

**REFERENCE:** P/20/953/FUL

**APPLICANT:** Mr H Studts  
Brodawel Camping & Touring Park, Moor Lane, Porthcawl CF36 3EJ

**LOCATION:** **Brodawel Camping & Touring Park**  
**Moor Lane, Porthcawl CF36 3EJ**

**PROPOSAL:** Siting of 25 static caravans, associated infrastructure, ecological and landscaping enhancements, and the retention of 68 touring pitches (resulting in 93 total number of units - reduction of 57 touring pitches)

**RECEIVED:** 26 November 2020

**EOT AGREED:** 14 February 2022

### **APPLICATION/SITE DESCRIPTION**

The application seeks full Planning permission for the siting of 25 static caravans, associated infrastructure, ecological and landscaping enhancements and the retention of 68 touring pitches (resulting in 93 total number of units - reduction of 57 touring pitches) at Brodawel Camping Park, Moor Lane, Porthcawl.

**Figure 1 – Aerial Photograph of the Application Site and Surroundings**



Initially the application proposed the change of use of 125 touring caravans to 50 static caravans with associated infrastructure improvements and ecological mitigations and enhancement. Following a number of concerns raised by the Local Planning Authority (LPA) regarding the loss of touring pitches at the site and highway safety concerns, an amended scheme was submitted on 10 May 2021 which proposed the change of 25 touring caravans to 25 static caravans and the retention of 68 touring pitches with a revised Transportation Statement for the site submitted on 2 September 2021.

Following further review of the application, concerns were raised by the LPA regarding the accuracy of the original description of development when compared with the proposed details and plans.

In view of this, on 17 December 2021, the applicant's agent provided further clarification and amended the description of the development to explain the development further and to provide clarification regarding the total number of touring pitches being lost at the site as a result of the proposed development.

Accordingly, there are 125 touring pitches on the site as existing. When 25 static units are introduced, these will replace the 25 touring pitches but as static pitches are larger and more 'land hungry' than touring pitches, the actual reduction in touring unit numbers will be 57 units (125 minus the number remaining equals the difference i.e. 57 pitches). By association the total number of units that will occupy the site if the proposal is approved would be 93 units - 25 static units plus 68 retained touring pitches.

The proposed scheme now comprises 25 static caravans that will be positioned to the front of the site and will run along the south-eastern boundary of the site. Each static caravan will be served by its own parking space and amenity space with proposed landscaping between each pitch. The rest of the site will be retained for touring pitches as existing.

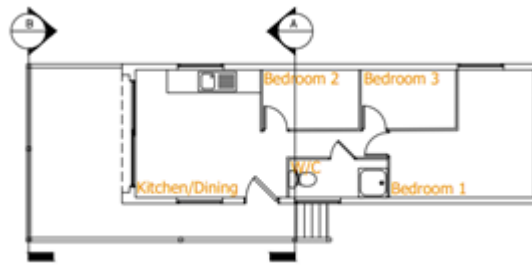
**Figure 2 – Proposed Site Layout**



The proposed static caravans will measure approximately 11m x 4m with a pitched roof and an overall height of 3.8m. Each caravan will comprise of three bedrooms, kitchen/dining area and w/c with shower. The wheels will be supported by concrete block piers and axle stands and will be covered by a continuous timber skirting. There will be a decked area erected around part of the caravan which will measure approximately 7.7m x 4.5m with a wooden balustrade to a height of 1.5m.

**Figure 3 – Proposed Elevations and Floor Plans of the Static Caravan:**





The application also proposes ecological and landscaping enhancements on the site, which include:

- Planting new native trees and shrubs;
- Creating area of wildlife garden;
- Enhanced areas for invertebrates, lizards and mammals;
- Protection of breeding birds and great crested newts;
- Protection of boundary hedgerow and retention of internal hedges; and,
- Enhancement of existing boundaries.

The proposed development will also create two additional full-time jobs at the site.

It is highlighted that the application has been accompanied by a Planning/Design and Access Statement, Drainage Report, Ecological and Protected Species Survey, Landscaping Scheme and a Transport Statement (revised).

The application site is located outside the settlement development boundary of Porthcawl as defined by Policy PLA1 of the BLDP(2013) and within the open countryside. The application site currently comprises a 3.8 acre site with 125 touring and camping pitches and has operated as a successful caravan and camping park since 1996.

The caravan site comprises a site shop, launderette, modern toilet and shower facilities and an indoor family games room. The site is surrounded by open fields to the south and east of the site with residential dwellings backing onto the north and south-western boundaries of the site. The main access to the site is via a single-track lane known as Moor Lane which connects to Pyle Road.

## **RELEVANT HISTORY**

P/97/554/LAE

Certificate of Lawfulness for use of land as touring caravan site issued 07/10/1997.

Related application located within close proximity to the application site:

P/16/497/FUL – Approved (subject to conditions) 13/04/2017

Change of use of land for the provision of high quality self-catering mobile wooden chalets, tourist accommodation & supporting facilities - Land at Moor Lane, Porthcawl

## **PUBLICITY**

The application was advertised on site.

Neighbours have been notified of the receipt of the application.

The period allowed for response to consultations/publicity expired on 21 January 2021.

A re-consultation was undertaken on a revised scheme which expired on 25 June 2021.

