



PLANNING APPLICATION REPORT

Application No: FULL/2017/0947
Property Ref: F005310000
Valid date: 24/04/2017
Location: La Jaoniere Es Rocques Rue Des Paysans Au Val St. Pierre Du Bois
Guernsey GY7 9LB
Proposal: Change of use of agricultural land to camp site, install 6 glamping
units, swimming pool and services block with associated
landscaping and car parking
Applicant: Mr D Barnes

RECOMMENDATION - Grant: Planning Permission with Conditions:

1. All development authorised by this permission must be carried out and must be completed in every detail in accordance with the written application, plans and drawings referred to above. No variations to such development amounting to development may be made without the permission of the Authority under the Law.

Reason - To ensure that it is clear that permission is only granted for the development to which the application relates.

2. The development hereby permitted shall be begun within 3 years from the date of grant of this permission.

Reason - This condition reflects section 18(1) of the Land Planning and Development (Guernsey) Law, 2005 which states that planning permission ceases to have effect unless development is commenced within 3 years of the date of grant (or such shorter period as may be specified in the permission).

3. The development hereby permitted and all the operations which constitute or are incidental to that development must be carried out in compliance with all such requirements of The Building (Guernsey) Regulations, 2012 as are applicable to them, and no operation to which such a requirement applies may be commenced or continued unless (i) plans relating to that operation have been approved by the Authority and (ii) it is commenced or, as the case may be, continued, in accordance with that requirement and any further requirements imposed by the Authority when approving those plans, for the purpose of securing that the building regulations are complied with.

Reason - Any planning permission granted under the Law is subject to this condition as stated in section 17(2) of the Land Planning and Development (Guernsey) Law, 2005.

4. No development, excluding site works, shall begin until a landscaping scheme, to include those details specified below, has been submitted to and agreed in writing by the Authority:

- i) the treatment proposed for all ground surfaces, including hard areas;
- ii) the layout of car parking including details of provision for disabled people and motorcycles;
- iii) full details of tree and hedge planting;
- iv) planting schedules, noting the species, sizes, numbers and densities of plants;
- v) finished levels or contours;
- vi) functional services above and below ground; and
- vii) all existing trees, hedges and other landscape features, indicating clearly those to be removed.

Reason - To make sure that a satisfactory landscaping scheme for the development is agreed, in order to help assimilate the development into its surroundings.

5. Unless otherwise agreed in writing beforehand by the Authority, the site shall not be used for camping or 'glamping' between 31st October and 1st March each year and all tents shall be removed from the land on or before 31st October each year. The safari tents may be stored at the site between 31st October and 1st March each year within the approved camping facilities building only.

Reason - To control the use of the site as seasonal visitor accommodation in the interests of visual and neighbour amenity.

6. No safari tents shall be erected at any time within the lower field area as identified as 'non-permanent campsite' on the approved amended drawing no. 6325-02 B1 Rev B, received by the Authority on 22nd November 2017.

Reason - To safeguard the underlying agricultural status of this land and thus ensure compliance with adopted planning policy relating to development within the Agriculture Priority Area in accordance with the Island Development Plan.

7. The camping facilities building shall not be used other than for the purposes specified in the approved planning application and as ancillary and incidental to the operation of the approved campsite at this site, and shall be used for no other purpose including any separate purpose at any time.

Reason - Use of the building for purposes other than those hereby approved would engage different planning policy considerations.

8. The landscaping scheme shall be fully completed, in accordance with the details agreed under the terms of condition 4 above, in the first planting season following the first occupation of any part of the development or completion of development whichever is the sooner, or in accordance with a programme previously agreed in writing by the Authority. Any trees or plants removed, dying, being severely damaged or becoming seriously diseased, within 5 years of planting shall be replaced in the following planting season by trees or plants of a size and species similar to those originally required to be planted.

Reason - To make sure that the appearance of the completed development is satisfactory and to help assimilate the development into its surroundings.

9. No system of public address, loudspeaker system or amplified music shall be operated within the site at any time.

Reason - To avoid potential noise nuisance in the interests of residential amenity.

10. All buildings and structures hereby permitted shall be removed from the site on cessation of the approved use or when no longer required for campsite purposes. The land shall be reinstated to its former condition, in accordance with a scheme previously agreed in writing by the Authority.

Reason - To secure the removal of the buildings and structures when no longer needed, thereby safeguarding the character and appearance of the locality.

