



**DELEGATED DECISION REPORT**

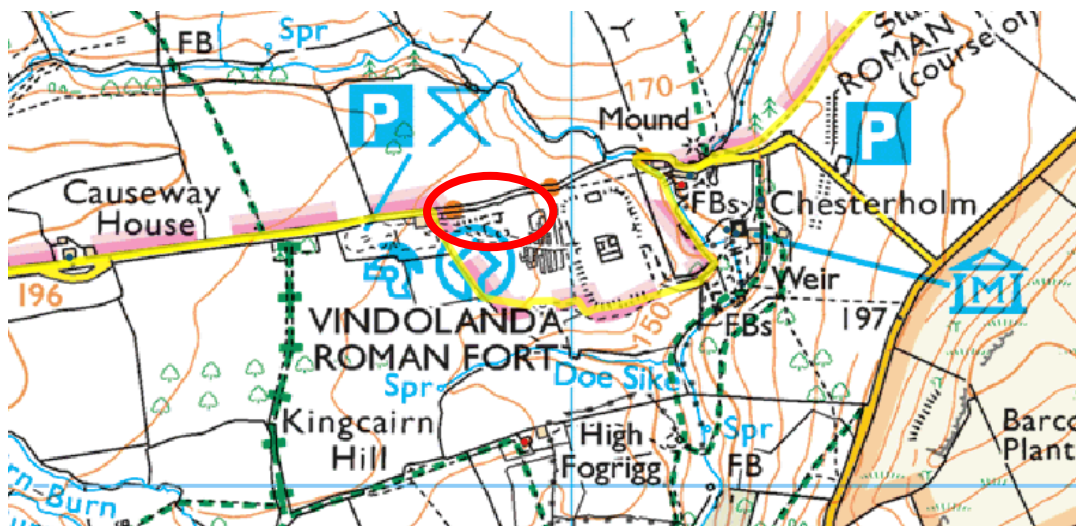
<b>Application Reference Number</b>	19NP0074
<b>Description / Site Address</b>	Variation of condition 2 (approved plans) of planning permission 18NP0081 - Demolition of existing timber clad buildings and shed and construction of replacement single storey building at Vindolanda, Bardon Mill, Hexham, Northumberland, NE47 7JN
<b>Expiry date of publicity / consultations</b>	6 September 2019
<b>Last date for decision</b>	11 October 2019

**Details of Proposal**

This application proposes to vary condition 2 (approved plans) of application 18NP0081 under which planning permission was granted for the demolition of existing timber clad buildings and shed and construction of a replacement single storey building.

The application site is located within the open countryside to the far south of Northumberland National Park, approximately 2km north of Bardon Mill. The site falls within the Hadrian's Wall World Heritage Site, and also forms part of the 'Vindolanda (Chesterholm) Roman forts, civil settlement and cemeteries, adjacent length of the Stanegate Roman road and two milestones' Scheduled Ancient Monument.

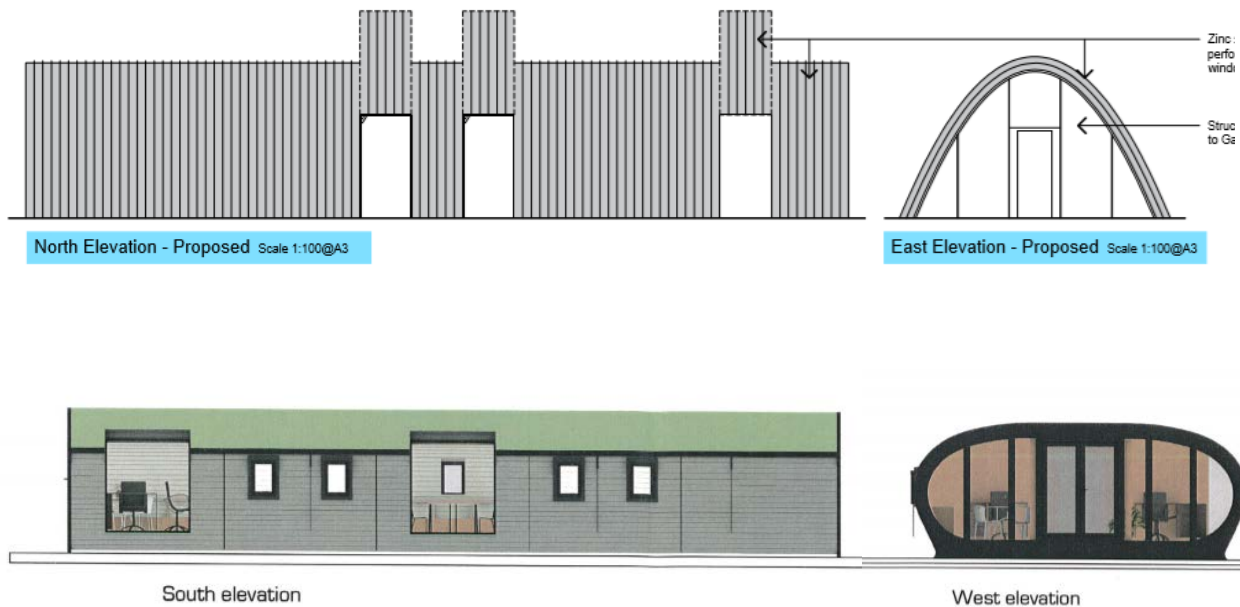
Planning permission was granted in 2018 for the demolition of existing timber clad buildings and a shed and replacement with a replacement single storey building. This application seeks to vary Condition 2 of planning approval through the revised design of the building previously approved.



