

DELEGATED DECISION REPORT

Application Reference Number	19NP0004
Description / Site Address	Construction of single storey side and rear extension at Beeswing Lodge, Elsdon, Northumberland, NE19 1AP
Expiry date of publicity / consultations	7 November 2019
Last date for decision	10 December 2019

Details of Proposal

Beeswing Lodge is a single storey converted farm building of traditional stone and slate construction. It is located within the open countryside approximately 100m to the east of Billsmoorfoot Caravan Park, to the eastern side of the B6341.

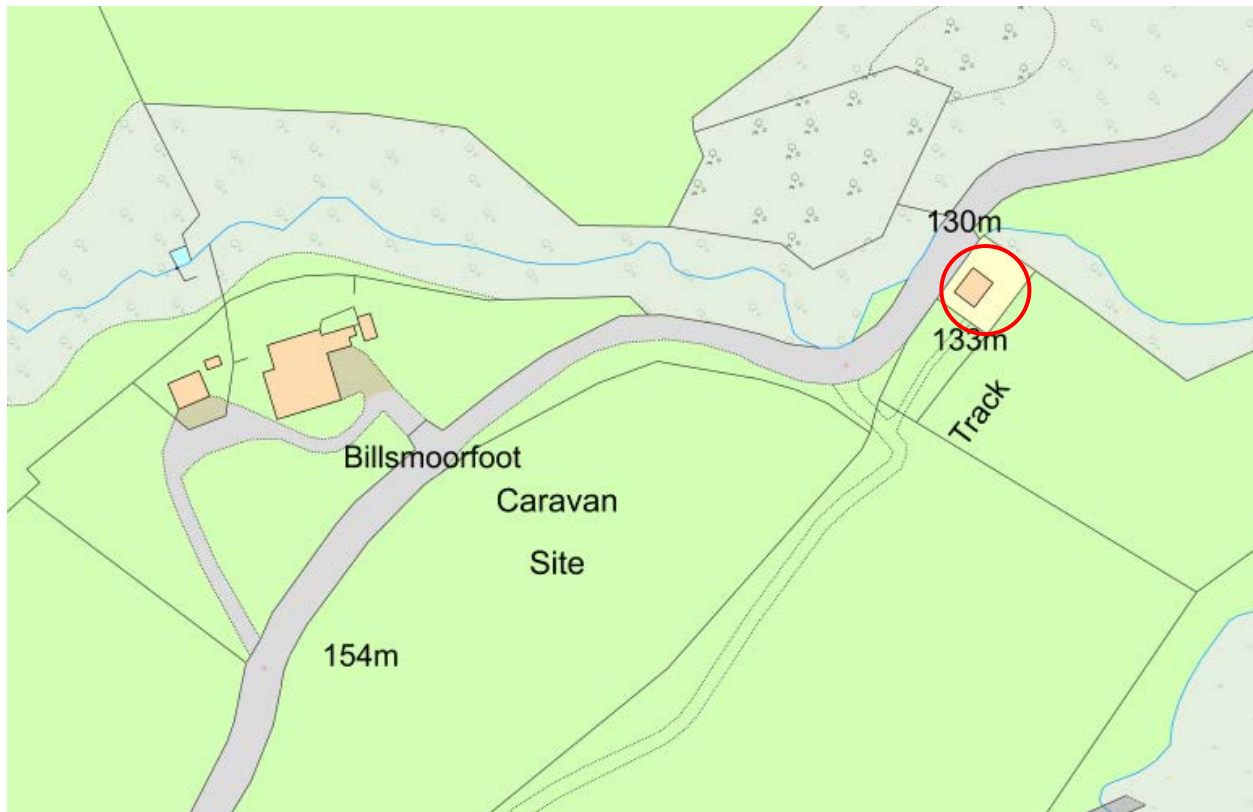


Figure 1: Site Location

It is proposed to extend the property by means of a single storey extension to the side (south-west) elevation. The extension is to have a width of approximately 4.4m and depth of approx.5.8m (similar to that of the existing building). The extension is to have a height to eaves of approximately 2.4m and height to ridge of approximately 4m. It is also proposed to erect a single storey extension to the rear (north-west) elevation. The extension would be approximately 4.8m wide and 2.1m deep and incorporate a flat roof of 2.6m in height. The extensions are to be constructed from a combination of natural stone to match the existing and timber cladding. The roof of the side extension is to be natural slate to match the existing with the flat roof to the rear extension to be single ply membrane.



