

14. FULL APPLICATION: REPLACE ROOF TO DERELICT RAILWAY GOODS SHED AND CHANGE THE USE OF THE BUILDING TO INCORPORATE INTERPRETATION, MILLERS DALE STATION MILLERS DALE, NP/HPK/1118/1010 (JEN)

APPLICANT: PEAK DISTRICT NATIONAL PARK AUTHORITY

1. Site and Surroundings

2. The former Millers Dale Station site is located in open countryside on the road to Wormhill which rises up from Millers Dale village in the valley bottom beneath the viaduct. The site sits on a level area of land and includes the car park and surviving station buildings and platforms. The Monsal Trail crosses the site along the route of the former railway.
3. The site is located within the designated Millers Dale Conservation Area. The viaducts are located to the east of the station, North Viaduct is Grade II listed and South Viaduct is Grade II* listed. The former station is not listed but does form part of the Historic Buildings, Sites and Monuments Records as a non-designated heritage asset.
4. The site is located outside of but adjacent to the Peak District Dales Special Area of Conservation (SAC) and the Wye Valley Site of Special Scientific Interest (SSSI). The site is located within the Limestone Dales Landscape Character Area for the purposes of the Authority's Landscape Character Assessment.
5. Much of the former station infrastructure has been demolished and only the booking office and post sorting room remains fully intact and is currently utilised by the National Park Authority as workshop with public toilets. Planning permission has been granted to allow the conversion of the booking office to a café. The goods shed walls are also still standing but are in a state of dereliction and the structure has no roof.
6. The nearest neighbouring property is Station House which is located to the north of the site in an elevated position and shares access with the car park. Station house is a private dwelling which also operates a tea garden which is open to the public. A separate public footpath runs up and around Station House and runs westwards above the application site.

Proposal

7. Evidence shows that the original structure supported a pitched roof with glazed skylights to the apex. The proposal is to restore the roof to protect the building from further degradation and the potential loss of the heritage asset. Timber work and masonry will be repaired as part of the project but that element of the work does not require planning permission.
8. The proposal is that the roof would be constructed using 600x300x6mm Redland Cambrian grey slate or equivalent to match the nearby ticket office building but incorporating 27m sq. of solar PV slates or solar panels to provide power to the interior of the building. Redland Cambrian slates are made from 60% recycled Welsh slate. Fixed rooflights will be incorporated along the ridge to replicate the original roof structure.
9. Cast iron rainwater goods and timber doors would be reinstated as shown on the proposed plans and elevations.
10. As part of an earlier planning consent relating to the booking office building, bat boxes will be affixed to the exterior of the goods shed to provide additional roosting opportunities. The precise locations of these would be agreed with the Peak District National Park Authority's ecologist upon completion of the proposed works.

RECOMMENDATION

To APPROVE the application subject to the following conditions:

1. **Statutory time period for implementation**
2. **Development to be carried out in accordance with specified approved plans, subject to the following conditions and amendments.**
3. **Natural blue slates to be used for the re-roofing, to match as closely as possible the existing slates to the Booking Office and attached Post Room. Ridge tiles to match the existing ridge tiles to the Booking Office and attached Post Room.**
4. **Photo Voltaic slates shall be used rather than panels. The slates are to be as close in size as possible to the existing roof slates on the Booking Office and attached Post Room.**
5. **Details of roof trusses and ridge to be agreed**

11. Key Issues

- Impact of the proposed development upon the historic, archaeological and architectural significance of the former station, the designated Millers Dale Conservation Area and the setting of the nearby viaducts.
- Impact of the proposed development upon the landscape, ecological interest on the site and the adjacent designated sites.

12. Relevant Planning History

13. 2004: Planning permission granted on a temporary basis for siting of mobile refreshment vehicle.
14. 1992: Planning permission granted unconditionally for car park extension.
15. 1982: Planning permission granted conditionally for public toilets, ranger base, car park and septic tank.
16. 2018: Planning permission granted conditionally for change of use of former station building from office and workshop to visitor information point and café, extension to car park (NP/HPK/0518/0407).

