

## **Item No. 12**

<b>APPLICATION NUMBER</b>	<b>CB/16/05883/FULL</b>
<b>LOCATION</b>	<b>Center Parcs Woburn Forest Holiday Village, Fordfield Road, Millbrook, Bedford, MK45 2GZ</b>
<b>PROPOSAL</b>	<b>Extension to existing Pancake House, provision of a Lakeside kiosk and erection of three Tree Houses with associated parking and bin storage.</b>
<b>PARISH</b>	<b>Millbrook</b>
<b>WARD</b>	<b>Cranfield &amp; Marston Moretaine</b>
<b>WARD COUNCILLORS</b>	<b>Cllrs Morris, Matthews &amp; Mrs Clark</b>
<b>CASE OFFICER</b>	<b>Annabel Robinson</b>
<b>DATE REGISTERED</b>	<b>22 December 2016</b>
<b>EXPIRY DATE</b>	<b>16 February 2017</b>
<b>APPLICANT</b>	<b>CP Woburn (Operating Company) Ltd</b>
<b>AGENT</b>	<b>NTR Planning</b>
<b>REASON FOR COMMITTEE TO DETERMINE</b>	<b>The Development Infrastructure Group Manager is referring this application to Development Management Committee in recognition of the complex planning history of the site.</b>
<b>RECOMMENDED DECISION</b>	<b>Full Application - Recommended Approval</b>

### **Summery of Recommendations:**

The application is recommended for approval. The works would represent an extension to an existing holiday village, the proposed development would maintain the existing use on the site. It is considered that the development would fall within the exceptions to development as set out within Paragraph 89 of the National Planning Policy Framework, preserving the openness of the Green Belt.

### **Site Location:**

The application site forms part of the Center Parcs development site on the southern side of the A507 to the south of Millbrook village. This application relates to alterations and development within the waterfront area, south west of the main village, south of the village lake, and hotel. The location is shown on plan number 16/2080/PL/LP01 A.

### **The Application:**

The application seeks permission for the extension of existing Pancake House, provision of Lakeside kiosk, and erection of three tree houses with associated parking and bin storage.

### **RELEVANT POLICIES:**

#### **National Policies**

National Planning Policy Framework

## **Central Bedfordshire Core Strategy and Development Management Policies 2009**

Policies CS11, CS16, Central Bedfordshire Adopted Core Strategy and CS18 DM3, DM4, Development Management Policies (2009) DM11, DM14, and DM15

### **Development Strategy**

At the meeting of Full Council on 19 November 2015 it was resolved to withdraw the Development Strategy. Preparation of the Central Bedfordshire Local Plan has begun. A substantial volume of evidence gathered over a number of years will help support this document. These technical papers are consistent with the spirit of the NPPF and therefore will remain on our website as material considerations which may inform further development management decisions.

### **Supplementary Planning Guidance**

Central Bedfordshire Design Guide

### **Planning History**

MB/05/01066/OUT	<p>Outline: Development and use of the land as a forest holiday village including 700 villas, 75 bedroom hotel, 12 bedroom spa accommodation, 1400 space car park, main access onto Fordfield Road, engineering operations and lakes, hard and soft landscaping and forest management works together with associated works and activities (All matters reserved except means of access) – Refused 05.07.2006</p> <p>Appeal Dismissed (APP/J0215/A/06/2024005) – 23.05.2007</p> <p>Secretary of State – Granted 05.09.2007</p>
MB/08/00614/FULL	<p>Section 73 Determination: Variation of condition 15(b) of planning permission 05/01066/OUT – Approved 30.06.2008</p> <p>This determination is, in effect a power to discharge or amend planning conditions but its actual legal effect is to issue a wholly new planning permission. A determination under this section does not affect the existing planning permission.</p>
CB/10/03096/RAM	<p>Reserved Matters: Development of the land as a forest holiday village including 700 villas, 75 bedroom hotel, 12 bedroom spa accommodation, 1400 space car park, main access onto Fordfield Road, engineering operations and lakes, hard and soft landscaping and forest management works together with associated works and activities (pursuant to outline planning approval MB/08/00614/FULL dated 30.06.2008). Matters to be considered are appearance, landscaping, layout and scale – Approved</p>

