

Public Document Pack

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Our Ref: A.1142/3017

Date: 22 April 2021



NOTICE OF MEETING

Meeting: **Planning Committee**

Date: **Friday 30 April 2021**

Time: **2.00 pm**

Venue: **Webex - Virtual Meeting**

(Joining instructions will be sent to Authority Members separately)

SARAH FOWLER
CHIEF EXECUTIVE



In response to the Coronavirus (Covid -19) emergency restrictions, all meetings of the Authority and its Committees will take place using video conferencing technology.

You can watch our meetings live on YouTube using the following link:

<https://www.youtube.com/user/peakdistrictnpa/live>

Members of the public who have given notice may still participate at this meeting for three minutes. Please call 01629 816352 for more information.

Link to meeting papers:

<https://democracy.peakdistrict.gov.uk/ieListDocuments.aspx?MId=2392>

AGENDA

- 1. Roll Call of Members Present, Apologies for Absence and Members Declarations of Interest**
- 2. Urgent Business**
- 3. Public Participation**
To note any questions or to receive any statements, representations, deputations and petitions which relate to the published reports on Part A of the Agenda.
- 4. Full Application - Restoration and extension of Thornseat Lodge and ancillary buildings to form holiday accommodation and ancillary guest facilities. Restoration of historic stable block for wedding venue, restoration of existing access and creation of new car park and associated landscaping and management at Thornseat Lodge, Mortimer Road, Sheffield (NP/S/0620/0511, AM) - ITEM WITHDRAWN (Pages 5 - 38)**
Site Plan
- 5. Full Application - Proposed erection of one local needs home on land adjacent to Sports Field, Taddington (NP/DDD/0221/0150 P9029/SC) (Pages 39 - 50)**
Site Plan
- 6. Peak District National Park Authority Conversion of Historic Buildings Supplementary Planning Document - Consultation Document (SW) (Pages 51 - 98)**
Appendix 1
- 7. Annual Report on Planning Appeals 2020/21 (A.1536/AM/BJT/KH) (Pages 99 - 106)**

Duration of Meeting

In the event of not completing its business within 3 hours of the start of the meeting, in accordance with the Authority's Standing Orders, the Committee will decide whether or not to continue the meeting. If the Authority decides not to continue the meeting it will be adjourned and the remaining business considered at the next scheduled meeting.

If the Committee has not completed its business by 1.00pm and decides to continue the meeting the Chair will exercise discretion to adjourn the meeting at a suitable point for a 30 minute lunch break after which the committee will re-convene.

ACCESS TO INFORMATION - LOCAL GOVERNMENT ACT 1972 (as amended)

Agendas and reports

Copies of the Agenda and Part A reports are available for members of the public before and during the meeting on the website <http://democracy.peakdistrict.gov.uk>

Background Papers

The Local Government Act 1972 requires that the Authority shall list any unpublished Background Papers necessarily used in the preparation of the Reports. The Background Papers referred to in each report, PART A, excluding those papers that contain Exempt or Confidential Information, PART B, can be inspected on the Authority's website.

Public Participation and Other Representations from third parties

In response to the Coronavirus (Covid -19) emergency our head office at Aldern House in Bakewell has been closed. Therefore all meetings of the Authority and its Committees will take place using video conferencing technology. Public participation is still available and anyone wishing to participate at the meeting under the Authority's Public Participation Scheme is required to give notice to the Head of Law to be received not later than 12.00 noon on the Wednesday preceding the Friday meeting. The Scheme is available on the website <http://www.peakdistrict.gov.uk/looking-after/about-us/have-your-say> or on request from the Democratic and Legal Support Team 01629 816362, email address: democraticandlegalsupport@peakdistrict.gov.uk.

Written Representations

Other written representations on items on the agenda, except those from formal consultees, will not be reported to the meeting if received after 12 noon on the Wednesday preceding the Friday meeting.

Recording of Meetings

In accordance with the Local Audit and Accountability Act 2014 members of the public may record and report on our open meetings using sound, video, film, photograph or any other means this includes blogging or tweeting, posts on social media sites or publishing on video sharing sites. If you intend to record or report on one of our meetings you are asked to contact the Democratic and Legal Support Team in advance of the meeting so we can make sure it will not disrupt the meeting and is carried out in accordance with any published protocols and guidance.

The Authority will make a video recording available after the meeting which will be retained for three years after the date of the meeting.

General Information for Members of the Public Attending Meetings

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<https://www.youtube.com/user/peakdistrictnpa/live>

To: Members of Planning Committee:

Chair: Mr R Helliwell
Vice Chair: Mr K Smith

Cllr W Armitage	Cllr P Brady
Cllr M Chaplin	Cllr D Chapman
Cllr A Gregory	Ms A Harling
Cllr A Hart	Cllr I Huddleston
Cllr A McCloy	Cllr Mrs K Potter
Cllr K Richardson	Miss L Slack
Cllr G D Wharmby	

Other invited Members: (May speak but not vote)

Mr Z Hamid	Prof J Haddock-Fraser
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Constituent Authorities
Secretary of State for the Environment
Natural England

4. FULL APPLICATION – RESTORATION AND EXTENSION OF THORNSEAT LODGE AND ANCILLARY BUILDINGS TO FORM HOLIDAY ACCOMMODATION AND ANCILLARY GUEST FACILITIES. RESTORATION OF HISTORIC STABLE BLOCK FOR WEDDING VENUE, RESTORATION OF EXISTING ACCESS AND CREATION OF NEW CAR PARK AND ASSOCIATED LANDSCAPING AND MANAGEMENT AT THORNSEAT LODGE, MORTIMER ROAD, SHEFFIELD (NP/S/0620/0511, AM)

APPLICANT: THORNSEAT LODGE LTD

Summary

1. Thornseat lodge is located in open countryside adjacent to Bradfield Moors 2.2km west of Low Bradfield.
2. The application proposes the conversion and extension of the Lodge to create six units of holiday accommodation and the erection of a wedding venue and bunkhouse along with alteration to the existing access, creation of internal driveways, car park and associated landscaping.
3. The application would not deliver public benefits to justify major development and would result in harm to the landscape, biodiversity and cultural heritage of the National Park.
4. The application is recommended for refusal.

Site and Surroundings

5. Thornseat Lodge is located in open countryside approximately 2.2km west of Low Bradfield and adjacent to Bradfield Moors. The site was originally built and occupied as a shooting lodge and later occupied as a children's home. The building has been unoccupied for the past thirty years and the condition of the building has deteriorated significantly.
6. To the south west of the Lodge is the remains of a former stable block set within woodland comprising conifer plantation and self-set deciduous trees.
7. Land to the west of the site is within the Peak District Moors (South Pennine Moors Phase 1) Special Protection Area (SPA), South Pennine Moors Special Area of Conservation (SAC) and the Dark Peak Site of Special Scientific Interest (SSSI).
8. Access to the site is from Mortimer Road along the historic driveway. The nearest neighbouring property is Warden's House located 25m to the northeast of the Lodge.

Proposal

Lodge accommodation

9. Restoration and extension of Thornseat Lodge and ancillary buildings to form holiday accommodation and ancillary guest facilities.
10. The plans show that the south-east elevation (front), north-east elevation (side), tower and part of the north-west (rear elevation) would be retained. The remaining elevations and roof structure would be re-built and a new floor plan and two-storey rear extension would be constructed. New and replacement window and door frames would be provided. The plans are not clear if the existing external decorative details (including the decorative barge boards) would be retained.

11. The extension would be two storey projecting from the rear of the lodge. The extension would be of a modern design with two projecting gables and connecting flat roof structure reflecting the elevation behind but with the roof and walls clad with dark metallic cladding.
12. The lodge would be sub-divided internally to provide six holiday cottages each with three bedrooms, bathroom, kitchen / living room and a separate external access. A shared lounge / sitting room would be provided at ground floor.
13. The existing pool to the rear of the lodge would be removed / filled in. The existing modern garage to the rear of the lodge would be retained.

Wedding venue

14. The application states that the development would restore a historic stable block. However, the stable block buildings no longer exist. Therefore, the application proposes the erection of a new building in the location of the former stable block to be used as a wedding venue.
15. The wedding venue would have a total floor space of 868m² and include a dining area, stage, external courtyards, meeting rooms, catering area, entrance foyer, toilets and storage. The building would have a square plan form with one and two storey stone buildings with pitched roofs around the perimeter of an internal courtyard. Part of the elevation to the internal courtyard would be glazed. No roof plan has been submitted.
16. To the south west of the proposed wedding venue, an external courtyard would be created with stone retaining walls and stone steps down to the access road and car park.
17. An existing building known as the 'engine room' would be converted or re-built to create an open space with mezzanine above for use associated with the wedding venue.
18. A new detached building forming two-storey bunkhouse accommodation would be constructed on the ruins of a former building. This building would provide four bedrooms with 13 sleeping spaces, bathrooms, living room and kitchen.

Access, parking and landscaping

19. An indicative landscaping scheme has been submitted. This shows that the existing access would be altered. The existing driveway to the lodge would be retained with the existing stone setts, where possible. Two new internal access roads would be created from the main access and existing drive to a proposed parking area. The new access roads along with hardstanding around the Lodge would have a tarmac surface.
20. The car park would provide 80 spaces for cars along with an additional overflow parking area. The main car park would be surfaced with gravel. Outside patio areas would be surfaced with paving flagstones.

Sustainable building, climate change and utilities

21. The application states that conversion of existing buildings is a sustainable form of development. The development will be built to meet modern standards of insulation, heating, lighting, glazing and draught-proofing. No low carbon or renewable energy technologies are proposed but the application does state that air source heat pumps will be explored at the detailed design stage.
22. The application states that foul drainage will be to a package treatment plant discharging to a drainage field or ditch. No other information or specification has been submitted with the application.

23. Surface drainage would be dealt with by a sustainable urban drainage strategy (SUDS). This would include cellular trench soakaways, oversized pipes, and storage with a restricted outfall managing runoff from surfaces and connecting downpipes to water butts.

RECOMMENDATION:

That the application be REFUSED for the following reasons

- 1 The development would not be in the public interest and therefore exceptional circumstances do not exist to justify the proposed major development. The proposed development is therefore contrary to policies GSP1, DS1, RT1, E2 and the National Planning Policy Framework.**
- 2 The development would result in very significant harm to Thornseat Lodge, which is a non-designated heritage asset of regional importance contrary to policies L3, DMC3, DMC5, DMC10 and the National Planning Policy Framework.**
- 3 The development would harm valued landscape character, as identified in the Landscape Strategy and Action Plan and tranquillity and dark skies. The application does not demonstrate it can be carried out in a manner that protects and enhances trees on site. The development is therefore contrary to policies L1, DMC1, DMC3, DMC13, DMC14 and the National Planning Policy Framework.**
- 4 Insufficient information has been submitted with the application to demonstrate that the development will conserve and enhance biodiversity on site or that significant effects on adjacent European Sites can be ruled out. The development is therefore contrary to policies L2, DMC11, DMC12 and the National Planning Policy Framework.**
- 5 The development would not be sited in a sustainable location and has not been designed to mitigate the impacts of climate change. The development does not encourage sustainable transport and would exacerbate the impact of traffic in the local area. The application is not supported by a travel plan and would not encourage behavioural change or achieve a reduction in the need to travel. The development is therefore contrary to policies CC1, T1, T2, DMT6 and the National Planning Policy Framework.**
- 6 Insufficient information has been submitted to assess potential impact of noise and other disturbances upon neighbouring properties. In the absence of this information, it is likely that the development would harm the amenity of occupants of the neighbouring property known as Warden's House contrary to policies GSP3, DMC3 and DMC14.**

Key Issues

- Whether there is a justification for the proposed major development
- The impact of the proposed development upon the valued characteristics of the National Park
- Whether the development is acceptable in all other respects.

Relevant Planning History

24. 2018: ENQ 34312: Pre-application enquiry about current proposals. Officers advised that the proposal would be major development and normally contrary to our development plan.

Therefore, exceptional circumstances would need to be demonstrated to justify enabling development that achieved the restoration of the lodge. Concerns were raised about the impact of the proposals upon the lodge. Officers also provided advice on information required to support the planning application.

25. 2008 – 2013: Four enquiries received about the dilapidated condition of the building.

Consultations

Parish Council – Do not support or object to application but make general comment raising concerns in relation to problems in relation to previous nearby wedding venues.

Highway Authority – No response to date.

City Council – No response to date.

Environmental Health – No response to date.

Lead Local Flood Authority – No response to date.

Environment Agency – No objections.

Historic England – No comment.

Natural England – Further information required to determine impacts on designated sites. Without this information, Natural England may need to object to proposals. Natural England make the following comments:

“The application site is in close proximity the Peak District Moors (South Pennine Moors Phase 1) Special Protection Area (SPA) and South Pennine Moors Special Area of Conservation (SAC).

Despite the proximity of the application to European Sites, the consultation documents provided do not include information to demonstrate that the requirements of regulation 63 of the Conservation of Habitats and Species Regulations 2017 (as amended) have been considered by your authority, i.e. the consultation does not include a Habitats Regulations Assessment.

It is Natural England’s advice that the proposal is not directly connected with or necessary for the management of the European site. Your authority should therefore determine whether the proposal is likely to have a significant effect on any European site, proceeding to the Appropriate Assessment stage where significant effects cannot be ruled out. Natural England must be consulted on any appropriate assessment your authority may decide to make.

Natural England advises that there is currently not enough information provided in the application to determine whether the likelihood of significant effects can be ruled out. We recommend you obtain the following information to help you undertake a Habitats Regulations Assessment:

- *Details of the operation during construction including access and equipment to be used and timing and duration of works*
- *Post construction details including months of operation of venue; start and finish times of wedding parties their scale and location within the application site.*
- *Potential for recreational disturbance from increased access to the SPA*
- *Potential environmental disturbances e.g. fireworks and music and whether these would be likely to cause ongoing disturbance to the species or habitats for which the SPA is designated (for further information please see below).*

The moorlands in this location are of particular importance for their breeding bird populations, including internationally important numbers of Golden plover, Merlin and Short-eared owl.

Natural England would be concerned with the impact of firework displays and other disturbances so close to the moor particularly during bird breeding season. In addition to the disturbance factor, there is an increased fire risk associated with the use of fireworks (and potentially the release of sky lanterns).

As listed above we would therefore require further information to be able to rule out Likely Significant Effect on the SPA. It is particularly important that information regarding the timing, frequency and scale of the fireworks displays is fully considered. An estimation of the area which might potentially be impacted and if the birds are limited to the SPA during a particular time of the year would also be helpful. To determine the level of noise disturbance resulting from firework displays and other activity a noise impact assessment may be required.

The site is also within the Impact Risk Zone of the Dark Peak SSSI. Curlew and Twite are important birds in the area associated with the SSSI and could also be subject to disturbance. The above information should therefore also inform any potential impact on the SSSI.

Please note that if your authority is minded to grant planning permission contrary to the advice in this letter, you are required under Section 28I (6) of the Wildlife and Countryside Act 1981 (as amended) to notify Natural England of the permission, the terms on which it is proposed to grant it and how, if at all, your authority has taken account of Natural England's advice. You must also allow a further period of 21 days before the operation can commence."