OFFICER'S REPORT

Site Description:

The application site is a field to the south side of Rue des Paysans Au Val, a short distance (approx. 200m) west of La Houquette School. The site is within an Agriculture Priority Area in the Island Development Plan.

The site is on two levels, with the upper area being used for composting and a lower grassed area.

Relevant History:

The application noted that the site was used during the occupation for the deposit of spoil from nearby excavations particularly from the Mirus battery installations. There is also some evidence that it may have been used for dumping of spoil material arising from construction of La Houquette School. A report submitted in support of the application from Dr Andrew Casebow confirms that most of the land on this site has not been used for agricultural purposes within living memory. It appears that since 1898, when the States of Guernsey map was produced, most of the area has been scrub or rough grassland. In recent years the site has been used as a composting site and as a base for Mr Barnes' horticultural, gardening and landscaping business. Dr Casebow states that *"It is understood that the current use of the land has been very similar since 2002 when Mr Danny Barnes took over the tenancy of La Jaonerre Rocques from his brother."* Dr Casebow further states that: *"It is understood that Mr Barnes has used the area of land at La Jaonerre es Rocques for its current use since 2002, when he rented the property from Mr Lenfesty. Before that it is understood that his brother, Mr Marcus Barnes used the site for about 10 years for his tree surgery / wood chipping business."*

2014 – The Environment Department recognised the historic use of the land for composting as a legitimate use at the level/intensity specified at that time.

Existing Use(s):

Composting (at the level/intensity evidenced in statement of 17/02/2014)

Brief Description of Development:

This application is for a change of use of the land to form a campsite. The application has been amended during the course of consideration.

As originally submitted, the application was to include 10 glamping units, a swimming pool (measuring 5m by 10m) and a timber framed services building (to include wc, showers, laundry, shop, office, plant room and winter storage/summer games room). The glamping units were shown as two bedroom "safari tents" (approx. 35m²) on wooden bases, including 3m x 5m decking.

A supporting statement submitted by the applicants with the application (dated 4 April 2017) explains their reasoning behind the proposal. In particular, this notes that:

- The proposed tents will provide luxury accommodation in the glamping spectrum and they would aim to encourage families of all ages to come and relax at the site;
- They wish to sensitively develop the site and leave as much as possible of the current trees and vegetation, and substantially increase planting;
- They are not planning on cramming the site with tents but will give each its privacy and feeling of being within natural fields;
- We would seek to incorporate sustainability and will explore possibilities of energy renewal;
- We would be looking to develop 'wellbeing' tourism and promote alternative health weekends, e.g. yoga, birdwatching, cycling, etc;
- The site is well located as a base for canoeing, cycling, orienteering, coasteering, etc and within walking distance of the Mirus battery and other fortifications;
- We are enthusiastic about making this a site that Guernsey can be proud of and proposed to invest substantially in quality accommodation and facilities that people will recommend and return to.

A further letter from the applicants elaborating on some of these points was received on 8 February 2018.

The application was deferred to seek a professional report on the land to ascertain whether it can positively contribute to the commercial agricultural use of the Agriculture Priority Area. The applicant has provided a report by Dr Andrew Casebow which examined the site, the quality of the soil, its history, surroundings, access, topography and drainage. It also considered the nature of the proposed use and whether it would allow the long term use of the land for agriculture to remain.

Along with submission of this report, the application was amended to reduce the number of proposed glamping units to 6, and confined to the upper part of the site, with the lower part to be used as non-permanent camping during summer months (without permanent bases or service connections).

Additional information regarding the proposals was also received on 9 June 2017 during the course of consideration of the application. This confirms that:-

- Waste water for camp and the swimming pool will be directed to a 2-load RC cesspit. A remote emptying point will be sited as shown on the submitted plan enabling sewage to be collected without blocking traffic;
- External lighting will be minimised and only used to illuminate walkways using solar powered down-lighters. The applicants are encouraging 'dark sky' tourists;
- No heating is being provided to tents 1-6 [tents 7-10 have been omitted];
- Potential noise will be reduced by maintaining the existing 'furze-breaks' between the site and adjacent properties. The change of use from an industrial use is likely to reduce potential noise problems, albeit no complaints have been recorded by the applicant during the last 15+ years;
- Tents 1-6 are proposed to operate April – October (inclusive) [tents 7-10 have been omitted]. Outside of these months tents 1-6 will be dismantled and stored within the camp facilities block;
- Between April and October there will be an on-site staff presence approximately 8am to 6pm, dependent on occupancy. Furthermore the owners live nearby and would be contactable at any time;
- There will be no permanent residential presence on the site;
- Ancillary services would be shower/WC block, cycle hire, small camp shop (groceries), summer games room (indoor for wet weather).

