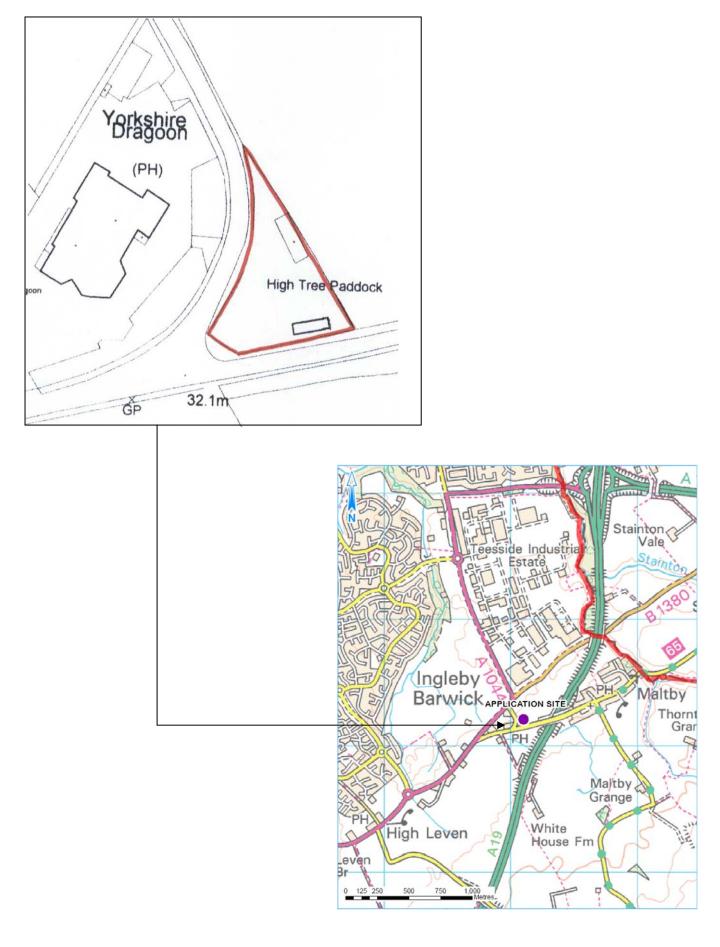
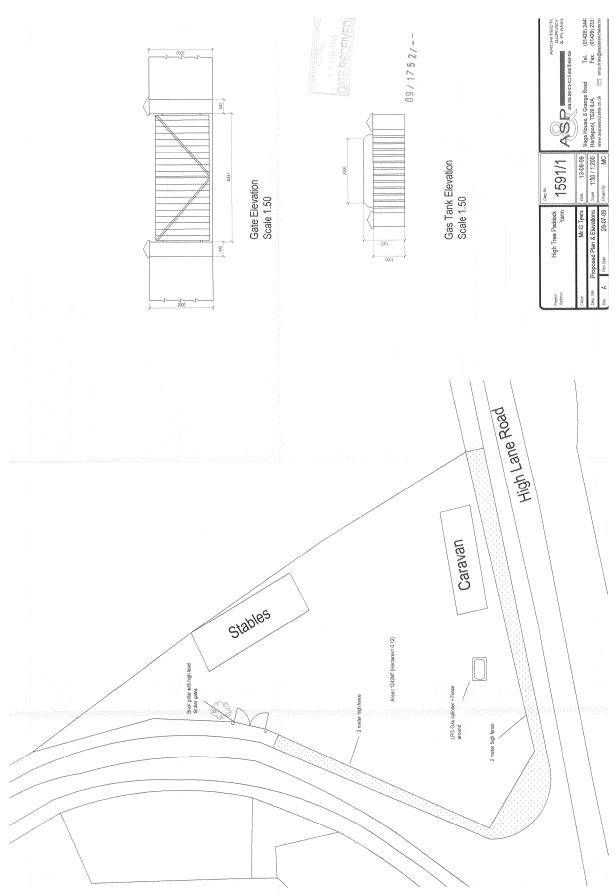
## Application ref: 09/1752/FUL - High Tree Paddock

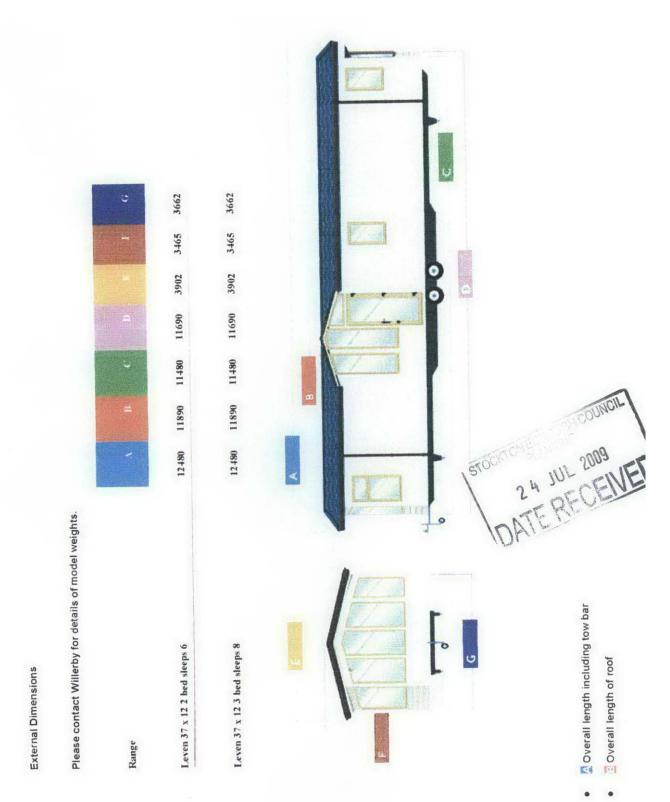
Appendix Ref: 1. Site Location Plans



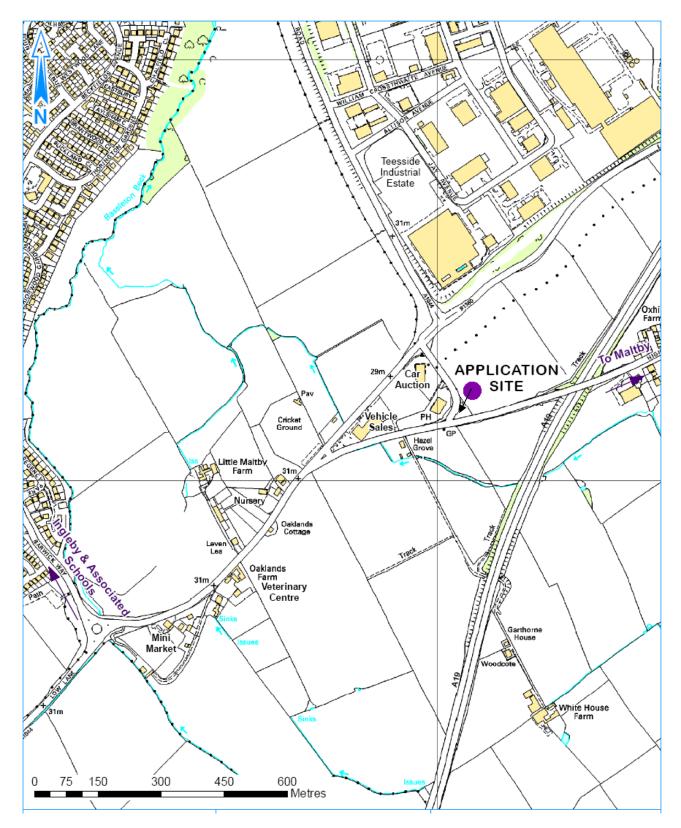
# Application ref: 09/1752/FUL - High Tree Paddock



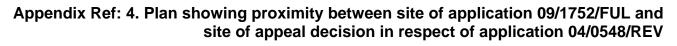
# Appendix Ref: 2. Site layout plan and proposal details