PDNPA Archaeology – Object to the application and make the following comments:

"This application is not supported by all the necessary plans and drawings to make an assessment of the impact.

This application is supported by a heritage statement that describes the significance of the heritage assets affect, and includes appropriate background research, consultation of the historic environment record and map regression. It meets the requirements of NPPF para.189 and policy DMC5 in relation to the supporting information required.

Thornseat Lodge is a 19th century shooting lodge set in a designed ornamental landscape with the remains of several outbuildings that served the main house within its grounds. These structures are in varying state of survival from complete ruin with very little surviving above ground level, to almost complete standing buildings. The whole complex is integrated, serving a single purpose/ original historic function, and is considered to be a heritage asset of regional significance.

The site of the proposed development is a heritage asset of archaeological, architectural and historic interest. The modern garage has no heritage significance or value. It detracts from the historic form and interest of the site.

The site and a number of its buildings are in very poor condition and I support finding a viable use that would conserve the significance of this heritage asset and secure its long term future.

I support the comments of Conservation Officer with respect to her initial assessment of the impact of the proposals on the historic and architectural interest and significance of the Lodge house. The proposals retain only the south-east and north-east façade, with a completely new arrangement internally resulting in the complete loss of the plan form, surviving original decorative features, and of the concealed evidence for the development and use of the Lodge that is retained within the existing fabric. This represents a **very high level of harm** to a heritage asset of regional significance.

The heritage statement demonstrates that the buildings of the stable yard were demolished by the time of the 1962 OS maps. This means that there haven't been buildings at the site for at least 58 years.

The proposed development is for an entirely new wedding venue development on the site of the historic stable yard. The heritage statement suggests that in replacing the essential mass and scale of the lost stable yard buildings, the new wedding venue building will actually reverse some of the harm and negative effect of the loss of the archaeological remains of historic stable yard, and that this is a positive effect. I fundamentally disagree with conclusion. Replacing an authentic historic element of the Lodge site, the physical remains of which retain legibility of its historic function and relationship to the Lodge, the historic massing and scale of which cannot be known, with a modern structure that is conjectural, albeit partly based in design on historic examples fundamentally compromises the core significance of the remains of the stable yard. The overall impact of this proposal is negative.

*The groundworks associated with the proposed new building on the site of the former stable yard will result in the **complete loss of archaeological interest** of the historic remains. This is the **highest possible level of harm** to a feature that intrinsically of local interest, but which contributes to the significance of a heritage asset of regional significance (the Lodge site as whole) and which is fundamental to understand the historic development and function of this heritage asset.*

The modern garage has no heritage significance or value. It detracts from the historic form and interest of the site, and its removal would be considered to be a benefit. The current proposals retain this building.

We cannot assess the impact of the development upon the Historic garage/grain store, game larder/cold store, 20th century Engine House due to lack of drawings.

*The groundworks associated with the new building on the ruinous structure to the south west of the stable yard, Referred to as 'The Cottage' will result in the **complete loss of archaeological interest** of the historic remains. This is the **highest possible level of harm** to a feature that intrinsically is of local interest, but which contributes to the significance of a heritage asset of regional significance (the Lodge site as a whole).*

Ruins to north west of the site – there are no proposals for these ruins, therefore there will be no impact.

The changes within the grounds of Thornseat Lodge will result in both harm and enhancement. The infilling of the swimming pool, restoration of the historic access drive and maintenance of the grounds are all positive outcomes. The creation of the car park will change the original design of the grounds, of how they were intended to be utilised and experienced and will therefore result in a degree of harm. Without a site plan as existing I cannot make a full assessment of this.

Where an assessment of impact has been able to be made, the level of harm to the identified heritage assets is very high, and the proposed development would not achieve the conservation or enhancement of this regionally significance heritage asset and is therefore contrary to policy DMC5.

The key argument for establishing a wedding venue, including a number of new buildings, car parking etc. at the site appears to be that it allows/enables for the conservation and enhancement of the lodge itself. However, the proposed development fundamentally does not achieve this.

The development claims to achieve the 'restoration' of a number of structures of which very little remains. There is so little standing fabric left at the site of 'The Cottage' and at the stable yard, that the development as proposed is not a 'restoration' of these structures, it is entirely new buildings on the site of these historic structures. The core significance of these structures lies in the archaeological and historic interest, and siting new buildings over their footprint will result in the complete loss of this interest and significance.

*As a non-designated heritage asset NPPF para. 197 requires a balanced judgement needs to be made that has regard to the scale of the harm and the significance of the heritage asset affected by the proposed development. **However, the current application contains insufficient information to enable such a balanced judgement to be made.***

PDNPA Conservation Officer – Object to the application and make the following comments:

“Thornseat Lodge is an important non-designated heritage asset, noted in the Heritage Statement as a building of regional architectural and historical interest: as a fine example of mid to late Victorian architecture; for its association with the Jessop family (of Jessop’s Hospital fame); and as a reflection of the growing fashion for grouse shooting at its time of construction.

Both the exterior and interior of the Lodge are of historic interest, illustrating both the mid-19th century ‘shooting box’ and late-19th century gothic enlargements (including ornate timber bargeboards etc.). To the rear, the latter were of subservient single-storey form (at least one of the two wings with a low inset hipped roof). Internally, the plan form (despite more recent collapse of internal walls) still reflects the stages of development of the Lodge. Decorative internal architectural features including skirtings, cornices, door and window architraves and moulded panelling beneath windows still survive in places.

The external form and detailing, the surviving internal decorative features and the internal plan-form therefore make an important contribution to the significance of this historic non-designated heritage asset and are integral to its historic integrity.

The submitted drawings are inadequate for comparing existing with proposed accurately.

The current proposals would effectively result in the retention only of the south-east and north-east facing façades to the Lodge. Internally the historic plan-form would be lost, including the central and south-west chimneybreasts, and the original external 1850s walls between the earliest and later building phases to the rear and adjacent to the later tower.

No details have been provided regarding retention of the significant internal decorative features which still remain in part, so it appears that these are also to be lost. As stated above, sufficient evidence remains internally, and through photos, for these features to be replicated and reinstated. It is not clear what is proposed for the cellar: this is not included on any plans.

The total loss of the interior, including plan-form and any original decorative features, together with the retention of only 2 façades (and potentially the loss of much of the historic external detailing would fail to conserve or enhance this regionally important heritage asset, harming its significance.

The proposed new rear extensions would not respect the architectural hierarchy of the principle building, unlike the existing rear extensions (which are considerably lower, and more subservient), but would instead be dominant structures, visible from both rear and side elevations. The use of modern slate tiles to clad these pitch-roofed extensions would not compliment the traditional, local palette of building materials and would jar with the historic character and appearance of the Lodge.

No details of proposals for windows and doors to the Lodge have been provided. Some of the remaining windows appear to be of historic interest (particularly to the rear). In order to better conserve or enhance the non-designated heritage asset, a comprehensive window schedule should be drawn up, identifying the significance of those windows which remain, to form a basis for the any new windows proposed.

Insufficient information has been provided, as identified above. This is required in order to provide a more detailed understanding of the alterations proposed to the Lodge, and to enable a full assessment of their impact on its significance.

However, based on the information submitted to date I consider that the proposals would result in an unacceptable level of harm to the significance of this regionally important heritage asset, and would not result in either its conservation or enhancement.”

PDNPA Ecology – Object to the application and make the following comment:

“Whilst mitigation for birds and bats within the site has been adequately covered, mitigation for potential noise and disturbance issues have not been adequately addressed. The mitigation suggested for birds associated with the SSSI and SPA in relation to noise is non-committal and the report has not taken into account potential disturbance as a result of increased access from the holiday lets, which can operate independently. The report does not assess whether the suggested measures would be adequate to prevent disturbance. Noise modelling would be a useful tool to inform what impact the potential development would have on the adjacent SSSI/SPA. Other disturbance factors, such as increased access to the SSSI/SAC from the holiday lets should also be considered.

The application cannot be positively determined until the matters highlighted above are adequately addressed.”

PDNPA Landscape – Object to the application and make the following comment:

Insufficient information has been submitted with the application and the application is in conflict with policy L1.

Tree removal is not specified and tree protection measures for retained trees is not defined. Despite the conclusions of the tree survey, no landscape mitigation is proposed. The submitted indicative landscape plan is wholly inadequate. A detailed plan which incorporates planting proposals and woodland management / enhancement is required. A landscape and visual appraisal is required to support the application to assess how this landscape strategy will fit in with wider landscape character and where elements of the scheme will be visible from.

The car park is one large area with no internal landscape treatment to break it up. The number of parking spaces is considered excessive. Proposed tarmac surfacing is poorly considered and materials that are more sensitive should be utilised.

PDNPA Tree Officer – No response to date.

Representations

26. We have received four letters of representation. Two letters make general comments on the application. One letter supports the application and one letter objects. The reasons are summarised below:

General comment

- This is a major application in the National Park, with parts of the site footprint very near to or immediately adjacent to designated ecological sites. Strongly request the Authority ensure that the adjacent sensitive sites are adequately buffered from noise and other disturbance, including consideration given to dogs off leads and increase in access.
- Generally support the regeneration of this once beautiful building.

- The development will result in noise and late night activities in an area that is extremely quiet. This may harm the amenity of neighbouring property.
- Concern about people leaving the premises waiting on Mortimer Road for taxis. Request a fence around the neighbouring property to prevent trespass.

Support

- Restrictions could be put in place to mitigate the noise created by the development.
- The restoration would provide jobs in operation.
- The lodge is tucked away in an inconspicuous place and renovation and wedding use will not cause a major problem.

Object

- Support the proposed restoration and conversion to holiday lets. This was a fine and imposing building which has been long neglected and left to fall into serious disrepair. However, much detail is missing from the application.
- The imposing south east frontage as seen from Mortimer Road and the north-east wall would be restored. The stone, slate tiles and window stone surrounds would be matched to the existing but there is no indication of what would happen to the surviving internal features, which have been detailed in the Heritage Statement.
- The rear of the Lodge would have a substantial 2-storey extension covered with modern slate tiles on both roof and walls with aluminium glazed windows. Some form of extension is required due to the ruinous state of the Lodge at the rear, and these proposals would complement the historic frontage.
- The conversion of the Lodge could potentially meet the requirements of Policy RT2 and DMC10 Conversion of a heritage asset. The building could accommodate the new use without changes that adversely affect its character and could be converted without compromising the significance and character of the building. The new use for 5 holiday lets is unlikely to be visually intrusive or have an adverse impact on tranquillity, dark skies or other valued characteristics.
- However, in order to comply with National Planning Policy Framework paras 184, 192 and 197 and policies RT2, DMC10 and DMC5 detailed information needs to be presented for both the external and internal works, and floor plans need to be provided (in order to see how the internal structure would change from its historic layout in order to ensure that the proposals are sympathetic and sensitive.
- A landscape impact assessment is required to show how the proposals would conserve or enhance the setting of the Lodge and the valued landscape character.
- The approach towards renewable energy requires revision. The majority of forms are rejected.
- Object in principle to the proposed wedding venue on the footprint of the former stables and its courtyard, conversion of the ruins of an old cottage to a 4-bedroomed bunkhouse for up to 13 wedding guests and 80 car parking spaces in adjacent woodland. The viability assessment shows that converting the Lodge alone to market housing or holiday lets is not financially viable. Only when coupled with significant development relating to

the other buildings on site is it viable to restore the Lodge. Nevertheless, the proposed intensification of use adjacent to significant and sensitive natural assets is unacceptable.

- The cluster of ruins that would become the venue would create a massive area of development out of a currently dispersed and fragmented cluster. There appears to be no attempt to incorporate the limited fragments of 'historic' former walling/ builds and, as for the Lodge, there is no detail given for fenestration and openings. Much more architectural detail is needed.
- The number of guests would be limited to 150 (Transport Statement) with up to 10 staff. The impact of the generated traffic is assumed to be negligible but the frequency of use of the venue is not given. The assessment is only concerned with impacts at peak hours (we are given no baseline traffic flows), accident rates, and access arrangements for which there would be a sweeping one-way new drive. In addition to the 80 car parking spaces there would be an overflow car park to accommodate staff parking at peak times. The claim for traffic impacts to be seasonal in the Planning Statement appears unlikely.
- Core Strategy policies GSP1-3 seek fulfilment of NP purposes and require significant overall benefit to the natural beauty, wildlife and cultural heritage of the area. The application undermines the achievement of these overarching policies and a number of Core Strategy and Demand Management policies.
- This is a proposal for business development in the countryside outside the Natural Zone and the named settlements in policy DS1. It is therefore contrary to Policy E2 as it is isolated development in the open countryside in an unsustainable location, it is not small scale and no evidence has been supplied to show it would support an existing agricultural or other primary business responsible for estate or land management through which income will be returned to appropriate management of the landscape.
- The Design and Access Statement claims that creation of a mixed-use development here would contribute to the economic, social and cultural life of Bradfield but no evidence for this is supplied.
- There is no assessment of landscape impact nor any mention of tranquillity or light pollution. The site lies within one of the most tranquil areas of the Dark Peak. In the National Park great weight should be given to conserving and enhancing landscape and scenic beauty; it has the highest status of protection in relation to these issues. Without a formal landscape assessment the proposals are contrary to NPPF para 172 and to Policy L1 A which requires development to conserve and enhance valued landscape character and other valued characteristics.
- With all guests assumed to arrive by car the application has made no attempt to reduce the need to travel, to encourage sustainable transport, or discourage car use. The distance of the venue from any public transport would mean guests and staff would have to drive to and from the venue, which makes the proposal unsustainable. As a non-residential development greater than 1000sq.m floorspace (it expands from 600sq.m existing floor space to a total of 1659sq.m, or an increase of 1059sq.m), the proposal must achieve a Buildings Emissions Rate at least 10% less than the Target Emissions Rate but no rate has been supplied. The approach towards the energy hierarchy, the generation of traffic and the target emissions rate make the development contrary to policies CC1, T1, T2, T7 and DMT6.
- Events at the venue would generate unacceptable increases in traffic on minor rural roads. The approach from urban areas on all points of the compass would require vehicles negotiating country lanes, all of which are steep and narrow with blind bends, and passing through villages such as High and Low Bradfield. This network of quiet lanes

covering Bradfield Dale and extending to the Sheffield boundary is hugely popular and important to cyclists and walkers, especially Sheffield residents for whom it provides easy and quick access to tranquil and beautiful countryside. The lanes around Damflask Reservoir are also part of a PDNPA Miles without Stiles route for the less mobile. With the Covid-19 crisis the use of these lanes for recreation has intensified greatly. On most stretches there is room for only one vehicle and impatient motorists often take risks overtaking other users. These lanes should be protected from intimidating traffic both for their valuable role in improving people's quality of life and to enhance their character and tranquillity.

