

Item Number: 8
Application No: 13/00029/MFUL
Parish: Pickering Town Council
Appn. Type: Full Application Major
Applicant: Pickering Exhibition And Leisure Village (Mr Jason Bruton)
Proposal: Erection of 133 no. holiday lodges, managers lodge, restaurant building, site shops with storage and toilets, lodge reception building, 2 no. biomass boiler & pellet store buildings & toilet block, change of use of part of site to touring caravan park with erection of 2no. shower/toilet blocks and a reception/site shop building, formation of camping area with 15no. camping pods, use of part of site as event field or football pitches with erection of pavilion for toilet and changing facilities, use of part of site for events & outward bound activities, use of part of site as nature area, use of part of site for car parking and a park and ride facility with erection of passenger shelter and gatehouse, formation of lake, vehicular accesses to Malton Road and associated internal access roads and landscaping.
Location: Pickering Showground Malton Road Pickering North Yorkshire

Registration Date:
8/13 Wk Expiry Date: 29 April 2013
Overall Expiry Date: 24 May 2013
Case Officer: Rachel Smith **Ext:** 323

CONSULTATIONS:

Highways North Yorkshire	No views received to date
Viking Uk Gas Ltd	No objection but have concerns
Yorkshire Water Services	Comments made
Sustainable Places Team (Yorkshire Area)	Recommend conditions
Environmental Health Officer	Requires further information
Countryside Officer	Recommend conditions
Tree & Landscape Officer	Recommend conditions
Mr Jim Shanks	Recommend more details on security
Economic Development	Support
Environmental Health Officer	Recommend conditions
Archaeology Section	Advise geophysical survey undertaken
Housing Services	Recommend conditions
Parish Council	No objection
Vale Of Pickering Internal Drainage Boards	Comments

Neighbour responses: Mrs L Slinger, Carole Dagleish, Marie Broadhead, Darren Fowler, Mr Stephen Chapman, Mr W Taylor, Atkinsons Builders Ltd, MKM Building Supplies (Malton), Mrs Louise Wright, S D Parkin Dr C Doughney, Mrs Bernadette Hopkinson, Mr Richard Kimmings,

SITE:

The site is situated on the western side of the A169 approximately 2 miles south of Pickering. It comprises the exhibition hall, and surrounding land known locally as Pickering Showground. It is essentially in two parcels linked by a narrow parcel of land. The land between the two parcels is in separate ownership. The site is relatively flat, and many of the fields are bounded by hedges and

trees. The site is surrounded by open countryside, however there are some residential properties in the area together with other smaller tourist accommodation sites.

PROPOSAL:

This application seeks permission for a significant level of development, the main components of which are:

1. Erection of 133 holiday lodges and a Manager's Lodge;
2. A restaurant building;
3. A small convenience shop, storage room and a specialist outward-bound sports shop with a toilet block attached;
4. Construction of new accesses to Malton Road and associated internal access roads;
5. Construction of cycle track through the site from Haygate Lane to Malton Road;
6. Construction of lake;
7. Change of use of part of site to touring caravan park with the erection of 2no. shower/toilet blocks and a reception/site shop building;
8. Use of part of the site for camping including the erection of 15no. glamping pods;
9. Use of part of the site as a nature area;
10. Shared use of event field and for football pitches with the erection of a pavilion for toilets and changing facilities; and
11. Use of part of the site for car parking and a park and ride facility with the erection of a passenger shelter with toilets.

HISTORY:

June 1989: Permission refused for the use of land as a touring caravan site

June 1994: Permission granted for the change of use of land for the holding of a leisure market on 26 Sundays between April and September

April 1995: Temporary permission granted for the use of land for the holding of car boot sales on Sundays between April and September 1995

March 1996: Temporary permission granted for the use of land for the holding of car boot sales on Sundays between April and September 1996

April 1997: Three year temporary permission granted for the use of the land for the holding of car boot sales between March and October

May 1999: Temporary permission granted for the use of land for car boot sales between July and August 1999. A condition of the approval indicated that the use only operates between 1400 hours and 1800 hours

September 2002: Outline permission for the erection of exhibition/conference centre

May 2004: Full permission granted for the reception of an events arena with associated landscaping and parking restricted to Use Class D1 (condition 18).