## **CONSULTATION RESPONSES**

Cllr Norah Clarke (Local Ward Member) – objects to the proposed development and raises the following concerns:

*I understand that this application was deferred from development committee a few months ago due to some clarity needing to be sought regarding the number of touring caravan spaces that would be available within the actual site if planning was granted.*

*Initially, it was understood that the site contained 125 touring caravan pitches, 25 of which were going to be changed into static holiday homes.*

*I now understand that clarification has been confirmed regarding the number of pitches that will be available for touring caravans & that due to static pitches needing more space/area the overall reduction of touring caravan pitches will now be reduced by 57 & not just 25 as first thought. Which reduces the existing provision of 125 touring caravan pitches on this site to 68, an overall loss of 46% of touring caravan pitches.*

- This application very much reduces touring caravanning opportunities for visitors to the County Borough of Bridgend & to Porthcawl being the only seaside resort within the County. There needs to be a balance of tourist accommodation provision within the Borough in order to satisfy the varying needs of the tourist.*
- This application will add to the other static caravan experience further along Moor Lane that has been granted for 80 static caravans. With the 2000 static vans at Parkdean/Trecco Bay there will be a total of 2,105 static caravans available to visitors whilst the availability for those visitors who are looking for touring caravan/mobile home pitches are reducing rapidly in Porthcawl.*
- Happy Valley another touring caravan site within Porthcawl has within the last few months issued instructions to all their touring caravan owners to remove any caravans that have been left on site. This has now been completed. I now understand that the owners are considering placing static caravans on this site, this will again reduce the touring caravanning/mobile home offer in Porthcawl & the County Borough of Bridgend as a whole. Having researched the provision of touring accommodation that was available at Happy Valley Caravan Park it states on the website, 100 motor home pitches, seasonal pitches, 100 tent pitches, 100 touring pitches, 200 holiday homes (owned). The loss of touring pitches has been reduced at this site by at least 100 touring pitches & possibly more if the motor home pitches and tent pitches have been removed. It could be in the region of 300 pitches overall. The closing of this facility to provide once again for static caravans has resulted in the loss of a diverse provision & holidaying experience for the whole of the County Borough but especially for the seaside town of Porthcawl.*
- The closing of Sandy Bay by the authority has remained vacant for over a decade which also catered for touring caravans/motor homes. The closing of this facility resulted in a very much reduced capacity for those visitors with touring caravans/motor homes & created a continual problem along Porthcawl seafront with motor homes & touring caravans parking for days on end which had to be rectified by traffic orders restricting length/timings of parking.*
- Brodawel has been a very popular touring caravan/mobile home site within Porthcawl for a great number of years. If this site loses 57 touring caravan/motor home pitches then the holidaying provision & experience within Porthcawl will diminish. Brodawel is listed on the internet as one of the 3 top touring sites in Porthcawl.*
- Over many years serviced accommodation within Porthcawl has reduced significantly and is a very worrying trend as the County's only seaside area. This is concerning in itself without other available diverse tourist facilities reducing as well.*

- *Touring caravanning & the use of motor homes is an ever growing popular industry especially amongst the over 50's.*
- *Although the supporting statement is dated April 2021 I am very surprised that there is no mention of how covid has or will impact upon the range/type of accommodation that is required as many people decide to stay in the UK & take their holidays.*
- *In 2018 Bridgend embarked upon a four year plan to boost tourism. One of Bridgend's tourist "pull factors" identified in the plan is "an enthusiastic belief that there is a future in tourism in the county, as well as an aspiration to work to improve the offer for tourists". Unfortunately, if this application is granted it is not working to improve the offer for tourists. It will be reducing that offer.*

*I am very concerned with regards to this planning application inasmuch that it reduces the overall visitor accommodation experience that Porthcawl as a seaside town is able to offer.*

*It has been evidenced that holiday parks and campsites generate £9.3bn. per annum nationally.*

Porthcawl Town Council – raises an objection due to insufficient information provided in relation to the use of the proposed static caravans.

Transportation Officer (Highways) – No objection subject to conditions.

Land Drainage Officer – No objection subject to compliance with two conditions regarding a comprehensive drainage scheme and a infiltration tests. SAB approval is also required.

Destination and Countryside Manager (Ecology) – No objection subject to compliance with Ecological survey and advisory notes.

Welsh Water Development Services – No objection as private treatments works are proposed to be used.

Economic Development (Tourism) – raises concerns that the loss of 57 touring pitches will adversely affect the range and quality of tourist accommodation available within the County Borough, in the popular coastal area especially. The Council's concern is to ensure that any decline in the level of tourist accommodation by changes to alternative uses is properly controlled. However, it is acknowledged that the proposal as it stands is preferable to the original application which represented a loss of all touring pitches at Brodawel. It is also acknowledged that a phased approach to the reduction of touring pitches would allow the supply of touring pitches elsewhere in the locality to adjust accordingly to meet any displaced demand. Therefore, a transition period of several years would alleviate concerns to an extent that we would not object to the proposal.

Shared Regulatory Services – No objection subject to an advisory note regarding a site licence.

## **REPRESENTATIONS RECEIVED**

3 Tythegston Close - Objects to the proposed scheme and raises concerns about land usage and occupation of the site for 6 months to all year round which is detrimental to our well-being and creates noise issues.

4 Tythegston Close - Objects to the proposed scheme and raises the following concerns:

- Loss of tourist pitches;
- Impact of change on the small village;
- Static caravans – not necessary;
- Boundary concerns with hedge of application site and my boundary;
- Concern over responsibility of hedge and its maintenance.