Relevant Policies of any Plan, Subject Plan or Local Planning Brief:

OC5(A): Agriculture Outside of the Centres – within the Agriculture Priority Areas

OC8(B): Visitor Accommodation Outside of the Centres – Campsites

Policy GP1: Landscape Character and Open Land

Policy GP8: Design

Policy GP9: Sustainable Development

Policy IP7: Private and Communal Car Parking

Policy IP9: Highway Safety, Accessibility and Capacity

Representations:

Copies of all representations received are considered in full by the Development & Planning Authority prior to determining an application. This summary of the representations is included in the published planning report to demonstrate that relevant considerations have been taken into account when compiling this report and in the interests of openness and transparency of the planning process.

The application as originally submitted attracted a total of 14 letters of representation, 13 objecting on several grounds, and 1 supporting;

- totally unsuitable for the area, within an Area of High Landscape Value, next to a Conservation Area, in an area of outstanding natural beauty, unspoilt landscape, haven for wildlife and birds, beautiful fields and greenery, often see owls, pheasants, ducks and hedgehogs, adverse effect on visual quality and landscape character, would stand out as an eyesore, keep countryside green and unspoilt,

put concrete elsewhere, whilst it was used in the past for dumping, it was cleared and a field created before being sold to present owner,

- this is agricultural land, agriculture priority area, other people can't keep boats on agricultural land, could be used for grazing,
- lane is steep and narrow, unsuitable for heavy traffic, narrow lanes, few passing places, must be able to reverse if you live round here, used by horse-riders, walkers and cyclists, children from school use this lane, pedestrians are pressed into banks/hedges to let cars pass, scale of drawing is wrong, plans show miniature cars, lanes narrower than shown,
- noise of 40 people, this is a quiet peaceful area, already hear school children from La Houquette, may become a magnet for stag and hen parties, drinking excessively, making a nuisance, loud music, have experienced "Chaos" one weekend a year, used by "Smashfest" once a year, swimming pool noise, especially late night summer, light pollution, litter, no site warden to control,
- concerns about drainage, no mains drainage, sewage cart will need to visit many times a week, emptying points should be on site, not on lanes,
- tents look like cabins, rather than tents, thin end of the wedge, further development may follow, restaurant, bar, chalets, mobile homes, etc, might get used for winter lets
- site is in St Pierre Du Bois, not St Saviour as stated, applicant lives in Torteval, Mirus battery site is on private land, can't be a tourist attraction,

The letter of support refers to camping being an alternative affordable holiday, wonderful idea to bring people to Island, help to boost economy, fabulous Island to show off,

Following re-notification of the amended application, 3 letters were received from previous representors:

Previous comments stand, confirmed or reiterated

- Noise, traffic and nature/wildlife
- There were events last summer, with noise at 3.30am and police being called
- Will detract and be harmful to the natural beauty of this unique area,
- Potential damage to lanes and earthbanks

Consultations:

Marketing and Tourism

Marketing and Tourism understand that this application is for the creation of a campsite on agricultural land, operating for a limited period of time each year. There is currently no requirement for campsites to operate under a permit in accordance with the Tourist (Guernsey) Laws (1948 -1998).

This proposed use is not of itself considered as a tourism use under the IDP, however the use of land for such purposes is considered to be in support of the visitor economy, so Marketing and Tourism welcome the opportunity extended to comment on the proposals at officer level.

Marketing and Tourism is aware of the current popularity of the high end camping experience (often referred to as glamping), and this proposal would appear to offer a good opportunity for the development of such a site. This would be in accordance with Policy SLP7 of the Strategic Land Use Plan, and with this Committee for Economic Development's current tourism strategy to encourage a choice of visitor accommodation of all types and at different grades.

It is noted that all of the accommodation units to be used at the site (safari tents) will be provided by the operator, with no provision for guests using their own tents. It is our understanding that the proposed units are demountable, and can easily be removed from the site at the end of each permitted period of use.

The provision of basic toilet, bathroom and kitchen facilities within each unit means that they have a superficial resemblance to self-catering units, and the proposed connections to foul water drainage and cesspits as indicated in the drawings provided would appear to be of a permanent nature.

However, there appears to be no reference to an electrical supply for each unit, which is a facility that might be expected at a more sophisticated level of campsite provision, even where accommodation is provided entirely under canvas.

The provision of an on-site facilities and storage block is commensurate with the type of operation proposed.

