

DELEGATED DECISION REPORT

Application Reference Number	14NP0064
Description / Site Address	Erection of one "Shepherd's Hut" ("Roulotte") to provide tourist accommodation to provide tourist accommodation at Hesleyside Hall, Bellingham
Applicant	Dr A Charlton
Agent	Dr A Charlton
Expiry date of publicity / consultations	26 August 2014
Last date for decision	10 September 2014

1. Planning Policy

Northumberland National Park Local Development Framework Core Strategy and Development Policies (CSDP)

- Policy 1 Delivering Sustainable Development
- Policy 3 General Development Principles
- Policy 5 General Location of New Development
- Policy 12 Transport and Accessibility
- Policy 14 A Sustainable Local Economy
- Policy 15 Sustainable Tourism & Recreation Development
- Policy 17 Biodiversity and Geodiversity
- Policy 18 Cultural Heritage
- Policy 19 Tranquillity
- Policy 20 Landscape Quality and Character
- Policy 25 Renewable Energy and Energy Efficiency

Supplementary Planning Guidance

- Building Design Guide Supplementary Planning Document
- Landscape Supplementary Planning Document (Border Moors and Forests National Character Area)

2. Relevant Planning History

13NP0058 - Approval of details reserved by condition 3 of 13NP0026 (Approved, August 2013)

13NP0026 - Erection of 2 No. 'Shepherd's Huts' to provide tourist accommodation (Approved with conditions, June 2013)

3. Consultations/Representations

English Heritage: No objection

The proposal is in line with pre-application advice given to the applicant.

Building Conservation Officer: No objection.

Given the location, the proposal has a negligible effect of the setting of the Grade II* Listed Hall and the planned landscape. It is considered to accord with heritage planning policy.

NNPA Access & Recreation Officer: No objection

NNPA Landscape Officer: No objection.

There will be no significant effect upon the landscape character of views into or out from the National Park. Recommendations have been suggested relating to:

- Lighting details
- Relocating the huts during vacant periods
- Restrict the provision or use of furniture and additional external infrastructure.
- Include a condition that wood-fuel should not be gathered by occupants of the shepherd huts as this may lead to damage to the historic parkland trees. Wood should be sourced and provided by the Estate from a sustainable source.

NNPA Ecologist: No objection.

The development will not have a direct impact on the Hesleyside SSSI. It is suggested that collection of wood could have an indirect impact on this site and a condition has been suggested.

NCC Highways: No objection.

The Highway Authority assesses the impact of any proposed development on the highway network. The aim is to ensure the highway network in the area can accommodate the anticipated trip generation; that adequate manoeuvring / parking space is provided and that safe access can be achieved; that the highway remains unobstructed for the safe passage of all users of the highway and that any development does not have an adverse impact on the safety of all users of the highway.

The proposed development has been checked against the context outlined above and it is considered by the highway authority that it will not have an adverse impact on the safety of users of the highway in the area.

Therefore, if the Planning Authority is minded to approve this application Northumberland County Council Highways have no objections to the proposal.

No comments were received from NCC Development Management, Garden History Society, NCC Highways, NNPA Historic Environment Officer, NNPA Access and Recreation Officer, NNPA Ecologist, Bellingham Parish Council, NNPA Visitor Development Officer who were also consulted on the application.

A site notice was placed at the site. No comments were received.

4. Assessment

This application seeks planning permission for the erection of one 'shepherd's hut' to provide tourist accommodation within the grounds of Hesleyside Hall, Bellingham. Hesleyside Hall is a Grade II* Listed Building and Balustrade and the grounds of the hall are designated as a Grade II registered park and garden.

The huts are to be located approximately 100 metres to the south-east of the two huts constructed last year, which are to the south-east of the hall, located on the site of the hall's former tennis courts.

No other development associated with the hut is proposed as part of this proposal. Facilities will be made available within the Hall itself to provide breakfast. Existing car parking at Hesleyside Hall will be utilised, as will an existing track that links the hall to the proposed location of the huts.

The proposed hut will be 3.2 metres in height, 3 metres wide by 7.3 metres in length, slightly larger than the two existing huts. They are to be constructed using reclaimed and sustainable wood. A sample of reclaimed oak, previously used in a wooden floor, has been provided, which will make up the majority of the external materials. Some additional reclaimed wood, such as pine, matching the samples submitted with 13NP0058 for the two existing huts and the image in Page 1 of the Design and Access Statement will also be used, with roofing materials to match the sample submitted with 13NP0058 (also shown in the image) also.