- The Bradfield Moors are an area of immense tranquillity, and an extremely important habitat for wild birds and other species. The boundary of designated habitats and of open access land are within close proximity of the development site which lies within the Dark Peak SSSI Impact Zone. A venue which could, depending on the occasion, be extremely noisy, potentially with outdoor announcement systems, loud music and fireworks, is inappropriate on the edge of these habitats. Restricting licensing hours or conditions of use would not limit the impacts of noise arising from traffic and people movements, use of the open courtyard, loud music and general partying. This would prejudice the quiet informal enjoyment of the National Park. Policy L2 B does not permit development, other than in exceptional circumstances, where it is likely to have an adverse impact on any sites that are of international or national importance for their biodiversity. No exceptional circumstances have been provided to meet this policy.
- A comprehensive tree survey accompanies the application but no plan is presented as to how the impacts on habitats and trees would be addressed. The application is therefore contrary to DMC13. Policy DMC11 requires the development to achieve net gain for biodiversity but no evidence of this has been supplied.
- NPPF para 202 requires planning authorities to assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies. In our view the disbenefits of the development in total outweigh any benefits of such departure. Three of the special qualities for which the PDNP was designated: internationally important and locally distinctive wildlife and habitats; undeveloped places of tranquillity and dark night skies within reach of millions; an inspiring space for escape, adventure, discovery and quiet reflection, would be harmed by this proposal.

Main Policies

Relevant Core Strategy policies: GSP1, GSP2, GSP3, DS1, L1, L2, L3, RT1, RT2, CC1, CC5, E2, T1, T2 and T7

Relevant Development Management policies: DMC1, DMC3, DMC5, DMC10, DMC11, DMC12, DMC13, DMC14, DMR3, DMT3, DMT6, DMU1 and DMU2.

National Planning Policy Framework

27. The National Planning Policy Framework (NPPF) 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 our Core Strategy 2011 and the Development Management Policies 2019. Policies in the development plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. There is no significant conflict between prevailing policies in the development plan and the NPPF and our policies should be given full weight in the determination of this application.

28. Paragraph 172 states that 'great weight should be given to conserving 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 landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.'
29. Paragraph 172 also states that planning permission should be refused for major development other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of:
 - a) The need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy.
 - b) The cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and
 - c) Any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.
30. Paragraph 175 says that when determining planning applications, local planning authorities should apply the following principles:
 - a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;
 - b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;
31. Paragraph 189 says that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum, the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.
32. Paragraph 190 says that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
33. Paragraph 191 says that where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

34. Paragraph 192 says that in determining applications, local planning authorities should take account of:
 - a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) the desirability of new development making a positive contribution to local character and distinctiveness.
35. Paragraph 197 says that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
36. Paragraph 202 says that local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.
37. Paragraph 83 says that planning policies and decisions should enable:
 - a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings;
 - b) the development and diversification of agricultural and other land-based rural businesses;
 - c) sustainable rural tourism and leisure developments which respect the character of the countryside; and
38. Paragraph 84 says that planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits any opportunities to make a location more sustainable (for example by improving the scope for access on foot, by cycling or by public transport). The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist.
39. Paragraph 111 says that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.
40. Paragraph 180 says that planning policies and decisions should ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should:
 - a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development and avoid noise giving rise to significant adverse impacts on health and quality of life;
 - b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and

- c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.
41. Paragraph 153 says that in determining planning applications, local planning authorities should expect new development to:
- a) comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and
 - b) take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
42. Paragraph 165 says that major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate.

Peak District National Park Core Strategy

43. Policy DS1 sets out the Development Strategy for the National Park. DS1.C. says that in countryside outside of the Natural Zone conversion or change of use for housing, community facilities and business uses including visitor accommodation, preferably by re-use of traditional buildings is acceptable in principle. Other development and alternative uses needed to secure effective conservation and enhancement is also acceptable in principle.
44. Policy GSP1 requires all development to be consistent with the National Park's legal purposes and duty. Where there is an irreconcilable conflict between the statutory purposes, the Sandford Principle will be applied and the conservation and enhancement of the National Park will be given priority.
45. GSP1. E says that in securing national park purposes major development should not take place other than in exceptional circumstances. Major development will only be permitted following rigorous consideration of the criteria in national policy. GSP1. F says that where a proposal for major development can demonstrate a significant net benefit to the national park, every effort to mitigate potential localised harm and compensate for any residual harm to the area's valued characteristics would be expected to be secured.
46. GSP2 says that opportunities for enhancing the national park will be identified and acted upon. Proposals must demonstrate that they offer significant overall net benefit to the natural beauty, wildlife and cultural heritage of the area. They should not undermine the achievement of other core policies.
47. Policy GSP3 sets 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, impact on living conditions of communities, impact on access and traffic levels and use of sustainable modes of transport.
48. L1 says that development must conserve and enhance valued landscape character, as identified in the Landscape Strategy and Action Plan, and other valued characteristics.
49. L2 says that development must conserve or enhance any sites, features or species of biodiversity or geodiversity 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 or geodiversity importance.

50. L3 says 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. 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.
51. RT1 says that proposals for recreation, environmental education and interpretation must conform to the following principles: 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.
52. RT1. B says that 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. In the open countryside, clear demonstration of need for such a location will be necessary. RT1. C says that 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.
53. RT1. D says that 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.
54. RT2 says that proposals for hotels, bed and breakfast and self-catering accommodation must conform to the following principles. The change of use of a traditional building of historic or vernacular merit to holiday accommodation will be permitted, except where it would create unacceptable landscape impact in open countryside. New build holiday accommodation will not be permitted, except for a new hotel in Bakewell.
55. CC1 says that in order to build in resilience to and mitigate the causes of climate change all development must: make the most efficient and sustainable use of land, buildings and natural resources; take account of the energy hierarchy; be directed away from flood risk areas and reduce overall risk from flooding; achieve the highest possible standards of carbon reductions; achieve the highest possible standards of water efficiency and non-residential major development above 1000m² floor space must achieve a Buildings Emissions Rate at least 10% less than the Target Emissions Rate.
56. CC5. C says that development which increases roof and hard surface area must include adequate measures such as Sustainable Drainage Systems to deal with the run-off of surface water. Such measures must not increase the risk of a local water course flooding.
57. E2 says that proposals for business development in the countryside outside of the Natural Zone and named settlements must take account of the following principles:
 - A. Businesses should be located in existing traditional buildings of historic or vernacular merit in smaller settlements, on farmsteads, and in groups of buildings in sustainable locations. However where no suitable traditional building exists, the reuse of modern buildings may be acceptable provided there is no scope for further enhancement through a more appropriate replacement building.
 - B. On farmsteads, or groups of estate buildings, small scale business development will be permitted provided that it supports an existing agricultural or other primary business responsible for estate or land management. The primary business must retain ownership and control of the site and building, to ensure that income will be returned to appropriate management of the landscape.

- C. Business use in an isolated existing or new building in the open countryside will not be permitted.

E2 goes on to say that beyond this policy and our recreation policies there is no scope for setting up new businesses in the countryside.

58. T1 aims to reduce the general need to travel within the National Park and encourage sustainable transport. T2. C says that modal shift to sustainable transport will be encouraged. T2. E says that impacts of traffic within environmentally sensitive locations will be minimised. T2. F says that sustainable access for the quiet enjoyment of the National Park, that does not cause harm to the valued characteristics, will be promoted.
59. T2. F says that sustainable transport patterns will be sought that complement the development strategy. Travel plans will be used to encourage behavioural change to achieve a reduction in the need to travel, and to change public attitudes toward car usage and public transport, walking and cycling. Travel plans to reduce traffic movements and safeguard transport infrastructure will be required on appropriate new developments and encouraged on existing developments.
60. T7. B says that residential parking and operational parking for service and delivery vehicles will be the minimum required for operational purposes, taking into account environmental constraints and future requirements. T7. C says that non-residential parking will be restricted in order to discourage car use, and will be managed to ensure that the location and nature of car and coach parking does not exceed environmental capacity.

Development Management Policies

61. DMC1. A says that in countryside beyond the edge of designated settlements any development proposal with a wide scale landscape impact must provide a landscape assessment with reference to the Landscape Strategy and Action Plan. The assessment must be proportionate to the proposed development and clearly demonstrate how valued landscape character, including natural beauty, biodiversity, cultural heritage features and other valued characteristics will be conserved and, where possible, enhanced taking into account: the overall strategy for the relevant Landscape Strategy and Action Plan area, any cumulative impact and the effect of the proposal on the landscape.
62. Policy DMC3. A says where development is acceptable in principle, it will be permitted provided that its detailed treatment is of a high standard that respects, protects and where possible enhances the natural beauty, quality and visual amenity of the landscape, including the wildlife and cultural heritage that contribute to the distinctive sense of place.
63. Policy DMC3. B sets out various aspects that particular attention will be paid to including: siting, scale, form, mass, levels, height and orientation, settlement form and character, landscape, details, materials and finishes landscaping, access, utilities and parking, amenity, accessibility and the principles embedded in the design related SPD and the technical guide.
64. Policy DMC5 says that applications for development affecting a heritage asset, including its setting must clearly demonstrate its significance including how any identified features of value will be conserved and where possible enhanced and why the proposed development is desirable or necessary. The supporting evidence must be proportionate to the significance of the asset and proposals likely to affect archaeological and potential archaeological interest should be supported by appropriate information.
65. DMC5. E says that if applicants fail to provide adequate or accurate detailed information the application will be refused. DMC5. F says that development of a non-designated heritage asset will not be permitted if it would result in any harm to, or loss of, the significance,

character and appearance of a heritage asset unless the development is considered by the Authority to be acceptable following a balanced judgement that takes into account the significance of the heritage asset.

66. Policy DMC10 says that conversion of a heritage asset will be permitted provided that: it can accommodate the new use without changes that adversely affect its character (such changes include enlargement, subdivision, other alterations, and major rebuilding); and the building is capable of conversion; the changes brought about by the new use and any associated infrastructure conserves or enhances significance and landscape character; and the new use will not be visually intrusive in its landscape or have an adverse impact on tranquillity, dark skies or other valued characteristics.
67. Policy DMC11. A says that proposals should aim to achieve net gains to biodiversity or geodiversity as a result of development. In considering whether a proposal conserves and enhances sites, features or species of wildlife, geological or geomorphological importance all reasonable measures must be taken to avoid net loss.
68. DMC11. B says details of appropriate safeguards and enhancement measures for a site, feature or species of nature conservation importance which could be affected by the development must be provided, in line with the Biodiversity Action Plan and any action plan for geodiversity sites, including provision for the beneficial future management of the interests. Development will not be permitted if applicants fail to provide adequate or accurate detailed information to show the impact of a development proposal on a site, feature or species including:
 - i. an assessment of the nature conservation importance of the site; and
 - ii. adequate information about the special interests of the site; and
 - iii. an assessment of the direct and indirect effects of the development; and
 - iv. details of any mitigating and/or compensatory measures and details setting out the degree to which net gain in biodiversity has been sought; and
 - v. details of provisions made for the beneficial future management of the nature conservation interests of the site. Where the likely success of these measures is uncertain, development will not be permitted.
69. DMC11. C says that for all sites features and species development proposals must also consider cumulative impacts and the setting of the development in relation to other features of importance, taking into account historic, cultural and other landscape context.
70. DMC12. A says that for Internationally designated or candidate sites, or European Protected Species, the exceptional circumstances where development may be permitted are those where it can be demonstrated that the legislative provisions to protect such sites or species can be fully met.
71. DMC12. B says that for sites, features or species of national importance, exceptional circumstances are where the development is essential for the management of those sites, features or species; or for the conservation and enhancement of the National Park's valued characteristics; or where the benefits of the development at a site clearly outweigh the impacts on the features of the site that make it of special scientific interest and any broader impacts on the national network of SSSIs.
72. DMC12. C says that for all other sites, features and species, development will only be permitted where significant harm can be avoided and the conservation status of the

population of the species or habitat concerned is maintained; and the need for, and the benefits of, the development in that location clearly outweigh any adverse effect.

73. Policy DMC13 says that planning applications should provide sufficient information to enable impact on trees, woodlands and other landscape features to be properly considered. Development should incorporate existing trees and hedgerows which positively contribute which should be protected during the course of the development.
74. Policy DMC14 says that development that presents a risk of pollution or disturbance including soil, air, light, water or noise pollution, or odour that could adversely affect any of the following interests will not be permitted unless adequate control measures are put in place to bring the pollution within acceptable limits.
75. Policy DMR3. A says that where self-catering accommodation is acceptable outside of designated settlements, its use will be restricted to no more than 28 days per calendar year by any one person.
76. DMT3. B says that development, which includes a new or improved access onto a public highway, will only be permitted where, having regard to the standard, function, nature and use of the road, a safe access that is achievable for all people, can be provided in a way which does not detract from the character and appearance of the locality and where possible enhances it.
77. DMT6 is relevant for business parking and says that new or enlarged car parks will not be permitted unless a clear, demonstrable need can be shown. Additional parking should be of a limited nature, whilst being appropriate to the size of the development and taking account of its location and the visual impact of parking.
78. DMU1 says that new or upgraded service infrastructure for new development will be permitted subject to the requirement that full details are provided in the planning application and it: does not adversely affect the valued characteristics of the area; and any new land use does not commence prior to the appropriate delivery of the services.
79. DMU2 A. says that development of utilities infrastructure will not be permitted unless it is to improve or extend the service to the communities and businesses of the National Park, and can be provided without harm to the valued characteristics of the area or to other established uses. Infrastructure and ancillary works or buildings should be located, designed and landscaped to minimise their impact on the built and natural environment, and on any other established activities.
80. DMU2. B says that infrastructure services to new development or improved services to existing uses should be places underground.

Supplementary planning documents (SPD) and other material considerations

81. The adopted climate change and sustainable building SPD provides detailed guidance on construction methods and renewable technologies along with a framework for how development can demonstrate compliance with policy CC1.
82. The adopted design guide SPD and supporting building design guide provides detailed guidance on the local building tradition within the National Park and how this should be utilised to inform high quality new design that conserves and enhances the National Park.
83. The adopted transport design guide SPD provides detailed guidance on the design of transport infrastructure including access layouts, parking and future technology such as electric vehicle charge points and autonomous vehicles.

84. English heritage has produced guidance on enabling development (June 2020) including the need for market testing, expert reporting of a schedule of repair costs and appropriate viability assessment establishing the conservation deficit.

Assessment

Principle

85. The application proposes the conversion and extension of the former lodge to create holiday accommodation along with the erection of a wedding venue, further holiday accommodation and associated landscaping, access drives and car parking on the site.
86. Seven dwellings are proposed through conversion and new building which would be occupied as holiday accommodation. The holiday accommodation is intended to be operated separately from the wedding venue but would be available to be booked by members of the public attending a wedding.
87. The wedding venue would be built in the location of a former stable block. The former stable block has been demolished for a long time and therefore a new building is proposed for the wedding venue with capacity for up to 150 guests. New internal driveways and an 80-space car park would be created for the wedding venue (with additional overflow parking).
88. The site is located in open countryside on the edge of Bradfield Moor and 2.2km west of Low Bradfield. The site is adjacent to the Peak District Moors Special Area of Conservation (SAC), Peak District Moors Special Protection Area (SPA) and Dark Peak Site of Special Scientific Interest (SSSI).
89. Given the scale of the development and the potential impact of the development upon the landscape, biodiversity and cultural heritage of the National Park, we consider that the development is major development within the National Park.
90. Core policy GSP1. E says that major development should not take place other than in exceptional circumstances and will only be permitted following rigorous consideration of the criteria in national policy.
91. National policy is set by paragraph 172 of the NPPF which states that planning permission should be refused for major development other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest. Consideration of such applications should include an assessment of:
- a) The need for the development, including in terms of any national considerations, and the impact of permitting it, or refusing it, upon the local economy.
 - b) The cost of, and scope for, developing outside the designated area, or meeting the need for it in some other way; and
 - c) Any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.
92. Our development strategy (policy DS1) and policy RT2 allow in principle for the change of use of a traditional building to holiday accommodation. However, policy RT2 states explicitly that new build holiday accommodation (such as the proposed bunkhouse) will not be permitted.
93. Our development strategy and policy RT1 allow for recreation development. However, development proposals must encourage understanding and enjoyment of the National Park

and be appropriate to the National Park's valued characteristics. New major development for a wedding venue in open countryside would therefore not be in accordance with our adopted recreation strategy.