The inclusion of a swimming pool for guest use, whilst unusual and even unexpected at a site of this scale, will clearly provide an uplift to the overall level of amenity for guests, and it is noted that the area designated for the pool is already the site of a pond.

The proposed development would appear to have the potential to offer a quality visitor experience in an uncrowded and peaceful location.

Marketing and Tourism would raise no objections to the development, provided of course that the proposed use of agricultural land for this purpose is acceptable to Agriculture, Countryside and Land Management Services.

Agriculture, Countryside and Land Management Services (ACLMS)

The field in question was the subject of an (unsuccessful) application in 2015 to construct an agricultural building and was commented on at the time by the then Agriculture and Environment Adviser. These comments have been reviewed.

The field sits within the Agriculture Priority Area under the IDP. It has an open aspect and there is very clear evidence from aerial photography over the years that fields on all sides have been used for agricultural production. It is similarly clear that the outer and lower

part of the field (to the south and west) have been the subject of farming activity in the past.

The 1988/89 ADAS soil and land survey did classify this area (the previous comment appears to be incorrect) and evaluated it as having both the highest quality (Grade 1) agricultural land at the eastern end, but poor quality (Grade 4) for the bulk of the area running to the east.

Fields with soils designated under the Agricultural Land Classification scheme as 'poor' are widely used for productive agriculture in Guernsey as can be seen in the fields close to this site. Poor quality soils are described in the classification report as "*... mainly suited to grass, with occasional arable crops (e.g. Cereals and forage crops)*". They are useful and usable for cropping as part of a dairy farm enterprise.

There is no evidence that the site has been used for agricultural purposes in the conventional sense of the growing of crops for more than 40 years and the letter of application makes mention of the area being used to accommodate spoil from war time excavations in the vicinity. As the surrounding area of what appears to be the original field in this location appears noticeably lower than the portion of the site that is the subject of this application some credence can be given to that claim.

Sub soil can be improved with the addition of organic matter but what will matter is the nature of the "spoil" deposited here if that was the case. The application's accompanying letter refers to "*... various types of inert material, metal etc..*" and a photograph is provided showing a small area apparently contaminated in this way. The photograph also shows clear sheet plastic also present and, as this is unlikely to be a residue of spoil material dumped in the war, this does not appear conclusive.

If this aspect of the site were critical to a consideration of the application then it would be appropriate for an independent soil assessment to be obtained. ACLMS is unable to provide such a service.

Traffic and Highway Services

The site is located on the junction of Rue de la Houquette and Rue du Paysans au Val, which are classified as neighbourhood Roads under the Traffic Management Hierarchy. Traffic flows past the access are very limited and the road geometry dictates that vehicle speeds in the area will normally be low past the access.

The site is currently used to produce and sell compost material. No information has been supplied as part of this application, in relation to the daily vehicle movements to or from the site. It is therefore difficult to determine whether the proposed changes that form these plans would result in an increase of traffic movements to the site, and if so, by how much. However, given the nature of the proposal, it is not anticipated that vehicle movements relating to this development would lead to traffic management issues in the lanes leading to the site.

Currently, the sightlines available to a driver leaving the site, are 9m in the direction of oncoming traffic (from the right), and 11m in the direction of approaching traffic (from the left) of the site.

The plans supplied with the application indicate that the existing gatepost that currently determines the extent of the driver's visibility splay in the direction of oncoming traffic will be removed and the access widened at this point by three metres. This will make the access and egress of vehicles to / from the site easier from / to the Rue des Paysans au Val. The plans supplied (6325-02-B1) also show the reduction in height of the hedgerow and foliage (currently 1.2m and 3m in height) on either side of the access to below 900mm, in order that a much improved visibility splay can be achieved. The plans supplied indicate that the changes to the access geometry and reduction in foliage height will achieve sightlines in the order of 33m in both directions, which would exceed the minimum recommended sightline standard.

The site access faces the Rue de la Houquette lane, which joins the Rue du Val and Rue des Paysans au Val at a T-Junction with a yellow line forcing users of Rue de la Houquette to give way to traffic moving through the lane past the site access. Due to a bend at the bottom of the Rue de la Houquette, the sightline observed by a driver leaving the site access of vehicles heading down the Rue de la Houquette (facing the access) is approximately 12m.

Within the site, the plans supplied, indicate a dedicated parking area for ten visitors' vehicles and one staff member's, which is separate to the tented areas; This separation of vehicle movements from the accommodation areas, coupled with the good visibility splays throughout the site, should produce the safest method of traffic management within the site.