The key material planning considerations are;

- Principle and location of the development;
- Sustainable tourism and recreational development;
- Design and materials;
- Impact on cultural heritage;

Principle of Development

The National Planning Policy Framework is clear that a presumption in favour of sustainable development is at the heart of decision-taking. The NPPF also seeks to support a prosperous rural economy, stating that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development. Specifically this policy framework seeks to ensure support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside.

Policy 1 of the NNPA Core Strategy seeks to ensure that development proposals will conserve and enhance the special qualities of the National Park, make efficient use of land, materials and infrastructure and demonstrate high quality design and sustainable construction.

The proposal will make use of existing roads and parking at Hesleyside Hall, making efficient use of the existing infrastructure and via an existing grass path and gateway to the area where the huts are to be located. The hut is to be located relatively close to the hall and existing huts to allow for easy access, utilising existing infrastructure, but this also has to be balanced with any impacts on landscape and heritage assets. The proposal also ensures

that the hut is located far enough away from the Hall so as not to have any adverse impacts upon its setting and upon the wider landscape.

This development cannot take place in an identified local centre, smaller village or through the reuse of an existing building and it will conserve and not negatively impact upon the special qualities of the National Park, while providing opportunities for the public to understand and enjoy the special qualities. This tourism development in open countryside will provide visitors with the opportunity to experience the tranquillity, landscape and biodiversity of the National Park in a way not possible of accommodation located in an existing settlement. This is done by providing the opportunity to stay in sustainable accommodation in close contact with the surrounding landscape without impacting negatively upon it. Enjoyment of the tranquillity and other special qualities would be reduced if the development was sited with an identified settlement.

The additional tourist accommodation will provide an increase in opportunities for enjoyment of the special qualities of the National Park. The hut is located in an area that will allow for the enjoyment of exceptional views of the surrounding area, whilst conserving these special qualities, located in an area that is not easily visible within the landscape from public viewpoints. The hut is also a distance away from adjacent Listed Building and Balustrade.

Reclaimed and sustainable wood is proposed, and the use of a composting toilet, which will also contribute to sustainability and conservation of water and resources.

It is considered that the proposed development meets the criteria set out in Policy 1.

General Development Principles

Policy 3 sets out general development principles and seeks to ensure that materials are appropriate to the site and setting and that development is sympathetic to existing buildings in terms of scale, height, massing, siting, form, materials and colour and that the proposals do not cause any issues of detrimental impact to neighbouring properties.

The chosen site within the valley location appears to be the least visually prominent site available within the grounds and will sit comfortably within the existing landscape. Existing trees within the grounds are plentiful and screen the site from the viewpoints outside the site and there will be no noticeable impact on wider views of the open countryside. Careful consideration has been given to the siting of the development, meaning that it would minimise the impact on the special qualities of the National Park while providing opportunities to enjoy them.

Northumberland County Council Highways were consulted on the proposal as the proposal may involve a very small increase in visitors to the site using the highway network and parking at the site. No objections have been received from the highway authority, as was the case with application 13NP0026. As the level of increased visitors is extremely minor in nature there is not deemed to be any material detrimental impact upon highway safety. NNPA's Public Rights of Way Officer has confirmed that there will not be any impact on any rights of way, ensuring that there is no conflict with Policy 3 or 12 in respect of this aspect.

The design and siting and location of the proposal is considered to accord with the criteria set out in Policy 3 of the Local Development Framework.

Location of Development

Policy 5 of the LDF seeks to direct local needs development towards the local centres of the National Park and limit development in the open countryside. The development provides tourism accommodation and is not considered to be local needs development.

A Sustainable Local Economy/Sustainable Tourism

One statutory purpose of the National Park Authority is to promote opportunities for the understanding and enjoyment of the special qualities of the National Park and this development will allow additional opportunities for this.

Policy 14 of the Local Development Framework states that in order to create and retain a sustainable local economy the National Park Authority will support proposals which enable the expansion of new or existing businesses which relate to the special qualities of the National Park, but do not negatively impact on them. Policy 15 concerns Sustainable Tourism and Recreation Development and states that proposals for sustainable tourism and proposals will be supported provided developments maximise opportunities for visitors to increase their understanding and enjoyment of the special qualities of the National Park whilst not adversely impacting on them and integrate with existing visitor facilities.

