DELEGATED DECISION REPORT

Application Reference Number	17NP0026			
Description / Site Address	Construction of 1no. holiday lodge at Lodge 19, Otterburn			
	Lodge Estate, Otterburn Hall Estate, Otterburn Hall,			
	Northumberland, NE19 1HE			
Expiry date of publicity / consultations	24 March 2017			
Last date for decision	27 April 2017			

Details of Proposal

Retrospective planning permission is sought for the construction of 1no. holiday chalet on land known informally as plot 19 of the 'top site', north west of Otterburn Hall, Otterburn.

The top site is located to the northern part of the Otterburn Hall Estate. The site is surrounded by mature trees and separated from the Hall itself by the Estate driveway which runs beyond the southern site boundary. The proposed chalet would be located to the southern part of the site; this is bounded to the south by a copse of mature trees, with existing and now partially-built chalets to the north, east and west (chalets to north east and west not shown on photograph below).



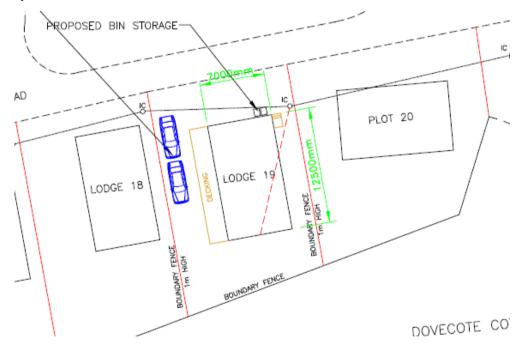
Aerial view of Otterburn Hall and 'top site'. Approximate position of site outlined in red. Otterburn Hall annotated with star. Partially-built chalets now covering formerly vacant land

Planning permission was granted for the construction of 33no. chalets on the top site under application reference 87NP0031. This consent was subsequently amended by further applications in respect of the design and positioning of chalets within the site. The chalets approved under the 1987 application and subsequent variants to this are also subject to a condition approved under application 93NP0009 which restricts occupancy of the chalets for any purpose between 15th January and 15th February in any year. To date, approximately half of the lodges granted consent

on this site under the 1987 permission have been completed, with construction of the remaining lodges underway following recent sale activity on the site.

As the 87NP0031 development was commenced within the time-frame permitted, the fall-back position of this application is the chalet previously approved in the approximate position of that proposed by this application. Whilst the site owner could construct this previously approved chalet without needing to apply for further planning permission, this application has been received due to proposed changes to the positioning, design and size of the building.

The lodge proposes a footprint of 12.4m x 7m, projecting to ridge and eaves heights of 4.5m and 2.5m respectively. The building would be clad with western red cedar, with dark grey roof tiles, windows and doors. The chalet would incorporate 3no. bedrooms, 2no. bathrooms and an openplan kitchen/living/dining area, which would open out onto an area of decking along the western side of the building. This decking proposes a height of 0.5m, surrounded by timber balustrading to a total height of 1.6m. The development incorporates the creation of 2no. vehicular parking spaces, a bin store and the erection of 1m high boundary fencing, and proposes to connect into the existing septic tank system on the site.



Proposed site plan

The application has been amended during its course in order to correct discrepancies pertaining to the position of the lodge as shown on the plans submitted and the position of the lodge as partly-constructed (setting the lodge approximately 2 metres further back (south) from the road due to the presence of underground pipework).

An objection has been received to the application from Otterburn Parish Council on the grounds of concerns raised regarding the capacity of the existing spring-fed water supply and foul drainage system. Notwithstanding the objection raised by the Parish Council the application is recommended for approval to be determined under Delegated Powers, rather than by Members of Development Management Committee; this is because, in accordance with part iii) of the NNPA Development

Management Scheme of Delegation, the Head of Development Management considers that those material planning concerns raised by the Parish Council can be dealt with by the imposition of planning conditions through a grant of planning permission.