11.11.2010

CB/15/00976/FULL	Erection of a Woodland Activities Building for nature education/interpretation and seasonal activities. - Approved 01.05.15
CB/15/03390/FULL	Amendment of existing car park and additional parking provision. - Approved 27.11.15
CB/16/01978/FULL	Extension to existing Waste Water Treatment Plant (amendment to that approved under planning permission ref: CB/12/00893/FULL) including bunding, landscaping and fencing. Approved 05/07.16

There have been a number of Non Material Amendment applications made on this site.

**Representations:  
(Parish & Neighbours)**

<b>Parish Council</b>	Millbrook Parish Council: No comments received  Steppingley Parish Council: Object to the application  Impact upon Green Belt Impact upon Right of Way
<b>Neighbours</b>	No comments received

**Consultations/Publicity responses**

<b>Waste Services</b>	No comments to make
<b>Environmental Health</b>	No objection
<b>Ecology</b>	No objection
<b>Landscape Officer</b>	No objection
<b>Highways</b>	No objection
<b>Environment Agency</b>	No objection
<b>Trees and Landscape</b>	No objection
<b>Rights of Way Officer</b>	No objection

**Site Notices posted 19.01.16** 4 Peaks End, Steppingley:

- The application is for development in Green Belt, but I can see no special circumstances for this to merit it in the application.
- No detailed of how foul sewage will be dealt with.

- Will be visible from the by-way, though application states otherwise.
- Lighting will be visible from further distance than by-way and has not been considered at all in the application.

## **Determining Issues**

The main considerations of the application are;

- 1. Impact upon the Green Belt**
- 2. Impact on the visual amenity of the surrounding area**
- 3. Impact on neighbouring amenity**
- 4. Other matters relevant to the application**

## **Considerations**

### **1. Impact upon the Green Belt**

- 1.1 All the buildings and alterations are constrained within the main village site, although it does introduce additional built form, it is considered in the context of the use the alterations area relatively minor, when viewed in the context of the wider site. The whole of Center Parcs was granted consent as a Holiday Village, therefore it is reasonable to consider it a brownfield site.
- 1.2 The site is washed over by the South Bedfordshire Green Belt. Paragraph 89 of the NPPF states that development for provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it is not inappropriate development. It is considered that all the structures and alterations would be ancillary to the recreational use of the site. In addition Paragraph 89 also states that the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building would also not be inappropriate development. It is considered that the site is brownfield land, the whole site is designated as recreational use, holiday village. It is considered that an extension to the existing building would not represent inappropriate development, as they would not represent a disproportionate extension over and above the size of the original building. The use of all the buildings would be ancillary to the existing use of the site, to facilitate the continued use and development of the holiday village. Limited infilling and redevelopment of brownfield land is considered appropriate within the National Planning Policy Framework providing it does not harm the openness of the Green Belt. It is considered that the extensions, alterations and additional lodges would not be prominent in the wider context of the Green Belt, they would be set within the site, against the existing trees and buildings. It is judged that from views outside the site it is unlikely that any additional development would be seen. It is judged that these additions to the existing development would be in accordance with the stipulations on development within the Green Belt as set out within the National Planning Policy Framework as it would constitute the partial redevelopment of a brownfield site.

- 1.3 It is judged that the development would not have a significant impact upon the openness of the South Bedfordshire Green Belt and therefore the principle of the development is acceptable in the context of the wider site and use.