6 Tythegston Close - No objection to the proposed scheme.

9 Tythegston Close - have no objections subject to the following (if not then I may wish to raise an objection): -

- We would like to ensure that there are no plans to plant or maintain shrubbery/foilage/plants that are invasive or will climb the wall of our property or cause damage to foundations or our walls please.
- Again we'd like to raise concern as to access to light on our ground floor all along this boundary, due to the placement of caravans directly blocking light on the boundary to windows facing out along the boundary (we encounter this now when caravans are placed too close or taller caravans with awnings are placed there). The windows I refer to are clearly evident on the photos taken from your colleague's prior site visit. One is a small window into the kitchen (problematic as window already lets minimal light in), one into our downstairs bathroom, two others are below a skylight in to our lounge and the other is into a second lounge/study room (large impact to light coming in to this room) where the wall with overgrown ivy is invading from the caravan over the wall into our side of the property too. As such with this re-development in mind I'd like to ask that any planned caravan pitches on this boundary be placed and clearly marked at a reasonable and safe distance away from our property so as not to directly block light into the property or overlook directly through our windows please. I can provide photographic evidence of the light & overlooking issue if so required. Can we ensure this is being or will be taken into account?
- One further point on location of the caravans along the boundary of our property I'd ask that the distance from our property and between caravans is ensured to be of the utmost safety for Fire & Health and safety reasons also please.
- Again I'd ask that any headland along the border of our property and the caravan park be maintained as part of this development and not simply left to become overgrown. We wish to avoid plants/trees, shrubs climbers etc. from causing damp or damage to the house along the length of our property on this border.
- Might I also check that the static caravans being added are indeed for holidaymakers only and not long term residents living there? I note that was raised by Porthcawl Town Council but I haven't seen anything confirming that they are for holiday use only.

### **COMMENTS ON REPRESENTATIONS RECEIVED**

The majority of the concerns raised above are addressed within the appraisal section of this report.

The locations of the static caravans are not proposed along the rear boundary with Tythegston Close. The existing touring caravans will be retained.

Land ownership and boundary disputes are not material Planning considerations.

The applicant's agent has confirmed that the proposed static caravans will be for holiday

use only and some will be privately owned for holiday use only. They have also confirmed that there will be no restriction on the length of stay. The current site licence allows the park to operate between the 1st of March to the 1st of November. The applicant will not wish this to change. This information was sent to Porthcawl Town Council on 25 January 2021.

With regard to the loss of touring sites within Porthcawl, this matter was raised with the applicant who amended the application from a change of use of the entire site for 50 static caravans with the loss of all the touring pitches to a change of use of 57 touring pitches to 25 static caravans with the retention of 68 touring pitches in order to continue to provide this type of accommodation within Porthcawl.

### **RELEVANT PLANNING POLICES**

The Development Plan for the area comprises the Bridgend Local Development Plan 2006-2021 (LDP) which was formally adopted by the Council in September 2013 and within which the following policies and supplementary Planning guidance are of relevance:-

- Strategic Policy SP2 – Design and Sustainable Place Making
- Strategic Policy SP3 – Strategic Transport Planning Principles
- Strategic Policy SP11 – Tourism
- Policy PLA1 – Settlement Hierarchy and Urban Management
- Policy ENV1 – Development in the Countryside
- Policy ENV6 – Nature Conservation
- Policy REG12 - New or Extended Tourist Facilities, Accommodation and Attractions

### **Supplementary Planning Guidance**

- SPG17 – Parking Standards
- SPG19 – Biodiversity and Development

### **National Planning Policy and Guidance**

National Planning guidance in the form of Planning Policy Wales (Edition 11, February 2021) (PPW) and Future Wales – the National Plan 2040 (Feb. 2021) are of relevance to the determination of this application.

### **Technical Advice Notes:**

The Welsh Government has provided additional guidance in the form of Technical Advice Notes. The following are of relevance:

- Technical Advice Note 12 – Design (2016)
- Technical Advice Note 13 – Tourism (1997)
- Technical Advice Note 18 – Transport (2007)

### **Wellbeing of Future Generations (Wales) Act 2015**

Section 3 of the Act imposes a duty on public bodies to carry out sustainable development in accordance with sustainable development principles to act in a manner which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs (Section 5).

The well-being goals identified in the Act are:

- A prosperous Wales
- A resilient Wales
- A healthier Wales
- A more equal Wales
- A Wales of cohesive communities

- A Wales of vibrant culture and thriving Welsh language
- A globally responsible Wales

The duty has been considered in the assessment of this application. It is considered that there would be no significant or unacceptable impacts upon the achievement of wellbeing goals/objectives as a result of the proposed development.

### **THE SOCIO ECONOMIC DUTY**

The Socio Economic Duty (under Part 1, Section 1 of the Equality Act 2010) which came in to force on 31 March 2021 has the overall aim of delivering better outcomes for those who experience socio-economic disadvantage and whilst this is not a strategic decision, the duty has been considered in the assessment of this application.

### **APPRAISAL**

The application is referred to Committee to consider the representations made by the Local Ward Member, Porthcawl Town Council and local residents.

The application seeks full Planning permission for the siting of 25 static caravans, associated infrastructure, ecological and landscaping enhancements and the retention of 68 touring pitches (resulting in 93 total number of units - reduction of 57 touring pitches) at Brodawl Camping Park, Moor Lane, Porthcawl.

The following main issues will be considered as part of this report:

- Principle of development;
- Loss of touring pitches in Porthcawl;
- Visual impact on the character and appearance of this open countryside location;
- The impact on the amenities of neighbouring residents
- Highway Safety
- Ecology
- Drainage

#### Principle of Development

The site is located outside of any settlement boundary as defined by LDP Policy PLA1 Settlement Hierarchy and Urban Management of the Bridgend Local Development Plan (LDP) adopted 2013 and is therefore located in the countryside where Policy ENV1 Development in the Countryside of the LDP ensures that development is strictly controlled. Development may be acceptable where it can meet one of the following ten criteria:

- 1) Agriculture and/or forestry purposes;
  - 2) The winning and working of minerals;
  - 3) Appropriate rural enterprises where a countryside location is necessary for the development;
  - 4) The implementation of an appropriate rural enterprise/farm diversification project;
  - 5) Land reclamation purposes;
  - 6) Transportation and/or utilities infrastructure;
  - 7) The suitable conversion of, and limited extension to, existing structurally sound rural buildings where the development is modest in scale and clearly subordinate to the original structure;
  - 8) The direct replacement of an existing dwelling;
  - 9) Outdoor recreational and sporting activities; or
  - 10) The provision of Gypsy traveller accommodation.
- Where development is acceptable in principle in the countryside it should where possible, utilise existing buildings and previously developed land and/or have an appropriate scale, form and detail for its context.