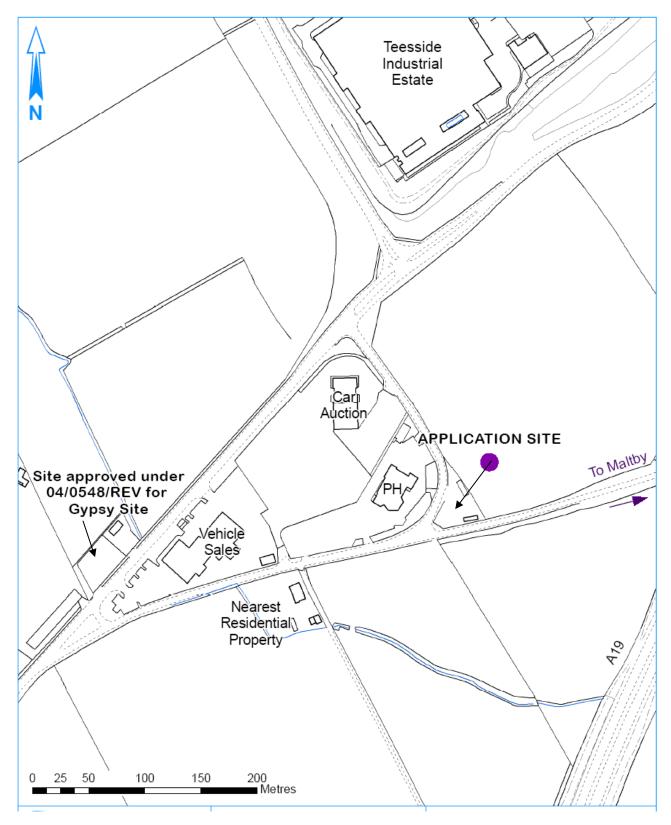


# Appendix Ref: 2. Caravan Details



Appendix Ref: 3. Proximity of application site to services





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# **Appeal Decision**

Inquiry held on 14 September 2005 Site visit made on 14 September 2005

#### by R G Gardener BSc(TownPlan) MRTPI

an Inspector appointed by the First Secretary of State

The Planning Inspectorate 4/09 Kite Wing Temple Quay House 2 The Square Temple Quay Bristol BS1 6PN 18 0117 372 6372 e-mail: enquiries@planninginspectorate.gs; gov.uk

Date 1 2 OCT 2005

#### Appeal A - Ref: APP/H0738/C/05/2001579

Land opposite Crofts Garage, Low Lane, Maltby, High Leven, Stockton-on-Tees, Cleveland TS18 9GT

- The appeal is made under section 174 of the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991.
- The appeal is made by Mr Elias Teesdale against an enforcement notice issued by Stockton-on-Tees Borough Council.
- The Council's reference is 34130.
- The notice was issued on 22 February 2005.
- The breach of planning control as alleged in the notice is, without planning permission, change of use of the land for use as a residential gypsy site and for the storage of motor vehicles.
- The requirements of the notice are to
  - (i) Cease the residential use of the site.
  - (ii) Remove from the site the large residential caravan plus associated brick skirting.
  - (iii) Remove from the site all of the smaller mobile caravans.
  - (iv) Cease the use of the site for the purposes of the storage of vehicles.
  - (v) Remove from the site any motor vehicles and vans.
  - (vi) Reinstate the site following the removal of above items by levelling the ground and reseeding with grass seed where necessary.
  - (vii) Remove from the site all rubbish, rubble, vehicle parts and other materials accumulated from the use of the site for residential and vehicle storage purposes and the removal of the items listed above.
- The period for compliance with the requirements is 12 months in each case.
- The appeal is proceeding on the grounds (a), (b), (f) and (g) set out in section 174(2) of the Town and Country Planning Act 1990 as amended.

# Summary of Decision: The appeal succeeds in part and permission for that part is granted, but otherwise the appeal fails, and the enforcement notice as corrected is upheld as set out below in the Formal Decision.

#### Appeal B - Ref: APP/H0738/C/05/2001580

Land opposite Crofts Garage, Low Lane, Maltby, High Leven, Stockton-on-Tees, Cleveland TS18 9GT

- The appeal is made under section 174 of the Town and Country Planning Act 1990 as amended by the Planning and Compensation Act 1991.
- The appeal is made by Mr Elias Teesdale against an enforcement notice issued by Stockton-on-Tees Borough Council.
- The Council's reference is 34130.
- The notice was issued on 22 February 2005.
- The breach of planning control as alleged in the notice is the erection/laying of:-

#### Appeals Decision APP/H0738/C/05/2001579 & 80, APP/H0738/A/04/1151284

- (i) A concrete base plus tarmac chippings and key block pavors (sic).
- (ii) Erection of 2 stable blocks.
- (iii) Erection of a shed.
- (iv) Erection of 6 ornate lighting columns.
- (v) Erection of 3 lighting columns.
- 12 (vi) Erection/installation of a calor gas tank.
  - (vii) Erection of ornate front boundary wall with brick piers and metal railing gates.
  - (viii) Erection of CCTV camera and column.
  - (ix) Siting of a steel container.
  - (x) Installation of a septic tank.
  - The requirements of the notice are to remove all of the listed items (i) (x) from the site and to reinstate the site by filling any holes, levelling the land where the items were removed and reseeding the site or returning it to its former condition.
  - The period for compliance with the requirements is 12 months.
  - The appeal is proceeding on the grounds (a), (b), (c), (d), (f) and (g) set out in section 174(2) of the Town and Country Planning Act 1990 as amended.

Summary of Decision: The appeal succeeds in part and permission for that part is granted, but otherwise the appeal fails, and the enforcement notice as corrected is upheld as set out below in the Formal Decision.

#### Appeal C - Ref: APP/H0738/A/04/1151284

Land at The Old Filling Station, Low Lane, Maltby, Stockton-on-Tees, Cleveland TS18 9GT

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Mr L Teesdale against the decision of Stockton-on-Tees Borough Council.
- The application Ref 04/0548/REV, dated 19 February 2004, was refused by notice dated 22 April 2004.
- The development proposed is a private gypsy caravan site to accommodate one residential caravan, stables and associated services.

Summary of Decision: The appeal is allowed in part and is dismissed in part, as set out below in the Formal Decision.

#### **Procedural Matters**

#### General

- 1. At the inquiry it was confirmed that Mr Elias Teesdale and Mr L Teesdale are one and the same person. The Council also acknowledged that Mr Teesdale is a gypsy for planning purposes and confirmed, as the Appeal A notice asserts, that the mobile home in place is a caravan as so defined.
- 2. Similarly, despite the different addresses used, the site of all of the appeals is the same and the same site plan accompanied both the notices and the Appeal C application. Even so, at the inquiry it became apparent that a strip of land along the south-west boundary of the appellant's land (confirmed to be in his ownership by Land Registry title) is outside the enclosure which comprises the gypsy caravan site. That is defined by concrete block walls to 3 sides and the brick front boundary wall referred to in the Appeal B notice. It was

accepted that this strip is not part of the gypsy site as such and that it should not be included within the land affected by the notices. A corrected plan was prepared and I was asked to substitute it for that which accompanied the notices.

- 3. I explain the development proposed by the Appeal C application shortly but there was no suggestion that the planning permission sought should include the adjoining strip of land. It seems to me that, since it the application was made retrospectively that is, to regularise what had already taken place the site area for that proposal should be also be limited to the smaller, corrected, area.
- 4. Accordingly the strip is now outside any of the land affected by the 3 appeals so that neither its purpose - which could not be explained - nor the pair of large wooden gates which have been erected at its entrance are matters for me to consider. It also appears that another but higher lighting column has been added to the appeal site. This additional operational development is also not part of these appeals.