Taking into account the above, there are no road safety and no significant traffic management grounds to oppose the application.

Environmental Health

Initial response sought some additional information.

Subsequently, having reviewed the proposed plans for the change of use of agriculture land to camp site, installing ten glamping units, swimming pool and services block with associated landscaping and car parking, did not wish to raise any objections to the proposals.

Guernsey Water

Reviewed the submitted information and the only comment it wished to make was that any surface water is strictly dealt with on site.

Constables of St Pierre du Bois – response on application as originally submitted

Plans have been examined and discussed at length by members of the Douzaine, as well as by parishioners. The application was met with a significant amount of concern by the Douzaine.

At the Douzaine Meeting of 22nd May 2017, while there were mixed views and a noted requirement for such facilities on the island, the majority felt strongly that this was an unsuitable site for such a development. It was made clear that the land should be restored to a natural agricultural state in keeping with the surrounding area. There were significant concerns raised with regard to the extent of the development, particularly noting the high number of "glamping" units and the swimming pool, the combination of which would contribute to extensive noise and light pollution in a quiet rural lane.

The suitability of the lane for access was also raised as an issue, with not only the access for temporary residents at the site, but also for works vehicles tending to the construction and amenities proposed. The lane is very narrow, with few points at which two vehicles can pass safely, as well as being unsuitable for heavy vehicles to be regularly using it for access.

Hope that the planning application will be rejected in light of these concerns, and those received from parishioners, with this site being unsuitable for such development.

Constables of St Pierre du Bois – following re-consultation on amended application

The Douzainiers examined and discussed the application at the Douzaine meeting held on 11 December 2017

The Douzaine reviewed the revised application and discussed in full each of the amended changes and concluded overwhelmingly that they are steadfast in their opinion that this application should be rejected and that the land should be restored to its natural agricultural state in keeping with the surrounding areas.

Summary of Issues:

- Whether a campsite is acceptable in principle, outside the Centres
- Whether the proposal is acceptable in an Agriculture Priority Area
- Impact on landscape character and open land
- Design and appearance
- Traffic and parking
- Effect on the reasonable enjoyment of neighbouring properties

Assessment against:

- 1 - Purposes of the law.**
- 2 - Relevant policies of any Plan, Subject Plan or Local Planning Brief.**
- 3 - General material considerations set out in the General Provisions Ordinance.**
- 4 - Additional considerations (for protected trees, monuments, buildings and/or SSS's).**

Whether a campsite is acceptable in principle, outside the Centres

Island Development Plan Policy OC8(B) supports proposals for the creation of a campsite, provided that certain criteria are met:

- a. where a proposal falls within an Agriculture Priority Area it is successfully demonstrated that the land cannot positively contribute to the commercial agricultural use of the Agriculture Priority Area or cannot practicably be used for commercial agriculture without unacceptable adverse environmental impacts; and,
- b. the scale of any permanent development is proportionate to the scale of the camping operation concerned; and,
- c. the development is located so as not to have a significant adverse effect on the visual quality or landscape character of the area; and,
- d. all associated development is proportionate to and remains ancillary or ordinarily incidental to the campsite operation; and,
- e. all structures are removed from the site upon cessation of use or when no longer required; and,
- f. it accords with all relevant policies of the Island Development Plan

The pre-amble to this policy, in section 17.7.4 of the IDP, states that: *“With regard to camping, the States is seeking to support and develop the Island’s camping and ‘glamping’ offer, as part of the aim to enhance visitor accommodation in the Island. Camping, in its various forms, is a low-impact form of development on greenfield land that can bring redundant land back into use or support farm diversification which allows farms to develop their businesses while minimising environmental impacts. Any proposal for a new campsite, or for works to existing campsites, that includes movable structures for accommodation, such as fully-equipped tents, tepees, yurts, tree-houses, safari tents and motor homes, will generally be supported where the use of the site and ancillary development would not have a significant adverse effect on the visual quality and landscape character of the locality and where the site does not fall within an Agriculture Priority Area. In order to maintain the long-term character of greenfield land the Authority will generally attach a planning condition to any planning permission to ensure that all structures are removed from the site upon cessation of use or when no longer required. Where a proposal does fall within an Agriculture Priority Area such proposals will be supported where it is demonstrated that the land cannot positively contribute to the commercial agricultural use of the Agriculture Priority Area or cannot practicably be used for commercial agriculture without unacceptable adverse environmental impacts.”*

