



DELEGATED DECISION REPORT

Application Reference Number	16NP0070
Description / Site Address	Removal of existing rear extension and construction of 2no. rear extensions, re-roofing of property and change of use of land to facilitate creation of access and driveway at Harbinger House, Elsdon, Newcastle Upon Tyne, NE19 1AA
Expiry date of publicity / consultations	17 August 2016
Last date for decision	19 September 2016

Details of Proposal

Planning permission is sought for the removal of an existing rear extension and construction of 2no. replacement rear extensions, re-roofing works and the creation of a vehicular access and driveway to the side and rear of the property known as Harbinger House, Elsdon.



Aerial map view of application site (circled) showing location within Elsdon

Harbinger House is a timber clad and felt roofed dwelling located to the north west of Elsdon, adjacent to the village green. The property is single storey and benefits from 2no. existing extensions comprising a porch to the front and a lean-to kitchen to the rear. The works propose the removal of the existing rear extension and construction of 2no. replacement extensions in order to facilitate internal configurations. Both extensions are proposed to be clad with horizontal timber boarding to match the existing property and finished with slate, with the exception of a proposed flat roof section covering the rear external door. The remaining property would also then be re-roofed with slate.



View facing west from village green towards Harbinger House

The property in its current form is surrounded by private garden, within which there is no vehicular access or parking provision. Planning permission is therefore additionally sought for the formation of a vehicular access across the village green and creation of a parking and driveway area to the side and rear of the property, part of which falls outside of the property's curtilage.

Planning Policy & Guidance

National Policies

National Planning Policy Framework (NPPF) (2012)

National Planning Practice Guidance (2015)

Local Policies

Northumberland National Park Authority Core Strategy and Development Policies Document (Core Strategy) (2009)

Policy 1	<i>Delivering Sustainable Development</i>
Policy 2	<i>Climate Change</i>
Policy 3	<i>General Development Principles</i>
Policy 5	<i>General Location of New Development</i>
Policy 17	<i>Biodiversity and Geodiversity</i>
Policy 18	<i>Cultural Heritage</i>
Policy 19	<i>Tranquillity</i>
Policy 20	<i>Landscape Quality and Character</i>
Policy 25	<i>Renewable Energy and Energy Efficiency</i>

Supplementary Planning Guidance

NNPA Building Design Guide Supplementary Planning Document (Design Guide SPD)

NNPA Landscape Supplementary Planning Document (Landscape SPD)

Relevant Planning History

N/A



Consultation/Representations

Elsdon Parish Council: The application is supported

NCC Highways: No objection, subject to conditions

The level of proposed car parking is considered appropriate to the scale and location of the development and would be beneficial to the site. No objections are raised subject to the following conditions and informatives:-

- *The proposed car parking area and means of vehicular access should be implemented prior to occupation of the development; and*
- *Details of cycle parking should be submitted and approved prior to occupation of the development.*
- *The applicant should contact NCC Highways in order to arrange the installation of a vehicular crossing point; and*
- *No materials or equipment shall be stored and no mud or debris be deposited on the highway*

NCC Highways update comments (30.08.2016):

Following further consideration of the information submitted and application 15NP0057 the applicant will not be required to follow the Section 184 Agreement process requiring the installation of a vehicular crossing point to be arranged and implemented.

NNPA Historic Environment Officer: No objections

The site falls within an area of medium archaeological sensitivity as assessed by Elsdon Historic Village Atlas (2004) however based on the information submitted the implications for buried archaeological features appears to be negligible and therefore no objections are raised.

Where the removal of further material is required within previously undeveloped land a watching brief is considered to be justified given the historic context of the site and surrounding Grade I Listed buildings.

NCC Village Greens: No comments received

No further representations received as a result of a notice displayed at the site on 27.07.2016 or neighbour notification letters issued on 28.07.2016 and 08.08.2016.

Assessment

The key issues to be taken into consideration in the assessment of this application are:-

- The principle of the development
- Design and amenity;
- Impact upon National Park special qualities;
- Impact upon highway safety; and
- Renewable energy considerations



The Principle of the Development

The National Planning Policy Framework (NPPF) places emphasis on a presumption in favour of sustainable development to guide decision making. Policy 1 of the NNPA Core Strategy Local Development Framework (Core Strategy) seeks to ensure that development proposals will conserve or enhance the special qualities of the National Park. The effects of the proposed scheme on these qualities are discussed in more detail later in this report.