Such development is strictly controlled and only considered acceptable if it meets one of the ten criteria of Policy ENV1. Of these, the proposal would comply with criterion 3: Appropriate rural enterprises where a countryside location is necessary for the development.

Whilst the proposal may be appropriate in the countryside in respect of Policy ENV1, the Policy forms the starting point for assessment and proposals will need to satisfy other relevant Policies in the LDP. In this regard, Policy SP11 - Tourism is relevant and states that *appropriate tourism development which promotes high quality accommodation, upgrade facilities, promote sustainable and activity based tourism, business, events and cultural tourism will be permitted*. The proposal seeks to change a part of its provision from 25 touring caravan pitches to 25 static caravan units. The layout plan indicates that the same footprint could accommodate the change in use which would suggest that the proposal complies with Policy SP11.

In addition to SP11, Policy REG12 of the LDP states:

*New or extended tourist facilities, accommodation and attractions in the countryside will only be permitted where:*

- 1. The activity is compatible with and complimentary to the countryside location, including nature conservation interests;*
- 2. The proposed development is part of an appropriate rural enterprise/farm diversification scheme;*
- 3. The proposal assists in the promotion, and is compatible with the role of Bryngarw Country Park and Pontycymmer, Blaengarw, Llangeinor, Blackmill, Nantymoel and Caerau as destination hubs; and/or*
- 4. The proposed development is compatible with the enhancement of its context in terms of its form, materials and details.*

Criteria 1, 2 and 4 are relevant to this proposal. As an already established camping and touring park, the proposal is acceptable in the context of criterion 2.

With regards to criterion 1, a static caravan site is broadly speaking a complimentary use within the countryside provided that the scale and nature of the site does not materially alter the character of the area. The proposal would not appear to raise any nature conservation issues and is of a scale that appears comparable to its existing use. Provided the caravans are sufficiently shielded from public view, it would be considered an appropriate development within this setting.

With regards to criterion 4, the form and materials of this proposal are considered appropriate provided that the caravans are suitably coloured. Caravans can prove incongruous within a rural setting if they are afforded a high degree of prominence in the landscape however, being mindful of the existing use of the site, it is not considered that the proposed static caravans would be any more visually intrusive than touring caravans.

In light of the above, no policy objection is raised in principle to this proposal subject to other criteria and Policies of the LDP.

#### Loss of touring pitches in Porthcawl

The Council's Tourism Officer noted that the applicant has submitted clarification of the description of the proposed development as summarised above and has provided the following revised comments.

*The Destination Management Team are concerned that the loss of 57 touring pitches will adversely affect the range and quality of tourist accommodation available within the County Borough, in the popular coastal area especially. The Council's concern is to ensure*

that any decline in the level of tourist accommodation, by changes to alternative uses, is properly controlled. Therefore, the purpose of Policy REG13 is to resist the loss of tourist accommodation to other uses, as this can seriously weaken the County Borough's tourism offer. This is supported by advice contained in TAN13 Tourism which acknowledges that the availability of a wide range of tourist accommodation benefits the economy in general and gives choice to visitors.

However, it is acknowledged that the proposal as it stands is preferable to the original application which represented a loss of all touring pitches at Brodawel. It is also acknowledged that a phased approach to the reduction of touring pitches would allow the supply of touring pitches elsewhere in the locality to adjust accordingly to meet any displaced demand. Therefore, a transition period of several years would alleviate concerns to an extent that we would not object to the proposal.

The applicant's agent has previously advised that the static caravans will be implemented on a gradual bases on the site over a period of 5 years due to financial restrictions and accordingly it is considered necessary to attach a condition requiring the submission of a phasing plan for the site and a time frame for the importation of the static caravans onto the site.

All touring sites within Porthcawl are referred to in the table below along with information on number of pitches. It is noted that Happy Valley is now closed and Woods and Dunes did not open this year and is unlikely to operate again as a public campsite. This leaves 8 sites with touring pitches with some of these as a mix of static and touring. There are just 6 pure touring sites and just 5 sites taking tents.

**Figure 4 – Touring sites in Porthcawl:**

Name	Location	Pitches	Type
Bryn Hyfryd Camping & Caravanning	Bridgend	32	Holiday/Seasonal - Static Caravan, Touring Caravan, Tents
The White Wheat Caravan Site	Porthcawl	15	Holiday/Seasonal - Touring Caravan
Parc Newydd Farm	Porthcawl	30	Holiday/Seasonal - Touring Caravan
Seashore Enterprises	Porthcawl	70	Holiday/Seasonal - Touring Caravan
Brodawel	Porthcawl	125	Holiday/Seasonal - Touring Caravan, Tents
Danygraig Holiday Park	Porthcawl	90	Holiday/Seasonal - Static Caravan, Touring Caravan, Tents
Rooklands	Porthcawl	10	Holiday/Seasonal - Touring Caravan, Tents
Happy Valley	Wigfach	530	Holiday/Seasonal - Static Caravan, Touring Caravan, Tents
Our Welsh	Bridgend	55	Holiday/Seasonal - Touring Caravan, Tents
Woods and Dune	Bridgend	10	Holiday/Seasonal - Touring Tents

**Source: Destination Management Team, BCBC**

Currently Brodawel is one of eight touring sites in Bridgend County Borough and is the only touring site with more than 100 touring pitches accounting for 37% of the 337 touring pitches within the County. In contrast there are 2669 static caravan pitches.