#### Appeal C - the planning application development.

5. The description of the development I have given above is that which was initially used for the application. It seems that it was subsequently expanded and added to in order to more closely correspond to the range of features and works included on the site layout plan which accompanied the application. The final description used by the Council, agreed by the appellant and followed by him in his appeal submissions, is:-

# "Retrospective application for change of use to private gypsy site and retention of 1 no. residential caravan, 2 no. stable blocks, 3 no. security floodlights, 7 no. ornamental garden lights, external walling and gates, LPG tank and shed."

Having had this description confirmed by both parties, I shall also follow it.

6. It is apparent that, in overall terms, the combined Appeal A and B developments (which need not have been the subject of separate notices) correspond to the Appeal C scheme. For convenience I refer to the combined development as 'the proposal' and comment on individual components where necessary.

#### Appeal A - the grounds of appeal.

- 7. Ground (b) that what is alleged has not occurred as a matter of fact is made only in respect of the alleged vehicle storage use. As I shall explain, the claim is not that that activity did not occur but that it was insignificant and did not amount to a material change of use. It was agreed that that should more appropriately be considered under ground (c).
- 8. For ground (a), although not stated as such in the notice, it was acknowledged at the inquiry that the alleged breach relates to the land being put to a mixed residential and vehicle storage use. Under the provisions of s177 (5), that is therefore the development which would be the subject of the deemed application for planning permission under this ground. However, the appellant seeks planning permission only for the residential caravan use.
- 9. On ground (f), a number of matters were raised but once explored the appellant agreed that they did not provide a sound basis for an appeal on this ground and it was withdrawn.
- 10. Consequently, fewer grounds (a), (c) and (g) now remain to be considered.

#### Appeal B - the allegation

- Two corrections are required. The first is that the notice refers to there being 6 ornate lighting columns (item (iv)) while the Appeal C development description correctly refers to there being 7. Although referred to as ornamental garden lights, they are the same items and the appellant agreed that the notice should be corrected to 7 lights rather than 6.
- 12. The second is that the Council accepted that the siting of the steel container (item (ix)) does not constitute operational development but is a use of land. In this case it was agreed that it should not feature in the Appeal B Notice list. Simply striking it out however would mean that it would not then included in any of the appeal proposals. The appellant accepted that it could if needed be added to the Appeal A notice requirements by association with the use of the land and that, since it was not a new factor, no injustice would be caused.

#### Appeal B - the grounds of appeal

- 13. The appellant's ground (b) case is that the septic tank was already there from the Petrol Filling Station (PFS) which previously occupied the site. It was acknowledged that his ground (d) appeal that it was lawful through the passage of time relies on the same reasoning and is more appropriate. Ground (b) was withdrawn.
- 14. Ground (c) questioned whether the PFS use had been abandoned and the implications that that might have had for the lawfulness of a number of the developments. On reflection, the appellant also withdrew this ground of appeal.
- 15. Ground (f) again concerned the septic tank but since it was for the same reasons as ground (d) it was agreed that it unnecessarily duplicates the case. A further claim was made that some of the items such as the stables and surfacing would be suitable for some other use which may be appropriate in this location and consequently should be allowed to remain. The appellant conceded that there was no proven substance to such a case and it was not pursued. Ground (f) was withdrawn entirely.
- 16. Consequently, grounds (a), (d) and (g) now remain to be considered.

#### The onus of proof

17. It is for the appellant to show that, on the balance of probability, what he claims for grounds (c) and (d) is supported by the evidence.

#### Appeal A, ground (c) - vehicle storage

- 18. The appellant says that this was a single event. Because arrangements had failed, a number of commercial vehicles (some 30 or so vans and lorries) purchased from a lease company could not be delivered direct to the new owners as he had intended and he stored them on the land as an interim measure. The Council agreed that it had been that single event which had led to the action taken. There was no evidence that it had occurred before or since or that it is intended that it will be repeated.
- 19. A photograph taken by the Council shows how intensely the vehicles were packed onto the site. My view is that storage of this scale was significant and would have had a pronounced impact on the site and its surroundings. While the highway authority has not commented, it seems probable, based on the concerns raised over the highway safety implications of the gypsy site use, that the comings and goings which would be associated with such

commercial vehicle storage would have an even greater adverse effect. All of these factors support the Council's view that a material change in the use of the land had taken place.

- 20. It is the significance of the duration of the use which is in contention although neither side offered guidance on what period of use should or should not be considered significant. However, the Town and Country Planning (General Permitted Development) Order 1995 (GPDO) is of some assistance since, at Class B of Part 4 of Schedule 2, the concept of a temporary use is catered for. It is clear from Class B that temporary events can require planning permission since Article 3(1) of the 'Order deems it necessary to grant planning permission for them. The class sets a limit of a single event of 14 days for that purpose. It cannot be assumed that that is necessarily a threshold and even shorter periods may be material. Nevertheless, it is convenient here since the vehicles remained on the land for some 2 or perhaps 3 weeks. It was a significant occurrence.
- 21. Having referred to the GPDO, I cannot avoid considering whether the Class B provisions are helpful to the appellant. However, that it is improbable because of the limitations set out at class B.1(a) and (b) (since there is a case here that the land is within the curtilage of a building and, as part of the mixed use, it is a caravan site). That can be no more than a preliminary view but since the appellant does not rely of Class B perhaps intentionally it is not an unreasonable one to reach.
- 22. My conclusion therefore is that in all relevant respects, the vehicle storage was a material change in the use of the land and the appeal on ground (c) fails.

#### Appeal B, ground (d) - the septic tank

- 23. The appellant says that the septic tank was that which served the petrol filling station (PFS) and/or its accompanying bungalow which once occupied the site and he simply connected to it. That the PFS would have had a septic tank is not contested. If it is the original, there is no question that it has been in place considerably in excess of the required 4 years, even if was not lawful anyway. Since the PFS was demolished during the 1980's the Council questions whether the tank remained in place or whether it would have been in a condition suitable to be used even if it had.
- 24. Circular 10/97 advises that it is unnecessary for the appellant to corroborate his own evidence, which should be accepted unless there is cause to doubt that his version of events is less than probable. While the Council's doubts are understandable, it has no evidence of its own to contradict what the appellant claims that the septic tank is original and longstanding. Accordingly, on the balance of probability, it is lawful and this part of the appeal succeeds.

#### Appeals A, B and C - the planning merits

#### Planning Policy

- 25. The development plan is made up of the Tees Valley Structure Plan (adopted February 2004) (TVSP) and the adopted Stockton-on-Tees Local Plan 1997 (SoTLP).
- 26. The TVSP is clearly a more recent document and consequently contains policies which accord more closely with current government guidance. For instance, Policy SUS2 sets out sustainable objectives which local plans and development control decisions are required to give effect to. These include the physical and social regeneration of urban and rural areas,

the preference for brownfield rather than greenfield sites, the re-use of vacant land and development in locations which minimise the need for travel and can be well served by public transport.

- 27. TVSP Policy ENV14 identifies Green Wedges within the main built-up areas. The appeal site is within the wedge between Ingleby Barwick and the Teesside Industrial Estate. SoTLP Policy EN14 is the corresponding Green Wedge policy which identifies the same wedge. These areas are to be retained for open land uses or to maintain the local identity of individual areas. Development which detracts from these purposes, either by itself or cumulatively, will not be permitted. The SoTLP explains that the uses considered appropriate are those that ensure the retention of their open aspect and require only limited built development such as sport, recreation, stables, farming and market gardening.
- 28. TVSP Policy ENV18 applies to the environment of urban fringe areas which are to be improved by designing urban development to discourage trespass onto adjoining farmland, provide open space between housing and farmland, soften the urban edge through landscaping and ensure that new development generally takes account of countryside uses. There is no equivalent local plan policy but Policy GP1 sets out general development control criteria. Amongst the criteria to be assessed are the external appearance of the development and its relationship with its surroundings, the provision of satisfactory access and parking, the need for high quality landscaping and the quality, character and sensitivity of existing landscapes and buildings.
- 29. Both plans also contain gypsy site development policies. TVSP Policy H7 requires that local plans will guide the location and provision of sites which should be in areas frequented by gypsies, have reasonable access to essential services and facilities, be relatively unobtrusive or be capable of screening and have adequate work and play space. SoTLP Policy HO7 is older and has a different set of criteria. Gypsy sites are not to be permitted in a number of designated areas or on land specifically allocated for other development. None of these exclusions apply in this case. Elsewhere, regard is to be had to the effect of the use on the amenity of adjacent property and on the development potential of adjacent land. Other criteria are similar to those of Policy H7.