September 2007: Permission granted for 12 months to vary condition 18 of approval 03/00183/MFUL to allow activities with Use Class D2

17 May 2013: Permission granted for the overcladding of the existing events arena together with the erection of a detached biomass boiler together with car parking.

POLICY:

National Policy Guidance

National Planning Policy Framework:

Section 1 - Building a strong, competitive economy

Section 3 - Supporting a prosperous rural economy

Section 4 - Promoting sustainable transport

Section 7 - Requiring good design

Section 8 - Promoting healthy communities

Section 10 - Meeting the challenge of climate change, flooding and coastal change

Section 11 - Conserving and enhancing the natural environment

Good Practice Guide on Planning for Tourism

Ryedale Local Plan

Policy AG5 - Re-use of rural buildings for business, commercial, industrial, tourism or recreational uses

Policy EMP6 - Expansion of existing businesses

Policy EMP11 - Industrial/business development in the countryside

Policy ENV7 - Landscaping

Policy ENV12 - Sites of Importance for Nature Conservation

Policy L1 - Outdoor sports facilities

Policy T3 - Access to the local highway network

Policy T4 - Accesses onto 'A' roads

Policy T7 - Parking

Policy T11 - Disused railway lines

Policy TM3 - Chalet, cabin and static caravan development

Policy TM6 - Tourist attractions

Policy U1 - Off-site sewerage infrastructure

Policy U2 - Availability of water supplies

Policy U3 - Surface water run-off

Emerging Local Plan Strategy

Aspirations of the plan:

Policy SP10 - Provision of a network of safe cycle and walking routes

Policy SP11 - Community facilities and services

Policy SP12 - Heritage including archaeology

Policy SP14 - Biodiversity

Policy SP15 - Green infrastructure network

Policy SP16 - Design

Policy SP18 - Renewable and low-carbon energy

Policy SP20 - Generic development management issues

Policy SP21 - Occupancy restrictions

APPRAISAL:

The National Planning Policy Framework (NPPF) states at para 28:

“Planning policies should support economic growth in rural areas in order to create jobs and property by taking a positive approach to sustainable new development. To promote a strong rural economy local and neighbouring plans should:

- *support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings;*
- *promote the development and diversification of agricultural and other land-based rural businesses;*
- *support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service areas; and*
- *promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship”.*

Accordingly, there is strong support at a national level for the principle of this type of development. At a local level, it is noted that emerging policy in the Local Plan Strategy refers to Pickering as a centre for tourism and gateway to tourism and recreation opportunities further afield. In Section 3- Aspirations and strategy, it states:

- *Secure appropriate uses at the Pickering Showground/events arena and strengthening connectivity of the site within the town*
- *Secure the provision of additional visitor car parking and/or park and ride facility to support the town and in response to the increasing attractiveness of the steam railway and annual events.*

Accordingly, it is considered that there is policy support for the *principle* of the development.

The proposed development is closely associated with the existing exhibition hall, and the applicants have advised that significant investment has been carried out to improve its appearance and also the facilities within it in able to achieve the full potential of both the building and the showground, and furthermore strengthen the links between the venue and the surrounding area.

The development has therefore been designed to compliment the use of the hall by providing a range of tourist accommodation, together with tourist facilities such as a lake, restaurant, outward bound facility, football pitches, cycle hire, events field and park and ride.

Erection of 133 holiday lodges and managers accommodation

The development will provide a range of accommodation. The lodges will be constructed from solid wood on a pile foundation. 84 high specification lodges with large floor areas will be sited in a landscaped setting to the north west of the exhibition hall. This is a relatively low density area with large areas of planting between. Some of the lodges front the lake that is to be created. The southern part of the site, which will be served by a separate access, will provide 50 mid range lodges. They will provide 2 and 3 bedroom accommodation but will have a reduced floor area. The accommodation will be sited around access roads with smaller areas of planting between them. Nevertheless there is a significant woodland area to the western boundary. Adjacent to this accommodation, but separated by planting is a site for camping pods. These small structures will be constructed from timber and have room for a bed and settee. At the southern end of the site is an area including 130 touring pitches. A service block to provide washroom facilities for the touring caravans and pods will be sited between the two areas.