17. Consultations

18. Highway Authority: No objections subject to all use remaining ancillary.
19. Parish Council: No reply to date.
20. Borough Council: No reply to date
21. PDNPA Conservation Officer: Comments as follows: *“The Booking Office and adjacent Post House buildings have natural blue slate. These are very small, in diminishing courses (similar to Burlington slates). The proposed Redland Cambrian grey slates may not match in terms of colour and are also much larger – they could look incompatible and out-of-keeping on this site and within the Conservation Area. The Conservation Area Appraisal states that “traditional material for roofs is Welsh slate which remains on a significant number of*

*properties. The use of natural slate contributes to the buildings blending with the landscape and in this way contributes to the character of the area. The difference in levels throughout the village makes roofs more conspicuous than they might ordinarily be.” Natural blue slates should, therefore, be reinstated to match the existing on the other buildings.
Ridge tiles should match those on the Booking Office and attached Post House buildings.*

The PV slates option shown on drawing 10804-010 would be preferable to the solar panels. As these will need to be integrated into the slate roof, I would advise that the smallest size possible is used, so that the natural blue slates (see above) are as close in size as they can be to the existing slate roofs.

The trusses and ridge will be visible both within the building and from outside, through the glazing panels. We should condition details of these, therefore, or ask for details up front.

We need details of the finish to paintwork.

Suggested Conditions:

Natural blue slates to be used for the re-roofing, to match as closely as possible the existing slates to the Booking Office and attached Post Room.

Ridge tiles to match the existing ridge tiles to the Booking Office and attached Post Room.

PV slates to be as close in size as possible to the existing roof slates on the Booking Office and attached Post Room.

Full details, drawn to scale, to show the proposed trusses and ridge.

Details of the finish to doors and rainwater goods.

22. Representations

23. None to date: Public consultation ends on 11 December, any responses will be reported at the Planning Committee meeting.

24. Policies

25. National Park designation is the highest level of landscape designation in the UK. The Environment Act 1995 sets out two statutory purposes for national parks in England and Wales:

26. Conserve and enhance the natural beauty, wildlife and cultural heritage

27. Promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public

28. When National Park Authorities carry out these purposes they also have the duty to seek to foster the economic and social well-being of local communities within the national parks.

29. National Planning Policy Framework

30. The National Planning Policy Framework (NPPF) was published on 24 July 2018 and replaced a significant proportion of central government planning policy with immediate effect. The Government's intention is that the document should be considered as a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In the National Park the development plan comprises the Authority's Core Strategy 2011 and saved policies in the Peak District National Park Local Plan 2001. Policies in the Development Plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. It is considered that in this case there is no significant conflict between prevailing policies in the Development Plan and more recent Government guidance in the NPPF.

31. Paragraph 172 of the NPPF states that '*Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads.*'

32. Development Plan policies

33. Relevant Core Strategy (CS) policies: GSP1, GSP2, DS1, L1, L2, L3, L5/L6, L8, RT1.

34. Relevant Local Plan (LP) policies: LC4, LC5, LC6, LC8, LC15, LC16, LC17, LC20.

35. Policy GSP1 sets out the broad strategy for achieving the National Park's objectives having regard to the Sandford Principle, (that is, where there are conflicting desired outcomes in achieving national park purposes, greater priority must be given to the conservation of the natural beauty, wildlife and cultural heritage of the area, even at the cost of socio-economic benefits). GSP1 also sets out the need for sustainable development and to avoid major development unless it is essential, and the need to mitigate localised harm where essential major development is allowed.

36. Policy GSP3 and policy LC4 set out development management principles and states that all development must respect, conserve and enhance all valued characteristics of the site and buildings, paying particular attention to, amongst other elements, impact on the character and setting of buildings, scale of the development appropriate to the character and appearance of the National Park, design in accordance with the National Park Authority Design Guide and impact on living conditions of communities.

37. Policy DS1 sets out the development strategy for the National Park. DS1 C says that in the countryside (outside of the Natural Zone) recreation and tourism development is acceptable in principle as is the conversion or change of use of buildings for business uses.

38. Policy L1 identifies that development must conserve and enhance valued landscape character and valued characteristics, and other than in exceptional circumstances, proposals in the Natural Zone will not be permitted.