**Figure 1:** Approximate site location

The building approved under application 18NP0081 was to have a footprint of 18m x 6.3m with a height of 3.7m, the construction being a modern, curved roof Nissen Hut. Externally, the northern

and southern elevations (side) of the building were to be constructed from zinc cladding incorporating perforated sliding panels covering dark grey aluminium framed window openings. The east and west (end) elevations were to be largely glazed with dark grey aluminium framed doors.



**Figure 2:** Elevations as approved (above); as proposed (below)

The building as now proposed would have a slightly different footprint (17m x 7.8m) with a height of 3.2m. The building would be constructed from tongue and groove profile timber boarding with a sedum green roof. Windows and doors would be a combination of timber and powder coated metal painted dark grey. The proposed form of the building would be more of an elongated oval than the curved Nissen Hut design of the approved plans.

No changes are proposed to any of the other external works (steps / footpath / gravel bays) approved under 18NP0081 with the information submitted in support of the application indicating that the building will continue to sit on the existing concrete pad and will therefore not require the excavation of any foundations.

## **Planning Policy & Guidance**

### **National Policies**

National Planning Policy Framework (NPPF) (2018)

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 &amp; Recreation 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>
Policy 28	<i>Utilities and Infrastructure</i>

## Supplementary Planning Guidance

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

NNPA Landscape Supplementary Planning Document (Landscape SPD)

## Relevant Planning History

- 18NP0081** Demolition of existing timber clad buildings and shed and construction of replacement single storey building *Conditional planning permission granted 30.10.2018*
- 08NP0001** Proposed replacement timber cabin. *Conditional planning permission granted 25.02.2008*
- 78NP0012** Vehicle and maintenance shed. *Conditional planning permission granted 19.07.1978*

## Consultation/Representations

**Henshaw Parish Council: No response.**

**Historic England: No objection**

**NNPA Historic Environment Officer: No response**

**NNPA Ecologist: No objection**

**NCC Highways: No objection:** No issues arise from the proposal.



### **NCC Development Management: No response.**

A notice was displayed at the site on 20<sup>th</sup> August 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, appearance and impact upon visual amenity;
- Impact upon residential amenity;
- Highway safety considerations;
- Impacts upon National Park special qualities;
- Energy efficiency and renewable energy provisions

### **The principle of the development**

The principle of the development has already been established through planning approval 18NP0081. This application does not seek to increase the level or nature of development allowed under the existing approval (other than a small increase in the proposed floor area of the building) but rather seeks to change the design of the building approved under 18NP0081. The principle of development is therefore considered to accord with Core Strategy policies 5, 14 and 15.

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.

### **Design, appearance and impact upon visual amenity**

The NPPF highlights the importance of good design principles within planning. This is supported by Core Strategy policy 3 which requires high quality design and construction which protects and enhances local character.

As with the previously approved scheme, the proposed building is of a modern design, providing a contrast to the traditional stone and slate buildings which exist elsewhere within the Vindolanda site. While the form of the proposed building is a departure from the modern Nissen Hut style of building previously approved, the proposed elongated oval form is considered to be of an equally high quality modern design which is considered acceptable in terms of its scale, form and impact upon the visual amenity of the site. Owing to the nature of the building as a replacement structure, it is considered that this would have minimal impact upon the landscape character of the surrounding area, in accordance with Core Strategy policy 20.



The proposed choice of materials for the building incorporating timber boarding, large glazed ends and windows and a green sedum roof are considered to be acceptable within the context of the site and will help soften its appearance within the landscape, reducing its wider visual impact.

As noted, the application proposes no change to the approved plans in relation to the addition of a footpath, relocation of the gravel bays and works associated with the proposed building including the steps, hardstanding and handrail all of which were assessed as being acceptable in terms of their impact upon the visual amenity of the site and surrounding area under 18NP0081. As such, the scheme as a whole is considered to be acceptable in terms of impact upon the visual amenity of the site and surrounding area, in accordance with Core Strategy policies 3 and 20 and the NPPF.