At the time of responding to the Planning consultation, the Destination Management Team advised that the loss of the 25 touring pitches would not have a significant adverse impact on the overall number of touring pitches within Porthcawl.

It is important to note that in January 2021, a Planning application was approved at Parc Newydd Farm, Moor Lane for an increase to the number of touring pitches within the existing approved mobile caravan/campervan site from 30 to 35 plus an extension to the existing approved site area to provide for an additional 10 pitches (45 pitches for the total site). This has now been implemented on site. These additional touring pitches have not been taken into account within the table above but add an additional 15 touring pitches to the overall number offered within Porthcawl.

There were also some temporary touring sites operating this summer under the Caravan Club 56 day permitted development rights rule which also contributes to the overall provision of touring pitches available within Porthcawl.

In view of the above, it is considered that the loss of 57 touring pitches as a result of the proposed development will not have a significant adverse impact on the provision of this type of accommodation within Porthcawl subject to a phasing plan condition, especially taking into consideration the existing provision for touring pitches already being provided within the area and the proposal therefore accords with Policy SP11 and REG13 of the BLDP (2013).

#### Visual impact on the character and appearance of this open countryside location

With regard to the visual impact of the replacement of touring caravans with static caravans on the site, it is considered that this will be minimal due to the similar design and nature of the use. It is also considered that this would result in a betterment in visual terms as the proposed static caravans would have purpose built wooden decking located around the caravans thus removing the need for material awnings and other paraphernalia such as windbreaks. Also, the static caravans are proposed to be located at the entrance to the site which will provide a much more aesthetically pleasing approach to the caravan park. As stated above, due to the form and materials of this proposal, they are considered appropriate provided that the caravans are suitably coloured and being mindful of the existing use of the site, it is considered that the proposed static caravans would not be any more visually intrusive than touring caravans within this countryside location.

Accordingly, the proposed development is not considered to have a significantly adverse visual impact on the character and appearance of this open countryside location and therefore, accords with Policy SP2 (2) and SP2 (3) of the Bridgend LDP (2013).

#### The impact on the amenities of neighbouring residents

Due to the location of the proposed 25 static caravans at the entrance and along the southern boundary of the site, it is considered that there will no significant adverse impact on the existing amenities currently enjoyed by the neighbouring properties that abut the boundary of the site.

As stated above, the locations of the static caravans are not proposed to be along the rear boundary with Tythegston Close with the existing touring caravan pitches being retained along the western boundary of the site. In addition, enhanced landscaping is proposed along all four boundaries of the site.

Accordingly, it is considered that the proposed development will not have a significant adverse impact on the residential amenities of the neighbouring properties and therefore, it accords with Policy SP2 (12) of the Bridgend LDP (2013).

#### Highway Safety

The Highway Officer has assessed the revised Transport Assessment (submitted on 16 December 2021) which considered the trip generation for 125 pitches set against the proposed 25 statics and 68 touring pitches and concluded that the proposal would result in

less traffic on Moor Lane and resulting in a lesser impact on highway capacity and traffic than the original Transport Assessment.

The Highway Officer considers that, when it was revealed that a greater number of pitches would be lost as a result of the proposal, it was clear that the proposal would result in a further reduction of towing traffic on Moor Lane and a betterment in terms of highway capacity and volume of traffic. The applicant's Transport Consultant concluded that *the reduction in the overall traffic generating potential of the site and reduced frequency of touring caravan movement along Moor Lane will result in significant positive impact on the operation of the surrounding Highway network*.

The Highway Officer noted that during the course of the Planning application process the applicant changed the description of the application and also reduced the number of static caravans proposed on the site. The Highway Officer also noted the applicant had submitted a revised Transport Assessment detailing the proposed traffic generated by the 68 caravans and 25 static caravans on the advice of the Highway Authority.

In addition to the above the applicant's Transport Consultant was made aware that Moor Lane is classed as a quiet lane by the Highway Authority and therefore vehicular traffic should not exceed 1000 vehicles per day. Furthermore, the applicant's Transport Consultant was advised to refer to the Transport Assessment completed for the holiday chalets further north along Moor Lane and add the traffic generated by the consented scheme into the traffic generated by this proposal.

The revised Transport Assessment assessed the traffic generating potential of the existing use of the site using the TRICS trip rate database, which is an accepted methodology in this instance. The sample of surveyed sites considered as part of the Brodawel trip rate assessment was further refined by limiting the sample sites to those sites in free-standing locations, limited facilities and sites of no more than 200 units.

The TRICS data suggests that the existing use of the site of 125 touring caravan pitches has the potential to generate some 365 vehicle movements on weekdays and 444 on weekend days.

The proposed development of 25 static caravans and the retention of 68 touring pitches (combined there will be a total of 93 static and touring caravans on site) but the actual reduction in touring unit numbers will be 57 units compared to the current 125 caravan pitches.

As a result, the proposed reduction to 93 units in total will generate 271 vehicle movements each weekday and 331 each weekend day and, therefore, the proposed development will result in a reduction of 64 daily trips on weekdays and 78 on weekend days. This reduction in vehicular traffic is considered a betterment for the local highway network and its users and has the potential to improve conditions on Moor Lane.