## **2. Impact on the visual amenity of the surrounding area**

- 2.1 The application is for an extension to the Pancake House (restaurant), a Lakeside Kiosk, and three additional lodges (Tree Houses)

An L-shaped extension to wrap around the rear of the existing pancake house -

A length of 25 metres & 17 metres, a width of 10 metres a maximum height of 9.5 metres. The extension would be on stilts, to accommodate the existing site levels, and match the design of the existing building. The extension would expand the capacity within the restaurant.

- 2.2 Lakeside Kiosk -

4 metres by 4.5 metres, a height of 4 metres.

The kiosk would be to facilitate the sale of ice-cream, drinks and snacks at the beach area. The design of the building would echo the appearance of the adjacent pancake house.

- 2.3 Three tree houses:

Three "Tree Houses" are proposed, to the rear of the Pancake House. The additional lodges would be 4 bedroom, and constructed on stilts. One of the lodges would be DDA (accessible). The tree houses are a new lodge design for Center Parcs, it is considered that 3 additional lodges would not be a very moderate increase in on site accommodation, proportionate to the existing development and scale of the existing village.

- 2.4 It is considered that due to the scale of the proposals and the locations within the existing site that views of the new buildings and extensions would be limited from any areas outside the site. It is therefore considered that there would not be a significant impact upon the character and appearance of the area.

## **3. Impact on neighbouring amenity**

- 3.1 The closest residential property would be over 300 metres from the site. It is considered that due to the scale, massing and use of the building, it would not disturb residents in terms of noise or odour, due to the distance from residential properties it would not significantly impact in terms of loss of light, privacy, the causing of an overbearing impact, or loss of outlook.

- 3.2 The proposal will preserve the amenities of occupiers of surrounding residential properties. No neighbouring representations were received in relation to this application.

- 3.3 One letter of objection was received from 4 Peaks End in Steppingley, approximately 1 mile from the site.

- The application is for development in Green Belt, but I can see no special circumstances for this to merit it in the application.

This matter is considered above.

- No detailed of how foul sewage will be dealt with.

The development would be subject to normal requirements to comply with current Building Regulation legislation with regard to sewage.

- Will be visible from the by-way, though application states otherwise.

Although the tree houses would be on stilts, due to the levels on the site, they would be at a lower level than the public footpath. As stated above, there is the possibility of glimpsed views from the adjacent public Right of Way, it is considered that this would not be significantly harmful to the enjoyment of the ROW. The ROW officer raised no objection to the development.

- Lighting will be visible from further distance than by-way and has not been considered at all in the application.

All lighting would be designed in a similar style to the existing "downward" lighting used across the site. It is judged that this development would not create a significant light amenity issue for users of the ROW.

#### **4. Other matters relevant to the application**

##### **4.1 Impact upon adjacent footpath/bridleway:**

The Rights of Way Officer did not wish to give any comment on this application. It is considered that the neutral pallet that the buildings and extensions has been designed in would further blend the development into the woodland setting. It is considered that at most glimpsed views might be achievable of the roof from the public right of way, however it is considered that there would not be significant harm to the amenity of the byway.

##### **4.2 Impact upon Ecology:**

It is considered that the important ecology on the site will be safeguarded by the development. A condition will be attached to ensure works are carried out in accordance with the details submitted.

##### **4.3 Impact upon landscaping and trees:**

The Landscape Officer raises no objection to the proposal and the Tree Officer has confirmed that the information and mitigation measures proposed would result in a suitable form of development.

##### **4.4 Concerns raised by Steppingley Parish Council:**

The adjacent Parish Council has raised concerns that the development would have a harmful impact upon the South Bedfordshire Green Belt, and that Very Special Circumstances have not been provided to justify the harm. It is accepted

that no VSCs have been provided with this application, however it is considered that the development complies with the criteria set out within the NPPF for development within the Green Belt (para 89), this matter is set out above. In addition to this the Parish Council raise concerns regarding the public right of way which goes around the wider site. The Rights of Way team did not raise any objection to this development. The concerns that have been raised relate more closely to the use of the wider site as the Holiday Village, as particular attention has been paid to a point from the external Right of Way where a path inside the main site can be seen, and at night, where lighting can be seen. It is considered that this concern does not relate to this application, and it would be unreasonable to attach conditions to this application to remedy this concern, as it does not directly relate to the application proposed. The matter has been raised with the agent for Center Parcs.