#### Main Issues

30. These are whether the appeal land is suitably located for a gypsy residential caravan site having particular regard to its effect on the character and appearance of the area, its implications for the objectives of the Ingleby Barwick and the Teesside Industrial Estate Green Wedge, the availability of essential services and facilities and its impact on highway safety.

#### Reasons

31. The appeal site, previously that of a PFS, is sited on the north side of the A1044. The urban areas of High Leven and Ingleby Barwick lie short distances to the west and north but in between is generally open farmland which forms the Green Wedge subject to development plan Policies ENV14 and EN14. Immediately alongside the site to the south-west is a cricket ground. The Teesside Industrial Estate, a large complex of substantial buildings, forms the eastern limit of the wedge and is a similar distance away in that direction. On the south side of the A1044, directly opposite the site, is a car showroom and outside car display/parking areas. There is further, relatively intense development to the east of that.

Westwards along both sides of the road development is considerably more sporadic made up mainly of individual houses or small groups but also a veterinary surgery in a converted farm building and a PFS.

- 32. While debated at the inquiry, my view is that the site is not only in the countryside for policy purposes but also that it relates most obviously to and appears as part of the overtly rural area which extends southwards from Ingleby Barwick and which wraps longstanding intrusions such as the car showroom. However, the effect of both sporadic and concentrated developments cannot be ignored and within the immediate vicinity of the site the character of the area may best be described as semi-rural.
- 33. Circular 1/94, supported by ministerial statements, expects that local planning authorities should wherever possible identify locations suitable for gypsy sites in their local plans. It is not clear why that approach was not possible here but the Council through SoTLP Policy HO7opted instead to set out criteria by which to assess such proposals. It contends that several of the criteria are not met in this case. However, before I turn to those the circular also recognises that many gypsies prefer to find and buy their own sites and should be encouraged to do so. I view the proposal here as an example of that. The fact that the appellant failed to first consult the Council and seek planning permission before moving onto the land cannot be condoned but neither is it a cause to now refuse to grant planning permission. Conversely, the appellant's criticism of the Council's record of supporting gypsies to find their own sites does not advance his case to any material extent. However, the Council was unable to suggest any alternatives should this site not be acceptable.
- 34. As a rule, Circular 1/94 advises that gypsy sites should not be provided on areas of open land subject to severe restrictions on development. Policy HO7 itemises particular designations in which such sites will not be permitted but they do not include Green Wedges so that the proposal does not breach that policy in this respect. The Green Wedge designation does impose a further assessment but otherwise the site is part of the general countryside for policy purposes. Sites in rural or semi-rural areas, outside settlements and on the outskirts of built-up areas may be appropriate although encroachment onto open countryside and conflict with other polices should be avoided.
- 35. Because of the distance from the built-up areas of High Leven and Ingleby Barwick, I do not agree with the Council that the site is part of the 'urban fringe' or, consequently subject to Policy ENV18. In any event, my opinion is that the policy addresses different issues -- such as the relationship between new housing development and the adjoining countryside -- which are not apparent here. In regard to the circular advice, for similar reasons, and notwithstanding the car sales development opposite, I do not consider that the site is on the outskirts of a built-up area. I do however treat it as being in a semi-rural location for the reasons I have given and may therefore be an appropriate location.
- 36. Nor do I consider that the proposal would effectively encroach onto open countryside. The site is that of a PFS constructed early in the 1960's and which remained in place for some 20 years or so. An aerial photograph taken in 1964 shows it to have been a considerable presence at that time but since it had been removed during the 1980's direct comparison of the impact of the current proposal with that of the PFS is no longer relevant. Even so, photographs taken by the Council when investigating works taking place on the site in the late 1990's show that there were vestiges of the PFS still apparent a white post and rail fence had just been removed which marked the frontage and large areas of hardstanding

could be seen. It may be that some of this had been exposed by what was then happening but I consider that there is sufficient evidence to conclude that it still then appeared as land cleared of earlier built development and which had not yet been absorbed back into the landscape.

- 37. It was therefore already set apart from the overall rural character of this side of the A41044. It is most unlikely that that situation had changed materially by the time that works to provide the gypsy site commenced at the beginning of 2002. The other possible reasons not to treat the site as previously developed land by definition do not apply. As previously developed - brownfield - land which has remained vacant for a considerable time, there is therefore also support for its re-use in TVSP Policy SUS2.
- 38. I turn then to consideration of the Green Wedge and its objectives. I have described the wider area as rural and the immediate locality around the appeal site as semi-rural. These are important conclusions when considering, as I have done, the effect of the proposals on the local scene and character and on those policies which safeguard such matters. It seems to me however that while similar considerations were put forward for the Green Wedge, it is not another countryside protection policy - those are already in place. Its function is to maintain the open aspect of such areas or local identity and to be relevant must carry with it different considerations to those which apply generally. Despite my conclusion that the site is to be treated as brownfield land, the fact is that all meaningful above ground structures had been removed from the site 20 years or so ago. To all intents and purposes it was therefore open, particularly since, unlike most of this side of the A41044, there was no frontage hedgerow. Views could be taken into and across the site to the other Green Wedge land beyond and there would have been an affinity between them. Compared with that situation, there is no question that the site is considerably less open as a result of the use and the works which have taken place. Its contribution to the open aspect of the area is consequently also diminished, contrary to that Green Wedge purpose. Since the openness of the land is reduced so, in principle, is the desired separation of the settlements but I see no serious risk being caused to their local identity.
- 39. The development is not one of those listed as being appropriate to the wedge (the stables should be seen as part of the gypsy residential site use) but it is clear that they are examples and not exhaustive. Even so, the development bears some comparison since, while the visual presence of the 'caravan' cannot be ignored, it is nevertheless a use and the stables and shed, at least, I feel fall within the term 'limited built development' which are acceptable for appropriate uses. More telling is the fact that this is a brownfield site the development of which is preferred and, in my view, might reasonably be anticipated. Indeed, there were suggestions that others were pursuing its purchase, although that does not establish that any intentions they may have had for it would have been accepted. I consider that there are sound reasons why this site, combined with policy guidance which supports the provision of gypsy sites in locations which might not be appropriate for other forms of development, should be seen as exceptional here.
- 40. Having concluded generally that this site, in a semi-rural, Green Wedge location is appropriate for a gypsy site, I turn to the particulars of the proposal. Both the development plan polices and Circular 1/94 stress the need to resolve matters such as, in this instance, impact on the environment and amenity, the availability of services and facilities and suitable road access.