In addition, there will be a reduction in the 'churn' of towing vehicles and the movements of touring caravans from the site along Moor Lane. Such movements previously raised concerns with the Highway Authority especially the impact on the narrow and low bridge on Moor Lane and therefore, the reduction of these movement is considered a betterment in highway safety terms.

In summary of the above it is considered that the proposed development will not have a detrimental impact on local highway network.

Notwithstanding the above, it is noted that the Transport Assessment has indicated that the site is in close proximity to a number of services and facilities in Nottage Village and beyond. However, the Transport Assessment has not indicated how the proposal will encourage sustainable and active travel modes to reach these short journey destinations. As a result, it is considered necessary to request a condition for the submission of a travel plan for new visitors to the site as well as a number of additional conditions to improve highway safety and the sustainability credentials of the site.

Accordingly, it is considered that the proposed development is acceptable subject to conditions and accords with Policy SP2 (6) of the LDP 2013 and Council's Supplementary Planning Guidance SPG17: Parking Standards.

### Drainage

The proposed development site is not located within a flood risk zone, is not located within 20m of a watercourse and does not propose to increase flood risk elsewhere.

Foul water will be disposed of via a package treatment plant and an outline foul drainage layout has been provided. The applicant shall provide details of the proposed package treatment plant and shall liaise with NRW to obtain a registration document from NRW for the package treatment plant.

Surface water will be disposed of via a Sustainable Drainage System (SuDS). The applicant has provided three potential surface water drainage layouts:

- Option 1 – Surface water disposed to two large infiltration basins via aco channel kerb drains;
- Option 2 – Surface water disposed to one pond and one infiltration basin via a infiltration swales;
- Option 3 – Surface water disposed to one large infiltration basins via a piped surface water drainage network.

A review of the mapping database identifies a public surface water sewer located within the adjacent highway and neighbouring field. Infiltration systems must be designed in accordance with BRE-Digest 365 and must not be situated within 5m of buildings or boundaries. A minimum of three infiltration tests shall be undertaken for each trial hole. The applicant shall undertake infiltration testing to confirm the preferred method of surface water disposal.

As the development is over 100 sqm a sustainable drainage system application will be required. As the site is considered as one landowner, maintenance of the sustainable drainage features will remain with the single landowner rather than the SuDS Approval Body (the Council).

The Council's Drainage Officer has raised no objection to the proposed development subject to the imposition of two conditions to any granted consent regarding the submission of a comprehensive and integrated drainage scheme and infiltration tests to be submitted and agreed by the Local Planning Authority prior to any works commencing on the site which accords with Policy SP2 (13) of the LDP. It is also advised that SAB approval would be required for the proposed development.

## Landscaping

A detailed landscaping scheme has been submitted which proposes a number of ecological and landscaping enhancements on the site which include planting new native trees and shrubs, creating a wildlife garden, enhanced areas for invertebrates, lizards and mammals, protection of breeding birds and great crested newts, protection of boundary hedgerow and the retention of internal hedges as well as the enhancement of existing boundaries to retain as much biodiversity features at the site as possible and to enhance the character and appearance of the area.

Notwithstanding the above, it is considered necessary to attach a condition requesting further details of the proposed hard and soft landscaping scheme, proposals for surface treatment, indications of all existing trees and hedgerows on the site and details of any to be retained together with measures for their protection in the course of development. In view of this, the landscaping proposals are considered acceptable and accord with Policies SP2 (10) and ENV6 of the LDP and the Council's Supplementary planning Guidance SPG19: Biodiversity and Development.

## Other Matters

### Biodiversity/Ecology

Section 40 of the Natural Environment and Rural Communities Act 2006 states that 'every public authority must, in exercising its function, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity'. This "duty to conserve biodiversity" has been replaced by a "biodiversity and resilience of ecosystems duty" under Section 6 of the Environment (Wales) Act 2016 which came into force on 21 March 2016.

Section 6 (1) states that "a public authority must seek to maintain and enhance biodiversity in the exercise of functions in relation to Wales, and in so doing promote the resilience of ecosystems, so far as consistent with the proper exercise of those functions." Section 6(2) goes on to state that "In complying with subsection (1), a public authority must take account of the resilience of ecosystems, in particular (a) diversity between and within ecosystems; (b) the connections between and within ecosystems; (c) the scale of ecosystems; (d) the condition of ecosystems (including their structure and functioning); and, (e) the adaptability of ecosystems.

Regulation 9 of the Conservation of Habitats & Species Regulations 2010 requires Local Planning Authorities to take account of the presence of European Protected Species at development sites. If they are present and affected by the development proposals, the Local Planning Authority must establish whether "the three tests" have been met, prior to determining the application.

The three tests that must be satisfied are:

1. That the development is "in the interests of public health and public safety, or for other imperative reasons of overriding public interest, including those of a social or economic nature and beneficial consequences of primary importance for the environment".
2. That there is "no satisfactory alternative"
3. That the derogation is "not detrimental to the maintenance of the populations of the species concerned at a favourable conservation status in their natural range"

The Council's Ecologist has reviewed the Ecological and Protected Species Survey (Sept 2020) prepared by Consultant Ecologist Neil Taylor. No objection is raised subject to Section 7 Recommendations of the Ecological and Protected Species Survey being included in the conditions of approval.

It is also recommended that consideration be given to the provision of nest boxes within the development for bat and bird species. Suitable bird species include house sparrow, swift and house martin as they are identified as species which are declining in numbers due to a reduction in suitable nesting sites. The incorporation of bat bricks, bat tiles and bat boxes into the development, would provide summer roosting opportunities for bats and would contribute to the environmental sustainability of the development.