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	Delivering Sustainable Development
Policy 2	Climate Change
Policy 3	General Development Principles
Policy 5	General Location of New Development
Policy 9	Managing Housing Supply
Policy 10	New Housing Development
Policy 12	Transport and Accessibility
Policy 14	A Sustainable Local Economy
Policy 15	Sustainable Tourism & Recreation Development
Policy 18	Cultural Heritage
Policy 19	Tranquillity
Policy 20	Landscape Quality and Character
Policy 22	Trees, Woodlands and Forests
Policy 25	Renewable Energy and Energy Efficiency
Policy 28	Utilities and Infrastructure

Supplementary Planning Guidance

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

Relevant Planning History

87NP0031 (87/E/419)	Siting of	13 st	tatic caravans	and 22	timber	chalets -	Conditional
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planning permission granted 23.03.1988

93NP0009 (93/NP/09) Variation of condition no. 7 of planning permission 87/E/419 to permit

varied occupancy period for approved chalets - Conditional planning

permission granted 15.04.1993

Consultation/Representations

Otterburn Parish Council: Objection. The water supply to the site is spring-fed. No evidence has been provided as to the capacity of this supply and therefore concerns are raised regarding the Delegated Decision Report 3 of 13 17NP0026



likely strain upon the system posed by the proposed development. The Parish Council understand that the owners of Otterburn Hall were to install a septic tank by the end of March 2017 which would be used by many of the lodges; such work is understood to have not yet been undertaken. There is also a continual sewage problem on the site with raw sewage running on the ground surface. The Parish Council therefore wish to object to the application until such a time that there is evidence of the above problems having been resolved that will provide adequate infrastructure for both existing and future development.

Historic England: No comments to make. The application should be determined in accordance with National and Local policy guidance and on the basis of your specialist conservation advice.

NCC Public Protection: No objections, subject to the imposition of a condition requiring the provision of information by the applicant to demonstrate that there will be a sufficient supply of wholesome water to serve the development prior to commencement.

NNPA Historic Buildings Advisor: No objection. The proposed lodge is not considered to cause harm to nearby heritage assets or their setting, as defined within NPPF Section 12 and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

NNPA Historic Environment Officer: No response received

No representations received in response to a notice displayed at the site on 03.03.2017.

Assessment

- The Principle of the Development;
- Design, Landscape and Visual Impact;
- Tranquillity and Amenity;
- Drainage, Water Supply and Waste;
- Impact upon Cultural Heritage;
- Highways and Rights of Way; and
- Renewable Energy Provision

The Principle of the Development

The National Planning Policy Framework makes clear that a presumption in favour of sustainable development is at the heart of decision making.

Policy 1 of the NNPA Core Strategy seeks to ensure that development proposals will conserve or enhance the special qualities of the National Park (landscape character, tranquillity, cultural heritage, geodiversity and biodiversity), demonstrating high quality design and sustainable construction. The effects of the proposed development on these qualities are discussed in more detail later in this report.

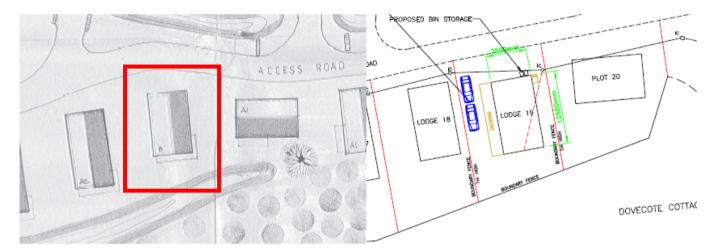
Core Strategy Policy 5 states that the focus for new local needs development should be within identified local centres or smaller villages of the National Park. Policy 5 does however make



provision for new development within open countryside locations where it can be demonstrated that:-

- a. The development cannot take place in an identified Local Centre, Smaller Village, or through the re-use of an existing building; and
 - i. It will conserve or enhance the special qualities of the National Park; and
 - ii. It will provide opportunities for the public to understand and enjoy the special qualities whilst not negatively impacting on them.

The proposed development would sit alongside the existing holiday chalets approved on this top site under 87NP0031. It is recognised that a number of chalets granted planning permission under this application have not yet been constructed; however as the development was commenced within the time-frame permitted, the fall-back position of this application is the chalet previously approved in the approximate position as that proposed by this application. This previously-approved chalet is shown in the plan below alongside the position of the chalet presently proposed. In this way, it is considered that the previous development approved under 87NP0031 sets a precedent for the type of development on this top site both in terms of the type of development over the wider top site, and also the specific chalet approved on plot 19.