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- 41. On the first, unlike the appellant I consider that the site is prominent and conspicuous alongside the A41044. Its overall impact on the local scene is abrupt and intrusive. I accept that the rural character of the area is already compromised, particularly by the car sales development opposite but I am in no doubt that the site is seen fundamentally as part of the rural northern edge of the road. That is characterised by a substantial frontage hedgerow which is missing from the site. Consequently the combination of mobile home, stables, lighting columns and most directly the ornate and over-elaborate front boundary wall and gates appears clearly as an unacceptably urban intrusion here.
- 42. It must be anticipated that a gypsy site will have some impact wherever it is located. Circular 1/94 stresses that landscaping, tree and shrub planting will help blend sites into their surroundings to maintain visual amenity while offering privacy. As explored at the inquiry, the removal of the wall and its replacement with a frontage hedgerow to match and complete that alongside would do much to hide the presence of the site features. The appellant accepted both of these amendments. The lighting however could not be entirely masked in this way. While the relatively low level ornamental garden lights are not of concern, the floodlighting substantially increases the impact of the site after dark in a relatively light free area beyond the road itself. Some security is understandable but should be more constrained and that could be achieved by condition. Moreover, if the excessive impact of the site was reduced in these ways, again bearing in mind the land's previously developed status, it would not appear unduly out of place as part of the sporadic sequence of development along this side of the road.
- 43. As to local facilities and services, while not ideal, I consider that there is an adequate range including a small convenience store, schools, public house within a reasonable distance and a bus stop quite close by. A little further afield are neighbourhood, medical and community centres and a large supermarket in Ingleby Barwick. I accept that this distribution may not place all facilities within the usually recommended walking distances but I share the conclusions previously reached by the Council when granting planning permission for 'Waynesland', another nearby gypsy site. On that occasion it was considered that existing services and facilities at Thornaby, Yarm and Ingleby Barwick are reasonably close. I do not consider that any shortcomings in this respect are significant nor should they prevent the use of this site, particularly when alternatives are not known.
- 44. The A41044 is a busy road as I saw with a speed limit of 50mph as it passes the site. A number of premises have direct access onto it, notably the car complex on the other side of the road and there are several junctions with other roads nearby all of which no doubt add to the risk of danger for road users. The highway authority, correctly in my view, is concerned to ensure that the proposal has satisfactory and safe access. The previous PFS activity, albeit a potentially large generator of vehicle movements to and from the highway, should now be treated as historical.
- 45. The appellant trades in horses, as the stables indicate, although he also has occupation of grazing land nearby. The principal concern is that this involves slow moving vehicles either motorised horse boxes or vehicles and trailers from the site onto the highway so that they and drivers of vehicles approaching the site at speed would be placed in danger unless satisfactory visibility distances could be provided. Within the site there is adequate space for parking and for vehicles to turn in order to enter and leave in a forward gear. Although the appellant has simply continued to use the access points from the PFS layout, the available visibility does not seem to meet the required standards, particularly from the

northernmost access. Attempts to assess the true position during the site inspection were only partly successful. Even so, it appears that the required visibility spays can be met although it may entail closing the northernmost entrance and/or relocating a new entrance more centrally along the frontage. From what was said, the appellant may not need both existing entrances. On that basis, I consider that it would be reasonable to rely on a planning condition requiring a scheme to be submitted for the approval of the Council.

#### Conclusion

- 46. For the reasons given above and having regard to all other matters raised, I conclude that planning permission should be granted for the use of the land as a residential gypsy site and for much of the associated works. However, others – notably the 3 lighting columns and the front boundary wall – are not acceptable.
- 47. Consequently Appeal A succeeds on ground (a) in part and planning permission will be granted in that behalf. It fails in respect of the vehicle storage, which was not pursued under this ground. Appeal B succeeds on ground (a) in respect of all of the operational development items with the exception of those already identified as unacceptable. Both enforcement notices will therefore stay in place but in accordance with s180(1) their effect will cease insofar as is consistent with the grants of planning permission. Appeal C will also be allowed in part. This process requires close co-ordination to ensure that the underenforcement provisions under s173(11) do not prejudice these intentions.
- 48. However, the notices will first be corrected in order that the permission relates to the corrected site. The Appeal C site is to be amended for the same reason, which I will attend to by condition.

#### **Conditions**

- 49. Unfortunately, the tabled conditions do not differentiate between the various appeals. I comment on them and other possible conditions in the round, although they do not all apply equally to all of the proposals. For the use, it will be necessary to restrict occupation of the site to those who meet the definition of gypsies since the policy benefits which apply to that group of people strongly influenced my decision. The outcome was not however materially influenced by the appellant's personal circumstances and further occupational restrictions are not necessary. The fact that the site remains relatively uncluttered by caravans in the local scene was another factor and for that reason I shall limit the level of use to 1 residential caravan and ! touring type caravan.
- 50. The Council asks for a condition to prevent the stable blocks from being converted into a dwellinghouse. That is unnecessary since planning permission would be required in any event. For the same reason, a condition is not required to prevent vehicle repairs other than those carried out by the occupier in connection with the authorised use of the site. Vehicle repairs do not form part of any of the proposals and, except perhaps for de minimis occurrences, other such repairs would also be likely to involve development. A condition would simply duplicate existing planning controls.
- 51. Similarly, since planning permission is being refused for the commercial vehicle storage and the notice is to stay in place, I see no need to impose a condition preventing it. Nor is it necessary to preclude the erection of any other structures. Those of any moment would, again, require planning permission anyway. A parking and turning layout is required.

- 52. The Council proposed that planning permission for the use should be limited to 2 years. That, it was explained, is because the Council is investigating options for suitable locations for gypsy sites. I was told of other planning permissions which had been granted on a temporary basis for that reason. It may be that those cases warranted such an approach. The question here however is not whether more appropriate sites may in due course be identified. My conclusion is that, contrary to the Council's view, this site is acceptable in any event. Having regard also to Circular 11/95, I see no just cause to grant planning permission for only a temporary period.
- 53. As to other matters already referred to, there is a paramount need for a front boundary hedge to screen the development, although I shall leave its precise nature to be agreed. I shall remove permitted development rights for other, operational, means of enclosure on this boundary. Other than the existing front boundary wall and gates which are being refused planning permission, this will not affect other walls already in place.
- 54. Some doubt now exists over the preferred and practical access arrangements to serve the site. Rather than prescribe the solution, I shall require a scheme to be prepared for agreement and implementation. Any proposals for external lighting will be treated in a similar way, although there will be no need as such to require them to be carried out.

#### Appeal A – ground (g)

55. This ground was only in respect of the residential gypsy site seeking additional time for an alternative site to be found should the appeals fail. Since that is not the case it no longer needs to be considered.

#### Appeal B – ground (g)

- 56. In reality, this ground of appeal simply duplicates what had been said for Appeal A. It makes no case that the works could not be removed within the prescribed period. Moreover, the harmful impact of the front wall and the lights should not be allowed to continue beyond the period specified and I see no cause, nor was any offered, why they cannot be taken away even before replacements are agreed and implemented.
- 57. This ground of appeal fails.

#### **Formal Decisions**

#### Appeal A - Ref: APP/H0738/C/05/2001579

- 58. I direct that the enforcement notice be corrected by
  - (a) the substitution of the plan attached to this decision for that which accompanied the notice;

• ;•

- (b) the substitution of the words "edged black" for the words "edged red" in Section 2 of the notice, and
- (c) the substitution of the following breach for that set out in section 3 of the notice:-

Without planning permission, the material change of use of the site to a mixed use as a residential gypsy site and for the storage of motor vehicles.

- 59. I allow the appeal and grant planning permission on the application deemed to have been made under section 177(5) of the 1990 Act as amended, insofar as it relates to the change of use of the land for use as a residential gypsy site, subject to the conditions set out in the attached Schedule A.
- 60. I dismiss the appeal and refuse to grant planning permission on the application deemed to have been made under section 177(5) of the 1990 Act as amended, for the storage of motor vehicles and uphold the enforcement notice as corrected and varied.