39. Policy L2 states that development must conserve and enhance any sites, features or species of biodiversity importance and where appropriate their setting. Other than in exceptional circumstances development will not be permitted where it is likely to have an adverse impact on any sites, features or species of biodiversity importance or their setting that have statutory designation or are of international or national importance for their biodiversity.

40. Policy L3 states that development must conserve and where appropriate enhance or reveal the significance of archaeological, architectural, artistic or historic assets and their settings, including statutory designations and other heritage assets of international, national, regional or local importance or special interest. Other than in exceptional circumstances development will not be permitted where it is likely to cause harm to the significance of any cultural heritage asset of archaeological, architectural, artistic or historic significance or its setting, including statutory designations or other heritage assets of international, national, regional or local importance or special interest.

41. Policies LC5, LC6 and LC8 provide more detailed criteria to assess development proposed within Conservation Areas, development that affects listed buildings and development proposing to convert existing buildings to new uses respectively. Policies LC15 and LC16 provide detailed criteria to assess development that affects archaeological and historic sites.

42. Policy RT1 states that proposals for recreation, environmental education and interpretation must conform to the following principles.
- A. The National Park Authority will support facilities which enable recreation, environmental education and interpretation, which encourage understanding and enjoyment of the National Park, and are appropriate to the National Park's valued characteristics. Opportunities for access by sustainable means will be encouraged.
 - B. New provision must justify its location in relation to environmental capacity, scale and intensity of use or activity, and be informed by the Landscape Strategy. Where appropriate, development should be focused in or on the edge of settlements. In the open countryside, clear demonstration of need for such a location will be necessary.
 - C. Wherever possible, development must reuse existing traditional buildings of historic or vernacular merit, and should enhance any appropriate existing facilities. Where this is not possible, the construction of new buildings may be acceptable.
 - D. Development must not on its own, or cumulatively with other development and uses, prejudice or disadvantage peoples' enjoyment of other existing and appropriate recreation, environmental education or interpretation activities, including the informal quiet enjoyment of the National Park.
43. Policy CC1 states that development must make the most efficient and sustainable use of land, buildings and natural resources, taking into account the energy hierarchy and achieving the highest possible standards of carbon reductions and water efficiency. The Authority's SPG on Renewable Energy and Climate Change (2013) is also relevant as this encourages the use of renewable technologies in development where appropriate.
44. The Authority's adopted Conservation Area Appraisal for Millers Dale is a relevant material consideration.

45. ASSESSMENT

46. Principle of Development

47. The proposed development involves the repair and re-roofing of the former engine gods shed at Millers Dale station and the use of the space within it as an interpretation area. The goods shed and booking office building were constructed as part of the major redevelopment of the site in 1903-1905. The two buildings are linked by a façade wall that is understood to have carried a platform canopy. The booking office has been used as a ranger briefing centre and public toilets and is currently undergoing conversion to a cafe as part of the scheme approved earlier this year. The goods shed is currently in a state of dereliction. The roof is believed to have been removed for safety reasons but this has allowed water to penetrate the top courses of the walls, affecting their integrity. Heras fencing has been erected around the building to safeguard passers-by from falling masonry. This fencing has been in place for at least 4 years.
48. The Design and Access Statement submitted with the planning application explains that an opportunity arose in spring 2018 to apply for external funding to conserve the site. Officers submitted an expression of interest based on re-roofing the goods shed to make it safe and allow visitors to the site to access it, creating a free visitor experience focussing on the local railway heritage. The intention is to encourage people to stay longer and visit year round, thereby benefitting the local economy. In August 2018 officers were invited to submit a full funding application for this proposal, covering 80% of the cost of the scheme. The date for submission of the funding application is 31 January 2019. In order for an application to be accepted it is necessary to have planning permission in place.
49. The principle of restoring this building is considered to be acceptable and wholly in accordance with the Authority's policies and responsibilities as a planning authority, given

its historic interest as a non-designated heritage asset within a conservation area and in a prominent and much visited location. Since closure of the station in 1967 the building has been inaccessible to the public and has been fenced off in recent years. Providing the opportunity to enter the goods shed would be a significant benefit for visitors. The low key interpretation use of the building is considered to be an appropriate use, enabling the history of the site to be understood by members of the public.