The application site is located within Elsdon which is identified as a Local Centre within Core Strategy policy 5 whereby local needs development should be focussed. The nature of the development is not such that this would constitute local needs development; nevertheless it is considered that this would be positioned in an appropriate and sustainable location. The absorption of land into residential curtilage is not normally acceptable however given the nature of the proposals in order to facilitate the creation of a driveway adjacent to the property, which is considered to be a reasonable requirement of such a site, and that this is a relatively small portion of land between two residential sites this is not considered unreasonable or unacceptable in principle. The proposals would therefore accord with the provisions of Core Strategy policies 1 and 5.



Left: *Former access track*



Right: *Absorption of access track into curtilage*

Design and Amenity

The NPPF highlights the importance of good design principles within planning. This is echoed within Core Strategy Policy 3, which promotes the principles of sustainable development, requiring the design and construction of a proposal to protect and enhance local character. The Design Guide Supplementary Planning Document (SPD) is a material consideration in the determination of planning applications and provides greater detail in support for Policy 3.

The existing property is simple in form and modest in proportions, roofed with grey felt and until relatively recently clad with green painted timber boarding, however it appears from recent visits that the property has since with re-clad with unpainted timber panelling.



The proposed rear extensions would enhance the appearance of the property beyond that of the existing rear lean-to, being sympathetic in design and materials whilst appearing as suitable subservient additions and are therefore considered to be acceptable. A condition would be attached to any planning approval in order to ensure that the proposed timber cladding would match that of the main property. The proposed re-roofing of the property with Welsh slate would also enhance this considerably; there are however no objections to the small flat roof section to the rear which would remain as felt. The proposed creation of a formal accessway over the village green would not be detrimental to the character or amenity of Elsdon, given the presence of multiple established access tracks linking existing properties to the highway over the village green. The proposed driveway to the side and rear of the property would also be in keeping with the surrounding area. Both the driveway and access are to be undertaken using a 'Turfmesh' system (either Turfmesh 3 or 4), which is considered to be acceptable. The proposals are therefore considered to accord with Core Strategy policies 1 and 3 in this regard.



Left: *Front and side elevation of property as existing*

Right: *Rear elevation of property (prior to re-cladding and absorption of former track into curtilage) with lean-to*

In terms of impact upon residential amenity it is not considered that the proposed works would impact detrimentally upon the adjacent property to the north, known as Townhead, due to the separation distance between this property and the proposed kitchen extension, which only incorporates a minor footprint increase over and above that of the existing lean-to in this location. The site to the south benefits from extant planning permission granted for a new dwelling under application 15NP0057. Whilst new external doors are proposed to the south facing side elevation of the property it is not considered that these would result in unacceptable overlooking into this new dwelling due to the separation distance between the two and absence of windows within the north-facing elevation of the new dwelling at ground floor level. The proposed east facing window would have no impact upon residential amenity. The proposals thus accord with Core Strategy policy 3 in this respect.

Impact upon National Park special qualities

Impact upon Biodiversity

The impact of the proposed scheme upon the biodiversity of the National Park has been considered; however in this case it is not considered that there would be any detrimental impact



upon biodiversity. A bat survey was not considered to be a proportionate requirement in this case due to the scale of the works and construction materials of the existing property (timber and felt).

Impact upon Cultural Heritage

The application site is located within relatively close proximity to 2no. Grade I Listed Buildings (St. Cuthbert's Chapel to the east and Elsdon Tower to the north), and falls within an identified area of medium archaeology sensitivity within Elsdon.

The NNPA Historic Environment Officer's consultation response has considered the likely effects of the proposed development upon surrounding cultural heritage and based on the information submitted raises no objections. A recommendation has however been made that any excavation work within previously undeveloped land required as part of the development be subject to a watching brief, an approach which is considered to be justified and reasonable in light of the cultural heritage of the area.

Based on the information submitted it is understood that the proposed new access and driveway would be formed from 'Turfmesh' material which would be placed atop the grassed surface of the village green and land within the site, through which grass would then grow. No details have however been submitted at this stage concerning the extent of excavation required in connection with the construction of the proposed rear extensions. In accordance with the information submitted and the NNPA Historic Environment Officer's comments it is therefore considered reasonable to apply a watching brief condition to the land on which the extensions are proposed, excluding that of the driveway and access road, in order to ensure that provision is made for the recording of any archaeological features or finds during the development. Such a condition is not necessary for the proposed driveway and access due to the nature of the material not requiring excavation. Subject to the inclusion of this Condition, the proposals accord with Policy 18 of the Core Strategy and the NPPF.