#### Appeal B - Ref: APP/H0738/C/05/2001580

- 61. I direct that the enforcement notice be corrected by:-
  - (a) the substitution of the plan attached to this decision for that which accompanied the notice;
  - (b) the substitution of the words "edged black" for the words "edged red" in Section 2 of the notice,
  - (c) the substitution of the number '7' for the number '6' in item (iv) of the alleged Breaches of Planning Control set out in Section 3 of the notice,
  - (d) the deletion of item (ix) 'Siting of a steel container' from the alleged Breaches of Planning Control set out in Section 3 of the notice;

and varied by:-

- (a) the substitution of the number '7' for the number '6' in item (iv) of the list of Requirements set out in Section 5 of the notice, and
- (b) the deletion of item (ix) 'Remove from the site the steel container' from the list of Requirements set out in Section 5 of the notice.
- 62. The appeal succeeds insofar as it relates to the 'Installation of a septic tank' and accordingly I direct that the notice is further corrected by the deletion of item (x) from the alleged Breach of Planning Control set out in Section 3 of the notice and further varied by the deletion of item (x) 'Remove from the site the septic tank' from the list of Requirements set out in Section 5 of the notice
- 63. I allow the appeal and grant planning permission on the application deemed to have been made under section 177(5) of the 1990 Act as amended, insofar as it relates to the erection/laying of:-
  - (i) A concrete base plus tarmac chippings and key block pavers.
  - (ii) Erection of 2 stable blocks.
  - (iii) Erection of a shed.
  - (iv) Erection of 7 ornate lighting columns.
  - (v) Erection/installation of a calor gas tank.
  - (vi) Erection of CCTV camera and column.

subject to the conditions set out in the attached Schedule B.

- 64. I dismiss the appeal and refuse to grant planning permission on the application deemed to have been made under section 177(5) of the 1990 Act as amended, for the:-
  - (i) Erection of 3 lighting columns.
  - (ii) Erection of ornate front boundary wall with brick piers and metal railing gates

and uphold the enforcement notice as corrected and varied.

#### Appeal C - Ref: APP/H0738/A/04/1151284

- 65. I dismiss the appeal insofar as it relates to 3 no. security floodlights, external walling and gates.
- 66. I allow the appeal insofar as it relates to the change of use to private gypsy site and retention of 1 no. residential caravan, 2 no. stable blocks, 7 no. ornamental garden lights, LPG tank and shed and I grant planning permission in that behalf on land at The Old Filling Station, Low Lane, Maltby, Stockton-on-Tees, Cleveland TS18 9GT in accordance with the terms of the application Ref 04/0548/REV, dated 19 February 2004, and the plans submitted therewith (so far as relevant to that part of the development hereby permitted) and subject to the conditions set out in the attached Schedule C.

anden

Inspector

#### **APPEARANCES**

#### For the appellant:

Mr Neil Robson	Solicitor, Ward Hadaway, Sandgate House, 102 Quayside, Newcastle-on-Tyne NE1 3DC
He called Mr D Stovell BSc MRTPI	Principal, David Stovell & Millwater, Planning and Development Consultants

#### For the Local Planning Authority:

Miss Julie Butcher	Solicitor with the Council	
She called Mr E Jackson MRTPI	Principal, Jacksonplan, Planning Consultants	

#### DOCUMENTS

Document	1	List of persons present at the inquiry
Document	2	Letter of notification and list of persons notified
Document	3	Letters from Cllr Mrs Beaumont and Maltby Parish Council
Document	4	Appendices 1-9 to Mr Jackson's Proof of Evidence
Document	5	Statement of common Ground, unsigned but confirmed at the Inquiry
Document	6	Extract PPG3: Housing - Definitions 'Previously developed land' (Council)
Document	7	Land Registry entry, Title No. CE141807 (Council)
Document	8	Planning (Thornaby Area) Sub-Committee 11 June 1996 – Officer Report –
		'Waynesiand', Low Lane, High Leven (Council)
Document	9	Refusal notice 93/2384/P and Appeal decision T/APP/W0270/A/94/240405/P2 - land between Thornaby Road and Bassleton Beck (Council)
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#### PLANS

Plan	Α	Plan to 1	the Appeal A	A enforcement notice
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- Plan B Plan to the Appeal B enforcement notice
- Plan C The plans to the Appeal C application being
  - (i) 1:1250 Location Plan
  - (ii) 1:200 Site Layout, dwg no SN/04/05/01
  - (iii) 1:100 Elevations
- Plan D Plan to show other gypsy sites and proposals (Council)
- Plan E Corrected site plan (Appellant/Council)

Appendix Ref: 5. Appeal decision in respect to Gypsy site at Durham Road, Stockton – Application ref: 05/3333/COU



# **Appeal Decision**

Hearing held on 12 December 2007 Site visit made on 12 December 2007

#### by Claire Sherratt DipURP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

The Planning Inspectorate 4/11 Eagle Wing Temple Quay House 2 The Square Temple Quay Bristol BS1 6PN

0117 372 6372 email:enguiries@pins.gsi.g ov.uk

Decision date: 15 January 2008

### Appeal Ref: APP/H0738/A/07/2052633

Leylandii Stables, Durham Road, Stockton-on-Tees, Cleveland TS21 3LR

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a grant of planning permission subject to conditions.
- The appeal is made by Mr T Clarke against the decision of Stockton-on-Tees Borough Council.
- The application Ref 05/3333/COU, dated 28 November 2005, was approved on 24 May 2007 and planning permission was granted subject to conditions.
- The development permitted is a residential gypsy site to accommodate one residential caravan, relocation of stables, a brick wall and gates.
- The conditions in dispute are Nos 1, 2, 4, 5 and 7 which state that:
  - (1) This consent is granted for a temporary period of 3 years from the date hereof, when unless the renewal of consent is sought and granted by the local planning authority, the residential use of the site shall cease and the buildings and hard surfacing associated with this application shall be removed from site and the site reinstated to its former condition.
  - (2) The development hereby approved shall be in accordance with the following approved plans; unless otherwise agreed in writing with the local planning authority.

Plan reference Number	Date on Plan
SBC0001	1 December 2005
SN/05/009/02	1 December 2005
SN/05/009/03	1 December 2005
SN/05/009	13 December 2005
SN/05/009/010	13 February 2007

(4) Notwithstanding details hereby approved, the approval does not relate to the elevation of section of wall and the plan location of the gate and wall as indicated on drawing no. SN/05/009/02 received on 1 December 2005 as these details have been superseded by details on plan number SN/05/009/010a revision a, dated 8 February 2007 and received on the 13 February 2007.

(5) The redeveloped access, enclosure and landscaping detail as indicated on drawing number SN/05/009/010a revision a, dated 8 February 2007 and received on 13 February 2007 shall be implemented in its entirety within 3 months from the date of this approval. These works shall include the removal of the existing brick wall, support piers and gate detail.

(7) Notwithstanding details hereby approved, the vehicle access gate shall be erected in accordance with design details to be submitted to and approved in writing with the local planning authority.

- The reasons given for the conditions are:
  - (1) The building is not considered suitable for permanent retention on the site.
  - (2) To define the consent.
  - (4) In order to achieve a satisfactory form of development.
  - (5) In the interests of visual amenity in order to comply with Policy GP1 of the Stockton on Tees Local Plan.
  - (7) In the interests of visual amenity.

# Summary of Decision: The appeal is allowed, and the planning permission varied in the terms set out below in the Formal Decision.

#### **Application for costs**

1. At the Hearing an application for costs was made by Mr T Clarke against Stockton-on-Tees Borough Council. This application is the subject of a separate Decision.

#### **Preliminary Matters**

2. The application was made to regularise the use of land as a gypsy site. The existing stables and residential caravan would be re-positioned within the site. I consider the proposed development would be more accurately described as the retrospective change of use to a private gypsy site to accommodate 1 no. residential caravan, relocation of stables and redevelopment of access and enclosure details.

#### Main issues

3. I consider the main issues are whether it is necessary to limit the development to a temporary period only; and, if so, whether the requirements of conditions 2, 4, 5 and 7 are reasonable and necessary having regard to the temporary nature of the permission.