The range of accommodation accords with the criteria contained within saved Policy TM3 of the Ryedale Local Plan, and emerging policy SP8 of the Local Plan Strategy. It is noted however, that

both existing and emerging policy supports development where it can be accommodated without an unacceptable visual intrusion or impact on the character of the locality. The site is reasonably well screened by existing landscaping, however it is noted that the planting along much of the northern boundary is not sufficient at present to mitigate the visual intrusion of the lodges in this area. As such it is recommended that should permission be granted, the landscaping in this area is carried out in the first available planting season following the decision.

Significant tree and shrub planting will be carried out throughout the entire site, including the replacement of some non native species with appropriate native ones. The cost implications of this are such however that it will be phased throughout the development with appropriate triggers to ensure that it is implemented.

On the whole, subject to the implementation of the landscaping proposals, it is not considered that the siting of the lodges will have a significant adverse impact on the character of the open countryside.

In terms of the impact of the development on the existing amenities of neighbouring occupiers, there are few residential properties immediately adjacent to the site. Any impact is therefore likely to be in the form of additional traffic movements. However given the location of the site on the approach to Pickering it is not considered that this reason in itself would be sufficient to warrant refusing the application. A residential property is however situated between the touring caravans and the A169. The initial plans showed an access to either side of the property, and understandably, the residents have expressed concern that they would be surrounded by the development. The revised plans have taken note of their concerns and the access points deleted from the plan. It has also been agreed that a hedge and further landscaping will be implemented between their property and the caravan site. A further property is situated between parts of the development where it fronts Haygate Lane. However it is not considered that the lodges will be close enough to have a significant adverse impact on their existing amenities. There are no road accesses onto Haygate Lane except in emergencies.

The appropriateness of the access and the sustainability of the location will be considered later in the report, together with an assessment of the ecological impact.

Park and Ride facility

The site is situated approximately 2 miles south of Pickering, and is therefore important that a development of this scale provides a method of travel into Pickering and the wider area that does not rely entirely on car travel. The emerging Local Plan Strategy supports the provision of additional visitor car parking and / or park and ride facility to support the town. The rationale behind the facility is to reduce the number of vehicular movements into Pickering, and because there is pressure on existing car parks within the town, in particular for the steam railway. The applicants have advised that they will provide the infrastructure for the park and ride, with a view to sharing its operation with other tourist operators. However until an agreement can be reached they will operate a bus service into Pickering once an hour. Taken in conjunction with the hourly Coastliner service, this will provide a half hourly service into town. The facility will be available for any member of the public, and not just those using the holiday accommodation. A gatehouse and park and ride shelter will be sited adjacent to the parking facility. It is considered that they are of a high standard of design and suitable for this rural location.

Cycle and pedestrian provision

The applicants have advised that an integral part of the scheme is to encourage cycling and walking. This will form part of leisure pursuits holiday and as a way of linking the site and the wider area with Pickering Town. Discussions have been held with others seeking to provide sustainable access, and as a result of this a cycle link will be provided through the site into Haygate Lane. This lane has been identified as part of a suitable/safe cycle route into town. This link will be available to residents on the site, and local people, or indeed holiday makers staying at other accommodation in the area.

In order to fully integrate cycling as a mode of transport, the applicants have been in discussion with a number of bike hire operators in the area with a view to having such a facility on the site. Should Members resolve to approve the application, it is recommended that a condition be imposed requiring such a facility.

Restaurant and Shop Facilities

The application includes the provision of a restaurant together with two site shops. The restaurant will front the proposed lake and have a footprint of approximately 45m by 23m with a decked area fronting the lake. It will be constructed from timber with materials for the roof still to be agreed. It is anticipated that it will primarily serve holiday makers both on and off site.

A small shop/reception will be provided for use by the caravan site, together with a site shop, toilet and stores adjacent to the lake. They will be small scale with a combined footprint of 141sqm.

It is considered that some form of shop facility is necessary for a tourism development of this size. However it is recommended that any approval is conditioned to restrict the type of goods sold. Nevertheless given the small footprint of the shop units proposed it is not considered that they will have an impact on the viability and vitality of Pickering.