50. The proposal is in accordance with policies GSP1, GSP3, DS1, LC4, LC8 AND RT1.

51. Design and Impact on Heritage Assets

52. The former goods shed and the remains of the former station are heritage assets and possess historical and architectural interest because of the age and type of surviving structures, association with Midland Railway and connection with the local community, industries and with the wider landscape, which the railway shaped.

53. This value is recognised by the inclusion of the site in the Millers Dale Conservation Area and the listing of the nearby north and south viaducts. The site is therefore a non-designated heritage asset in its own right and also forms part of the wider interest with those nearby designated heritage assets.

54. The introduction of an appropriate low key, non-intrusive interpretation use for the former goods shed is welcomed as an appropriate way to secure the long term conservation of an historic building.

55. The proposal is to re-roof the building and make good the walls. It is proposed that the roof would be constructed using 600x300x6mm Redland Cambrian grey slate, but incorporating 27m sq. of solar photo-voltaic (PV) slates or solar panels to provide power to the interior of the building. Fixed rooflights will be incorporated along the ridge to replicate the original roof structure.

56. Whilst the re-roofing and refurbishment of the building would be a significant enhancement to the building and its setting, it is considered that the slates should be natural blue slate to match that on adjacent buildings. It is acknowledged that a reconstituted Redland Cambrian slate may have some merit in terms of sustainability due to its recycled content, but given the significance and prominence of this site, the buildings location within the group of buildings, the size of the roof structure and its location in a conservation area, natural blue slate should be used. A condition to secure this is therefore recommended.

57. The use of solar PV (photo voltaic) tiles for part of the re-roofing of the south elevation is considered to be acceptable as the different appearance of this would be off-set by the environmental gains achieved by the use of renewable energy. The use of solar PV tiles has been effective and acceptable on other sites in the National Park.

58. The development is acceptable in all other design aspects and the proposal is in accordance with policies GSP1, GSP3, L1, L3, LC4, LC5, LC15 and LC16 and CC1.

59. Ecology

60. The site lies adjacent to the Wye Valley Site of Special Scientific Interest (SSSI) and Peak District Dales Special Area of Conservation (SAC). The site contains roosting, commuting and foraging potential to the local bat and bird populations. Bat roost/scoping and dusk/dawn activity surveys were undertaken on the 22 August and 3 September 2018 in order to identify and locate protected bat and bird species at Millers Dale Station. The Engine Shed and the Post House buildings have both been deemed as 'low' potential for roosting bats and nesting birds. The surveyors observed little foraging activity around these buildings and no bats were seen to re-enter them at dawn.

61. No impacts on SSSI/SAC habitats, species or features are anticipated as a result of this proposal. In accordance with policy L2.

62. Amenity

63. The former goods shed is some distance from Station House, to the north and at a higher level, so there are no concerns about the impact of the re-roofing on the outlook or amenity of that dwelling or from additional noise and disturbance from its low key interpretation use

64. Highways/Transport

65. The Highway Authority has no objection to the proposal, subject to it remaining ancillary to the other uses on the site, as intended

66. Sustainability

67. The use of solar PV tiles on the south-facing roof-slope would contribute to the generation of renewable energy for use on the site, in accordance with advice in the Authority's adopted SPG on Renewable Energy and Climate Change and policy CC1.

68. Conclusion

69. The proposed refurbishment and re-roofing of the former goods shed is acceptable in principle as it would prevent further degradation of the building and provide a beneficial use of this heritage asset closely related to the existing recreational use of the trail. The proposed development would enhance the historical significance of the site and provide a low key opportunity for members of the public to experience and interpret the history of the site. The development can be accommodated in a manner which conserves the historic interest of the site, the area's valued landscape character, and biodiversity on site and the adjacent designated sites.

70. Having had regard to all other issues raised it is therefore concluded that the proposed development is in accordance with the development plan and in the absence of any further material considerations the application is recommended for approval subject to conditions outlined in this report.

71. Human Rights

72. Any human rights issues have been considered and addressed in the preparation of this report.

73. List of Background Papers (not previously published)

74. Nil

75. Report Author and Job Title: Jane Newman, Head of Development Management