### **Impact upon residential amenity**

As the nearest residential property is 350m to the south of the site and as the scheme relates to the provision of a replacement building, in consideration of application 18NP0081, it was determined that the proposals would have no adverse impact on residential amenity. It is not considered that the proposed change to the design of the building would have any greater impact on residential amenity than previously assessed. It is therefore considered that the proposals accord with the requirements of Core Strategy policy 3 and the NPPF in this respect.

### **Highway safety considerations**

The proposed development has been assessed by NCC Highways who have raised no objections, considering that no issues arise from the scheme in terms of impact upon highway safety. The development is therefore considered to accord with Core Strategy policy 3 and the NPPF in this respect.

### **Impacts upon National Park special qualities**

#### *Biodiversity and geodiversity*

In considering application 18NP0081 it was assessed that the proposals would have no adverse impact on biodiversity and the NNPA Ecologist raised no objections. The Ecologist did however request that the mitigation detailed within the Bat Survey Report be made a condition of any permission which may be issued. As such, a condition was attached. The Ecologist has not raised any objection to the revised design of the buildings as it is not considered that it would lead to any greater impact on biodiversity than under the previously approved scheme. It is however considered reasonable to again attach a condition ensuring that the mitigation measures detailed in the Bat Survey Report are delivered. Subject to the imposition of an appropriately worded condition it is considered that the proposals would accord with the requirements of Core Strategy policy 17.



### *Cultural heritage*

The application site falls within the Hadrian's Wall World Heritage Site and 'Vindolanda (Chesterholm) Roman forts, civil settlement and cemeteries, adjacent length of the Stanegate Roman road and two milestones' Scheduled Ancient Monument. As such both Historic England and the NNPA Historic Environment Officer have been consulted on the proposals.

Historic England raised no objection to the original application concluding that the development would not have a harmful impact upon the archaeology of the site or the setting of Vindolanda and the World Heritage Site. Having considered the revised design of the building (with all other elements of the scheme remaining unchanged), Historic England have advised that they do not consider that the proposals would introduce any additional significant below ground archaeological issues or any additional impact on the setting of Vindolanda and the World Heritage Site. Historic England has therefore confirmed that they have no objection to the proposals. No response has been received from the NNPA Historic Environment Officer. However, the Officer raised no objection in relation to the previous application and it is not considered that the current iteration raises any new issues.

On the basis of the above it is considered that the proposals would have no detrimental impact on cultural heritage and the proposals are therefore considered to accord with the requirements of Core Strategy policy 18.

### *Tranquillity*

No details of external lighting have been submitted as part of the original (18NP0081) or current applications. Following discussions with the applicant prior to the submission of the original application, the LPA understood that external lighting was not required as part of scheme design.

However, notwithstanding the above, as per the original application, due to the open countryside location of the site and in order to protect the tranquillity and dark skies of the National Park, it is considered reasonable to attach a condition requiring that details of any external lighting which may be required be submitted to and approved in writing by the NNPA prior to installation. Subject to the inclusion of such a condition the proposed development accords with Core Strategy policy 19, NPPF paragraph 180 and guidance contained within the NNPA Landscape SPD.

### **Energy efficiency and renewable energy provisions**

Core Strategy policy 25 requires all new developments to a) minimise the amount of energy used during construction, b) achieve high energy efficiency, and c) for all new units of residential, employment, community and tourism development to utilise renewable energy sources in order to offset at least 10% of the predicted energy requirements of the development.

The information submitted to support the application indicates that the building is designed to be energy efficient. It is to be insulated using locally sourced wood fibre which results in no air gaps, creating a highly efficient building envelope. The windows are to be argon filled triple glazed units



with the glazed ends also triple glazed argon units, minimising heat loss and also reducing the buildings energy consumption. Timber brise soleil shading is to be used to the large south facing picture window to mitigate solar heat gain. The sedum roof prevents rapid changes in temperature and rainwater is to be harvested to be used in the wash basin and external wash down area. An infra-red emitting film element is to be installed beneath the floor covering which provides a low-energy, fast reacting heat source. It is also proposed to use a mechanical ventilation system with heat recovery.

Due to the nature of the proposed development as a replacement building which would be used as part of existing site operations, it is considered that there is no requirement for 10% of energy requirements to be embedded through renewable energy sources. It is therefore considered that, on balance, the proposed building would comply with the requirements of Core Strategy policy 25.