New windows are to be double glazed uPVC units to match the existing and new doors are to be sliding powder coated aluminium double glazed units.

The proposed extensions would allow for the reconfiguration of the property to provide an extended living / dining / kitchen area and two en-suite bedrooms in the main body of the building with a new entrance / utility / shower and WC within the proposed rear extension. The applicant has advised that the proposed works are necessary to bring the building up to the modern standards that are now expected by visitors to holiday cottage accommodation. The proposals relate purely to extensions / improvements to the property with no change from the current holiday use proposed.

While the plans also show a pagoda and oil tank, they have not been included within the application description and the applicant has confirmed that they do not form part of the application. No further consideration is therefore given to these elements.

Planning Policy & Guidance

National Policies

National Planning Policy Framework (NPPF) (2019)

National Planning Practice Guidance

Local Policies

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

Policy 1	<i>Delivering Sustainable Development</i>
Policy 3	<i>General Development Principles</i>
Policy 5	<i>General Location of New Development</i>
Policy 14	<i>A Sustainable Local Economy</i>
Policy 15	<i>Sustainable Tourism & Recreation Development</i>
Policy 17	<i>Biodiversity and Geodiversity</i>
Policy 19	<i>Tranquillity</i>
Policy 20	<i>Landscape Quality and Character</i>

Northumberland National Park Local Plan 2017-2037 Publication Draft Plan

Policy ST1	<i>Sustainable Development</i>
Policy ST2	<i>General Development Principles</i>
Policy ST4	<i>Spatial Strategy</i>
Policy DM7	<i>Rural Economy and Diversification</i>
Policy DM10	<i>Habitats, Biodiversity and Geodiversity</i>
Policy DM11	<i>Landscape, Tranquillity and Dark Night Skies</i>



The NNPLP has been submitted to the Secretary of State for examination. As the policies within the NNPLP are currently untested, it is considered they can currently be afforded little weight. Paragraph 213 of the NPPF advises that weight should be given to relevant policies in existing plans according to the degree of consistency with the NPPF i.e. the closer a policy in a local plan accords with the NPPF, the greater the weight that may be given to them. The adopted development plan is the Northumberland National Park Core Strategy (2009) and the policies within the Core Strategy are considered to be in accordance with the NPPF and can therefore be given due weight.

Supplementary Planning Guidance

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

NNPA Landscape Supplementary Planning Document (Landscape SPD)

Relevant Planning History

16NP0077 Removal of condition 4 from planning permission 92NP0011 to allow residential use. *Planning permission refused 14th September 2016.*

92NP0011 Conversion of farm building to holiday cottage. *Planning permission conditionally granted 11th December 1992.*

Consultation/Representations

Hepple Parish Council: No objection: although it was noted that the application refers to 'domestic house' rather than 'holiday let'.

NNPA Ecologist: No objection: Subject to the proposed mitigation and enhancement measures being made a condition of any approval which may be issued.

The application has been advertised by means of a site notice displayed at the site on the 24th October 2019. No representations have been received in response.

Assessment

The main 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

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.

Strategic Policy ST1 of the emerging Northumberland National Park Local Plan (NNPLP) adopts a presumption in favour of sustainable development, setting out the criteria for such development and specifying development that would be deemed unsustainable. It is considered that the proposal is in accordance with Policy ST1, however little weight can be given to this policy at this time.

The application site is located within the open countryside whereby Core Strategy 5 policy limits development to the re-use of existing buildings, with new buildings only permitted where these could not be located elsewhere and would not impact detrimentally upon the special qualities of the National Park. In this instance the proposals relate to the extension of an existing property, which, as assessed below, would not result in harm to the special qualities of the National Park. In this regard it is considered that the proposed development would not conflict with the aims and objectives of Core Strategy policy 5 and the NPPF. Although it can presently be given little weight, the proposals are also considered to accord with policy ST4 of the emerging NNPLP.

