours or the character or appearance of the land. The site is within a reasonable distance of local services and facilities, has a suitable vehicular access and utilities can be provided. The proposal is therefore in accordance with Policy CS9 of the Peterborough Core Strategy DPD 2011

9 RECOMMENDATION

The Head of Planning, Transport and Engineering Services recommends that this application is APPROVED for the following reasons:

There will be no unacceptably adverse impact on the amenities of neighbours or the character or appearance of the land. The site is within a reasonable distance of local services and facilities, and has a suitable vehicular access. Utilities can be provided. The proposal is therefore in accordance with Policy CS9 of the Peterborough Core Strategy DPD 2011.

C1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with Section 91 of the Town and Country Planning Act 1990 (as amended).

This permission does not authorise use of the land as a caravan site by any persons other than Gypsies and Travellers, as defined by paragraph 15 of ODPM Circular 01/2006.

Reason: In order to control development in the open countryside, in accordance with Policy CS9 of the adopted Peterborough Core Strategy DPD.

No more than three caravans, as defined in the Caravan Sites and Control of Development Act 1960 and the Caravan Sites Act 1968, shall be stationed on the site at any time.

Reason: In order that the Local Planning Authority can control the impact of the use of the site on the locality, in accordance with Policy CS9 of the adopted Peterborough Core Strategy DPD.

No development shall take place until details of cladding materials, including roof and wall materials, details of the type, design and external finish of all windows, external doors, means of ventilating the caravans have been submitted to and approved in writing by the Local Planning Authority. The details submitted for approval shall include the name of the manufacturer, the product type, colour (using BS4800) and reference number. The development shall not be carried out except in accordance with the approved details and shall thereafter be retained, unless otherwise agreed in writing by the Local Planning Authority.

Reason: For the Local Authority to ensure a satisfactory external appearance and level of amenity to the occupiers of the caravans, in accordance with Policy CS9 and CS16 of the adopted Peterborough Core Strategy DPD.

Notwithstanding the details hereby approved, if gates are to be provided to the vehicular access they should be set back 6 metres from the edge of the carriageway.

Reason: In the interests of Highway safety, in accordance with Policy CS14 of the Peterborough Core Strategy DPD (2011).

No external lighting shall be installed on the site unless it is in accordance with details that have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that any such lighting has no detrimental impact on adjacent railway, in accordance with Policy CS14 of the Peterborough Core Strategy DPD (2011).

C7 No demolition/development shall take place/commence until a programme of archaeological work including a Written Scheme of Investigation has been submitted to, and approved by, the local planning authority in writing.

Reason: to secure the obligation on the planning applicant or developer to mitigate the impact of their scheme on the historic environment when preservation in situ is not possible, in accordance with Planning Policy Statement 5 Planning for the Historic Environment and Policy CS17 of the adopted Peterborough Core Strategy DPD.

Prior to the commencement of development a scheme for the landscaping of the site shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall be carried out as approved no later than the first planting season following the occupation of any building or the completion of development, whichever is the earlier.

The scheme shall include the following details:

- Planting plans including retained trees, species, numbers, size and density of planting
- An implementation programme

Reason: In the interests of the visual appearance of the development and the enhancement of biodiversity in accordance with policy CS21 of the adopted Peterborough Core Strategy DPD.

C9 The caravans shall be so designed as to provide sound attenuation against externally generated noise of not less than 35; dB with windows shut and other means of ventilation provided.

Reason: In order to protect and safeguard occupiers of the development, in accordance with Planning Policy Guidance (PPG24 Planning and Noise) and Policy CS16 of the adopted Peterborough Core Strategy DPD.

No development shall take place until drawings/specifications have been submitted to and approved in writing by the Local Planning Authority which shows a detailed bin storage facility. The approved scheme shall be provided prior to the first occupation of the caravans which it serves. It shall be retained thereafter for the storage of refuse and recycling bins only.

Reason: In order to ensure that adequate bin storage space is available and to protect the visual appearance of the street scene in accordance with Policy CS16 of the adopted Peterborough Core Strategy DPD.

No development or other operations shall commence on site in connection with the development hereby approved, (including any tree felling, tree pruning, demolition works, soil moving, temporary access construction and or widening, or any operations involving the use of motorised vehicles or construction machinery) until a detailed service and foul and surface water drainage layout has been submitted to and approved in writing by the Local Planning Authority. Such layout shall provide the long-term retention of the trees. No development or other operations shall take place except in complete accordance with the approved service/drainage layout. Detail will be as per NJUG10 Guidelines for the planning installation and maintenance of utility apparatus in proximity to trees and British Standard 5837:2005 section 11.7.

Reason: To ensure proper planning for tree protection where underground infrastructure is to be installed, in accordance with Policy CS20 of the adopted Peterborough Core Strategy DPD.

Informatives

1 – Under the terms of the Water Resources Act 1991 and local land drainage byelaws the Environment Agencies prior written consent is required for any proposed works or structures, in, under, over or within 9 metres of the top of the bank of the Brook Drain, designated a 'Main

River'. Furthermore the Environment Agency consent is also required for any proposed culverting. Further information can be obtained by contacting Emma Kirk on 01522785533.

Copy to Councillors: D Fower, C J Burton, P V Thacker MBE