Incorporating biodiversity enhancements will help contribute to the environmental sustainability of the development. Such enhancements will demonstrate Local Authority compliance with Section 6 of the Environment (Wales) Act 2016 that places a duty on public authorities to 'seek to maintain and enhance biodiversity' so far as it is consistent with the proper exercise of those functions. In so doing, public authorities must also seek to 'promote the resilience of ecosystems'.

Given the nature of the development and the existing use as a caravan and camping park, it is considered that, overall, there will be no significant adverse residual impacts on biodiversity subject to conditions. Therefore, the proposal is considered to comply with the requirements of the Habitats Regulations 1994 (as amended), Section 6 of the Environment (Wales) Act 2016, guidance contained within TAN 5: Nature Conservation and Planning (2009) and relevant LDP policies.

## **CONCLUSION**

Having regard to the above, and, in particular, the original representations and the clarification and changes to the description of the development during the course of the application process, it is considered that, on balance, the development complies with Council policy and guidelines and the loss of the touring pitch provision will not materially dilute the attractiveness of Porthcawl as a destination.

Furthermore, the development would not adversely affect the character and appearance of this open countryside location, prejudice highway safety, privacy or visual amenities nor so significantly harm neighbours' amenities.

The concerns raised by the Local Ward Member and neighbours are acknowledged however, in this case and on balance they are not considered to outweigh the other material issues connected to the development as to warrant refusal on those grounds.

## **RECOMMENDATION**

(R02) That permission be GRANTED subject to the following condition(s):-

1. The development shall be carried out in accordance with the following approved plans and documents:
  - Amended Site Location Plan received 25 May 2021;
  - Proposed Static Caravan Plans, Elevations and Sections Drawing No.4 received 26 November 2020;
  - Ecological and Protection Species Survey (dated September 2020) prepared by Neil Taylor received 26 November 2020;
  - Drainage Report prepared by Excal (dated August 2020) and received 26 November 2020;
  - Amended Landscape and Conservation Plan received 25 May 2021;
  - Amended Proposed Block Plan Drawing No. 03 REV D received 25 May 2021;
  - Amended Transport Statement prepared by Acstro received 17 December 2021.

Reason: To avoid doubt and confusion as to the nature and extent of the approved

development.

2. Prior to the commencement of development, a comprehensive Phasing Plan for the implementation of the static caravans hereby approved covering the entire development site shall be submitted to and agreed in writing by the Local Planning Authority. The Phasing Plan shall provide a robust framework and programming or phasing of works for the implementation of 25 static caravans on the site over an agreed time period. The development within the site shall thereafter conform to the agreed Phasing Plan.

Reason: To ensure that the development is undertaken in an orderly and co-ordinated manner and to ensure that the maximum number of touring pitches are retained on the site for the duration of the development to comply with Policy SP2 and REG13 of the Bridgend Local Development Plan 2013.

3. The static caravans shall be occupied for holiday accommodation only and for no other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 or in any provision equivalent to that Class in any Statutory Instrument revoking and re-enacting that Order with or without modification) including as a person's or persons' sole or main place of residence nor shall any unit be occupied by the same person or persons for a period exceeding 28 days within any 12 month period.

Reason: To ensure that the Local Planning Authority retains effective control over the use of the static caravans and to prevent the holiday accommodation being used as permanent residential accommodation which would be detrimental to the amenities of the area and contrary to Policies ENV1 and REG12 of the Bridgend Local Development Plan.

4. The static caravans hereby approved shall only be occupied from 1 March to 1 November in any calendar year.

Reason: To ensure that the Local Planning Authority retains effective control over the use of the static caravans and to accord with the requirements of the existing site licence and Policy SP2 of the Bridgend Local Development Plan 2013.

5. An up to date register shall be kept at the holiday accommodation hereby permitted from first beneficial occupation of the holiday accommodation and the register shall be made available for inspection by the Local Planning Authority upon request. The register shall contain details of the names of all of the occupiers of the accommodation, their main home addresses and their dates of arrival at and departure from the accommodation.

Reason: To ensure the Local Planning Authority retains effective control over the use of the static caravans and to prevent the holiday accommodation being used as permanent residential accommodation.

6. No development shall take place until a detailed specification for, or samples of, the materials to be used in the construction of the external surfaces of the static caravans hereby permitted have been submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the agreed details and shall thereafter be retained in perpetuity.

Reason: To ensure that the proposed materials of construction are appropriate for use on the development so as to enhance and protect the visual amenity of the area and to



accord with Policy SP2 of the Bridgend Local Development Plan 2013.

7. Notwithstanding the requirements of Condition 1, no development shall take place until there has been submitted to and agreed in writing by the Local Planning Authority a landscaping scheme which shall include all hard and soft landscaping, proposals for surface treatment, indications of all existing trees and hedgerows on land, and details of any to be retained, together with measures for their protection in the course of development. The agreed landscaping works shall be carried out prior to the beneficial occupation of any part of the approved development and shall thereafter be retained and maintained in perpetuity.

Reason: To maintain and improve the appearance of the area in the interests of visual amenity, and to promote nature conservation and to accord with Policy SP2 and ENV6 of the Bridgend Local Development Plan 2013

8. Prior to any static caravan being brought to the site, a short journey Travel Plan shall be submitted to and agreed in writing by the Local Planning Authority. The agreed Travel Plan shall be implemented within 6 months of the date of the first beneficial use of any static caravan permitted by this consent. The Travel Plan shall contain measures and initiatives relating to the encouragement and promotion of the use of sustainable and active transport modes for short journeys to and from the site for new and existing visitors. The agreed Travel Plan shall be given to any owners or occupiers of the caravans permitted by this consent.