NNPA Core Strategy Policies 14 and 15 also aim to create and retain a sustainable local economy through the provision of support for sustainable tourism and recreation developments which relate to, and allow opportunities for, visitors to increase their understanding and enjoyment of the special qualities of the National Park without detrimentally impacting upon them. Policy 15 offers specific support for proposals which integrate with existing visitor facilities or include the conversion of buildings. In this instance, the proposals relate to the extension and modernisation of an existing holiday cottage to provide an enhanced tourism offer and improve the competitiveness of the business. The proposals are therefore considered to accord with the requirements of Core Strategy policies 14 and 15. Although, it can currently be afforded little weight, the proposals are also considered to accord with the requirements of policy DM7 of the emerging NNPLP.

As noted above, the application relates to the extension and renovation of holiday accommodation only with no change of use proposed. The Parish Council has however noted that the plans refer to '*domestic house re-model and extension*' although the Design and Access Statement correctly notes that the proposals relate to a holiday let. For the sake of clarity and to avoid doubt, an informative has therefore been attached to the permission reminding the applicant that the building should be used for holiday accommodation only, in accordance with the requirements of Condition 4 of planning approval 92NP0011.

Design and Amenity

Core Strategy policy 3 is supportive of proposals which '*demonstrate high quality design and construction, which protects and enhances local character and distinctiveness through careful integration with the existing built form*'. Policy ST2 of the emerging NNPLP places a similar emphasis on high quality design although it can currently be afforded little weight. In this instance the proposal relates to the provision of new single storey extensions to the side and rear of a traditional stone and slate converted farm building.

The side extension would be set back from the front of the property and would have a slightly lower ridge height than the existing. The NNPA Design Guide Supplementary Planning Document (SPD) notes successful extensions '*not only respect character, but are subservient to the existing building in terms of height, scale and massing*'. It is considered that the extension complies with this guidance as it would clearly be subservient to the existing dwelling. In addition, the extension is designed to incorporate a similarly pitched roof to the existing cottage. While the prominent gable end would be natural stone to match the existing property, the front and rear elevations are to be clad in timber. While this would introduce a new element, it is considered that the use of contemporary materials would help to identify the extension as such while also being compatible with the existing character of the building.

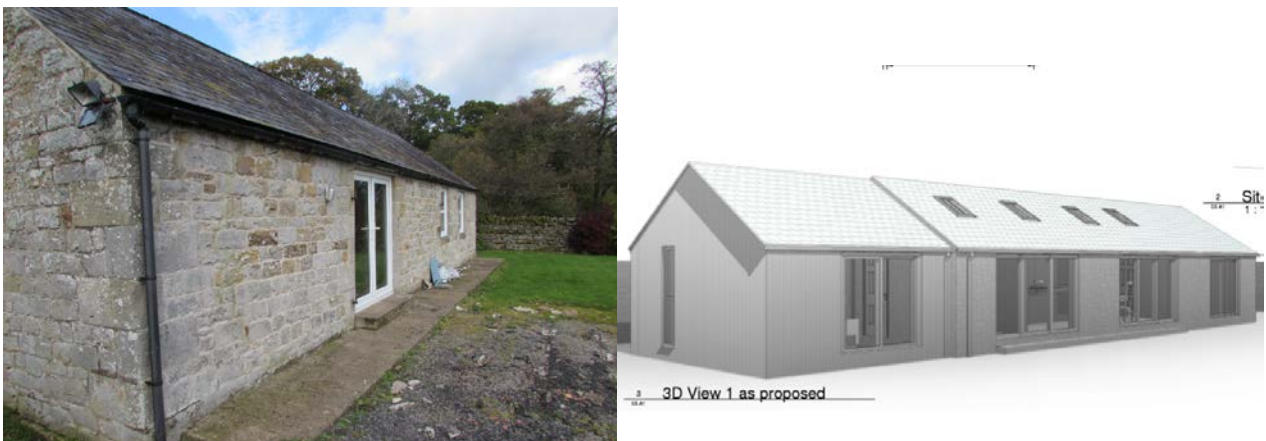


Figure 2: As existing (left) and proposed (right)