#### Reasons

- 4. The Council's reason for restricting the permission to a temporary period (condition 1) is that the building is not suitable for permanent retention. The Council's representative explained that it is the form and design of the development that makes it unsuitable for permanent retention due to the location of the site on a main route into Stockton-on-Tees. In the absence of alternative sites the Council nevertheless considered a temporary permission acceptable.
- 5. The appeal site is situated within the defined limits of Stockton. Within these areas development for residential purposes is generally acceptable in principle in accordance with Policy HO3 of the Stockton-on-Tees Local Plan (June 1997) (LP) (saved under a direction by the Secretary of State under Schedule 8 to the Planning and Compulsory Purchase Act 2004). LP Policy HO7 confirms that gypsy sites will not be permitted in certain identified areas or on land allocated for other development. In considering proposals for gypsy sites the Council will pay particular regard to a number of factors. There is no dispute between the parties that the appeal site is not located in any of the identified areas or allocated for other development. The development would not conflict with any

of the factors outlined in the policy. The proposal would not therefore conflict with this policy although I note that it has not been saved under a direction by the Secretary of State under Schedule 8 to the Planning and Compulsory Purchase Act 2004. As such it can not be afforded the weight of a development plan policy.

- 6. The appeal site is situated north of a relatively new retail supermarket store and petrol station. To the south of the store is a roundabout. In my view there is a distinct change in character between the development south of the roundabout which is predominantly a built-up urban residential area and the sporadic rural nature of development situated in the open countryside beyond and opposite the retail store. The existing development (including the retail store) to the north of the roundabout and to the east of Durham Road, provides a transition between these two areas of differing character. The northern and western boundaries of the appeal site correspond with the boundary of the defined settlement limit.
- 7. Durham Road is one of the main routes into Stockton. The entrance to the appeal site is defined by a brick wall with fencing between brick pillars above and large ornate entrance gates. This is an urbanised feature quite uncharacteristic of this particular part of Durham Road. With the exception of the wall, I consider the remainder of the site integrates well with its surroundings. Only limited views of the residential caravan and stables can be gained from outside the site and it is proposed to relocate the caravan to a position behind the stables that would reduce its impact further. A large area of the appeal site is retained as a paddock used for grazing horses. It is proposed to remove the brick wall that I find unacceptable and replace it with a fence with landscaping in front of it. This would ensure that the development integrates satisfactorily with its surroundings. I do not therefore share the concerns raised by the Council that the form of development would not be suitable for permanent retention.
- 8. The report to committee suggests that the permission should be restricted to 3 years as after this period the provision of a more planned site may become available. Advice on the use of temporary permissions is contained in paragraphs 108–113 of Circular 11/95. Paragraph 110 advises that a temporary permission may be justified where it is expected that the planning circumstances will change in a particular way at the end of the period of the temporary permission. Paragraph 45 of Circular 01/2006 'Planning for Gypsy and Traveller Caravan Sites' confirms that where there is an unmet need but no available alternative gypsy and traveller site provision in an area, but there is a reasonable expectation that new sites are likely to become available at the end of that period in the area which will meet that need, local planning authorities should give consideration to granting a temporary permission. It was agreed by the parties that there is an unmet need for gypsy sites in the borough.
- 9. Circular 01/2006 advises that such circumstances may arise in a case where a local planning authority is preparing its site allocations Development Plan Document (DPD). This is not the case in Stockton-on-Tees. The Council is still in the early stages of preparing a Local Development Framework. It hopes to adopt a Core Strategy later in 2008. A GTAA has been commissioned that commenced in August 2007. No work has commenced on producing a DPD to

identify suitable gypsy sites. The Council is unlikely to do so until the Core Strategy is complete. In my opinion, the Council are not sufficiently well advanced in finding suitable sites to justify a temporary permission. I am not convinced that there is any reasonable expectation that sites are likely to become available in 3 years or even shortly after. I do not anticipate there will be any change in the planning circumstances relating to this development at the end of a three year period.

- 10. Furthermore, the appeal site is situated within a defined settlement limit, next to a large retail supermarket and within a reasonable distance of Stockton's many facilities. Paragraph 65 of Circular 01/06 confirms that when deciding where to provide for gypsy and traveller sites, local planning authorities should first consider locations in or near existing settlements with access to local services. In my view it is an ideal location for a gypsy site. I find no conflict with local policies or the Circular. One of the main intentions of Circular 01/2006 is to increase significantly the number of gypsy sites in appropriate locations with planning permission in order to address under-provision over the next 3-5 years. I consider that the proposal would do just that. I find no reason to restrict the permission to a temporary period only.
- 11. I established at the hearing that the thrust of the remaining conditions would be acceptable in principle to the appellant if the permission were permanent. Whilst I acknowledge that he would prefer not to remove the wall that he has constructed along the frontage, for the reasons I have already set out, I consider the wall to be an incongruous feature along this section of Durham Road. It was argued, on behalf of the appellant, that the requirement set out in condition 5 to redevelop the access, enclosure and landscaping in its entirety with 3 months, was unduly onerous.
- 12. I consider that the remaining conditions would be necessary and reasonable in respect of a permanent permission in general. However, I agree that the timescales for the completion of the alterations to the site entrance are unduly onerous. Whilst I find it reasonable that the wall, gates and piers are removed within 3 months, I consider that 12 months would be a more appropriate timescale for the replacement fencing and planting to be completed in their entirety. Any plants that die, become diseased or are removed within a period of 5 years of the completion of the landscaping should also be replaced.
- 13. I discussed whether any further conditions would be necessary if the permission were permanent. In order to ensure the development integrates satisfactorily with the character and appearance of the surrounding area, I consider that the greater proportion of the site should remain as a paddock and not be surfaced. As such, I consider the layout of the site should be agreed.
- 14. To conclude, I consider condition 1 is unnecessary. It was agreed that condition 2 should relate to plan reference SN/05/009/010 revision a received by the local planning authority on 13 February 2007. I consider condition 5 should be deleted and incorporated into a new condition that sets out a timetable for the removal of the wall, pier and gates, a layout plan to be submitted and approved by the local planning authority, and the replacement fencing and planting indicated to be implemented within 12 months rather than 3. I also intend to impose a condition requiring the landscaping to be maintained for a period of 5 years.

#### **Formal Decision**

- 15. I allow the appeal, and vary the planning permission Ref 05/3333/COU, for a retrospective change of use to a private gypsy site to accommodate 1 no. residential caravan, relocation of stables and redevelopment of access and enclosure details at Leylandii Stables, Durham Road, Stockton-on-Tees, Cleveland TS21 3LR granted on 28 November 2005 by Stockton-on-Tees Borough Council, deleting condition 1 and 5, but subject to the other conditions imposed therein, so far as the same are still subsisting and capable of taking effect and subject to the variation of condition 2 to refer to plan reference SN/05/009/010 revision a, received by the local planning authority on 13 February 2007, and the following new conditions (8 & 9):
  - 8) The use hereby permitted shall cease and all caravans, structures, equipment and materials brought onto the land for the purposes of such use shall be removed within 28 days of the date of failure to meet any one of the requirements set out in (i) to (iv) below:
    - i) within 3 months of the date of this decision the existing brick wall, support piers and gate detail shall be removed;
    - ii) Within 3 months of the date of this decision a scheme for the internal layout of the site, including the siting of caravans, hardstanding, access roads, parking, paddock and amenity areas (hereafter referred to as the site development scheme) shall have been submitted for the written approval of the local planning authority and the said scheme shall include a timetable for its implementation.
    - iii) Within 12 months of the date of this decision, the redeveloped access, enclosure and landscaping detail indicated on drawing number SN/05/009/010 a revision a, dated 8 February 2007 and received by the local planning authority on the 13 February 2007 shall be implemented in its entirety.
    - iv) within 11 months of the date of this decision the site development scheme shall have been approved by the local planning authority or, if the local planning authority refuse to approve the scheme, or fail to give a decision within the prescribed period, an appeal shall have been made to, and accepted as validly made by, the Secretary of State.
    - v) if an appeal is made in pursuance of (ii) above, that appeal shall have been finally determined and the submitted site development scheme shall have been approved by the Secretary of State.
    - vi) the approved scheme shall have been carried out and completed in accordance with the approved timetable.
  - 9) Any tree, hedge or shrub that is removed, uprooted or destroyed or dies or, in the opinion of the local planning authority, becomes seriously damaged or defective, within a period of 5 years from the completion of the landscaping referred to in condition 8 above, shall be replaced with another of the same species and size as that originally planted.