Reason: In the interests of promoting sustainable and active travel modes of transport to and from the site and to accord with Policy SP2 and SP3 of the Bridgend Local Development Plan 2013.

9. The entrance gates to the site shall be set back not less than 8 metres from the nearside edge of carriageway to allow towing vehicles to clear the live carriageway in accordance with a scheme to be submitted to and approved by the Local Planning Authority before the beneficial use of the development. The scheme shall be implemented in accordance with the agreed details and shall thereafter be retained in perpetuity.

Reason: In the interests of highway safety and to accord with Policy SP2 of the Bridgend Local Development Plan 2013.

10. No development shall commence until a scheme for the provision of a towing vehicle turning area has been submitted to and agreed in writing by the Local Planning Authority. The turning area shall be completed in permanent materials in accordance with the approved layout prior to the development being brought into beneficial use and shall be retained for vehicle turning purposes in perpetuity.

Reason: In the interests of highway safety and to accord with Policy SP2 of the Bridgend Local Development Plan 2013.

11. No development shall commence until a scheme for the provision of 10 cycle parking stands has been submitted to and approved in writing by the Local Planning Authority. The stands shall be implemented before the approved development is brought into beneficial use and retained as such in perpetuity.

Reason: In the interests of promoting sustainable means of travel to/from the site and to accord with Policy SP2 of the Bridgend Local Development Plan 2013.

12. No structure, erection or planting exceeding 0.9 metres in height above adjacent carriageway level shall be placed within the required vision splay areas of the site frontage at any time.

Reason: In the interests of highway safety and to accord with Policy SP2 of the Bridgend Local Development Plan 2013.

13. No development shall commence on site until a scheme for the comprehensive and integrated drainage of the site, showing how foul, road and roof/yard water will be dealt with, including future maintenance requirements, has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to beneficial use commencing.

Reason: To ensure that effective drainage facilities are provided for the proposed development and that flood risk is not increased and to accord with Policy SP2 of the Bridgend Local Development Plan 2013.

14. No development shall commence on site until a suitable infiltration test, sufficient to support the design parameters and suitability of any proposed infiltration system, has been submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to beneficial use commencing.

Reason: To ensure that effective satisfactory management and disposal of surface water is provided for the proposed development accord with Policy SP2 of the Bridgend Local Development Plan 2013.

**\*\* THE FOLLOWING ARE ADVISORY NOTES NOT CONDITIONS \*\***

- a. Having regard to the above and in particular, the original representations and the clarification and changes to the description of the development during the course of the application process, it is considered that on balance the development complies with Council policy and guidelines and the loss of the touring pitch provision will not materially dilute the attractiveness of Porthcawl as a destination. Furthermore, the development would not adversely affect the character and appearance of this open countryside location, prejudice highway safety, privacy or visual amenities nor so significantly harm neighbours' amenities. The concerns raised by the Local Ward Member and neighbours are acknowledged however, in this case and on balance they are not considered to outweigh the other material issues connected to the development as to warrant refusal on those grounds.
- b. The applicant is advised that the design construction and layout of the site will be subject to the site licence issued by BCBC under the Caravan Sites & Control of Development Act 1960. Should the proposed development go ahead, the site owner will be required to submit an application to Shared Regulatory Services for the amendment of the existing site licence and they should ensure that the development will comply with the standard Licence Conditions. The density and spacing of static caravans should be designed in accordance with the relevant conditions of the Holiday Caravan Site Licence dated 15/05/2020. Caravans should be separated by at least 5 metres and be sited at least 3 metres from the site boundary.
- c. No surface water is allowed to discharge to the public highway.
- d. No land drainage run-off will be permitted to discharge, either directly or indirectly, into the public sewerage system.

- e. In order to satisfy conditions 13 and 14 the following supplementary information will be required:-
- Confirm preferred method of surface water disposal method;
  - Provide foul and surface water drainage layouts of preferred drainage options;
  - Provide details of existing or proposed package treatment plant
  - Provide an agreement in principle from NRW for registration document of package treatment plant;
  - Provide an agreement in principle from DCWW for foul and surface water (if required) disposal to the public sewer;
  - Provide a surface water drainage layout including the location of infiltration system;
  - Provide infiltration tests to confirm acceptability of any proposed infiltration system in accordance with BRE 365;
  - Provide a plan showing locations of trial holes and at least 3 separate tests at each trial hole location;
  - Provide information about the design calculations, storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent the pollution of the receiving groundwater and/or surface water system;
  - Provide a timetable for its implementation; and
  - Provide a management and maintenance plan, for the lifetime of the development and any other arrangements to secure the operation of the scheme throughout its lifetime.
- f. The applicant is recommend to give consideration to the provision of nest boxes within the development for bat and bird species. Suitable bird species include House Sparrow, Swift and House Martin - species which are declining in number due to a reduction in suitable nest sites. Further information can be found on page 55 section 16.0 in the following SPG: Biodiversity and Development Supplementary Planning Guidance (SPG): A Green Infrastructure Approach.
- g. The incorporation of bat bricks, bat tiles and bat boxes into the development would provide Summer roosting opportunities for bats and would contribute to the environmental sustainability of the development. Further information can be found on page 46 section 7.0 of the above SPG.
- h. Incorporating biodiversity enhancements will help contribute to the environmental sustainability of the development. Such enhancements will demonstrate Local Authority compliance with Section 6 of the Environment (Wales) Act 2016 that places a duty on public authorities to 'seek to maintain and enhance biodiversity' so far as it is consistent with the proper exercise of those functions. In so doing, public authorities must also seek to 'promote the resilience of ecosystems'.

**JANINE NIGHTINGALE**  
**CORPORATE DIRECTOR COMMUNITIES**

**Background Papers**  
None