In order to bring the property up to modern standards and allow more light in to the building, the door and window in the existing front (south-east) elevation are to be replaced with full height sliding doors along with an additional set of sliding doors to serve reconfigured bedroom two. Similar sliding doors will be located in the south-east elevation of the extension. While this will introduce significantly more glazing than under the present arrangements, it is acknowledged that improvements are required to the building to bring it up to the standards required by modern tourism and to ensure the viability of the business in the long term. Any harm to the character of the building through these insertions would partially be mitigated by virtue of the glazing being located to the south-east elevation of the property, facing away from the road. As such, views of this elevation would be largely be restricted to those available from within the curtilage of the property as the nearest public receptor facing towards this elevation of the building would be a public right of way at a distance in excess of 700m. On balance, given the needs of the applicant and as the building is not of recognised architectural or historic significance, it is considered that the introduction of these glazed units would be acceptable.

In addition to the side extension, it is also proposed to install an extension to the rear (road-facing) elevation of the property to provide for a new entrance / utility / shower-room. The external footprint of this element would be 4.8 x 2.1m with a height to the flat roof of 2.6m. This extension would be fully timber clad with a door to the side. While this would introduce a new element to the existing linear form of the property, the use of timber would be in keeping with the proposed side extension



and would similarly help to mark it out as a modern addition to the property. Although the introduction of a flat roof would not generally be encouraged, given the modest size of the extension and its location to the rear of the property, it is considered that it could be accommodated without undue harm to the character of the property. In addition, given the height of the rear boundary wall and as the roof of the extension would be roughly the same height as the eaves of the existing building, the extension would not be visually prominent when viewed from the adjacent road.

As assessed above, the proposals are, on balance, considered to be acceptable with any adverse impact on the character of the building not considered to be of sufficient magnitude to warrant refusal of the application. On this basis it is considered that the extension accords with the requirements of Core Strategy policy 3 and the NPPF.



Figure 3: View to the rear of the property from the road

There are no residential properties in the immediate vicinity of the application site; the closest development being Bils Moor Foot Caravan Site located in excess of 100m to the west. As such, it is considered that there would be no adverse impact on the residential amenity of any properties arising from the proposals.

Impact upon National Park Special Qualities

Biodiversity

Core Strategy policy 17 states that the National Park Authority will '*protect, enhance and restore biodiversity and geological conservation interests across the National Park*'. Although it can currently be given little weight, policy DM10 of the emerging NNPLP places a similar emphasis on the maintenance and enhancement of features of ecological value. The application has been supported by a 'Bat Survey Report' and the NNPA Ecologist has been consulted.



During the building inspection a large number of bat droppings were found attached to the interior walls with the activity surveys identifying the presence of a bat roost to the northern gable of the property. In order to offset any impacts on the confirmed roost arising from the works, the Bat Survey Report includes details of proposed mitigation measures. This includes the provision of a bat box on a tree prior to works commencing to provide replacement habitat and no re-pointing of the northern gable end of the property where the confirmed roost was located. The Report also recommends the provision of nest boxes for swallows and house martins to provide a local biodiversity enhancement.

The NNPA Ecologist has considered the information provided and raised no objection subject to the mitigation and recommendations given in Section 6 of the Bat Survey Report being made a condition of any approval which may be issued. Subject to an appropriately worded condition being attached to the approval, it is considered that the proposals accord with the requirements of Core Strategy policy 17.

Landscape

Core Strategy policy 20 states that '*The natural beauty and heritage of the National Park will be conserved and enhanced whilst being responsive to landscape change*'. Although it can be currently given little weight, policy DM11 of the emerging NNPLP places a similar emphasis on conserving and enhancing the natural beauty and heritage of the National Park while being responsive to landscape change.

The proposal relates to the provision of new single storey extensions to the side and rear of an existing single storey property. The building is located just to the east of the B6341 with the rear extension bringing the footprint of the building closer to the road, the road being the closest visual receptor. The property is at a lower elevation than the road with a traditional stone wall between the property and B6341. This will result in only the top of the extension being visible to road users, limiting impacts on visual amenity. While the side extension will be more visible on the approach from the west, as the prominent gable end will largely replicate that of the existing building (being constructed from natural stone with a similar pitched roof), it is considered that any change to the views of users of the road would be minimal and insufficient to warrant refusal of the application. It is considered that any impact on more distant visual receptors i.e. the public right of way located approximately 700m to the east would be minimal given that the proposals relate to modest extensions to an existing property.