Claire Sherratt

#### APPEARANCES

FOR THE APPELLANT:

	Of David Stovell & Millwater,
Mr T Clarke	The appellant (present at the site visit only).

FOR THE LOCAL PLANNING AUTHORITY:

Mr A Glossop Senior Planning Officer for Stockton-on-Tees Borough Council

DOCUMENTS (received at the hearing)

1 Copy of appeal notification letter and list of persons notified.

- 2 Minutes of meeting regarding GTAA.
- 3 White Young Green report.
- 4 Extract from Proposals Map.
- 5 Appeal decision reference APP/ G2713/A/07/2040558.
- 6 Policy HO3.

#### APPLICATION PLANS

A1	SBC0001	1 December 2005
A2	SN/05/009/02	1 December 2005
A3	SN/05/009/03	1 December 2005
A4	SN/05/009	13 December 2005
A5	SN/05/009/010 (revision a)	13 February 2007

Appendix Ref: 6. Appeal decision (Costs) in respect to Gypsy site at Durham Road, Stockton – Application ref: 05/3333/COU



# **Costs Decision**

Hearing held on 12 December 2007 Site visit made on 12 December 2007

by Claire Sherratt DipURP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government The Planning Inspectorate 4/11 Eagle Wing Temple Quay House 2 The Square Temple Quay Bristol BS1 6PN

✿ 0117 372 6372 email:enquiries@pins.gsi.g ov.uk

Decision date: 15 January 2008

## Costs application in relation to Appeal Ref: APP/H0738/A/07/2052633 Leylandii Stables, Durham Road, Stockton-on-Tees TS21 3LR

- The application is made under the Town and Country Planning Act 1990, sections 78, 322 and Schedule 6, and the Local Government Act 1972, section 250(5).
- The application is made by Mr T Clarke for a full award of costs against Stockton-on-Tees Borough Council.
- The hearing was in connection with an appeal against the grant of planning permission subject to conditions.

# Summary of Decision: The application is allowed in the terms set out below in the Formal Decision and Costs Order.

### The Submissions for Mr T Clarke

- 1. In support of the application reference was made to Circular 11/95 'The Use of Conditions in Planning Permissions' and Circular 8/93 'Awards of Costs Incurred in Planning and other Proceedings'. Conditions should only be imposed if they are necessary, relevant to planning and to the development permitted, enforceable, precise and reasonable in all other respects. Circular 8/93 confirms that in any appeal proceedings, the authority will be expected to produce evidence to substantiate each reason for refusal. The authority has not justified its position in respect of the reasons that it imposed the conditions to which the appeal relates.
- 2. The reason that condition 1 was imposed was 'The building is not considered suitable for permanent retention on the site.' The Statement of Case and final comments from the authority do not address the transitional arrangements referred to in Circular 01/2006. At the hearing the authority sought to support its reason for imposing the condition in respect of the impact of the development on the character and appearance of the surrounding area. No evidence was produced to substantiate why the permission was restricted to a temporary permission.
- 3. Discussions had taken place with the authority for sometime throughout the application process. Various solutions / amendments have been agreed as a result of those discussions. Throughout this time and in an e-mail dated 28 July 2006 there had always been an assumption that such solutions were based on a permanent planning permission. The officer's report to the planning committee has all the haul marks of an approval until the last sentence which makes reference to a temporary permission. The transitional arrangements referred to in Circular 01/2006 are introduced but not properly considered. The conditions fail to meet the tests set out in Circular 11/95.

#### The Response by Stockton-on-Tees Borough Council

- 4. It is common practice to consider each aspect of the proposed development separately in a report to committee and then look at the overall picture where one aspect may fail. The authority was correct to grant a temporary permission. Reference to the building not being suitable for permanent retention relates to the caravan. The use of the site for residential purposes is not contested. It is the impact of the proposed use that is of concern.
- 5. The informative on the decision notice explains why the permission was only temporary. It makes reference to 'no significant undue affect'. Had the authority considered that the development would have a significant impact then it would have refused planning permission outright. It has always been considered that the 'building' would not be suitable for permanent retention. As the proposal was not considered to have a significant detrimental impact on the surrounding area and given the lack of other sites available a temporary planning permission was considered acceptable in this case.

#### Conclusions

- 6. I have considered this application for costs in the light of Circular 8/93 and all the relevant circumstances. This advises that, irrespective of the outcome of the appeal, costs may only be awarded against a party who has behaved unreasonably and thereby caused another party to incur or waste expense unnecessarily.
- 7. The reason that the permission was restricted to a temporary period was because the Council considered the building to be unsuitable for permanent retention. The 'building' refers to the caravan. The form and design of the development adjacent to a primary route into Stockton, is the basis of the Council's concern. In the absence of alternative sites it was nevertheless prepared to permit the development for a temporary period.
- 8. Advice on the use of temporary permissions is contained in paragraphs 108–113 of Circular 11/95. Paragraph 110 advises that a temporary permission may be justified where it is expected that the planning circumstances will change in a particular way at the end of the period of the temporary permission. Circular 01/2006 sets out the transitional arrangements relating to the provision of gypsy sites in advance of the consideration of GTAAs and translation into pitch numbers in Development Plan Documents (DPDs). Paragraphs 45 and 46 of the Circular are particularly relevant to the consideration of a temporary permission.
- 9. As specified in my decision, I do not anticipate that the planning circumstances relevant to this appeal will have changed in a particular way at the end of 3 years. I do not consider that there is a reasonable expectation that new sites are likely to become available at the end of 3 years. The local planning authority is not in the process of preparing its site allocations DPD. I appreciate that the impact that the proposed development would have on the character and appearance of the area is a subjective judgement. Nevertheless, the local planning authority did not substantiate either in writing or at the hearing what would change at the end of the three year period to justify the temporary duration of the permission. Granting a temporary permission in this case did not accord with the advice in Circulars 11/95 or 01/06. I consider the

authority therefore failed to substantiate why it was necessary or reasonable to impose the condition. In my opinion, this is tantamount to unreasonable behaviour.

10. Had the permission not been for a temporary period, then the remaining conditions were acceptable to the appellant, as set out in the statement submitted on his behalf. It is reasonable to assume that he would not therefore have appealed against them. In my view, the appellant did incur unnecessary cost as a result of the unreasonable behaviour of the Council.

### Formal Decision and Costs Order

- 11. In exercise of my powers under section 250(5) of the Local Government Act 1972 and Schedule 6 of the Town and Country Planning Act 1990 as amended, and all other powers enabling me in that behalf, I HEREBY ORDER that Stockton-on-Tees Borough Council will pay to Mr T Clarke, the costs of the appeal proceedings, such costs to be assessed in the Supreme Court Costs Office if not agreed. The proceedings concerned an appeal under section 78 of the Town and Country Planning Act 1990 as amended against the grant of planning permission subject to conditions for a residential gypsy site to accommodate one residential caravan, relocation of stables, a brick wall and gates on land at Leylandii Stables, Durham Road, Stockton-on-Tees, Cleveland TS21 3LR.
- 12. The applicant is now invited to submit to Stockton-on-Tees Borough Council, to whom a copy of this decision has been sent, details of those costs with a view to reaching agreement as to the amount. In the event that the parties cannot agree on the amount, a copy of the guidance note on how to apply for a detailed assessment by the Supreme Court Costs Office is enclosed.

Claire Sherratt INSPECTOR

