

Item No. 14

APPLICATION NUMBER	CB/17/02361/FULL
LOCATION	Henlow Bridge Lakes Ltd, Bridge End Road, Henlow, SG16 6LN
PROPOSAL	Change of use - for the proposed Teen Building (CB/16/01005/FULL Approval granted 28/4/16 and subsequent relocation CB/17/00188/VOC Approved 9/3/17) to a private Day Nursery and associated Children's Activity Centre.
PARISH	Henlow
WARD	Arlesey
WARD COUNCILLORS	Cllrs Dalgarno, Shelvey & Wenham
CASE OFFICER	Nikolas Smith
DATE REGISTERED	05 June 2017
EXPIRY DATE	31 July 2017
APPLICANT	Henlow Bridge Lakes Ltd
AGENT	Sherwood Architects Ltd
REASON FOR COMMITTEE TO DETERMINE	This application was called-in by Cllr Dalgarno for the following reasons: <ul style="list-style-type: none">• Unacceptable development in this location and an inappropriate change of use.• Adverse impact on traffic movements as it is in conflict with the current leisure activity of the site users.• The site was predicated around campers coming to stay and use the amenities and this application is in conflict with the leisure purpose of the site.
RECOMMENDED DECISION	Full Application - approve

Reason for recommendation:

Whilst outside of the Settlement Envelope, the site is sustainable and the proposed use would not give rise to specific impacts that would justify the refusal of planning permission in this case.

Site Location:

The application site covers approximately 13 hectares of land and includes 4 fishing lakes, 48 formal camping and caravan pitches, 3 "glamping" pods, 6 leisure lodges and 6 angling cabins. The western part of the site includes a further informal camping/caravanning area (Clarke's Field) used as a rally field for a variety of events and group camping.

A secure caravan storage facility is located within the eastern part of the site. The facilities also include an amenity building with a function room (Haywards Room)

and a reception/shop.

Planning permission was granted in 2014 (CB/14/03258/FULL) for a clubhouse/tea room and activity centre in the south west corner of the site.

In 2016, permission was granted for a single storey teenage social building, to be located to the north of the activity centre (CB/16/01005/FULL). Planning permission was granted in May of this year to vary conditions attached to that consent. These variations allowed for a slightly larger building and for it to be located adjacent to the clubhouse at the site. The building has been constructed but is not yet in use.

The site is accessed off a one way road linked to the A507, to the north west of Arlesey.

The River Hix and riverside walk runs alongside the east and northern boundaries of the site with the footpath continuing to meet the Kingfisher Way footpath, which extends along the west boundary of the site and Knights Footpath which runs along the south boundary, parallel with the A507.

To the east of the site and within walking distance is Arlesey Railway Station, with direct pedestrian access to the site under Arlesey Bridge.

The closest residential property is The Lodge, situated just beyond the south east corner of the site, close to the A507. To the north of the site are the substantial grounds of Henlow Grange, a Grade II listed building which is used as a hotel.

The site is located just outside the settlement envelopes of Henlow and Arlesey, within open countryside.

The Application:

Full planning permission is sought to change the use of the approved teenage social building to a private day nursery. The applicant has set out that it would be used by visitors to the wider site and those who are not staying there. It has been designed to meet OFSTED requirements and would cater for children aged between three months and four years of age.

Relevant Policies:

National Planning Policy Framework (2012)

The Good Practice Guide on Planning for Tourism (2006) - Department for Communities and local Government

Central Bedfordshire (North Area) Core Strategy and Development Management Policies 2009

CS11	Rural Economy & Tourism
CS14	High Quality Development
CS15	Heritage
CS16	Landscape and Woodland
CS18	Biodiversity and Geological Conservation

DM3	High Quality Development
DM14	Landscape and Woodland
DM15	Biodiversity

Local Plan

The Council is currently consulting on its Draft Local Plan (Regulation 18). The Plan outlines the overarching strategy for growth and also sets out more detailed policies which will be used to determine planning applications. A substantial volume of evidence gathered over a number of years supports this document. These technical papers are consistent with the aspirations of the National Planning Policy Framework and therefore will remain on the Council's website as material considerations, which will, along with the direction of travel of the Local Plan, inform development management decisions.