Left: Site plan approved under 87NP0031 Right: Proposed location plan

Subject to an assessment of the proposed development in terms of any impact upon the special qualities of the National Park and having regard for this fall-back position it is considered that the proposed construction of a chalet in this location would meet with the provisions of Core Strategy policy 5. Policies 14 and 15 of the Core Strategy and NPPF Paragraph 28 also provide support for the proposed development in this case, advocating economic and tourism development in rural areas. It is however necessary to attach a condition to any planning approval restricting the occupancy of the proposed unit to holiday use only, with a further limitation on the occupancy of the chalet between 15th January and 15th February in each year, as the creation of permanent residential accommodation in this location would conflict with Core Strategy policies 5, 9 and 10 and would require a Local Needs restriction in accordance with Core Strategy policy 10. Whilst new holiday accommodation within the National Park would normally be restricted under more stringent conditions in order to ensure that this is used for holiday purposes only, the wording and parameters are considered to be appropriate in this specific case, as this would bring the proposed development into line with restrictions placed upon all other approved chalets on the top site.



Design, Landscape and Visual Impact

Design and impact upon Visual Amenity

The NPPF states that "good design is a key aspect of sustainable development and is indivisible from good planning", and that development should be responsive to local character and distinctiveness. Core Strategy policy 3 provides support for development proposals that conserve and enhance local character and the Park's special qualities through design that:

- Utilises materials appropriate to the site and setting;
- Is sympathetic in terms of scale, height, massing, siting, form, materials and colour; and
- Protects open space which contributes to amenity, character and setting of a settlement.

The Otterburn Hall top site is populated with 17no. completed timber lodges implemented under application 87NP0031 with construction underway on approximately 10-15no. further lodges (utilising either the planning permission granted under application 87NP0031 or other recently granted/presently-pending applications being considered by NNPA). A number of the 17no. complete lodges have been modified by virtue of extended decking, re-cladding or painting, however principally remain consistent in terms of overall appearance, design and scale, being timber clad chalets with dark coloured windows, doors and roofs.

The overall appearance, design and scale of the proposed lodge and decking would be in keeping with those of the existing lodges on the top site. The proposed use of timber cladding for the exterior of the chalet is considered to be acceptable in principle. The proposed use of dark grey roof tiles, windows and doors are considered to be appropriate for the site, the installation of which would be secured by condition. The details submitted indicate that the proposed decking would be stained with 'Ronseal Heavy Duty Country Oak Decking Stain', notwithstanding these details, it is recommended that a condition be included to ensure that the final colour of the decking, steps, balusters and balustrading would match the colour of the cladding of the lodge, in order to ensure that this colour is appropriate in the context of the proposed development.

The scheme also incorporates the proposed installation of 1m high timber fencing around the plot boundary and the proposed creation of vehicular parking to the western side of the site. Such development was not included under application 87NP0031; it is however recognised that many existing lodge owners travel to the site and park vehicles on land adjacent to their lodges. It is therefore considered that the creation of 2no. parking spaces is a reasonable requirement for such development, and would not be detrimental to the appearance of the surrounding area. The proposed installation of fencing around the plot was similarly not included under application 87NP0031. It is however recognised that such fencing may be installed by the applicant as 'permitted development' (i.e. without the need for planning permission) and that such fencing does now exist on areas of the top site; it is not considered that this would be detrimental to the 'open' character of the site, and this is therefore acceptable. Subject to the inclusion of the conditions recommended above it is considered that the proposed development would accord with Core Strategy policies 1 and 3 in respect of design.



Impact upon Landscape Character

From a landscape perspective, due to the enclosed nature of the site, views of the site from within the wider area are very limited. It is however recognised that the development would be visible to other users of the top site and wider site (when viewed from the Estate driveway to the south) and also to users of nearby Public Rights of Way routes. Considering the established nature of development on the site and proposed design of the lodge, which would be in keeping with the character and appearance of this, the development would not impact significantly upon the landscape character or views of this part of the National Park. The development thus accords with Core Strategy policy 20 and the NPPF.