Development of lake, football pitches and outward bound activities and events field

Events area -Planning permission was granted in 2003 for the events arena, and the surrounding land has long been used as a showground. The available area to hold such outdoor events is significantly reduced from that previously available. However it is considered that the size of the land available, together with the approved facilities within the exhibition hall is sufficient to enable a range of activities to take place. An important part of the development is the formation of a large lake, approximately 240m long. This will be available for events such as kayaking, swimming, (under supervision), corporate team building events in conjunction with the use of the holiday lodges, and any other events people wish to hold. It is anticipated that once the development is in place, it will generate interest from local and more distant groups in holding a wide range of events. Not all such activities will be operated by the owners of the site, and it will therefore be an employment opportunity for other businesses.

Football pitches

Pickering Junior Football Club has been in discussion with the applicants to secure facilities for its junior and youth teams. The club provides the opportunity for approximately 130 children from the Pickering area to participate. To date they have been unable to find suitable premises, and an agreement has been reached to provide three pitches on part of the event field. A pavilion will be constructed to include toilet facilities large enough for the football teams, but also to be used during the events.

It is considered that these facilities are in keeping with the character of the area and accord with Section 8: Promoting Healthy Communities, of the National Planning Policy Framework. It also complies with policy L1 and Policy L11 – Existing community facilities within villages of the Ryedale Local Plan, and Policy SP11 of the emerging Local Plan Strategy. Furthermore all these facilities are available for use by the local community together with any holiday makers in the area.

General Development Management Considerations

Access

The application is supported by a transport assessment, and detailed negotiations have been carried out with the Highway Authority. A northern access will serve the main area of lodges at the north western end of the site. It is understood that this will be in the form of a simple priority junction. However discussions are underway regarding the provision of a right turn facility after the completion

of 85% of the lodges. The main access will include a right turn facility together with a bus stop. The right turn lane would be installed as part of the early phase of development, before the caravan park is in operation.

An emergency access will be provided onto Haygate Lane. Traffic generated by events will be controlled by an Events Traffic Management Plan.

It is hoped to update Members at their meeting once the final plans have been agreed.

Ecology

The application is accompanied by an extended phase 1 habitat survey. The results of the surveys and assessments are as follows:-

- Site is used by foraging bats
- There are 4 ponds situated within the study area
- A large amount of hedges and trees exist on site
- There is excellent newt terrestrial habitat on site
- There is a large Great Crested Newt (GCN) population associated with the breeding ponds on site and with the existing terrestrial habitat
- Some good foraging habitat for Barn Owl
- 11 UK BAP priority species are likely to be breeding on site

The Councils' Countryside Officer has advised:

There is much habitat enhancement and creation included in the development plan for all of the above areas of interest, including the enhancement of the newt habitat.

From the report it is clear that the development will not have a negative impact on the European protected species Great Crested Newt, therefore the application will not require an Environmental Impact Assessment, as a schedule 2 development it does not have an adverse impact on a sensitive site i.e. the newt habitat in the centre of the site.

A protected species license will be required to ensure that newts are protected during the construction phase of the development.

The applicants have advised that because the proposal is based on rural tourism, the intrinsic nature of the site has been an important consideration in designing the scheme. The habitat for the GCN is based around the rubble mounds, ponds and adjoining foraging grassland and hedgerows located towards the centre of the site. This area will therefore be protected and enhanced as a nature area of a significant size. Such enhancement will be in accordance with the methodology detailed in the supporting study. The proposed lake will also be of benefit to nature conservation and biodiversity. As such, the development is in accordance with the principles of Policy ENV12 – Sites of Importance for Nature Conservation, and Policy ENV18 - Ponds of the Ryedale Local Plan, SP14 –Biodiversity of the Emerging Local Plan Strategy, and Section 11 of the National Planning Policy Framework.

Flood Risk Assessment

The majority of the northern lodge development lies within flood zone 1. The lake, and the touring caravans and some of the southern lodges are in flood zone 2. In accordance with Environment Agency Guidance, they are classed as a *more vulnerable* use that is appropriate in flood zone 2. The applicants have however carried out a sequential test to demonstrate that because the development is in association with the exhibition hall, and associated leisure facilities and cannot be located elsewhere. The applicants will however sign up to the Environment Agency's early warning scheme and will have an evacuation plan in place.