With regard to the inclusion of a camp facilities block and swimming pool, section 17.7.6 of the IDP states that: *“Proposals for more permanent forms of development associated with campsites, such as toilet and shower blocks, will be supported, subject to the scale of development being proportionate to the scale of the camping operation, the development being located so as to have minimal impact on the visual quality or landscape character of the area, the development remaining ancillary or ordinarily incidental to the campsite and where it is compatible with other relevant policies of the Island Development Plan, such as those concerning agricultural land and biodiversity...”*

Criterion a) - ACLMS did suggest that would be appropriate for an independent soil assessment to be obtained, and the application was deferred to seek a suitable professional study of the land to demonstrate that it cannot positively contribute to the

commercial agricultural use of the Agriculture Priority Area. The applicant has provided a report by Dr Andrew Casebow which examined the site, the quality of the soil, its history, surroundings, access, topography and drainage. It also considered the nature of the proposed use and whether it would allow the long term use of the land for agriculture to remain.

Dr Casebow's report concluded as follows:-

"Most of the land on this site has not been used for agricultural purposes within living memory. It appears that since 1898, when the States of Guernsey map was produced, most of the area has been scrub or rough grassland.

It is understood that the current use of the land has been very similar since 2002 when Mr Danny Barnes took over the tenancy of La Jaonerre Rocques from his brother.

A small area of land to the South West of the site that is accessed from the main composting area, has been used for agricultural purposes in the fairly recent past, but it is a very small area and there is no readily available access to this area of grassland, which due to the shallow nature of the soil is likely to readily dry out during the summer months and be non-productive. It is understood that Mr Barnes would not wish to change the use of this area of agricultural land and his intention would be to retain it in agricultural use in the long term, but he is seeking permission to use the land for temporary tourist accommodation during the summer months. It is understood that he no longer wishes to create permanent bases (or units of tourist accommodation) on this land or to connect each of the accommodation sites to permanent services.

It is very unlikely that the area of land at La Jaonerre es Rocques has any significance for agriculture. A change of use of the areas of La Jaonerre es Rocques that have been used as a composting site, etc., for Mr Barnes' business in recent years is unlikely to cause any loss to farming or agriculture. It has not been used for agriculture in the past and most probably could not be used for agriculture in the future unless the site was levelled and a large quantity of soil was imported. The areas of scrub provide a beneficial site for wildlife biodiversity and nature conservation and it is understood that this will be retained.

It is most unlikely that this area of land could positively contribute to the commercial agricultural use of the Agriculture Priority Area."

Along with submission of this report, the application was amended to reduce the number of proposed glamping units to 6, and confined to the upper part of the site, with the lower part to be used as non-permanent camping during summer months (without any permanent bases or service connections).

In light of the findings of this report, the amendment made to the application and having regard to the comments received on the application from ACLMS, it is considered that criterion a) of Policy OC8(B) is satisfied.

Criterion b) - The permanent development proposed in this case has been limited to the upper part of the site, following deferral, and now comprises 6 "glamping" bases, a 5m by 10m swimming pool and a single storey oak framed facilities block to provide wc, showers,

laundry, shop, office, plant room and winter storage/summer games room, and a parking area. This is considered proportionate to the scale of the camping operation proposed. The safari tents themselves would be made of canvas and would be removed from the land and stored within the facilities building outside the main visitor season. The use of the camping areas and of the facilities block can be controlled by condition (Conditions 5, 6 & 7).

Criterion c) - The site is largely screened from nearby lanes and properties by high earth banks and hedges. Parts of the site can be seen in more distant views from the west, but the main building is to be set towards the back (east corner) of the site, and would be largely screened by existing banks and hedges. Any distant glimpses of tents would not have a significant adverse effect on the visual quality or landscape character of the area. It is considered that the development is located so as not to have a significant adverse effect on the visual quality or landscape character of the area.

Criterion d) - The associated development would include the proposed single storey facilities block, swimming pool and the parking area. These are considered proportionate to the proposed campsite operation.

Criterion e) - A condition can be attached to any planning permission to ensure that all structures are removed from the site upon cessation of use, or when no longer required. (Condition 10)

Criterion f) - Other relevant policies of the Island Development Plan are discussed below.

Marketing and Tourism were consulted on the application and commented that the proposed development would appear to have the potential to offer a quality visitor experience in an uncrowded and peaceful location. It raised no objection to the development, provided the use of agricultural land was acceptable to ACLMS.

It is concluded that a proposal satisfies Policy OC8(B) and is therefore **supported in principle** by the IDP.