Supplementary Planning Guidance

Design in Central Bedfordshire: A Guide to Development

Planning History

CB/17/00188/VOC

Variation of Condition No. 6 on application Ref: CB/16/01005/FULL dated 28/04/16. Substitution of Approved drawing No's. 2016-10 and 2016-15 for drawing No's. 2017-10A and 2017-11A

Approved: 09th March 2017

CB/16/01023/VOC

Variation of Condition No. 9 on Planning application Ref: CB/12/01317/FULL

Approved: 12th May 2016

CB/16/01005/FULL

Conversion of the first floor storage area in The Haywards Amenity Building into 2 No staff residential units and erection of teenage social building.

Approved: 28th April 2016

CB/15/02674/FULL

Proposal to replace 5 existing camping pitches with 6 Leisure Lodges and 6 Angling Cabins.

Approved: 10th September 2015

CB/14/03258/FULL

Permanent Manager's accommodation additional parking, caravan storage and ground care plant & machinery store. Relocation of approved tea room, clubhouse and play area.

Approved: 18th November 2014

CB/13/03932/FULL

Erection of fire pit shelter.

Approved: 06th February 2014

CB/13/00200/FULL

Change of use to the amenity block to allow for social functions within the education room only, unrelated to the camping/caravan site.

Approved: 27th May 2013

CB/13/00197/FULL

Retention of rod and tackle shed and relocated security cabin, Temporary toilet block.

Approved: 19th March 2013

CB/12/01317 – Provision of 29 additional pitches, managers accommodation and erection of club house, tea room and activity centre. Approved.

CB/12/01241 – Change of use to recreation and leisure usage including rallies, retention of a remodelled bund. Approved.

CB/11/00721/FULL

Replacement of 3 caravan pitches with 3 camping pods.

Approved: 18th July 2012

CB/10/02980/FULL

Formation of two additional lakes. Layout for 26.no. touring caravans. Erection of amenity block with educational room and tearoom. Extension of existing storage building for reception and tourist information, ancillary works and car parking.

Approved: 09th November 2010

MB/08/00084/FULL

Extension to storage building.

Approved 28th February 2008

Representations:

(Parish & Neighbours)

Henlow Parish Council	No Objections. Henlow Parish Council would ask Central Beds Council to consider traffic measures to ensure motorists DO NOT drive straight over the A507 to access this site from the Arlesey Station Car Park. Additional signage on leaving the car park required to stop motorists from either driving over the carriage way or from turning right.
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Neighbours	One response was received, commenting as follows:
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- A day nursery will further increase the volume of traffic turning into Bridge End Road particularly at peak times and this is already a traffic black spot and the sight of a number of accidents.
- This road was built solely for set down and pick up from Arlesey Station and is now being used for caravans entering and leaving the site, delivery lorries and a large car park for 200+ vehicles. It is extremely dangerous and difficult to get out of our drive already and this can only exacerbate the problem.
- Henlow Bridge Lakes was originally a small camp site and has grown to accommodate some 160 caravans. We object to the addition of services which are outside the boundaries expected of a caravan park, ie the daily traffic activity a day nursery would cause.

Consultation responses:

Highways	The application seeks to a change of use from an approved teen building to private day nursery. Access is to be from the exiting main entrance into the Henlow Lakes. This is from the existing one way only access road (gyratory) that runs parallel to the A507 which also provides access to the Arlesey train station car park.
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Cars enter this one way road off the east bound carriageway way of the A507 and circulate back onto the west bound carriageway. There are no right turn signs positioned on the westbound lane approach to this junction with "Ahead Only" white lining on the carriageway itself. When vehicles turn out of Henlow Lakes, or the station car park, back to the A507 there are three no right turns signs provided so that cars existing onto the A507 have to turn left towards Henlow.

No information on the projected number of pupils is evident in any of the supporting information or application form, but given the size of the building concerned (149sqm) I do not feel that numbers would be high enough for concern to be raised. However, it goes without saying that this type of use would inevitably increase the numbers of cars turning back onto the A507 once children have been dropped off and collected later on during the day. The application form does state that there will be 8 full time employees. Having looked at previous history of the site I find no condition relating to the maximum number of vehicular trips permitted for Henlow Lakes or Arlesey station car park and it must be remembered that this is a lawful junction.

What is not in question is that parking for the facility can be provided within the Harlow Lakes site given the space available and with that in mind the following condition should be provided with regards to the satisfactory provision of parking spaces.

Under NPPF guidance it is not felt that the additional number of movements that could be generated by the private day nursery would be seen as being severe.