These policy requirements have been met. In considering the design and location of the proposal, including the impacts on cultural heritage and landscape (which will be covered in more detail later), the development will not harm the qualities of the Park, whilst allowing additional opportunities to access and enjoy them.

Biodiversity/Trees

Policy 17 actively encourages development which does not create an adverse effect on biodiversity. There have been no objections from the NNPA Ecologist from a biodiversity perspective and the nature of the proposal means that local wildlife interests would not be affected. The development will be kept a clear distance away from trees and will not affect them. The Landscape and Forestry Officer and Ecologist have requested a condition preventing gathering of wood by guests. This would not be a reasonable and necessary requirement for the development to accord with the development plan, would not be enforceable and is not relevant to planning and does not meet the tests required for planning conditions. Provision of sustainably sourced wood for guests is also to be made by the site owners, although this does not need to be a condition of the approval for the same reasons.

Impact on Cultural Heritage

Policy 18 of the Local Development Framework seeks to ensure protection is afforded to the National Park's cultural assets and gives protection to Listed Buildings and Historic Parks and Gardens.

The proposed additional shepherds hut has been discretely located away from the existing two huts and, more importantly, away from the main elevation of the Hall. In any ways this location is more appropriate as it does not impact on important views of the Hall.

The north east facing principle elevation of the Hall is of particular historic, architectural and aesthetic significance. It is here that the main building is clearly visible from the north looking south and is clearly part of the designed landscape with the context of the planned park and garden. The avenue of trees frames views of the hall, heightening the importance of the

experience for both occupier and onlooker. The location and setting of the proposal are appropriate, as it does not impact on important views of the Hall and does not affect its setting.

The scheme will have no adverse archaeological impacts, as no groundworks are involved.

Given the location, the proposal has a negligible effect of the setting of the Grade II* Listed Hall and the planned landscape. It is considered to accord with heritage planning policy, including Core Strategy Policy 18 and NPPF.

Tranquillity

Policy 19 states that development proposals which conserve or enhance the tranquillity of the National Park will be supported. There will be no external lighting and the development will not adversely affect tranquillity, according with Policy 19 and NPPF. The development will also provide additional opportunities for quiet enjoyment of the landscape.

Impact on Landscape

Policy 20 of the Local Development Framework seeks to ensure that developments will conserve and enhance the National Park whilst being responsive to landscape change.

No objections have been received from the NNPA Landscape Officer. The site where the huts are to be located cannot be not easily or clearly viewed from classified roads in the vicinity of the site, or from the banks of the River North Tyne, conserving the quality of the landscape when viewed from these prominent locations. The chosen site appears to be the least visually prominent site available within the grounds.

There will be no additional impacts on the landscape arising from approval of this development proposal, other than the very limited impact of the hut itself. It is considered that the proposed structure accords with Policy 20 of the Northumberland National Park Local Development Framework.

The landscape officer has requested that the huts are relocated during vacant periods. As the siting is considered to be acceptable, having minimal visual and landscape impacts, this would be unreasonable. A condition will however be included to ensure that the roulotte is removed if it becomes permanently disused, to avoid the potential for a deteriorating and disused structure within the landscape.

Restriction of furniture and additional infrastructure has also been requested. Any new development requiring planning permission would need an additional application. Any additional paraphernalia that does not require an application would not be development, or would be *de minimis* and would therefore not be relevant to planning. Such a condition would not meet the tests in NPPG relating to planning conditions.

Sustainability, Renewable Energy and Energy Efficiency

Policy 25 requires both high energy efficiency and energy generation utilising at least 10% of the energy from renewable energy sources to be required as part of the application. These aims are to be achieved through the use of low-energy LED lighting in the huts and heating coming entirely from wood-burning stoves, both referred to in the Design and Access Statement. The intention to use reclaimed and sustainable wood sources from the local area will also bring sustainability benefits and minimise the amount of energy required in construction. The proposal accords with Policies 1 and 25 of the Core Strategy.

Conclusion

The proposed development, by virtue of the scale, location, design and negligible impact on nearby heritage assets and wider landscape, ensures that the natural qualities of the National Park are conserved and will provide additional opportunities for enjoyment of these special qualities. The development utilises sustainable construction and brings positive contributions to sustainable tourism and the local economy are also considerations which weigh in favour of this proposal. The development will introduce a tourism use that can help contribute to the sustainable management of the property and its park and gardens and this has the potential to positively impact upon cultural heritage. The application is therefore considered to accord with Policies 1, 3, 5, 12, 14, 15, 17, 18, 19, 20 and 25 of the Northumberland National Park Local Development Framework, as well as Supplementary Planning Documents, National Planning Guidance and the National Park's three key statutory purposes and duties.