94. Our development strategy otherwise seeks to direct new business development to named settlements within the National Park but makes exceptions for small scale business development in smaller settlements, farmsteads or groups of buildings in sustainable locations. These exceptions are set out by policy E2.
95. This site is located in open countryside with the nearest public transport link being bus connections to Sheffield from Low Bradfield a 3km walk away along Dale Road or Windy bank which are narrow lanes with no pavement for pedestrians. Therefore, new business development on this site would not be in accordance with policy E2. A or E2. C which explicitly says that business use in an isolated existing or new building in the open countryside will not be permitted.
96. Policy DS1. C allows for other development and alternative uses to secure effective conservation and enhancement but policy GSP2. B says that proposals intended to enhance the National Park should not undermine the achievement of other Core Policies such as RT1, RT2 and E2.
97. Paragraph 202 of the NPPF says that we should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.
98. The primary justification for the proposed development relates to the poor condition of the former lodge building and that the development is required to achieve the conservation and enhancement of the lodge and its former stable block.
99. Our policies make a clear presumption against the proposed major development unless exceptionally the development meets the tests set out by the NPPF and can be justified on the basis that overall it is in the public interest. The key issues therefore are the impact of the proposed development upon the landscape, biodiversity and cultural heritage of the National Park and whether the development would be acceptable in all other respects.

Impact on former lodge and its setting

100. Thornseat Lodge is a 19th century shooting lodge set in a designed ornamental landscape. The lodge is in very poor structural condition and has partially collapsed and the remains of several outbuildings, including a stable yard that served the main house are located within its grounds. These outbuildings are in varying state of survival from complete ruin with very little surviving above ground level, to almost complete standing buildings. The whole complex is integrated and served a single original historic function, and is considered to be a non-designated heritage asset of regional significance.
101. The application is supported by a heritage statement that describes the significance of the heritage assets and includes appropriate background research, consultation of the historic environment record and map regression. The heritage statement meets the requirements of policy DMC5 and paragraph 189 of the NPPF in relation to the supporting information required.
102. The site and a number of its buildings are in very poor condition and in principle; we would welcome development providing a viable use that secured the conservation and enhancement of this heritage asset and its long-term future.

103. The exterior and interior of the Lodge are of historic interest because they illustrate both the mid-19th century 'shooting box' and the later gothic enlargements carried out in the late 19th century (including the tower and timber bargeboards etc.). To the rear, the extensions were of subservient single-storey form. Internally, the plan form (despite more recent collapse of internal walls) still reflects the stages of development of the Lodge. Decorative internal architectural features including skirtings, cornices, door and window architraves and moulded panelling beneath windows still survive in places.
104. Therefore, the external form and detailing, the surviving internal decorative features and the internal plan form of the Lodge make an important contribution to the significance of the building and are essential parts making up its historic integrity.
105. We are concerned that the submitted drawings are inadequate to compare the existing Lodge building to the proposed development. Given the condition of the building, it is inevitable that parts of the structure will need to be demolished and re-built to facilitate conversion. However, there are discrepancies between the submitted drawings on precisely which elements of the building would be demolished and which retained. No existing floor plans have been submitted and therefore it is not possible to accurately compare the existing situation to the proposed. No plans have been submitted showing the cellar and therefore it is unclear what is proposed.
106. Furthermore, the submitted elevation drawings do not show the retention of important fenestration details such as the ornate timber barge boards and window and door surrounds. It is therefore not clear whether the proposal would result in the removal of these elements or what precisely the impact of the development would be. Therefore, as submitted, the drawings do not allow us to fully understand or assess the extent or impacts of the proposed development upon the Lodge contrary to policies DMC5, DMC10 and the National Planning Policy Framework.
107. Based on the submitted plans the proposals would effectively retain only the south-east (front) and north-east (side) and part of the north-west (rear) facades of the Lodge. The remaining external and internal walls, floor and roof would be demolished and re-built. Internally the historic plan-form would be lost, including the central and south-west chimneybreasts and the original external 1850s walls between the earliest and later parts of the building.
108. The six holiday apartments proposed in the development would have a completely new plan-form unrelated to the historic plan-form of the Lodge and each accessed by an individual external door. The internal plan form would therefore reflect modern apartments and be completely disconnected from the external appearance of the Lodge or its historic use. The significant internal decorative features within the Lodge would also be lost.
109. The development would therefore result in retention of only two facades. On these facades, it is not clear whether historic external fenestration or detailing would be retained or if these would be altered to provide more contemporary detailing as shown on the submitted plans. Within the building, the development would result in the total loss of the interior including plan-form and any original decorative features.
110. The proposed new two storey rear extensions would not respect the architectural hierarchy of the Lodge. The existing rear elements are low subservient elements, but the proposed extensions would be dominant additions and the use of contemporary cladding materials for the walls and roof would not reflect or respect the traditional palette of building materials or complement the historic character and appearance of the Lodge.
111. The heritage statement demonstrates that the buildings of the stable yard were demolished before the 1962 Ordinance Survey (OS) map. Therefore, these buildings have not been present on the site for at least 58 years.

112. The application describes the proposed development as restoration of historic stable block. However, the proposed development is for an entirely new building on the site of the historic stable yard.
113. The heritage statement suggests that by replacing the essential mass and scale of the lost stable yard buildings, the new wedding venue building will reverse some of the harm and negative effect of the archaeological remains of historic stable yard, and that this is a positive effect. However, we fundamentally disagree with this conclusion.
114. The ruins of the former stable yard are an authentic historic element of the Lodge site. The physical remains of the buildings retain legibility of its historic function and relationship to the Lodge. Other than the remains of the building at the site, there is no evidence of the historic massing and scale of the buildings, which therefore cannot be known. The proposed development is for a new building that is conjectural, albeit partly based upon other historic examples.
115. Replacing an authentic historic element of the Lodge which retains the legibility of its historic function and relationship to the Lodge, the historic massing and scale of which is unknown with a conjectural modern structure would fundamentally compromise the core significance of the remains of the stable yard.
116. The groundworks associated with the proposed new building on the site would result in the complete loss of archaeological interest of the historic remains. This is the highest possible level of harm to a feature, which contributes to the significance of a heritage asset of regional significance, which is fundamental to understand the historic development and function of this heritage asset.
117. The proposal to erect a new bunkhouse building on the ruinous structure to the south west of the stable yard would have a similar impact resulting in the complete loss of archaeological interest of the historic remains. The historic function of this ruinous structure is unknown.
118. The development would incorporate standing outbuildings including a historic garage / grain store, the 20th century engine house and a modern garage to the rear of the Lodge. The modern garage has no heritage significance or value. It currently detracts from the historic form and interest of the site.
119. No existing drawings have been submitted for either the historic garage / grain store or the 20th century engine house and therefore we are unable to assess the impact of the development upon these buildings. It is unclear from the proposed drawings what the extent of alterations would be. Therefore, as submitted, the drawings do not allow us to fully understand or assess the extent or impacts of the proposed development upon these outbuildings contrary to policies DMC5, DMC10 and the National Planning Policy Framework.
120. In general, design terms the proposed wedding venue has been designed using single and two storey buildings constructed from stone with pitched roofs around the former yard. However, the majority of the formerly open yard would be covered by the proposed dining area and entrance foyer, which would be partially glazed. The roof of this element would be formed with a series of parallel roofs abutting the flat roof of the entrance foyer, which would give a suburban appearance unrelated to the historic yard.
121. To the front of the entrance foyer there would be a raised outdoor terrace accessed from the car park by a flight of steps with further steps up to the engine house. This development would cut across the historic track that lead up to the moors from the hunting lodge. The proposed bunkhouse building, store and retaining wall would all be dominant elements

where viewed from the access and within the grounds of the Lodge. No existing survey or proposed ground levels has been submitted and therefore it is not possible to assess the relative heights of the buildings and changes to ground levels.

122. A range of works within the grounds of the Lodge are proposed to facilitate the proposed development. These include alterations to the existing access and drive, the creation of new access drives and car park. No existing site plan has been submitted and therefore it is not possible to make an informed assessment of the proposed works.
123. However, based on the information provided the proposed tarmac driveways and surfaced car park would be very expansive, intrusive and urbanising additions within the designed landscape surrounding the Lodge. The proposed new access would be wider and require the removal of historic gate posts and walling.
124. Insufficient information has been submitted to enable a fully informed assessment of the the impact of the development. However, on the basis of the submitted information the development would result in a very significant level of harm to the significance of the Lodge, its outbuildings and the grounds contrary to policies GSP3, L3, DMC3, DMC5, DMC10 and the NPPF.

Justification for enabling development

125. Paragraph 202 of the NPPF says that we should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.
126. Historic England has produced guidance on enabling development (June 2020) and this is a relevant material consideration in the assessment of the proposals. The advice is that the case for enabling development rests on whether a conservation deficit can be established. This is the amount by which the cost of repair (and conversion to optimum viable use if appropriate) of a heritage asset exceeds its market value on completion of repair or conversion, allowing for appropriate development costs.
127. Market testing is required to explore the possibility of different owners or different uses providing an alternative to enabling development, thereby reducing the need for or scale of enabling development needed. Evidence is also required as to whether public or charitable grant funding or ownership could displace or at least reduce the need for enabling development.
128. The harm done by enabling development contrary to other planning policies is likely to be permanent and irreversible. After consideration of all reasonable alternative means to secure the future of the asset, enabling development is therefore likely to be a last resort.
129. The sums of money generated through enabling development are provided to directly solve the conservation needs of the place. The amount of enabling development that can be justified will be the minimum amount necessary in order to address the conservation deficit and to secure the long-term future of the asset.
130. A schedule of repair costs must start from a sound understanding of the condition of the asset and a clear and justifiable standard of conservation repair and maintenance. An expert report is required to evidence the scale and cost of the repairs and, where relevant, the cost of future maintenance.
131. Historic England advise that an enabling development proposal can only be considered for approval if it provides benefits that outweigh the disbenefits, and where we are confident that the scheme would secure the conservation of the heritage asset. This involves

assessing the position now and considering the asset's future. It is good practice to take the decision in the light of a realistic view of the consequences of refusal. Equally, a proven conservation deficit may not automatically lead to a grant of planning permission, where the disbenefits of failing to comply with other planning policies are considered to outweigh the benefits of conserving the heritage asset.

132. We have determined that the proposed development would result in a very significant level of harm to the significance of the heritage asset. Permitting the proposed development would not secure the future conservation of the Lodge and therefore there is no justification for granting planning permission for development that otherwise conflicts with planning policies.
133. Notwithstanding this conclusion, it is necessary to examine the case for enabling development.
134. The applicant has not carried out any market testing. The property has not been market for sale and therefore the possibility of different owners providing an alternative to the proposed development has not been explored. The applicant has not explored whether public or charitable grant funding or ownership could displace or at least reduce the need for enabling development.
135. A schedule of repair costs provided by an expert has not been submitted. The submitted viability appraisal does not establish the conservation deficit, conversion to the optimal use of the development (its original use), or other alternative developments other than conversion to six holiday apartments. Furthermore the appraisal relies on a valuation report carried out in 2015 and is therefore significantly out of date.
136. We are therefore unable to determine if there is a conservation deficit or whether the proposed enabling development is the minimum amount required to address the deficit. Therefore, notwithstanding our conclusion that the development would in fact substantially harm the significance of the heritage asset, the application does not justify enabling development taking into account advice from Historic England.
137. We are also mindful of paragraph 191 of the NPPF which says that where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.
138. The Lodge was last occupied as a children's home, which closed around 1980. There is some evidence that the building may have been later used by a local group as a place for families on low incomes to stay in the early 1990s. Photographs on Sheffield City Council's website dated 1986 show the Lodge in good condition with all elements including roofs, windows and the rear extensions intact.
139. However, it is clear that after the building was no longer in use it began to deteriorate. Photographs on our file show that by 2005 the roof to the single storey element had collapsed along with parts of the rear projecting two-storey element, although the decorative copings to the single storey element and many windows and doors remained intact, as was the main roof.
140. We subsequently received many enquiries from concerned members of the public about the deteriorating state of the building and photographs on file from 2008 to 2019 show continued deterioration including continued collapse of the main roof, loss of the decorative copings to the single storey element and damage to most windows and doors.
141. The site appears to have been sold by Sheffield City Council in 1994 to Hague Plant Excavations Limited. It is not clear what the condition the building was in 1994 but given photograph evidence from 1986 and evidence that the building may have continued to be

occupied in the early 1990s it is likely that the building was in a better condition than shown on photographs taken in 2005.

142. The site was sold to the applicant Thornseat Lodge Limited in 2018. Two of the active directors of Thornseat Lodge Limited were active directors of Hague Plant Excavations Limited in 1994.
143. The submitted planning statement says that after many years of neglect the building has become derelict to the extent that not only is its appearance enormously degraded, but also many elements have structurally failed. Considering the evidence set out above, we agree with this assessment.
144. It is clear that the building has significantly deteriorated. This is primarily due to lack of regular maintenance that a viable long-term use would provide. While unoccupied, the building also appears to have been a target of theft and vandalism. It is unclear what the intentions of the previous owners of the site have been or what measures have been put in place to secure or maintain the structure. Some temporary structural interventions appear to have been attempted but the continued deterioration of the building has not been arrested.
145. We have not received any planning applications or pre-application enquiries for development until shortly after the applicant purchased the site in 2018. Security fencing and cameras have been erected on the site to deter any further theft or vandalism.
146. It is clear that the building has been neglected for a considerable amount of time and this has contributed to the deteriorated state of the heritage asset. It is not possible to ascertain the intentions of the owners of the site but it is clear that there have only been limited attempts to maintain or secure the building or to seek planning permission for a viable use for the site (until the applicant purchased the site).