The information submitted to support the application states that no new external lighting is required for the development. In order to protect the tranquillity of the area through the installation of any external lighting in the future, which is considered to be a likely requirement of the development due to the extensive area of decking proposed adjacent to external doors, it is considered reasonable to include a condition restricting the installation of such lighting without approval first being sought from NNPA. Subject to the inclusion of such a condition the development is considered to be acceptable in terms of impact upon tranquillity, in accordance with Core Strategy Policies 1 and 19 and NPPF Paragraph 125.

Impact upon Amenity

The impact of the proposed lodge upon the amenity of neighbouring chalets and buildings is an important consideration in the assessment of this proposal, particularly in respect of any overlooking, loss of privacy or overbearing impact. In considering this impact, due weight must however be given to the chalet previously approved under 87NP0031, and also the nature of the site as approved when fully populated, and the level of amenity afforded in these circumstances.

Each lodge approved under 87NP0031 incorporated an area of decking and windows to 3no. elevations from which other aspects of the site, chalets and decking could be viewed. The layout of the chalet approved under 87NP0031 in the approximate position of that proposed under this application incorporated decking to the south and eastern sides from which the adjacent lodges (now known as nos. 18 and 20) would be readily visible, in addition to a number of windows to the south, east and western sides. The overall nature of the site, when fully populated, which could be implemented under 87NP0031, is also relatively un-private as a result of the close positioning and design of the chalets. These characteristics are considered to set a precedent for the design of chalets and level of amenity afforded by occupiers of this top site.

The design of the proposed lodge incorporates windows to both the east and western sides, with decking along the length of the western elevation. It is recognised that these may give views of surrounding chalets to the north, east and west; however, taking into account the above position, it is not considered that the proposed lodge would have a significantly greater impact upon levels of amenity in terms of any overlooking or loss of privacy than the development previously approved on the site, which could be implemented without further planning approval. The overall design and layout of the proposed development is further such that this would not result in an overbearing impact upon surrounding chalets or buildings when constructed. As such, the application is



considered to be acceptable in terms of impact upon residential amenity, and thus accords with Core Strategy policy 3 and the NPPF.

Drainage, Water Supply and Waste

Foul Drainage

The Environment Agency is the statutory consultee advising the LPA, however a proposal of this scale falls outside of the proposals that the Environment Agency wishes to be consulted on. The matter of foul drainage is therefore to be considered by the LPA.

In assessing the proposed foul drainage method for the development, the fall-back position afforded by 87NP0031 is noted, through which the existing septic tank system could be utilised.

The proposed method of foul drainage is through a connection to the existing septic tank which serves the top site and is located to the rear (north) of the Coach House Hotel. The application is supported by site layout plans which show the location of existing and proposed foul drainage connections and a statement within the applicant's completed Foul Drainage Assessment form (FDA1) verifying that the tank is maintained by the Landlord as per their lease agreement. Unlike other recent applications the scheme is not supported by specialist verification to confirm that this septic tank is of sufficient capacity to support the proposed development; however based on information from NCC Buildings Control Inspector Iain Mason to support other applications on this site recently considered by NNPA it is understood that this existing tank would be adequate to serve the proposed development.

Planning Practice Guidance states that a connection to a public sewer is the most preferable option, followed by a Package Treatment Plant and then by a Septic Tank. The applicant has not included information within their FDA1 form to demonstrate why a mains sewer is not feasible. The Authority is however aware that the nearest mains connection is approximately 100m from the site and due to this distance and small scale of the development accepts that connecting to the public sewer would be both unfeasible and unreasonable in this case. The applicant has furthermore not provided evidence to demonstrate that a package treatment plant (the second preferable option) would not be feasible; however given the fall-back position afforded by 87NP0031, that the existing septic tank is already in place on the site and that this is understood to be of sufficient capacity to support the proposed development, on balance, the proposed foul drainage method is considered to be acceptable in principle.

Otterburn Parish Council has raised an objection to the application on the grounds of concerns regarding the capacity of the existing sewage infrastructure on the site to accommodate the proposed additional development, citing an assurance by the owner of Otterburn Hall that a new septic tank would be installed by the end of March 2017 and ongoing issues with sewage on the site. Whilst regard has been had for the objection received, it is not considered reasonable that planning permission be refused as, in light of the assessment above, the development is considered to be acceptable in terms of foul drainage, in accordance with Core Strategy policy 28 and the NPPF, subject to the inclusion of a condition requiring the connection of the lodge to the existing septic system prior to first occupation.