I have to say that the entrance when travelling eastbound is to a degree hidden, I feel that the brown tourism sign for Henlow Lakes should be relocated to where the slip road is located. The problem here is that the tourism sign is currently located on the opposite side of the carriageway rather than on the site side (i.e. eastbound) and located nearly 100m away from where the exit from the A507 is located. This should therefore be moved to the junction area off the A507.

The other conditions relates to which access point is used as whilst there are two access points along the one way system, it has not been clarified which access is to be used. The most westerly access has gates across it but currently permanently padlocked. The easterly access (currently main entrance) is operated via number plate recognition cameras. There is also another access point

directly off the A507 next to No.31 "The Lodge" which should not be used under any circumstances.

Conditions:

1/ Access for the day nursery shall be from the existing main site entrance to Henlow Lakes.

Reason: In the interests of road safety and traffic movement.

2/ No development shall take place until a scheme for car parking (with access thereto) in accordance with Central Bedfordshire Design Guide 2014 has been submitted and approved in writing by the Local Planning Authority. The approved scheme shall be implemented and made available for use before the development is occupied and the car parking areas shall not thereafter be used for any other purpose.

Reason: To ensure a satisfactory standard of development.

3/ Before the development is brought into use, a scheme and subsequent installation for the relocation of the existing tourism sign on the A507 shall be submitted to Local Planning Authority for written approval.

Reason: In the interest of road safety and traffic movement.

IDB	No comment
Environment Agency	No response received
Wildlife Trust	No response received
Network Rail	No response received
Public Protection	No comment
Rights of Way	No comment
Trees	No objection
Ecology	No objection

Considerations:

1. Principle of Development

The existing uses at the site are leisure related and most of the facilities offered there provide for visitors to it. Whilst the proposed use would, in part, be used by visitors to the wider site, it would also be used by those not visiting the site for leisure reasons.

The change of use would introduce a new commercial activity to the site, which is outside of the Settlement Envelope. In general terms, policy DM4 seeks to direct uses like these to areas within Settlement Envelopes. One of the reasons for this is that these tend to be more sustainable than locations within the open countryside. In this case, given the close proximity to Arlesey railway station, the site would be sufficiently sustainable to accommodate the proposed use at the scale proposed. The development would adhere to the objectives of the policy.

The application is accompanied by a Supporting Statement from the Council's Childcare Team Manager, which sets out that there is a pressing need for nursery places in this area and that this development would help meet that demand. They fully support the planning application.

Given the benefits associated with bringing forward childcare places in an area of need and the relative sustainability of the site, the principle of the development would be acceptable.

2. Impact on Character and Appearance of the Area

The building already has planning permission and has been constructed. The proposed change of use would have no additional impacts on the character and appearance of the area.

3. Impact on neighbouring amenity

There is one residential property, known as The Lodge, located adjacent to the south western corner of the site and over 150m from the new building. Due to the existing use of the site and the nature of the current proposals, no harm would be caused to the amenity of the occupiers of that property or to the users of Henlow Grange.

4. Trees and ecology

The site has been well landscaped and the Tree Officer considers that no undue harm to existing trees within the site would result. The Council's Ecologist has also raised no objection.

6. Highways

The existing access to the site would be used and those arrangements are safe. Whilst the change of use would result in car visitors to the site above those who visit it for leisure reasons, the scale of the development proposed would not result in additional traffic movements that could not be accommodated by the existing highways network.

The Council's Highways Officer has requested a condition requiring that the existing signage on the A507 is relocated and that is recommended. They have also requested a condition requiring a plan showing parking arrangements, but given the ample parking provided at the site and the very limited risk of parking overflowing on to the highway, that is condition is not recommended.

Recommendation

That the application is approved subject to the following conditions:

- 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 Access for the day nursery shall be from the existing main site entrance to Henlow Lakes.

Reason: In the interests of road safety and traffic movement in accordance with Policy DM3 of the Central Bedfordshire Core Strategy and Development Management Policies (2009)

- 3 Before the development is brought into use, a scheme for the relocation of the existing tourism sign on the A507 shall be submitted to Local Planning Authority for written approval. The sign shall be relocated as approved in accordance with a timetable to be agreed in writing by the Local Planning Authority.

Reason: In the interest of road safety and traffic movement in accordance with Policy DM3 of the Central Bedfordshire Core Strategy and Development Management Policies (2009).

- 4 The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers: 2017-02 rev A, 2017-01 rev B, 2017-03 rev A, 2017-10 rev A

Reason: To identify the approved plans and to avoid doubt.

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.

DECISION

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