In relation to drainage, the foul drainage will be connected to the main sewer, and the surface water will drain directly into the ground, in a form of a sustainable drainage solution. The Environment Agency has no objection. The applicants have advised however that a maintenance condition for drains and ditches would be acceptable to ensure that the system operates efficiently.

Archaeology.

A desk top study in relation to archaeology accompanied the application. This identified that there was medium potential for medieval remains and high potential for remains from Iron Age to Romano Britain. Discussions are ongoing to ascertain whether additional geophysical work is necessary prior to the application being determined.

Economic considerations

This application comprises significant development in the open countryside. The location is however dictated by the location of the existing exhibition hall and the showground. It is recognised in the Tourism Strategy of the emerging Local Plan Strategy that tourism is an integral and valuable part of the District's economy. The Council's Economic Officer has expressed support for the development on the basis that Pickering is major tourism hub, and is a strategically important focus for tourism and outdoor recreation, including cycling, for the North Yorkshire Moors National Park and Ryedale district. It also acts as the gateway to the moors for visitors from East, West and South Yorkshire. He further advises that an analysis of regional self catering occupancy during 2012 shows that Ryedale generally has the highest or second highest occupancy level of any Authority in Yorkshire and Humber in most months. Therefore, whilst the proposal may have some limited displacement impact on existing accommodation, the District has a very high level of demand for such facilities. The Park and Ride bus link together with cycle routes will assist with an on-going increase in people using the Railway.

The improved leisure and recreation facilities, increased tourism visitors, job creation and growth opportunities for existing local businesses mean the proposal can be expected to bring sustainable long term benefits to the people of Pickering and the surrounding area.

The applicant has advised that 46 permanent jobs will be created at the exhibition and leisure development, together with 60 FTE local jobs associated employment during the 4 year construction period. £250,000 has already been spent through local suppliers and contractors to improve the existing events building.

Protection of former railway line

It is noted that there is a Section 106 Agreement on the site to protect the former railway line from development. The current proposal would not hinder the route, however it is recommended that the agreement is varied to make reference to the current application.

Contributor responses

Four letters of support have been received in relation to the application. In addition 5 letters of objection have been received. The main concerns raised relate to traffic levels, potential surface water flooding and impact on their businesses. In relation to traffic, it is noted that the applicants intend to hold more frequent but, smaller events in the future. Indeed the land available for such events will be reduced. As such, traffic generated should also be reduced. In view of this, and subject to final confirmation of the details from the Highway Authority it is not considered that a reason for refusal on traffic levels can be sustained.

In relation to impact on existing businesses, the Council's Head of Economy and Infrastructure has expressed strong support for the development, and advises that whilst the development may have some limited displacement impact on existing businesses, the district has a very high level of demand.

In relation to flooding from surface water the applicants have advised that they have carried out a significant maintenance programme to existing ditches which has improved the drainage throughout the site. All hardstandings will be permeable, and the lodges themselves will be situated on piles to provide improved drainage. It is recommended however that any permission is conditioned to require details of a maintenance programme to be submitted to, and agreed in writing by the Local Planning Authority.

Conclusion

It is considered that the development complies with both national planning guidance, policies in the Ryedale Local Plan, and also the emerging Local Plan Strategy. Nevertheless this is significant development in the open countryside, and it will have an impact on the character of the open countryside, and give rise to additional vehicular movements. In view of this any harm should be balanced by the benefits to the local economy, job creation, leisure facilities and park and ride. To ensure that such benefits occur, it is recommended that if Members are minded to approve the application it should be subject to 'triggers' to deliver the identified benefits at different stages of the build. It is anticipated that further information on this aspect will be available at the Committee meeting.

Accordingly, in view of the significant benefits to be delivered by the development, it is recommended that permission is granted subject to relevant conditions.

RECOMMENDATION:

**Approval subject to : (i) Resolution of access and archaeological considerations.
(ii) Variation to Section 106 Agreement in respect of former railway line.**

Conditions to follow

Background Papers:

Adopted Ryedale Local Plan 2002
Regional Spatial Strategy
National Planning Policy Framework
Responses from consultees and interested parties