Water supply

The applicant has stated within their completed FDA1 form that water is not mains supplied; based on knowledge of the site the Authority understands that water supply to the site is spring-fed.

NCC Environmental Protection is the statutory consultee advising the LPA in respect of water supply. Environmental Protection have raised no objections in principle to the proposed development however have recommended a condition requiring the submission of a written verification report to confirm that there will be a sufficient supply of wholesome water to serve the development. Whilst the fall-back position afforded by 87NP0031 is noted, under which a lodge may be constructed on plot 19 without the need for further planning permission, this condition is considered to be reasonable in these circumstances, given that the development is served by a private water supply, and would therefore be included as part of any planning approval.

Otterburn Parish Council has raised an objection to the application on the grounds of concerns regarding the capacity of the existing water supply to the site to serve the proposed additional development. Whilst regard has been had for the objection received, it is not considered reasonable that planning permission be refused as in light of the assessment set out above, the development is considered to be acceptable in terms of water supply, in accordance with Core Strategy policy 28 and the NPPF, subject to the inclusion of the condition recommended above by NCC Environmental Protection. This together with the checks performed under Building Control regulations, through which the water supply to the lodge would be assessed in order to ensure that this would be sufficient, would ensure that a wholesome supply of water to the development would be provided. Should the proposed water supply arrangements be deemed inadequate by Building Control at this stage, the principle of any replacement supply arrangements may be re-assessed as a planning matter.

Waste

The proposal incorporates the creation of a bin store adjacent to the lodge; this is supported and considered appropriate.

Impact upon Cultural Heritage

The application site is located within the area of the Registered Battlefield of Otterburn and is in relatively close proximity to a number of listed buildings, to the south of the site.

Due to the location of the site within a Registered Battlefield, Historic England (HE) has been consulted on the application. HE has responded with no comments, advising that the application should be determined in accordance with National and Local policy guidance and on the basis of the Authority's specialist conservation advice. The NNPA Historic Environment and Historic Buildings Officers have also been consulted; no objections have been raised from the Historic Buildings Advisors and no response has been received from the Historic Environment Officer.

Due to the fall-back position in this case afforded by 87NP0031, it was not considered reasonable or proportionate to request that a Heritage Statement be submitted to accompany this application



due to the fact that this previously approved development could be constructed without further planning consideration or approval in terms of impact upon cultural heritage.

Giving weight to this fall-back position and the established precedent for chalet-type development on this site, it is not considered that the proposed lodge would have a significantly greater impact upon these surrounding heritage assets than the development previously approved to such a degree that this would render the development unacceptable in terms of impact upon cultural heritage. In these circumstances it is considered unreasonable to object in terms of impact upon cultural heritage.

Due to the historic surroundings of the site consideration has been given to the attachment of a condition to any planning approval ensuring that any archaeological features uncovered unexpectedly during construction of the proposed chalets be reported to the Local Planning Authority and be treated appropriately; however as development has commenced on site, with the foundations and base on the chalet complete, such a condition is not considered necessary.

The development is considered to be acceptable in terms of impact upon cultural heritage, in accordance with Core Strategy policy 18 and the NPPF.

Highways and Rights of Way

The proposed lodge would be served by 2no. parking spaces accessed via the existing access road on the site. The proposed parking arrangements for the site are considered to be acceptable and would not impact detrimentally upon the safety of the surrounding highway network. It is furthermore not considered that the development would have any detrimental impact upon nearby Public Rights of Way within the vicinity. The development is therefore considered to accord with Core Strategy policies 3 and 12.

Renewable Energy Provision

Policy 25 requires all new developments, including conversions, to minimise the amount of energy used during 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.

The proposed scheme does not incorporate the installation of renewables; whilst policy 25 stipulates that this is a requirement for all new development, on balance, considering the fall-back position which does not incorporate renewables, and the nature of the lodges as holiday accommodation which are likely to incur lesser energy usage levels than a permanent residential dwelling, it is not considered reasonable to require the applicant to provide renewable energy technology in this instance.