It is acknowledged that the approach taken to cultural heritage under this application is different to that taken under application 15NP0057 under which planning permission was granted for the construction of 1no. new dwelling on land to the south of the site, to which a condition was attached requiring a watching brief be undertaken during all ground disturbing works. This difference in approach is however considered to be reasonable and justified in this instance given the difference in scale in both proposals.

Impact upon Tranquillity

The information submitted indicates that the property benefits from existing external lighting, understood from photographs of the site to be located adjacent to the existing rear external door of the property, to which is proposed no change. Based on the plans submitted it is however envisaged that changes to this external light may be required given that the wall upon which the this light is situated is to be removed. A recent visit to the site also indicated the possible future installation of external lighting to the front porch due to the presence of wires protruding from above the entrance door. It is therefore considered reasonable to include a Condition restricting the installation of further external lighting to the property required as part of the proposed works in order



to protect the tranquillity of the National Park through the impact of inappropriately designed external lighting, in accordance with Core Strategy policy 19.

Impact upon Landscape Character

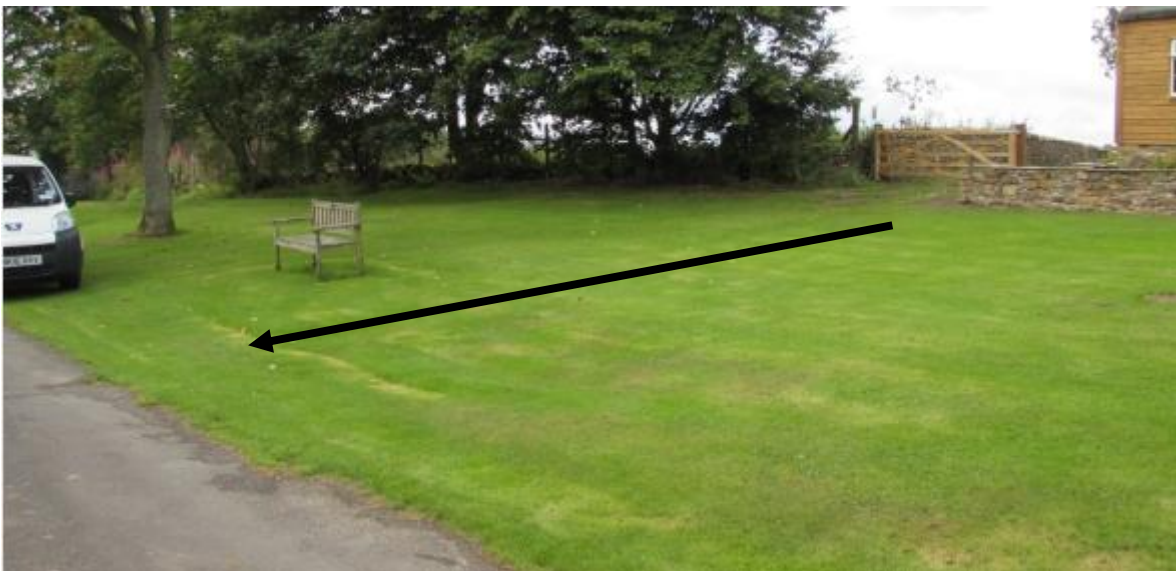
Whilst the proposed scheme as a whole would be visible from within Elsdon, it is not considered that this would detrimentally impact upon the landscape character or views of this part of the National Park, in accordance with Core Strategy policy 20.

Impact upon highway safety

It is proposed that a new vehicular access to the property would be created across the village green using a 'Turfmesh' system and a new driveway and parking area be created to the side and rear of the property. This is acceptable in principle as assessed above.

NCC Highways Authority have assessed the development proposal and are of the opinion that there would be no adverse impact upon highway users and therefore raise no highway objections. The parking and manoeuvring spaces proposed within the curtilage of the site are considered to be adequate and would improve the current parking situation (in which no in-curtilage parking is provided).

In order to secure the implementation and retention of this car parking area NCC Highways Authority have requested the inclusion of a condition to this effect. Ordinarily such a condition would be considered appropriate as securing the provision of vehicular parking and access prior to the first occupation of the development would be an essential part of the acceptability of the scheme, however in this case as the application relates to an established property and the extensions do not seek additional bedrooms (and thus the number of occupants is unlikely to increase) such a condition is not considered to be reasonable given that the property is already habited. The development is therefore considered to be acceptable in terms of impact upon highway safety and the wider highway network, in accordance with Core Strategy policy 3 and the NPPF.