## Recommendation

That Planning Permission be approved subject to the following:

- 1 The development hereby permitted shall begin not later than three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

- 2 All external works hereby permitted shall be carried out in materials to match as closely as possible in colour, type and texture, those of the existing building, or as shown on plan numbers 16/2080/PL/006 A, 16/2080/PL/007 A, 16/2080/PL/009 A & 16/2080/PL/011 A.

Reason: To safeguard the appearance of the completed development by ensuring that the development hereby permitted is finished externally with materials to match the existing building in the interests of the visual amenities of the locality.  
(Section 7, NPPF)

- 3 All ecological measures and/or works shall be carried out in accordance with the details contained in the December 2016 Preliminary Ecological Appraisal and Daytime Bat Survey as already submitted with the planning application and agreed in principle with the local planning authority prior to determination.

Reason: To protect the existing ecological assets on the site.

- 4 Prior to the occupation of any of the tree houses hereby approved, as shown on plan number 16/2080/PL/012 B, details and locations of the proposed replacement trees shall be provided to and agreed in writing by the Local Planning Authority. The works detailed shall be undertaken in the 1st planting season following the occupation of the development.

Reason: To ensure suitable level of planting across the site.

- 5      **No works shall commence until a method statement for protecting the retained trees is provided to and agreed in writing by the Local Planning Authority. All works agreed must be undertaken during the construction of the development.**

**Reason: To ensure tree protection during construction.**

**Reason for Pre-Commencement Condition - It is necessary to ensure the trees are suitably protected during earthwork and construction.**

- 6      The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers 16/2080/PL/LP01 A, 16/2080/PL/001 A, 16/2080/PL/002 A, 16/2080/PL/003 A, 16/2080/PL/004 A, 16/2080/PL/005 A, 16/2080/PL/006 A, 16/2080/PL/007 A, 16/2080/PL/008 A, 16/2080/PL/009 A, 16/2080/PL/010 A, 16/2080/PL/011 A, 16/2080/PL/012 B, 16/2080/PL/013 A, 16/2080/PL/014 A.

Reason: To identify the approved plan/s and to avoid doubt.

## **INFORMATIVE NOTES TO APPLICANT**

1.      This permission relates only to that required under the Town & Country Planning Acts and does not include any consent or approval under any other enactment or under the Building Regulations. Any other consent or approval which is necessary must be obtained from the appropriate authority.
2.      The applicants attention is drawn to their responsibility under The Equality Act 2010 and with particular regard to access arrangements for the disabled.

The Equality Act 2010 requires that service providers must think ahead and make reasonable adjustments to address barriers that impede disabled people.

These requirements are as follows:

- Where a provision, criterion or practice puts disabled people at a substantial disadvantage to take reasonable steps to avoid that disadvantage;
- Where a physical feature puts disabled people at a substantial disadvantage to avoid that disadvantage or adopt a reasonable alternative method of providing the service or exercising the function;
- Where not providing an auxiliary aid puts disabled people at a substantial disadvantage to provide that auxiliary aid.

In doing this, it is a good idea to consider the range of disabilities that your actual or potential service users might have. You should not wait until a disabled person experiences difficulties using a service, as this may make it too late to make the necessary adjustment.

For further information on disability access contact:



**Statement required by the Town and Country Planning (Development Management Procedure) (England) Order 2015 - Part 6, Article 35**

Discussion with the applicant to seek an acceptable solution was not necessary in this instance. The Council has therefore acted pro-actively to secure a sustainable form of development in line with the requirements of the Framework (paragraphs 186 and 187) and in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015.