Landscape impact

147. The proposal is for major development on a site on the edge of Bradfield Moor. The development has the potential to have a wide scale landscape impact not only due to the potential visual impact of new development and activity but also due to the potential impact upon dark skies and tranquillity, which are both important valued characteristics of the landscape.
148. Policy L1 is clear that development must conserve and enhance valued landscape character and DMC1. A requires applications to provide a landscape assessment with reference to the Landscape Strategy and Action Plan. No landscape assessment has been submitted contrary to these policies.
149. The site is located within the Dark Peak and specifically within the moorland slopes and cloughs as defined by our adopted landscape strategy. Land to the north and east of the site is improved grassland quickly becoming open moorland, which is open access land and designated as Natural Zone.
150. This landscape is characterised by steep slopes and cloughs rising to open moorland on the high plateau above, with widespread rough grassland and heather moor, grazed by sheep. This is a wild unsettled landscape with exposed views over lower ground.
151. The land to the west and north of the site reflects this character but the former lodge while originally created to facilitate shooting on the adjacent moorland was designed with landscape grounds and there is woodland within the site to the west of the lodge comprising conifer plantation, mature broadleaf trees and dense rhododendron.

152. The majority of new development including the wedding venue, internal access roads and car park would be contained within the existing wooded area which would visually contain the development viewed from the road. But there would be more open views from open access land on higher ground to the north-west where the mass of the proposed wedding venue and car park would be more noticeable.
153. The potential impact of the use of the proposed wedding venue is of particular concern in this context. The proposed wedding venue would have an intended capacity of 150 people. Gatherings of this number of people are very likely to cause a significant amount of noise from amplified music, celebrations and vehicle movements. The applicant indicates that the wedding venue would be used on a seasonal basis but there is the potential for year round use with weddings likely to finish in the late evening or early morning.
154. A noise assessment has not been submitted with the application but the site is within a landscape of national importance enjoyed by the public for a number of reasons including its natural beauty and tranquillity. It is likely that the site and local area enjoys very low background noise levels.
155. The landscape is also relatively undeveloped with dark skies, a valued characteristic of the landscape, and very little light pollution. No detailed lighting scheme has been submitted. However given the scale of the proposed wedding venue it is considered likely that the development could generate uncontained light, especially from the open courtyard and glazed dining area, outside lighting to the terrace and car park and from vehicle movements during times of darkness.
156. Given the potential impact of the development, we consider that the application would fundamentally conflict with the established landscape character of this part of the National Park contrary to policies GSP3, L3, DMC1 and DMC3.
157. As set out earlier in the report a range of works within the grounds of the Lodge are proposed to facilitate the proposed development. These include alterations to the existing access and drive, the creation of new access drives and car park. No existing site plan has been submitted and therefore it is not possible to make an informed assessment of the proposed works.
158. The submitted landscape plan is indicative only and the level of detail submitted is wholly inadequate to assess the proposals. A detailed plan incorporating planting, woodland management and enhancement would be required. However, based on the information provided the proposed tarmac driveways and surfaced car park would be very expansive, intrusive and urbanising additions within the designed landscape surrounding the Lodge.

Impact upon trees

159. A key aspect of the site is the existing woodland and our landscape strategy and action plan states that the management and enhancement of woodlands is a priority within this landscape.
160. A tree survey has been carried out and the report submitted with the application. The report identifies that the site is largely covered by plantation woodland, mature broadleaf trees and dense rhododendron. The plantation woodland is mostly conifer species with self-sown native and naturalised broadleaf species distributed throughout. The rhododendron, a non-native invasive species is found in a large area to the northern end of the site.
161. The report concludes that to accommodate the new car park and access it will be necessary to remove a number of trees which have limited amenity value and that this loss can be offset by planting more appropriate species. The report also states that the development

offers an opportunity to improve the woodland through the implementation of a management plan and to remove rhododendron.

162. The tree report includes a survey of the affected trees and a plan showing their position. However, there is no plan indicating which trees would be removed to facilitate the development or what tree protection measures would be implemented for retained trees.
163. Furthermore, despite the conclusions of the tree report the submitted landscape scheme does not propose any replacement or additional planting. No plan for the management of the woodland or removal of rhododendron has been submitted.
164. The application therefore does not demonstrate that it can be carried out in a manner that protects trees on site that make a positive contribution contrary to policy DMC13. The application also does not demonstrate that it would deliver enhancement to landscape character through new and replacement planting, removal of invasive species and ongoing management of the woodland contrary to policies L1, DMC1 and DMC3.

Impact upon biodiversity

165. The application site is in close proximity the Peak District Moors (South Pennine Moors Phase 1) Special Protection Area (SPA), South Pennine Moors Special Area of Conservation (SAC) and the Dark Peak Site of Special Scientific Interest (SSSI).
166. The proposal development is not directly connected with or necessary for the management of the European Site. Therefore, due to the proximity of the application site to European Sites we are required by regulation 63 of the Habitats and Species Regulations to determine whether the proposal is likely to have a significant effect on any European site and proceed to the Appropriate Assessment stage of the regulations where significant effects cannot be ruled out. This is also a requirement of policy DMC12.
167. We have consulted Natural England who advise that there is currently insufficient information within the application to determine whether the likelihood of significant effects can be ruled out and that further information is required to enable us to undertake a Habitats Regulations Assessment. Our Ecologist also advises that there is insufficient information submitted to enable an assessment to be undertaken.
168. The moorlands around the application site are of particular importance for their breeding bird populations, including internationally important numbers of Golden plover, Merlin and Short-eared owl. We share concerns with Natural England about the impact of potential disturbances created by the development, for example from noise, fireworks or increased access from visitors. There may also be the potential for increase fire risk associated with the use of fireworks and lanterns.
169. The submitted report suggest that mitigation should be provided such as limitations on noise or additional planting but no detailed information has been provided to inform the impact of potential disturbance and no detailed proposals for mitigation. As set out earlier in the report, no noise survey has been carried out and noise modelling would be a useful tool to inform what impact the development could have.
170. The application does not include sufficient information for us to be able to rule out likely significant effect on European Sites. We are also unable undertake an appropriate assessment and positively conclude that the development will not adversely affect the integrity of European sites. The application is therefore contrary to policies L2, DMC12 and the NPPF.
171. In these circumstances we are prohibited from deciding to grant planning permission by section 63 (1) of the Conservation of Habitats and Species Regulations 2017.

172. The site is also within the impact risk zone of the Dark Peak SSSI and Natural England advise that Curlew and Twite are important birds in the area associated with the SSSI and could also be subject to disturbance. Additional information is therefore also required to inform any potential impact upon the SSSI.
173. The survey reports submitted with the application do identify habitat and protected species within the application site that would be affected by the development including bats, birds and a loss of 0.1 Ha of bracken bed where the car park would be located.
174. The surveys propose mitigation in the form of integrating bat and bird boxes into the development and the wider site. The reports also propose mitigation in the form of additional tree and hedge planting around the proposed car park and buildings, the implementation of a Construction and Environment Management Plan (CEMP) and a management plan for trees, reducing rhododendron and providing deadwood habitat.
175. The reports provide detail in regard to mitigation for bats and birds but recommend that the CEMP and landscape management plan are subject to planning conditions requiring submission and implementation. As set out above the submitted landscaping plan is indicative only and does not provide any proposals for additional tree or hedge planting.
176. DMC11. B states that development will not be permitted if applicants fail to provide adequate information including details of any mitigating or compensatory measures and details of provisions for the beneficial future management of the nature conservation interests of the site.
177. Therefore, the application fails to demonstrate that the development will conserve or enhance biodiversity either on site or nearby designated sites. The application is therefore contrary to policies L2, DMC11, DMC12 and the National Planning Policy Framework.

Justification for major development

178. Core policy GSP1 says that major development should only be allowed in exceptional circumstances following the criteria set out in national policy. Paragraph 172 of the NPPF says that permission should be refused for major development in the National Park other than in exceptional circumstances and where it can be demonstrated that the development is in the public interest.
179. The justification for the development is primarily advanced on the basis that it is required to restore and enhance the Lodge and its former stable yard. However, we have established that the development would result in significant harm to the significance of the Lodge, its former stable yard and their setting, that the development would harm the landscape character and tranquillity of the National Park and that insufficient information has been provided to establish impacts upon biodiversity.
180. The application does not establish an overriding need for the development in this location or demonstrate that the creation of the proposed wedding venue is the only means of re-developing this site. The development would result in benefits to the local economy both during construction and operation, however, the public and local businesses benefit from the valued characteristics and recreation opportunities that the National Park affords.
181. In accordance with paragraph 172 of the NPPF we must give great weight to the conservation of the valued characteristics of the National Park. Having considered this case against the criteria set out in national policy we conclude that development would not be in the public interest and therefore that exceptional circumstances do not exist to justify the proposed major development.

Sustainable building and climate change

182. Core policy CC1 and our adopted climate change and sustainable building SPD are relevant. CC1 makes clear that in order to build in resilience to and mitigate the causes of climate change all development must make the most efficient and sustainable use of land, buildings and natural resources, take account of the energy hierarchy and achieve the highest possible standards of carbon reductions and water efficiency. CC1. E says that non-residential major development above 1000m² must achieve a Buildings Emission Rate at least 10% less than the Target Emissions Rate.
183. Paragraph 150 of the NPPF says that new development should be planned for in ways that can help to reduce greenhouse gas emissions such as through its location, orientation and design. Paragraph 153 of the Framework says that local planning authorities should expect new development to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
184. The proposed wedding venue would have a capacity for up to 150 people and the development has been designed with an 80 space car-park. The site is located in open countryside and a significant distance from any public transport links, the closest being hourly bus routes in Low Bradfield approximately 3km walk from the site. The location of the site and the quantity of parking proposed indicates that the majority of visitors, if not all, would visit the site by private car.
185. The location of the development in this location would therefore be inherently unsustainable reflecting part of the reasoning why our policies direct economic development to named settlements and only allow for major development in exceptional circumstances. The location of the development would not help reduce greenhouse gas emissions contrary to CC1. A and paragraph 150 of the NPPF.
186. The application provides little information about how the development would be designed taking into account the energy hierarchy and achieve the highest possible standards of carbon reductions and water efficiency. The application does not demonstrate how it would achieve a Buildings Emissions Rate at least 10% less than the Target Emissions Rate.
187. No evidence has been submitted to show how the development has been designed to take advantage of passive design elements, sheltering or solar gain. No information has been provided in regard to whether local sustainable materials would be used. No evidence of insulation, glazing, heating systems, lighting or heat recovery systems has been included. No low carbon and renewable energy measures, water saving measures or waste management measures are proposed other than a statement that air source heat pumps will be considered at a later stage.
188. It is not acceptable for a development of this nature and scale to be designed without having regard to the energy hierarchy and not take opportunities to reduce energy and water consumption and use low carbon and renewable energy as far as practicable. These issues relate to the fundamental design, layout and materials proposed along with other measures such as low carbon and renewable energy. This issue could not be dealt with by a planning condition because it is not reasonable to impose a condition, which potentially could require fundamental elements of the scheme to be re-designed.
189. The development therefore would not be a sustainable use of land and has not been designed to mitigate the impacts of climate change contrary to policy CC1, our adopted sustainable building and climate change SPD and the NPPF.

Transport and highway safety

190. Due to the scale and nature of the development it has the potential to give rise to a significant number of vehicle movements. A transport statement has therefore been submitted with the application.
191. The plans within the transport statement show that safe access can be provided with adequate visibility splays onto Mortimer Road and that there is space within the site for all delivery and service vehicles to turn before returning to the highway. The development therefore would not harm highway safety.
192. As set out above the proposed alterations to the access, appear to include widening the existing historic access and the removal of walling and gateposts. This appears to be to facilitate one of the new internal driveways. The removal of these features would detract from the character and appearance of the site as set out earlier in the report contrary to policy DMT3. B.
193. The transport statement proposes a total of 80 car parking spaces calculated on the basis that two visitors sharing a car plus spaces to accommodate a maximum of 10 staff. The statement assumes that all visitors would be by private car with a maximum of 75 cars for guests. The statement says that trips are likely to occur predominately outside the traditional network peak hours or at weekends and therefore would not result in any material impact on highway capacity.
194. Given the location of the site and the distance to public transport links the assumption made in the transport statement that all visitors will attend by private car is reasonable. However, it is unclear on what basis the assessment concludes that trips are likely to occur outside peak hours. No information is provided in the application in regard to proposed opening times. Weddings can commence at a range of times from morning to late afternoon and it is not uncommon for guests to arrive and leave throughout the day. Weddings and receptions also regularly take place during the week.
195. Furthermore, the transport statement does not provide a baseline for current use of the highway network and it is therefore unclear on what basis potential impact upon highway capacity has been made. The site is located in an area of the National Park popular with members of the public for recreation especially during weekends.
196. The application is located in open countryside where there is a presumption against the proposed development. Visitors to the development would be very likely to only access the development by private car. The application proposes a substantial car park with overflow parking on that basis. The application does not seek to encourage sustainable transport or facilitate alternative means of access for visitors. No travel plan to reduce traffic movements has been submitted.
197. The site has reasonable access to the wider highway network via Mortimer Road. However, it is likely that a number of guests would travel from the direction of High and Low Bradfield along Dale Road and Windy bank which are popular with recreational users. These are narrow lanes with no pavement for pedestrians.
198. The development would therefore fail to encourage sustainable transport and would exacerbate the impact of traffic in an environmentally sensitive location contrary to core policy T1. The application is not supported by a travel plan and would not encourage behavioural change or achieve a reduction in the need to travel contrary to core policy T2. The proposed off-street parking would not be of a limited nature even taking into account the size of the development and its location contrary to policy DMT6.

Flood risk and drainage

199. A flood risk assessment and drainage strategy has been submitted with the application in accordance with the NPPF. The whole site is located within Flood Zone 1 which has the lowest flood risk. The Environment Agency raise no objection in regard to flood risk and therefore we agree with the submitted assessment that the development will be directed away from flood risk areas and not pose a risk of flooding in accordance with policy CC1. C.
200. Core policy CC5. C and paragraph 165 of the NPPF requires development to incorporate sustainable drainage systems to deal with the run-off of surface water. A sustainable urban drainage strategy (SUDS) has been submitted as part of the flood risk assessment designed to attenuate a 1 in 100 year (+40%) event. The submitted scheme would meet the requirements of policies CC1 and CC5. A planning condition would be required to secure the submission of construction details and implementation in accordance with policy DMU1.
201. Foul drainage would be to a private package treatment plant on site. The nearest main sewer is some 2.7km away and therefore we accept that it would not be practicable or viable to connect to the main sewer. A planning condition would be required to secure the submission of construction details and implementation in accordance with policy DMU1.

Other issues

202. The nearest neighbouring property is Warden's House located 25m to the north-west of the Lodge building. Given the distance from the development to Warden's House there are no concerns that the development would be overbearing or lead to any significant loss of light or privacy to occupants. The development would also be contained within the site with dedicated access and parking and therefore visitors to the development would be unlikely to trespass on the neighbouring property.
203. We are however concerned about the potential impact of noise upon the residential amenity of occupants of Warden's House. The site is located in a very quiet area and the two properties are closely related that occupants of the neighbouring property would be very likely to hear noise created by amplified music, announcements, vehicle movements and guests themselves.
204. Given the proximity of the properties and quiet environment it is likely that noise from the development would be harmful to the residential amenity of occupants of Warden's House particularly at night during wedding receptions and when visitors are leaving.
205. No noise survey or assessment has been submitted with the application and therefore we are unable to positively conclude that noise from the development can be mitigated. In the absence of this information, it is likely that the development would harm the amenity of occupants contrary to policies GSP3, DMC3 and DMC14.