Recommendation & Conditions

It is recommended that retrospective conditional permission is granted subject to the following conditions:-



- 1. The development hereby permitted shall be maintained in accordance with the following approved plans and documents:
 - Application form, received 1st March 2017
 - Location plan, received 1st March 2017
 - Proposed plans and elevations, (DWG. No. LODGE19 14-2-17) received 1st March 2017
 - Proposed Site Plan, (DWG. No. LODGE19-1-A 14-2-17), received 10th March 2017
 - Proposed Block Plan, (DRAWING No. LODGE_19-A 14-2-17) received 6th March 2017
 - Foul Drainage Assessment form (FDA1), received 1st March 2017

Reason: For the avoidance of doubt and to ensure that the development accords with policies 1, 2, 3, 5, 9, 10, 12, 14, 15, 18, 19, 20, 22, 25 and 28 of the NNPA Core Strategy and the National Planning Policy Framework.

- 2. Prior to the fixing of any external lighting within the site in association with the development, 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.

Reason: In order to ensure that there is no harmful effect upon the tranquillity and intrinsically dark character of the area, including the Northumberland Dark Sky Park through excessive light pollution, in accordance with Core Strategy policy 19 and the NPPF.

3. The lodge hereby approved shall be occupied for holiday purposes only and shall not be occupied as a person's sole or main place of residence, or for any purpose between 15th January and 15th February in any year.

Reason: To prevent a permanent and unrestricted residential use in a location where this would not otherwise be in accordance with adopted planning policies, namely Core Strategy policies 5, 9 and 10 and the NPPF.

4. Notwithstanding the provisions of the Proposed plans and elevations, (DWG. No. LODGE19 14-2-17), received 1st March 2017, the roof tiles installed within the lodge hereby permitted shall be dark grey in colour. The development shall be retained as such in perpetuity unless first agreed in writing by the Local Planning Authority.

Reason: In order to preserve the visual appearance and amenity of the area, in accordance with Core Strategy policies 1 and 3 and the NPPF.



5. Notwithstanding the provisions of the the Proposed plans and elevations, (DWG. No. LODGE19 14-2-17) received 1st March 2017, the colour of the decking, steps, balusters and balustrades hereby permitted shall match that of the cladding approved to the lodge hereby permitted and shall be retained as such in perpetuity unless first agreed in writing by the Local Planning Authority.

Reason: In order to preserve the visual appearance and amenity of the area, in accordance with Core Strategy policies 1 and 3 and the NPPF.

6. Prior to the development hereby permitted first being brought into use a written verification report shall be submitted to and agreed in writing with the Local Planning Authority, to confirm that there will be a sufficient supply of wholesome water to serve the development. The written verification report shall be based on the average household consumption of 200 litres per person per day. The verification report shall include a detailed assessment, prepared by a suitably qualified person (hydrologist), which indicates the suitability of the water supply with regard to quantity and quality of water available and include, if necessary, any methods needed to improve the supply. Thereafter, the development shall be connected to the water supply and any identified approved improvements to the water supply shall be undertaken within a time frame to be agreed in writing with the Local Planning Authority.

Reason: In the interest of public health and in order to ensure that an adequate private water supply in terms of both wholesomeness and sufficiency can be provided to meet the requirement of the development, in accordance with Core Strategy policy 28 and the NPPF.

7. Prior to the development hereby permitted first being brought into use the lodge shall be connected to the septic tank system. The development shall be retained as such thereafter unless first agreed in writing by the Local Planning Authority.

Reason: To ensure that reasonable infrastructure measures are put in place to accommodate foul waste generated by the development, in accordance with Core Strategy policy 28 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 development, irrespective
 of the degree of variation, will constitute unauthorized 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 Northumberland National Park Authority's Development Management team immediately of any 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 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. Some conditions may require work to be carried out, or details to be approved prior to the commencement of the development.

Where pre-commencement conditions are not complied with, the whole of the development could be unauthorised, and you may be liable to enforcement action. In some circumstances, the only way to rectify the situation may be through the submission of a new application. If any other type of condition is breached then you may be liable to a breach of condition notice.

Background Papers

Application file 17NP0026 EIA Screening Opinion

	Signature	Date
Planning Officer		
Head of Development Management or		
Chief Executive		