Whether the proposal is acceptable in an Agriculture Priority Area

This issue has been considered above under criterion a) of Policy OC8(B).

In addition, Policy OC5(A) states that proposals for development which would result in the loss of an existing farmstead or agricultural holding in the Agriculture Priority Area will only be supported where it is demonstrated that the farmstead or land is no longer required for agricultural purposes and any proposed new use accords with the other relevant policies of the Island Development Plan. In this case the proposed development would not result in the loss of any existing farmstead or agricultural holding. The proposed use accords with Policy OC8(B).

It is concluded that the proposal is acceptable in an Agriculture Priority Area for the reasons set out above.

Impact on landscape character and open land

Policy GP1 states that proposals will not be supported if they would result in the unnecessary loss of open and undeveloped land which would have an unacceptable impact on the open landscape character of an area.

As previously stated, the site is largely screened from nearby lanes and properties by high earth banks and hedges and any distant glimpses of tents would not have a significant impact on the open landscape character of the area.

Policy GP1 also states, that development will be supported where it:

- a. respects the relevant landscape character type within which it is set; and,
- b. does not result in the unacceptable loss of any specific distinctive features that contribute to the wider landscape character and local distinctiveness of the area concerned; and,
- c. takes advantage, where practicable, of opportunities to improve visual and physical access to open and undeveloped land; and,
- d. accords with all other relevant policies of the Island Development Plan.

The site currently makes little positive contribution to landscape character. It appears that since 1898, when the States of Guernsey map was produced, most of the area has been scrub or rough grassland. In recent years the site has been used as a composting site and as a base for Mr Barnes' horticultural, gardening and landscaping business. The proposal is to maintain the existing trees and includes additional planting. The applicants have indicated that they wish to substantially increase planting. The main features which contribute to the landscape are the evergreen oak trees, and these are proposed to be retained. A campsite will enable more people to have access to the open and undeveloped land.

Policy GP1 concludes that proposals for development that is considered to be significant in terms of scale, setting and appearance will normally be required to include a landscaping scheme. In this case, although the scale of development may not be significant, conditions could still be attached to any permission to require a detailed landscape plan for the site. (Conditions 4 & 8).

Changes proposed at the access point to improve visibility would have a negligible impact on the landscape character of the area.

It is concluded that impact on landscape character and open land is acceptable.

Design and appearance

Policy GP8 states that in order to achieve high standards of design which respects and, where appropriate, enhances the character of the environment, proposals for new development will be expected to:

- a. achieve a good standard of architectural design, including the design of necessary infrastructure and facilities; and,
- b. demonstrate the most effective and efficient use of land; and,

- c. respect the character of the local built environment or the open landscape concerned; and,
- d. consider the health and well-being of the occupiers and neighbours of the development by means of providing adequate daylight, sunlight and private/ communal open space; and,
- e. provide soft and hard landscaping where this reinforces local character and distinctiveness and/or mitigates the impacts of development and/or contributes to more sustainable construction; and,
- f. demonstrate accessibility to and within a building for people of all ages and abilities; and,
- g. with regard to residential development, offers flexible and adaptable accommodation that is able to respond to people's needs over time.

The facilities building is proposed to be of oak frame construction, with plain clay tiled roof. The proposed layout and use appears to be an efficient use of the site. Open landscape has been discussed above. The health and well-being of occupiers of the proposed campsite would be acceptable. Neighbours have, however, raised a number of health and well-being concerns, particularly about noise, music, drinking, nuisance and so on. These can be difficult to objectively assess, however the application was referred to the Office of Environmental Health and Pollution Regulation for comment, and they did not raise any objection. The fears of neighbours may be alleviated to an extent by the assurances provided by the applicants regarding their intentions for operation of the site. If necessary, statutory controls can be imposed by Environmental Health to prevent nuisance. Other more extreme matters raised by representors could be controlled by the Police if they ever occurred. As previously suggested, a landscape plan can be required by condition, which would help to provide additional screening (Conditions 4 & 8). A condition can also be imposed to prevent potential noise nuisance from amplified music, loudspeakers or a public address system (Condition 9). The proposed buildings should be accessible for people of all ages and abilities. Criterion (g) is not relevant.

The policy also refers to areas of higher protection, but this site is not within one of these areas.

In terms of Policy GP9 on Sustainable Development the applicant has confirmed that full compliance with the requirements of the Building (Guernsey) Regulations 2012 and the Guernsey Technical Standards have been taken into account, which will address many aspects of sustainable design, including the form of construction and quality of materials used.