Conclusion

206. Thornseat Lodge is a non-designated heritage asset of regional significance. The Lodge building is in a very poor state of repair. The proposed major development is contrary to our development plan policies but is justified by the applicants on the basis that the development is required to conserve and enhance the lodge and therefore that major development is required in the public interest to enable enhancement of the Lodge and its former stable yard.
207. For the reasons set out in this report, we conclude that the development would result in very significant harm to the significance of the Lodge, its former stable yard and their setting.

Furthermore, the development would harm the landscape character and tranquillity of the National Park and represent an unsustainable form of development.

208. The application does not demonstrate that the development will conserve or enhance biodiversity either on site or nearby designated sites. The application does not include sufficient information for us to be able to rule out likely significant effect on European Sites and we are unable to undertake an appropriate assessment and positively conclude that the development will not adversely affect the integrity of European sites.

209. In these circumstances we are prohibited from deciding to grant planning permission by section 63 (1) of the Conservation of Habitats and Species Regulations 2017.

210. Noise and disturbance created by the development would be likely to harm the residential amenity of occupants of the neighbouring property known as Warden's House.

211. The proposal would therefore not be in the public interest and therefore there are no exceptional circumstances to justify the proposed major development.

212. The proposed development is therefore contrary to the development plan. Material considerations do not indicate that planning permission should be granted. The application is therefore recommended for refusal.

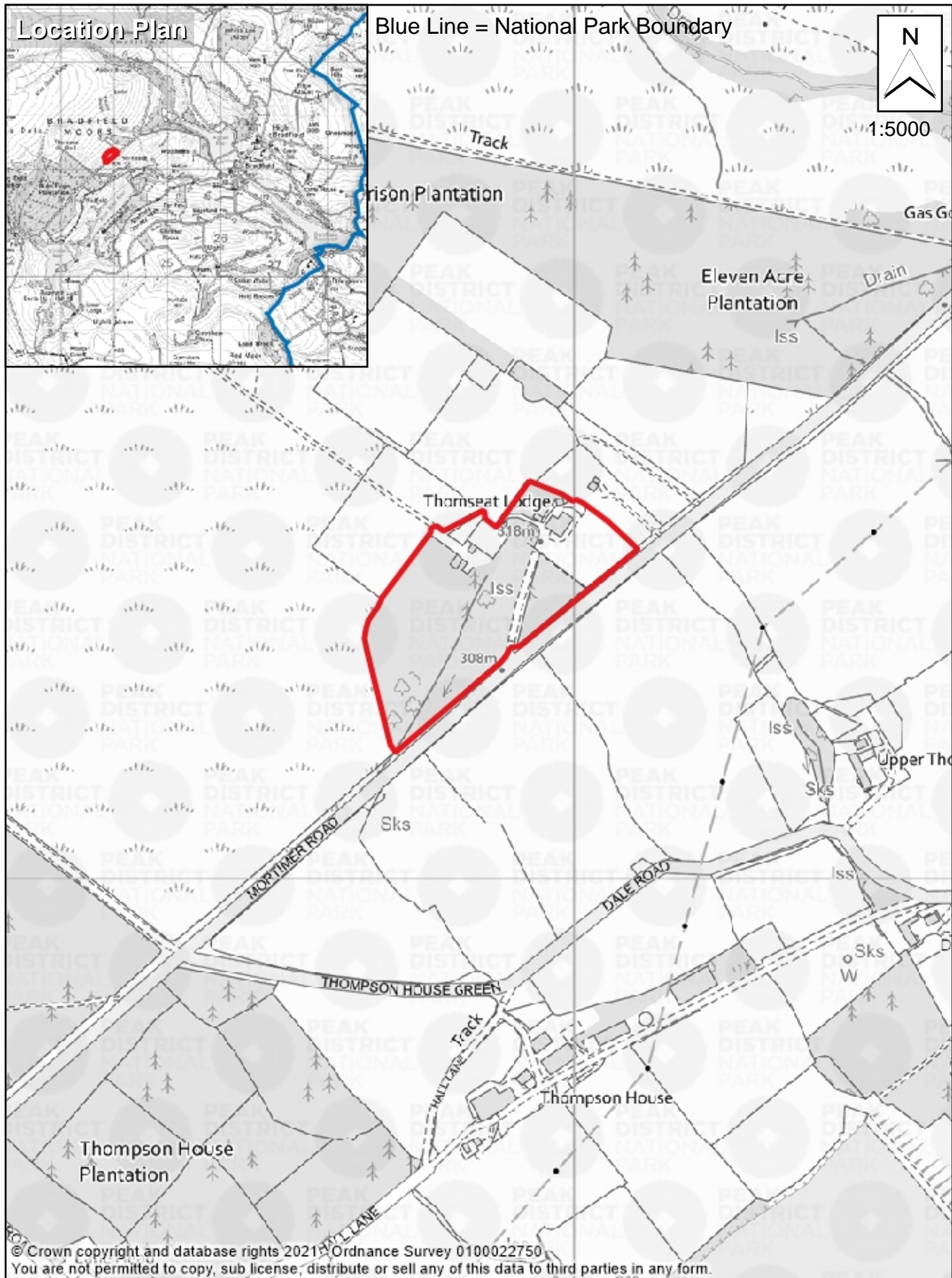
Human Rights

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

List of Background Papers (not previously published)

214. Nil

215. Report Author: Adam Maxwell, Senior Planner



Committee Date: 30th April
Item Number: Item 4
Application No: NP/S/0620/0511
Grid Reference: 423987, 392331

Title: Thornseate Lodge, Mortimer Road, Sheffield



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5. FULL APPLICATION – PROPOSED ERECTION OF ONE LOCAL NEEDS HOME ON LAND ADJACENT TO SPORTS FIELD, TADDINGTON - (NP/DDD/0221/0150 P9029/SC)

APPLICANT: MR WILLIAM DAVIDSON-HAWLEY

Summary

1. The application seeks permission for a three bedroomed affordable local needs dwelling. Whilst the application has established a housing need for a single person, the proposed house is significantly larger than is supported by policy for a single person dwelling. In addition, the intensification of use of a substandard access would adversely affect highway safety. Accordingly, the application is recommended for refusal on these grounds.

Site and Surroundings

2. The land subject of this application is located at the northern edge of the village within the south western corner of an undeveloped agricultural field (Field 3818). Whilst the field lies outside of the village Conservation Area (CA), the CA boundary runs adjacent to the south and western sides of the development site. The nearest neighbouring dwellings are Ades Croft sited immediately and adjacent to the west and 1-3 Meadow View (a terrace of traditional properties), Croft House and Herberts Croft, sited to the south and on the opposite side of a Public right of Way (PRoW), known as Hades Lane. Access to the site would be from Main Road, along Lower Smithy Lane and onto Hades Lane.

Proposal

3. Planning Permission is being sought to erect a three bedroomed local need affordable dwelling with associated parking, turning and garden area.
4. For clarity, the submitted proposed site plan indicates access is on to 'Lower Smithy Lane', however, the access is directly off the PRoW known as Hades lane. The development site itself is part of an open field on the north side of Hades Lane, towards the northern fringe of the village and just outside of the CA. The development site is fairly level, and measures approximately 24m x 24m. The proposed layout would comprise a 3 bedroomed detached dwelling, with associated parking space for two vehicles, turning area and garden. The dwelling itself would be positioned towards the eastern side of the plot around 6m back from the boundary of Hades Lane. The floorspace of the proposed dwelling, would be 97sqm. Vehicular and pedestrian access would be directly off Hades Lane. In addition, drystone walling would be constructed along the northern and eastern borders of the plot, enclosing the entire site within a hard boundary.

RECOMMENDATION:

That the application be REFUSED for the following reasons:

1. **The proposed dwellinghouse is significantly larger than the size justified by the identified housing need. The proposed house would therefore not meet an identified need for affordable local needs housing and therefore as a result the proposal is contrary to policy DMH1.**

2. **The substandard visibility and the intensification of use arising from the proposed development would adversely affect highway safety. Therefore contrary to policy DMT3 and guidance within Para: 109 of the NPPF.**

Key Issues

5. Whether the proposal complies with the relevant Development Plan Policies relating to the provision of affordable local needs housing.
6. The potential impact of the development on the village Conservation Area and the wider landscape.
7. Whether the proposed dwelling is considered acceptable in terms of its design, highways and amenity impacts.

History

8. No relevant planning history for the development site.

Consultations

9. Highway Authority – The Local Highway Authority raise objections on highway safety grounds. The details of which are set out in the Highway and Access section of this report.
10. District Council – No response at the time of writing the report.
11. Parish Council - *'The Parish Council is not raising any objection to the principle to this proposal for the erection of an affordable house, as it wishes to support young people to stay in the village. The Council expects that the normal planning policies are applied and that no precedent is set with this application'*.
12. PDNPA Archaeology - The Authority's Senior Archaeologist has stated that the site of the proposed development is of archaeological and historic interest. The full response and recommendation can be read in the Archaeology section of the report.
13. PDNPA Built Environment - The Conservation Officer agrees with the Archaeologist's analysis about the significance of the historic field systems and highlighting the importance of the watering lanes to the character and significance of the Conservation Area. A more detailed response can be read within the Conservation Area section of the report.

Representations

14. There have been 19 letters submitted in support of the proposal and 4 letters of objection. These are summarised below:

Support:

- Modest scale and design in keeping with the character of the village.
- Keeping a local person within the village.
- Helps new families to afford to live in the village.
- More affordable homes required to allow locals to stay within community.

Object:

- Siting of dwelling would cause privacy issues.

- Hades Lane (PRoW) too narrow for vehicles.
- Need to protect strip field system.
- Potential loss of protected species.
- Siting, scale and design of dwelling would have significant visual impact on the valued characteristics of the landscape.

National Planning Policy Framework

15. The National Planning Policy Framework (NPPF) has been revised (2019). This replaces the previous document (2012) 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 particular Para: 172 states, that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, which have the highest status of protection in relation to these issues.
16. In addition, Paragraph 189 states "In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance."
17. Whilst Paragraph 193 states, that when considering the impact of a proposed development the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
18. In this case, within the National Park, the development plan comprises the Authority's Core Strategy 2011 and the new Development Management Policies (DMP), adopted May 2019. These Development Plan Policies provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. In this case, it is considered there are no significant conflicts between prevailing policies in the Development Plan and government guidance in the NPPF.

Main Development Plan Policies

Core Strategy

19. GSP1, GSP2 - *Securing National Park Purposes and sustainable development & Enhancing the National Park*. These policies jointly seek to secure national park legal purposes and duties through the conservation and enhancement of the National Park's landscape and its natural and heritage assets
20. GSP3 - *Development Management Principles*. Requires that particular attention is paid to the impact on the character and setting of buildings and that the design is in accord with the Authority's Design Guide and development is appropriate to the character and appearance of the National Park.
21. DS1 - *Development Strategy* - reflects the objectives of national policy, indicating that new build development for affordable housing will be acceptable within or on the edge of the settlements of which it lists, which in this case includes Taddington village.

22. HC1 - *New housing*. Provides the detailed housing policy. Where exceptionally, new housing can be accepted when in accord with GSP1 & GSP2, it is required in order to achieve conservation and/or enhancement of valued vernacular of listed buildings.
23. L1 - *Landscape character and valued characteristics*. Seeks to ensure that all development conserves and enhances valued landscape character and sites, features and species of biodiversity importance.
24. L3 - *Cultural Heritage assets or archaeological, architectural, artistic or historic significance*. Explains that development must conserve and where appropriately enhance or reveal the significance of historic assets and their setting. 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 or its setting.
25. CC1 - *Climate change mitigation and adaption*. Sets out that development must make the most efficient and sustainable use of land, buildings and natural resources. Development must also achieve the highest possible standards of carbon reductions and water efficiency.

Development Management Policies

26. DMC3 - *Siting, Design, layout and landscaping*. Reiterates, that where developments are acceptable in principle, Policy requires that design is to high standards and where possible enhances the natural beauty, quality and visual amenity of the landscape. The siting, mass, scale, height, design, building materials should all be appropriate to the context. Accessibility of the development should also be a key consideration.
27. DMC5 - *Assessing the impact of development on designated and non-designated heritage assets and their setting*. The policy provides detailed advice relating to proposals affecting heritage assets and their settings, requiring new development to demonstrate how valued features will be conserved, as well as detailing the types and levels of information required to support such proposals. It also requires development to avoid harm to the significance, character, and appearance of heritage assets and details the exceptional circumstances in which development resulting in such harm may be supported.
28. DMC8 - *Conservation Areas*. States, that applications for development in a Conservation Area, or for development that affects it's setting or important views into or out of the area, across or through the area should assess and clearly demonstrate how the existing character and appearance of the Conservation Area will be preserved and, where possible, enhanced. Applications should also be determined in accordance with policy DMC5 taking into account amongst other things, form and layout, street pattern scale, height, form and massing, local distinctive design details and the nature and quality of materials.
29. DMH1 - *New affordable housing*. Affirms that, affordable housing will be permitted in or on the edge of settlements in accord with Core Strategy Policy DS1, either by new build or conversion, provided that there is a proven need and the building is within the stipulated size thresholds. These thresholds are; One person 39sqm, Two person 58 sq., Three person 70sqm, Four person 84sqm & Five person 97sqm.
30. DMH2 - *First occupation of new affordable housing*. Asserts that in all cases, new affordable housing must be first occupied by persons satisfying the local qualification criteria for housing for the purposes of DMH1.

31. DMH7 - *Extensions and alterations*. States that extensions and alterations to dwellings will be permitted provided that the proposal does not in the case of houses permitted under Policy DMH1, exceed 10% of the floorspace or take the floorspace of the house above 97sqm.
32. DMH11 - *Section 106 agreements*. A legally enforceable agreement to mitigate impacts of a development proposal, where this cannot be achieved through the use of planning conditions alone. These will be applied to housing developments such as affordable housing.
33. DMT3 *Access and design criteria*. States amongst other things, that a safe access should be provided in a way that does not detract from the character and appearance of the locality and where possible enhances it.
34. DMT8 - *Residential off street parking*. Off-street parking for residential development should be provided unless it can be demonstrated that on-street parking meets highway standards and does not negatively impact on the visual and other amenity of local communities.

Assessment

Principle of development

35. Policy HC1 makes it clear that provision will not be made in the National Park for new housing to meet general demand. However, on an exceptional basis, new housing may be permitted if it is to meet an eligible local need for houses that will remain affordable in perpetuity. In addition, as a settlement named by policy DS1, Taddington is acceptable as a location for new affordable housing in principle. In addition, Policies DMH1 and DMH2 make it clear that new affordable housing can only be permitted when there is a proven need for new housing.