As assessed above, as the proposals relate to modest extensions to the side and rear of an existing property, it is considered that any impact on landscape character or visual amenity outside of the immediate environs would be minimal. The proposals are therefore considered to accord with the requirements of Core Strategy policy 20.

Tranquility

The site is in a sensitive location within the Northumberland International Dark Sky Park. No detail of any external lighting which may be required in connection with the proposed development has



been submitted as part of the application. However, given the sensitive open countryside location, it is considered reasonable to attach a condition requiring details of any external lighting to be installed as part of scheme design to be first submitted for approval by the Local Planning Authority to ensure it is appropriate for use in the Dark Sky Park and to protect the tranquility of the area. Subject to the imposition of an appropriate condition relating to external lighting, the proposals are considered to accord with the requirements of Core Strategy Policy 19.

By virtue of the scale, nature and location of the proposals, it is not considered that the proposed development would detrimentally impact upon the tranquillity of the surrounding area in terms of noise or traffic.

Given the location and nature of the proposals, it is not considered that there would be any impact on cultural heritage.



Figure 3: View of property on approach from the south

Recommendation & Conditions

Grant conditional 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, as required by Section 91 of the Town and Country Planning Act 1990 (as amended by 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 received 28th January 2019;
- Location Plan, 1:1250, Dwg No. 01.A3, Project Number 12524 received 15th October 2019;
- Location Plan 1:500, Dwg No 01.A4, Project Number 12524 received 28th January 2019;
- Existing Views, Dwg No. 02.A1, Project Number 12524, received 15th October 2019;
- Proposed Views, Dwg No 03.A1, Project Number 12524 received 15th October 2019;
- Bat Survey Report, Beeswing Lodge, Total Ecology, July 2019, received 15th October 2019;
- Design and Access Statement, 12524 Beeswing, Elsdon, received 15th October 2019;
- Supporting Statement, 12524, Carruthers, 19NP0004, received 18th October 2019.

Reason: For the avoidance of doubt, to enable the local planning authority to adequately manage the development and to ensure the proposal accords with policies 1, 3, 5, 14, 17,19 and 20 of the Northumberland National Park Authority Core Strategy & Development Policies Document (Core Strategy) and the National Planning Policy Framework (NPPF).

3. The development hereby approved should be carried out in strict accordance with the mitigation and enhancement measures detailed in Section 6 of the 'Bat Survey Report, Beeswing Lodge, Total Ecology, July 2019'. In particular, attention is drawn to the need to undertake the development in accordance with the requirements in respect of:

- Retention of existing roost crevice to the northern elevation;
- Provision of a bat box;
- Swallow / house martin provision.

Reason: To ensure the development poses no risk of unacceptable harm to protected species and to ensure the development is in accordance with Core Strategy Policy 17, the National Planning Policy Framework (NPPF) and the Conservation of Habitats and Species Regulations (as amended).

4. Notwithstanding the details shown on Dwg No 03.A1, Project Number 12524, Proposed Views, received 15th October 2019, this approval does not give permission for the Pegoda or fuel storage container.

Reason: As the proposed siting and design of the pagoda and fuel tank are indicative, to enable the local planning authority to adequately manage the design and location of the development to ensure the proposal accords with policy 3 of the Northumberland National Park Authority Core Strategy & Development Policies Document (Core Strategy) and the National Planning Policy Framework (NPPF).



5. Prior to the fixing of any external lighting associated with the development hereby approved, details of the external lighting shall be submitted to and agreed in writing with 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 during the operation of the development, unless removed.

Reason: In order to ensure that there is no harmful impact upon the tranquility and intrinsically dark character of Northumberland National Park and the Northumberland International Dark Sky Park through excessive light pollution, in accordance with Policies 1 and 19 of the Core Strategy 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, may constitute unauthorised development and may be liable to enforcement action.
 - (b) You, 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 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.



3. The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at:

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

4. The approval relates solely to the extension and renovation of the property as holiday accommodation with no change to the use approved under application reference 92NP011.

Background Papers

Application File 19NP0014

EIA Screening Report

	Signature	Date
Planning Officer	<u>C Godfrey</u>	<u>03/12/2019</u>
Head of Development Management	<u>S Buylla</u>	<u>03/12/2019</u>