### **Recommendation & Conditions**

The proposed variations to planning permission 18NP0081 are approved and planning permission is granted under reference 19NP0074, 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 10<sup>th</sup> September 2018 as updated by application form received 15<sup>th</sup> August 2019;
- Location plan (Dwg. No. AL(0)01 Rev 2), received 28<sup>th</sup> August 2018
- Design and Access Statement (Rev 1), received 28<sup>th</sup> August 2018
- Site plan as existing (Dwg. No. AL(0)02 Rev 2), received 28<sup>th</sup> August 2018
- Site plan as proposed (Dwg. No. AL(0)12 Rev 2), received 28<sup>th</sup> August 2018
- Proposed plan (Dwg. No. AL(0)15 Rev 1), received 28<sup>th</sup> August 2018 as amended by Site Plan Drawing 010 July 2019 Rev A received 15<sup>th</sup> August 2019;
- Plans and elevations in context (Dwg. No. AL(0)14 Rev 1), received 28<sup>th</sup> August 2018 as amended by Site Elevations Dwg 006 Revision A July 2019 received 15<sup>th</sup> August 2019;
- Existing huts, site plan and elevations (Dwg. No. AL(0)21 Rev 1), received 28<sup>th</sup> August 2018
- Proposed alterations to existing stone wall (Dwg. No. AL(0)16 Rev 1), received 28<sup>th</sup> August 2018
- Nissen Hut proposed plans and elevations (Dwg. No. AL(0)13 Rev 1), received 28<sup>th</sup> August 2018 as amended by Elevations Dwg 002 Revision C August 2019 received 15<sup>th</sup> August 2019;



- Existing and proposed path section A-A (Dwg. No. AL(0)20 Rev 1), received 28<sup>th</sup> August 2018
- Proposed re-location of gravel store “bays” (Dwg. No. AL(0)22 Rev 1), received 10<sup>th</sup> September 2018
- Email correspondence *Subject: Re: NNPA application ref. 18NP0081 (Vindolanda) - materials queries, sent 29 October 2018 11:49*, received 29<sup>th</sup> October 2018
- Email correspondence *Subject: Re: NNPA application ref. 18NP0081 (Vindolanda) - materials queries, sent 29 October 2018 12:32*, received 29<sup>th</sup> October 2018
- Email correspondence *Subject: Our ref P00969371 Vindolanda Archaeological centre, sent 02 October 2018 13:28*, received 9<sup>th</sup> October 2018
- Topographic Survey of Vindolanda (Dwg. No. 11222/T/01-05), received 28<sup>th</sup> August 2018
- *Photograph: Existing Building (AL(0)17)*, received 28<sup>th</sup> August 2018
- *Bat Risk Assessment Survey – Chesterholm Museum, Bardon Mill, NE47 7JN*, received 28<sup>th</sup> August 2018
- *Bat Report Survey – Chesterholm Museum, Bardon Mill, NE47 7JN*, received 28<sup>th</sup> August 2018
- *Extended Phase 1 Habitat Survey of Vindolanda, dated 6<sup>th</sup> May 2009*, received 28<sup>th</sup> August 2018
- LiDAR DSM North Field, received 28<sup>th</sup> August 2018
- Option B General Plan Dwg 001 Revision B July 2019 received 15<sup>th</sup> August 2019;
- Correspondence from Vindolanda Charity Trust received 15<sup>th</sup> August 2019;
- Greenhunt ARC II Modular Construction Product Specification July 2019 received 15<sup>th</sup> August 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, 15, 17, 18, 19, 20, 25 and 28 of the Northumberland National Park Authority Core Strategy & Development Policies Document (Core Strategy) and the National Planning Policy Framework (NPPF)

3. The development hereby permitted shall be carried out in accordance with the recommendations described within the *Bat Report Survey – Chesterholm Museum, Bardon Mill, NE47 7JN, received 28<sup>th</sup> August 2018*, including:

- The installation of 2no. bat boxes in trees to the rear of Building C; and
- Site checking or cessation of works during the bird breeding season (March to August)

**Reason:** To ensure the development poses no risk of unacceptable harm to protected species and makes provision for the protection and enhancement of habitats and protected species, in accordance with Core Strategy policy 17, Chapter 15 of the NPPF and the Conservation of Habitats and Species Regulations 2010





4. Prior to the fixing of any external lighting required in association with the development hereby permitted, 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.

**Reason:** In order to ensure that there is no harmful impact upon the tranquillity 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 paragraph 180 of 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 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](http://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](http://www.gov.uk/government/organisations/the-coal-authority)

4. The applicant is advised that Scheduled Monument Consent is required for the proposed development and in this regard should contact Historic England by email at: [northeast@HistoricEngland.org.uk](mailto:northeast@HistoricEngland.org.uk) or telephone on 0191 2691255

### **Background Papers**

Application files 19NP0074 & 18NP0081  
EIA Screening Opinion

	<b>Signature</b>	<b>Date</b>
<b>Planning Officer</b>	<b><u>C Godfrey</u></b>	<b><u>24/09/2019</u></b>
<b>Head of Development Management</b>	<b><u>S Buylla</u></b>	<b><u>24/09/2019</u></b>