Local Need Qualification

36. According to the submitted information, the applicant has lived in Taddington all his life and currently resides with his mother in the village. He now wishes to set up home for the first time to start a family and wishes to remain in the village and consequently purchased a plot of land from the family in order to build a home.
37. The applicant has registered with the Home Options scheme, which helps people identify and provide housing to those unable to afford open market property values and rents. This registration has categorised the housing need of the applicant as 'Band C', which confirms that as a single person they have an identified housing need. In this case, for the purposes of policies DMH1 and DMH2, it is accepted that the applicant is in housing need, and their current status means they would meet the local occupancy criteria set out by policy DMH2.
38. The supporting text of the affordable housing policies sets out that the Authority will need to be persuaded that applicants have no alternatives available to them on the open market or through social housing that can meet their need, and that evidence of their search for housing on the market should accompany any planning application.
39. The agent has stated that purchasing a property on the open market in the area is entirely unfeasible with no properties of a suitable size advertised within a 3-mile radius for less than £200,000. The only house for sale in Taddington at the time of the application are being advertised at £500,000, with two bed houses to rent on the open market in the

village currently £800 a month with none available. Whilst no evidence has been submitted in support of further searches through Home Options at this time, based on the above, it is accepted that the applicant has a housing need that cannot be met on the open market, and constructing a new affordable dwelling in this location to meet that need would be in general compliance with planning policy in principle.

Size of proposed new dwelling

40. The housing need established by the Home Options registration is for a single person dwelling. In this case, Policy DMH1 outlines maximum size guidelines for new affordable dwellings, and for a single person dwelling the maximum size threshold is a floorspace of 39sqm.
41. In this instance, the proposed dwelling would have a floorspace of 97sqm, which is the maximum floorspace allowed for a 5 person dwelling and therefore far exceeds the maximum size threshold for a single person dwelling. The purpose of defining size thresholds based on the identified housing need in policy DMH1 is to create a range of stock types to address the varied needs of the National Park's communities, and to allow a range of affordability of properties. The intention therefore is that new affordable housing should be permitted at a scale to address evidenced housing need and not personal preference.
42. Moreover, In accepting every new affordable home up to the maximum threshold would entirely defeat these policy objectives, and would ultimately deliver only a stock of larger dwellings that would remain unaffordable and oversized for many of those with identified housing needs; in particular those on low to moderate incomes seeking to get on to the property ladder for the first time. Consequently and as a result, the proposed scheme is contrary to policy DMH1 and cannot be supported.
43. Even allowing for possibility the applicant's current personal circumstances in terms of the number of people within the household may change, the proposed dwelling is of a size so far above the identified housing need that this can only be afforded very little weight in support of the application.

Design & materials of proposed dwelling.

44. The main two-storey dwelling would have a rectangular plan form with a lean-to on the north elevation, giving an external footprint of around 9.5m in length x 6m in gable width for the main two storey element with the single storey lean-to having a further footprint of 4m x 2.8m. The eaves height to the main dwelling would be around 5.2m with an overall height to the ridge of approximately 7.3m. Local materials would be used; natural limestone walls and gritstone dressings under a blue slate roof, with timber windows and door frames. In this case (Notwithstanding affordable floorspace guidance constraints), the proposal in siting and design terms would be acceptable and therefore in accordance with policies DMC3 & DMC5 respectively.

Potential Archaeological matters

45. The Authority's Archaeologist has advised that; *'Taddington village has a well preserved and still legible linear plan form originating from the medieval period. The two parallel back lanes define limit of this area, with Watering Lanes linking to the main street. The field systems lie beyond the back lanes. The proposed development is sited within this former field system.'*
46. *These fossilised medieval strip fields are a rare and precious landscape character type and important to the National Park. They are a non-designated heritage asset of high*

significance. They have archaeological and historic interest as well as intrinsic landscape value, providing the area a distinct character. Whilst the particular field in which the proposed development is located is not itself a narrow strip, it is a slightly larger field that would have been part of a group of strips when the area was enclosed. Nevertheless this is development within the fossilised strip field system.

- 47. Whilst the proposed development appears to be within a location that does not break the line of the strip field 'land parcel' or its extant field boundaries, it will have an impact on the wider historic landscape character by creating a visual intrusion into the field system resulting in harm to an important heritage asset and to historic landscape character. Therefore, even though there is no direct physical impact to the structure of the field system, the proposed development would not conserve or enhance this important area of historic landscape. In accordance with the requirements of Local Development Framework policy L3 and the Development Management Policy DMC5.*
- 48. There are other developments and intrusions into the field system beyond the back lane in this location, including the properties 'Keepers Croft' [Ades Croft] and 'Ade House' to the west. The cumulative impact of development extending beyond the core of the village and out in the field system must be considered in reaching a balanced planning decision. The development also lies on the edge of the Taddington Conservation Area, a designated heritage asset. The north south boundary wall to the west of the site forms the boundary of the Conservation Area.*
- 49. In the Conservation Area Appraisal the views over these fields (in directions both into and out of the Conservation Area) are marked as wide views, i.e. important views for the Conservation Area, so the impact of building a new house here need to be considered. Access to the proposed house will be via the 'Watering Lanes' and Back Lanes on the north side of the village, some of which are current unsurfaced. These are important features of the village and identified as needing to maintain in the Conservation Area Appraisal.*
- 50. With the information currently available archaeological potential is unknown (this is not addressed in the application), and so can only be estimated. The site itself has never been subject to archaeological survey or investigation. At this location, outside the historic core of the village it is unlikely that there will be the direct remains of settlement or primary domestic activity.*
- 51. It is possible that buried archaeological remains related to the medieval agricultural activity or secondary domestic activity (overspill from the croft) could survive at this location in a plot facing immediately onto the back lane. Any such remains would be of local significance only. The ground works associated with the proposed development, including foundation trenches, new drive and parking areas, landscaping, new drainage, services etc. will most likely result in the truncation, damage, disturbance or complete destruction of any surviving archaeological remains at this site relating to medieval activity.*
- 52. Taking into account their likely nature and significance, although this can only be estimated at this stage, am confident that any impacts and harm will be minor, and this can be appropriately mitigated through a condition scheme of archaeological monitoring'.*
- 53. In this case, the Officer has suggested, that if the planning balance is favourable, then the following recommendations should be conditioned:*
- 54. The retention and upkeep of the drystone walls field boundaries to ensure their retention and minimise the impact on the physical remains of the fossilised medieval field system.*

55. *A scheme of archaeological monitoring of the groundworks to a written scheme of investigation approved by the PDNPA Senior Conservation Archaeologist.*
56. Should the scheme be considered for approval by members, Officers accept that with the inclusion of the proposed conditions, the scheme would on balance be acceptable in Archaeological terms and therefore in accordance with policies L3 & DMC5 and Para: 199 of the NPPF in these respects.

Potential impact on the adjacent Conservation Area

57. The Conservation Officer concurs with Archaeology about the significance of both the historic field systems and in particular the importance of the watering lanes to the character and significance of the Conservation Area. Adding that *'...the unsurfaced nature of the back lane at the site of the proposed development marks the transition from the residential zone, with surfaced roads, to the fields beyond. This agricultural character is important - it would be detrimental if there was pressure to surface this lane in the future.*
58. *The Conservation Area Appraisal shows the open views that cross the proposed development site from and towards the high ground to the south of the village – this high ground is the location of the 'High Well', the town's original main, natural, water supply. The well site has a strong functional relationship to the watering lanes and affords extensive views over the church, the hall, and the fields to the north.*
59. *The proposal must be carefully considered in terms of the relationship to the back lane/watering lane, and whether there will be erosion of the legibility of that layout, or harmful impact upon the open views that link the field systems to the source of water (and therefore to the contribution that the setting makes to the significance of the Conservation Area). These factors contribute to the character of the Conservation Area'.*
60. In this case and subject to conditions relating to an appropriate layout and surfacing of the access road, new boundary walling erected to match the existing and with the proposed Archaeology conditions, the development would on balance help preserve the area in conservation terms and therefore generally accord with policies DMC3 & DMC5 in these respects.

Impact on residential amenity

61. The nearest domestic residences are Ades Croft sited immediately and adjacent to the west of the site and 1-3 Meadow View (a terrace of traditional properties), Croft House and Herberts Croft, which are sited to the south and on the opposite side of a PRoW (Hades Lane).
62. In the case of Ades Croft, the proposed layout of the new dwelling would be positioned towards the eastern side of the site and with a separation distance of around 11m and gable on to Ades Croft, the amenity of this property would not be unduly compromised by the development. With regard to 1-3 Meadow View, Croft House and Herberts Croft, the distance between the elevations of the dwellings and the proposed would be around 20m and sited on the opposite side of Hades lane and at a higher level to the development site. Regarding this and due to the distance of separation between these properties and the proposal, the amenity of the occupants of these dwellings would not be adversely affected by the development.
63. Consequently, there are no amenity issues arising from the scheme that would affect the occupants of both the nearest neighbouring dwellings, or any other residential properties close by, the application therefore complies with GSP3 & DCM3 in these regards.

Highway safety and access

64. The Highway Authority have stated that '*... the access route to the proposed dwelling would be narrow and torturous and a particular route could not in any case be specified and enforced. In addition, the immediate frontage to the plot of land is the route of a Public Right of Way with several others in the immediate vicinity. In addition, visibility from any access is likely to be extremely limited although it is noted that pedestrian intervisibility splays have been provided which should be 2m x 2m x 45°. Of even more concern, however, is the fact that any access onto Main Road would be severely deficient in terms of exit visibility. Given the above, the Highway Authority recommends refusal of the proposal for the following reasons*'.
65. *The proposed development, if permitted, involving the creation of a new vehicular access to Lower Smithy Lane, would introduce traffic movements to and from the public highway at a point where emerging visibility is severely restricted, thereby leading to danger and inconvenience to other highway users.*
66. *Existing accesses onto Main Road are severely deficient in respect of exit visibility and the Highway Authority would not wish to see any intensification in use of these accesses.*
67. *The provision of a vehicular access with adequate visibility splays to the Highway Authority's minimum standards would involve the use of land, which as far as can be ascertained from the application drawings, lies outside the applicant's control.*
68. *The application site is accessed via a roadway which is substandard in terms of geometry, construction quality and street lighting and is therefore unsuitable to safely cater for the traffic both vehicular and pedestrian associated with further residential development.*
69. *The frontage to the site is the route of a Public Right of Way. The proposal, if allowed, would lead to increased conflict between vehicles and more vulnerable highway users which would be considered against the best interests of highway safety.*
70. In this case, with regard to the Highway Authority's substantive objections, it is evident that the proposed development, due to its substandard visibility and intensification of use would adversely affect highway safety and amenity. Therefore the scheme would be contrary to policy DMT3 and guidance within Para: 109 of the NPPF and cannot be supported.

Environmental management

71. According to the details in the submitted Design & Access Statement, the building would be constructed to high levels of insulation throughout. All windows would be double-glazed and lighting would be provided with low energy fittings. All materials would be sourced locally and where the applicant cannot do the work themselves, local trades people would be used. Regarding this, the proposals would generally meet the requirements of policy CC1 in these respects.

Conclusion

72. Whilst the need for an affordable dwelling has been identified, the proposed dwellinghouse is larger than the size justified by the identified housing need, and as a result the proposals are contrary to policy DMH1.

73. Furthermore, visibility from the site access that is within the applicant's control is substandard, and it is concluded that the intensification of use arising from the proposed development would adversely affect highway safety. The Highway Authority recommends refusal of the application on these grounds

74. There is otherwise no conflict between the intent of policies in the Local Plan and Government guidance in the National Planning Policy Framework and there are no other material considerations that would indicate planning permission should be granted. Accordingly, the application is recommended for refusal.

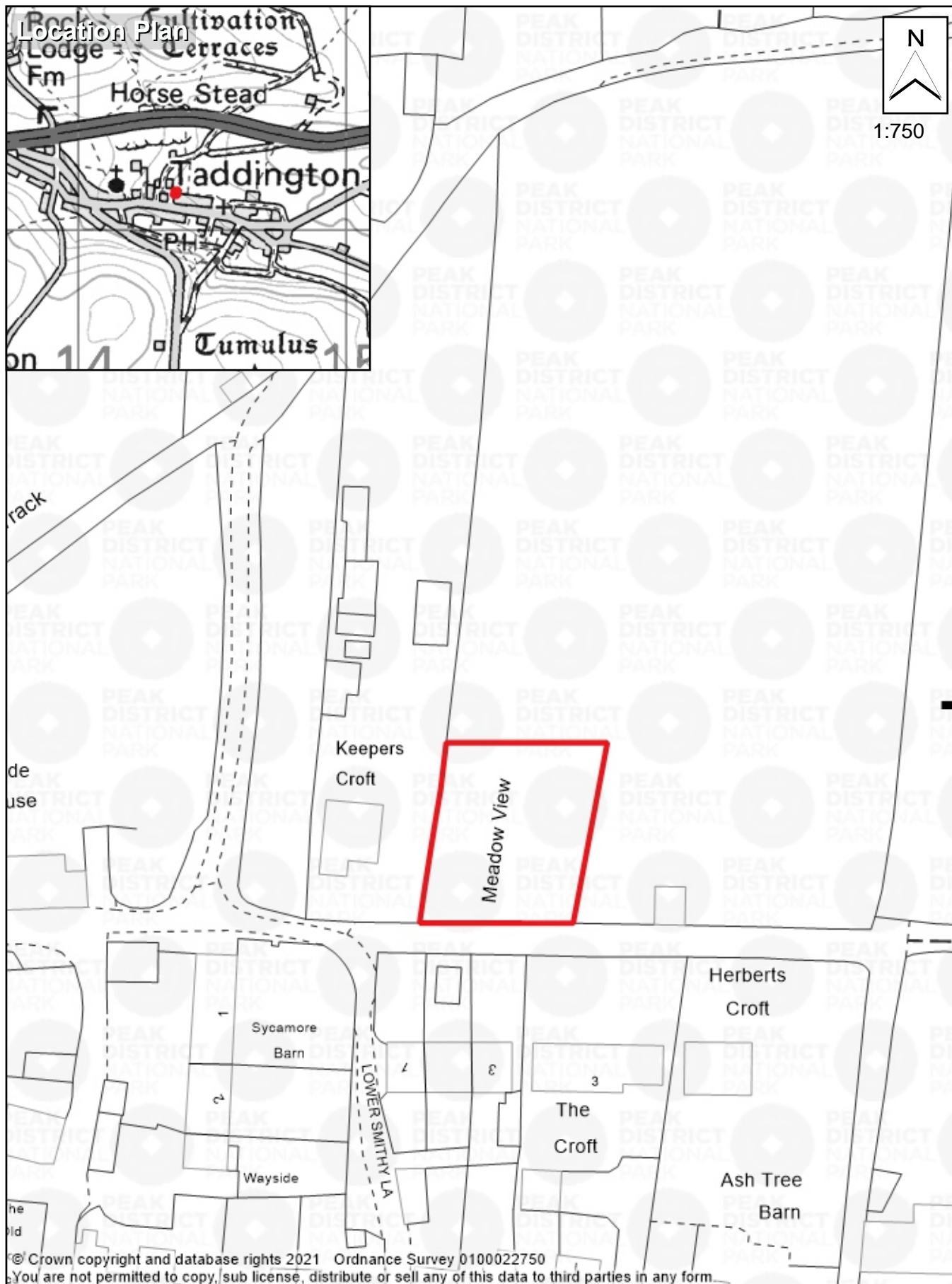
75. Human Rights

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

List of Background Papers (not previously published)

Nil.