It is concluded that the proposed design and appearance are acceptable.

Traffic and parking

Policy IP7 requires the Authority to take into account the provision of appropriate levels of private and communal car parking in accordance with the guidance set out in Supplementary Planning Guidance: Parking Standards and Traffic Impact Assessment.

In this case the proposal is to provide 10 car spaces, plus a staff space, plus cycle parking. Campsites do not have a specific standard for car parking, but the standards seek

provision for bicycles, motorcycles (at a rate of 1 per 5 cars) and provision of parking for disabled people (at rate of 1 per 10-20 cars). Provision for disabled people and motorcycles could be covered by a condition (Condition 4ii)).

Policy IP9 refers to the need to consider the existing public road network's ability to cope with any increased demand as a result of the development.

Many of the representations refer to the narrow lanes around the site and to traffic difficulties which will arise as a result of the development. Traffic and Highway Services (THS) has commented that traffic flows past the access are very limited and the road geometry dictates that vehicle speeds in the area will normally be low past the access. Whilst no information has been supplied as part of this application, in relation to the daily vehicle movements to or from the site, the site is currently used to produce and sell compost material, and it is therefore difficult to determine whether the proposal would result in an increase of traffic movements to the site, and if so, by how much. However, given the nature of the proposal, it is not anticipated that vehicle movements relating to this development would lead to traffic management issues in the lanes leading to the site.

THS also considered the sightlines available to a driver leaving the site, noting that the plans indicate that adjustments are proposed which will achieve increased sightlines, which would exceed the minimum recommended sightline standard. It also noted that the dedicated parking area is separate to the tented areas, which coupled with the good visibility splays, should produce the safest method of traffic management within the site.

THS concluded that traffic and parking matters are acceptable and there are no road safety or significant traffic management grounds to oppose the application.

Effect on the reasonable enjoyment of neighbouring properties

This issue has also been considered under Policy GP8 above.

A number of representations have been received objecting to the proposal and raising a number of concerns, including a number of health and well-being concerns, particularly about noise, music, drinking, nuisance, and so on.

These can be difficult to assess objectively, and the perception of impact can also be important. However, the application was referred to the Office of Environmental Health and Pollution Regulation for comment, since this is where complaints about noise and disturbance are often directed. The Office of Environmental Health and Pollution Regulation did not raise any objection to this proposal.

Some of the representations refer to previous planning designations such as Area of High Landscape Value or Conservation Area. These no longer apply, having been superseded by the Island Development Plan. Some refer to matters that are not material planning matters, such as speculation as to what might happen in the future.

The various statements made by and on behalf of the applicants about their intentions for operation of the site will be noted. These indicate a very different situation to that suggested by neighbours. It is also noted that one representation has been received in

support of the application. Issues raised relating to sewage disposal and lighting have been addressed by the applicant. The number of glamping units proposed has been revised from ten to six.

The fears of neighbours may be alleviated to an extent by the assurances provided by the applicants regarding their intentions for operation of the site. If necessary, statutory controls can be imposed by Environmental Health to prevent nuisance. Other more extreme matters raised by representors could be controlled by the Police if they ever occurred. As previously suggested, a landscape plan can be required by condition, which would help to provide additional screening (Conditions 4 & 8). A condition can also be imposed to prevent potential noise nuisance from amplified music, loudspeakers or a public address system (Condition 9). In recent years the site has been used as a composting site and as a base for Mr Barnes' horticultural, gardening and landscaping business and the recognised use is currently for composting. There are no powers available to require this land to be restored to agriculture as suggested by the Constables.

It is concluded that the adverse effects on the reasonable enjoyment of neighbouring properties would not be likely to be so significant to justify refusal of this proposal.

Conclusion

The revised proposal for a camp site has been justified in this case as acceptable within the Agriculture Priority Area and is supported by the Island Development Plan, particularly by Policy OC8(B). The associated development proposed is proportionate to the camp site and would not have adverse visual or other environmental impacts. THS has confirmed that there are no road safety or significant traffic management grounds to oppose the application. The Office of Environmental Health and Pollution Regulation has not raised any objection to the proposal. Although a number of objections have been received, from neighbours and others, it is considered that the adverse effects on the reasonable enjoyment of neighbouring properties would not be likely to be so significant to justify refusal of this application.

It is therefore recommended that this application is approved, subject to conditions, as above.

Having regard to the material considerations in this case, it is however also recommended that a **SITE VISIT** be undertaken by the Authority, prior to reaching its formal decision on the application.

Date: 08/02/2018