View facing south east towards site and village green over which new access would connect 5-bar gate and vehicular highway



NCC Highways have additionally recommended a condition in order to secure the creation and retention of cycle parking prior to the occupation of the development; however such a condition is not considered to be reasonable in this instance as the NNPA Core Strategy does not set a requirement for cycle parking to be provided as part of development schemes

Renewable Energy Considerations

Policy 25 of the Core Strategy requires all new developments, including conversions, to minimise the amount of energy used in construction, achieve high energy efficiency, and utilise renewable energy sources in order to offset at least 10% of the predicted energy requirements of the development. However as the proposed scheme is an extension to an existing property and not new development or a conversion, Policy 25 is not relevant to this case.

Recommendation & Conditions

It is recommended that conditional planning permission be granted 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 and Section 51 of the Planning and Compulsory Purchase Act 2004.

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

- Application form, dated 15th July 2016
- Design and Access Statement, dated 15th July 2016
- Location Plan (as amended), dated 25th July 2016
- Proposed Site Plan (as amended), dated 25th July 2016
- Plans and Elevations and existing and proposed, dated 15th July 2016
- 'Turfmesh Range' Product Data Sheet, dated 1st September
- Email correspondence, dated 5th September 2016

Reason: For the avoidance of doubt and to ensure that the development accords with Policies 1, 2, 3, 5, 17, 18, 19, 20 and 25 of the NNPA Core Strategy and the National Planning Policy Framework.

3. The horizontal timber boarding to be used in the finish of the 2no. rear extensions hereby approved shall match the colour of those used in the finish of the existing property known as Harbinger House as closely as possible.

Reason: In the interests of the satisfactory appearance of the development, to conform with Policies 1 and 3 of the Northumberland National Park Authority Core Strategy and the National Planning Policy Framework (NPPF)

4. Prior to the fixing of any external lighting required in connection with the extensions hereby permitted, details of the external lighting shall be submitted to and agreed in writing by the Local Planning Authority. Details should include:



- The specific location of all external lighting units;
- Design of all lighting units;
- Details of beam orientation and lux levels; and
- Any proposed measures such as motion sensors and timers that will be used on lighting units.

The approved lighting scheme shall be installed in accordance with the approved details and shall be maintained as such thereafter, unless removed entirely.

5. The developer shall ensure that a suitably qualified archaeologist is present during the undertaking of any ground disturbing works required in connection with the proposed 2no. rear extensions hereby permitted, so that an archaeological watching brief can be conducted. The archaeological watching brief shall be undertaken to the standards of the Institute of Field Archaeologists. The Local Planning Authority shall be informed, in writing, at least two weeks prior to the commencement of the development of the name of the said archaeologist. No work shall begin until the Local Planning Authority has confirmed, in writing, that the proposed archaeologist is suitable. A copy of the watching brief report shall be submitted to the Local Planning Authority within two months of the fieldwork being completed by the archaeologist.

Reason: In order to ensure that provision is made for the recording of any archaeological features or finds during the development, in accordance with Core Strategy Policy 18 and the NPPF.

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 the local planning authority 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.
3. The applicant should ensure that no construction materials are stored on the public highway which would cause obstruction and danger to users of the highway.



4. The proposed development lies within an area that has been defined by The Coal Authority as containing potential hazards arising from former coal mining activity. These hazards can include: mine entries (shafts and adits); shallow coal workings; geological features (fissures and break lines); mine gas and previous surface mining sites. Although such hazards are seldom readily visible, they can often be present and problems can occur in the future, particularly as a result of development taking place.

It is recommended that information outlining how the former mining activities affect the proposed development, along with any mitigation measures required (for example the need for gas protection measures within the foundations), be submitted alongside any subsequent application for Building Regulations approval (if relevant). Your attention is drawn to The Coal Authority Policy in relation to new development and mine entries available at:

<https://www.gov.uk/government/publications/building-on-or-within-the-influencing-distance-of-mine-entries>

Any intrusive activities which disturb or enter any coal seams, coal mine workings or coal mine entries (shafts and adits) requires a Coal Authority Permit. Such activities could include site investigation boreholes, digging of foundations, piling activities, other ground works and any subsequent treatment of coal mine workings and coal mine entries for ground stability purposes. Failure to obtain a Coal Authority Permit for such activities is trespass, with the potential for court action.

Property specific summary information on past, current and future coal mining activity can be obtained from: www.groundstability.com

If any of the coal mining features are unexpectedly encountered during development, this should be reported immediately to The Coal Authority on 0345 762 6848. Further information is available on The Coal Authority website at:

www.gov.uk/government/organisations/the-coal-authority

Background Papers

EIA Screening Opinion
Application file 16NP0070

	Signature	Date
Planning Officer		
Head of Development Management or Chief Executive		