Positive and Proactive Planning Statement

The Local Planning Authority has acted positively and proactively in determining this application by engaging in constructive discussions with the applicant, assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determined to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.

RECOMMENDATION & CONDITIONS

Grant planning permission subject to the following conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To ensure that the development is commenced within a reasonable period of time from the date of this permission and to comply with Section 91 (as amended) of the Town and Country Planning Act 1990.

2. The development hereby permitted shall be carried out in accordance with the following approved plans documents:

Application Form received on the 16th July 2014

Proposed Elevations received on the 2nd July 2014

Design and Access Statement and received on the 2nd July 2014

Location Plan received on the 2nd July 2014

Site Plan received on the 2nd July 2014

Wood sample received on the 5th August 2014

Email from Anna and William Charlton received on the 7th August, regarding

material samples and lighting information received on the 7th August 2014

Reason: For the avoidance of doubt, to enable Northumberland National Park Authority to adequately control the development and to conform with Policies 1, 3, 5, 12, 14, 15, 17, 18, 19, 20 and 25 of the Northumberland National Park Authority Core Strategy & Development Policies Document and the National Planning Policy Framework.

3. The development shall be carried out in full accordance with the wood sample submitted and the wood and roof material samples submitted with 13NP0058, as confirmed in the email of 7th August 2014

Reason: To ensure the use of appropriate materials and to ensure that the development accords with Policies 1, 3, 5, 14, 15, 18 and 20 and of the Northumberland National Park Core Strategy & Development Policies Document and the National Planning Policy Framework.

4. This permission relates to the provision of holiday accommodation. Occupiers of the approved shepherd's hut must occupy it for holiday purposes only. For the avoidance of doubt, this type of Occupier must not be occupying the building as their sole or main place of residence. In order to facilitate the enforcement of the foregoing, a register of occupiers of the premises to which this planning permission relates shall be made available to the officers of local planning authority upon request, following 24 hours notice.

Reason: To ensure that the development hereby permitted is used for holiday accommodation only and to control the occupancy in accordance with Policies 5 and 10 of the Northumberland National Park Authority Core Strategy and Development Policies Document.

5. No external lighting shall be provided within the application site, without first submitting a lighting scheme to the LPA (to include lighting locations, specifications, beam orientation, hours of operation/motion sensors and luminance levels) and receiving written approval from the local planning authority in respect of the lighting scheme.

Reason: To ensure that any lighting included as part of this development does not negatively impact upon the special qualities of the National Park, particularly the tranquillity of the National Park and for the development to accord with Policies 1, 3 and 19 of the Northumberland National Park Authority Core Strategy & Development Policies Document and the National Planning Policy Framework.

6. Should the roulotte become permanently disused for a period exceeding twelve months, it shall be removed from the site.

Reason: To prevent an adverse impact upon the landscape and visual amenity in accordance with Policies 1, 3 and 20 of the Northumberland National Park Authority Core Strategy & Development Policies Document.

**Informative
Notes**

1. This planning permission is granted in strict accordance with the approved plans. It should be noted however that:

(a) Any variation from the approved plans following commencement of the development, irrespective of the degree of variation, will constitute unauthorised development and may be liable to enforcement action.

(b) You or your agent or any other person responsible for implementing this permission should inform Development Control immediately of any proposed variation from the approved plans and ask to be advised as to the best method to resolve the matter. Most proposals for variation to the approved plans will require the submission of a new planning application.

2. This consent is granted subject to conditions and it is the owner and the person responsible for the implementation of the development who will be fully responsible for their compliance throughout the development and beyond. If there is a condition that requires work to be carried out or details to be approved prior to the commencement of the development this is called a "condition precedent". The following should be noted with regards to conditions precedent:

(a) If a condition precedent is not complied with, the whole of the development will be unauthorised and you may be liable to enforcement action.

(b) In addition if a condition precedent is breached, the development is unauthorised and the only way to rectify the development is the submission of a new application. If any other type of condition is breached then you will be liable to a breach of condition notice.

	Signature	Date
Planning Officer		

I hereby certify that the proposal may be determined by the Chief Executive or the Head of Planning or relevant Director under the current Delegation Scheme, and is hereby approved.

	Signature	Date
National Park Officer		
Head of Development Management		