Report Author: Steve Coombes, South Area Planning Team.



Committee Date: 30th April 2021
 Item Number: Item 5
 Application No: NP/DDD/0221/0150
 Grid Reference: 414355, 371132

Title: Land adjacent to Sports Field, Taddington



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6. PEAK DISTRICT NATIONAL PARK AUTHORITY CONVERSION OF HISTORIC BUILDINGS SUPPLEMENTARY PLANNING DOCUMENT – CONSULTATION DOCUMENT (SW)

Purpose of Report

To seek approval from the Committee for the Peak District National Park Authority Conversion of Historic Buildings Supplementary Planning Document (SPD) – Consultation Draft and also for the commencement of an eight week public consultation, subject to any amendments arising from this meeting.

The Consultation Draft forms Appendix A of this report.

RECOMMENDATION

That the Committee:

- 1. Approve the Peak District National Park Authority Conversion of Historic Buildings Supplementary Planning Document – Consultation Draft.**
- 2. Approve an 8 week public consultation on the Peak District National Park Conversion of Historic Buildings Supplementary Planning Document to commence in May 2020.**
- 3. Grant delegated authority to the Head of Planning Services in consultation with the Chair and Vice Chair of Planning Committee to agree any further modifications and finalise the document at Appendix 1 prior to public consultation.**

History

The Peak District National Park Authority's Conversion of Historic Buildings SPD has been under development since the Development Management Policies (DMP) Development Plan Document was approved by Authority on 24th May 2019. It provides clarification to DMP policy *DMC10: Conversion of a heritage asset*.¹

The conversion of buildings forms a significant part of the PDNPA planning casework. The need for a Conversion of Historic Buildings SPD has been recognised, to interpret national guidance in the landscape context specific to the National Park, and to provide the level of detail necessary to guide choices about form, design and materials for those wishing to convert historic buildings. Although the highest planning pressure is upon the conversion of agricultural buildings, other building types have been included.

The Conversion of Historic Buildings SPD has its origins in a number of spheres. The first are the Authority's 1987 'Building Design Guide' and the 2007 'Design Guide' which superseded it. The 2007 Design Guide was formally adopted as a Supplementary Planning Document, but the 1987 guide contains many additional details which are still very useful and it now forms a technical supplement to the 2007 Design Guide SPD.

¹ https://www.peakdistrict.gov.uk/_data/assets/pdf_file/0024/95091/Webpage-Final-Branded-DMP-Doc-Copy.pdf

Both these design guides set out the key characteristics of the historic built environment in the National Park including stylistic traditions, materials and detailing, as well as considerations of landscape context and settlement form. They were primarily created to provide guidance for new building and extensions. While both documents also contain a short section on conversions, these are necessarily short and lack detail.

Between 2015 and 2017 the Cultural Heritage team carried out extensive research into farmsteads, field barns and outfarms across the whole of the Park giving us a very detailed understanding of form, trends in survival and condition across all landscape types. In addition, in 2017 Historic England updated its planning advice notes 'The Adaptive reuse of Traditional Farm Buildings' and 'Adapting Traditional farm Buildings' acknowledging the contribution that these buildings make to landscape character and the planning pressures that they face. This work has heavily influenced the Conversion of Historic Buildings SPD.

An informal consultation with internal colleagues and members of the Local Plan Review Steering Group was carried out for 2 weeks (24 February – 10 March 2021). Comments were received from colleagues in Policy and Communities team and members of the Local Plan Review Steering Group which resulted in a number of changes being made to the SPD to improve the understanding of terminology used and general clarity.

The SPD still has some place holders for photographs to help illustrate the text. It is hoped that these will be filled by agents/architects/homeowners submitting appropriate photographs during the consultation period. If not, stock photos will be sourced from a third party or removed completely.

The SPD is now considered ready to be consulted upon.

Main Policies

Relevant Development Management Policies:

- DMC10: Conversion of a heritage asset

National Planning Policy Framework (NPPF)

It is considered that this SPD will provide greater consistency between the NPPF and Local Plan policies by clarifying the way that historic buildings can be converted to new uses within the National Park.

Human Rights

It is not considered that the publication of the Conversion of historic buildings SPD - Consultation Draft will raise any human rights issues, as it simply provides further guidance on how to apply the relevant planning policies contained in the DMP.

Sustainability

The government's Planning Practice Guidance (2019) states:

'Supplementary Planning Documents (SPDs) do not require a Sustainability Appraisal to be undertaken. They may, in exceptional circumstances, require a Strategic Environmental Assessment if they are likely to have significant environmental effects that have not already been assessed during the preparation of the relevant strategic

policies. A Strategic Environmental Assessment is unlikely to be required where an SPD deals only with a small area at a local level.'

The SPD deals with the conversion of historic buildings. The complexity of a conversion of a historic building can vary and is dependent on its significance, state of disrepair and location to name a few of the constraints. All conversions require planning permission and if a designated heritage asset, Listed Building Consent too. The Conversion of historic buildings SPD deals with a specific area of planning policy at a local level that does not result in significant environmental effects.

The SPD provides further guidance to DMP policy DMC10: *Conversion of a heritage asset* which was subject to a Sustainability Appraisal as part of the Local Plan development process.

It is for these reasons that neither a Sustainability Appraisal nor a Strategic Environmental Assessment is required to be undertaken for the Conversion of historic buildings SPD.

List of Background Papers (not previously published)

None

Appendices

Appendix 1 – Conversion of Historic Buildings SPD

Report Author

Sarah Welsh, Policy Planner

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Conversion of Historic Buildings

Detailed Design Guide
Supplementary Planning Document

Consultation Draft March 2021



Published March 2021 ©

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Barn converted into dwelling (© Bench Architects)

1. **Introduction**

- 1.1 Historic buildings of all types can come under pressure for change when their original use ceases. Within the rural environment of the National Park, barns and other agricultural buildings are particularly vulnerable to changes in farming practice, with many historic farm buildings no longer fit for modern agricultural use. Other types of non-residential buildings, such as mills, churches, chapels and schools also become redundant when they can no longer be used for their original purpose. Without maintenance, such buildings quickly fall into disrepair. The challenge is to adapt and reuse them imaginatively, while balancing the aims and aspirations of the new user with the qualities of the buildings and their surroundings.
- 1.1 This Supplementary Planning Document (SPD) provides guidance for those interested in converting a historic building which is a designated or non-designated heritage asset¹ to a new use. The guidance aims to ensure that any new use respects the original character, appearance and setting of the building.
- 1.2 This guidance is intended for use by property owners, estate managers, agents and architects. It should be read in conjunction with National Planning Policy Framework (NPPF) and Guidance (NPPG) and the Peak District National Park Local Plan. More detail about the Policy context, planning consent and listed building consent is given in Section 7 of this document.
- 1.3 This SPD should be used where it has been determined that the conversion of a building is acceptable, in principle, in planning policy terms. The guidance advocates a staged approach to understanding the building and deciding upon appropriate new uses and design.
- 1.4 Sympathetic conversion will often be the only means of securing a viable future for some redundant buildings. The building in question must, however, be of sufficient historic or architectural merit to warrant conversion to a new use, and the landscape setting will also be an important consideration. In essence, while the best use is the one for which the building was designed, a new use can be a means of safeguarding its longevity provided it can be achieved in a way that conserves its character.
- 1.5 Putting redundant historic buildings to a viable use stimulates investment in their maintenance, necessary for their long-term conservation. It is important that any use is viable, not just for the owner, but also for the future conservation of the building: a series of failed ventures could result in successive and unnecessarily harmful changes over time.
- 1.6 Converting an existing historic building is inherently sustainable. It makes best use of existing resources and embodied energy². In many cases, there will be scope to improve the energy efficiency of a historic building and/or make use of renewable energy in ways that do not detract from the character of the building.

¹ Further information on the terms 'designated heritage asset' and 'non-designated heritage asset' is contained in Section 7.

² Embodied carbon is the carbon contained within the fabric of a building and that which was used in erecting it, for example creating/extracting and transporting materials. <https://historicengland.org.uk/content/heritage-counts/pub/2019/hc2019-re-use-recycle-to-reduce-carbon/>

- 1.7 Low-key uses such as offices, studios, light industrial workshops, training, research facilities or similar are often acceptable provided that they can operate without creating high levels of noise, pollution or vehicle movements. Residential conversion remains the most popular option for the re-use of traditional rural buildings, but is also the most difficult and challenging because it usually involves a greater degree of change both to the building and its surroundings.
- 1.8 Any new use should conserve and be compatible with the form, function, fabric, interior, context and setting of the building, including its wider landscape setting. Where appropriate, enhancement will be sort. There may be some historic buildings which will not be suitable or capable of re-use or adaptation, because their poor condition or size precludes this, or because they are of such intrinsic value that a new use cannot be absorbed without serious detriment to the building or the landscape. In these instances, planning permission will not be granted for their conversion, and only repairing and retaining the historic building in its original use will be acceptable.
- 1.9 It is essential that the design of any conversion is appropriate. Cues should be taken from the existing arrangement, form, massing and fabric and used to inform the design. This does not preclude thoughtful, contemporary design; good design **that is 'of its time'** and which responds to the historic context of the building can enhance a historic building.
- 1.10 The details are all-important. Small changes such as door and window alterations or the change of use of former open countryside into domestic garden, can have cumulative adverse effects on the historic built environment and the wider landscape.



Open-sided barn converted for outdoor domestic use (© Bench Architects)

2. Suitability for conversion

- 2.1 The National Planning Policy Framework (NPPF) and the Peak District National Park Authority (PDNPA) Local Plan include specific guidance/policies on the conversion of historic buildings, and further detail on the policy context is contained in Section 7, below.
- 2.2 Conversion from one use to another usually requires planning permission and building regulations approval. If the building is listed, listed building consent will also be required for alterations and extensions to the property. Acceptability on planning grounds usually depends on:
- The heritage significance
 - Location
 - Size
 - Structural integrity
 - Character of the building
 - Means of access
 - Provision of services
 - Impact on the surroundings
 - Flood risk
 - Contamination
 - Presence of protected species
- 2.3 An up-to-date structural report may be required as part of a planning application. Buildings that require substantial rebuilding are unlikely to be approved for conversion as this would result in the loss of the architectural or historic interest of the building. Exceptions might be made where the building concerned is an important element in a wider group, or where its disappearance could harm the character and interest of the whole.
- 2.4 Historic buildings must be large enough to accommodate the proposed new use and any associated storage without extensions or new ancillary buildings; extensions to stand alone buildings or buildings separate from a group will require a strong and convincing justification.
- 2.5 The demands for additional window openings, insertion of floors, internal divisions or extensions and new services need very careful consideration to ensure that the building's character, appearance and significance are not harmed.
- 2.6 Certain types of historic building can pose particular challenges for conversion. These include buildings with large interior spaces; those with few or very large openings; and those in very isolated locations.

3. Design Philosophy

- 3.1 The guiding principle behind the design of any conversion is that the new use needs to fit around the building, rather than the building being made to fit the new use. After a conversion, the original character of the building and its story of development should remain "legible". In practice this may mean living with quirks that would not be encountered in a new building, such as changes in floor levels, windows at unusual heights, retention of historic fittings and restricted headroom.



A barn after conversion to domestic use. The retention of the large sliding door and the careful use of existing openings with simple woodwork and internal shutters helps to maintain the agricultural character of the building. The interior is very modern but responds to the historic uses of space (© CE+CA Architects).

- 3.2 A good understanding of the building's character and significance is essential. Look at the building with an enquiring mind: why are the doors and windows positioned as they are? Why is the building positioned as it is? What does the internal layout tell you about the way the building was used? If it has been altered, what were the motives for the alteration? This knowledge will help you to arrive at a high standard of design. This will also mean less intervention into the historic fabric and plan form, and a greater capacity for the building to adapt to future alternative uses.
- 3.3 Where necessary, expert advice can be sought to help interpret historic buildings. A draft conversion scheme should only be designed after a thorough assessment of understanding has been made. The design itself should be to a high standard. The more care that is given to spatial planning and detailing, the more successful the scheme will be.
- 3.4 A respect for the building's scale, proportions, detailing and setting is central to the design philosophy. Alterations should be made within the constraints of the building and its location, working with the building rather than against it. This applies to internal features as much as to the building's external appearance.
- 3.5 The conversion also needs to respond appropriately to its surroundings. A sensitive scheme must ensure that parking and landscaping, particularly gardens, boundary treatment and ground surfaces are carefully designed and detailed. Many buildings such as chapels, farm buildings, mills or institutional buildings, will not have had gardens or parking areas previously. Some have barely any land around them at all. In general, the open and undivided character of farmyards and courtyards should be maintained in a conversion, and managed in common where there are multiple ownerships. For a conversion to be acceptable, the original character of the building and its historic setting must be readily apparent when viewed in the landscape or street scene.

4. The Principles of Conversion

4.1 A successful conversion scheme requires a staged approach. The following six principles should form the basis of any proposals:

- 1 Understand the building and its setting
- 2 Work with the existing form and character
- 3 Follow a conservation approach
- 4 Create responsive new design
- 5 Use appropriate materials and detailing
6. Conserve and enhance the setting

4.2 Section 5 explains what these mean in practice.

5. Guidance

Principle 1: Understand the building and its setting

5.1 Before a planning application for any conversion is made, an applicant needs to commission a formal assessment of the significance of the building and the contribution made by its setting, as required by the NPPF³ and PDNPA planning policies. A thorough understanding of this will play an essential part in the design of good quality and appropriate conversion proposals.

5.2 It is important that this assessment is commissioned in the earliest stages of developing a proposal, as the results will help to inform the design of the scheme and part of a future planning application.

5.3 The assessment may take the form of a Heritage Statement, or be part of a Design and Access Statement, but it must be completed by a suitably qualified person. The purpose of this work is to:

- understand the materials, construction and evolution of the building and the extent of past changes, including those that may have been made with planning or listed building consent in recent decades
- assess the former function of the building, its plan form, and how it was used
- assess the overall significance of the building as well as the significance of its individual components; this will include consideration of archaeological information in the building and below ground
- assess the landscape context and the contribution that its setting makes to significance
- assess the building's sensitivity to and capacity for change
- evaluate what form of adaptation can successfully conserve the character and significance of the building
- assess opportunities for enhancement

5.4 If the scheme involves more than one building, the points above apply to individual buildings and the whole group.

³ All references of the NPPF are from the revised NPPF 2019

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

- 5.5 As well as the form and structure, any remaining features of historic interest - internal or external - should be noted. Details such as, for example, wall finishes, floor surfaces, wear patterns, commemorative plaques, graffiti, carpenters' and **masons'** marks, animal stalls with racks and mangers, fittings, original joinery or traces of machinery and industrial/craft processes will all contribute important information to the understanding of the **building's** significance.



This former school is now a domestic dwelling, but retains its institutional character (© PDNPA)

- 5.6 Links to detailed guidance on the process of assessing significance are given in Section 8. If the proposal affects an agricultural building, our Farmsteads Assessment Framework and Farmsteads Character Assessment provide additional support and guidance for applicants. Other types of assessment are likely to be necessary, such as for protected wildlife (fauna and flora), flood risk and structural integrity (see Section 6).

Principle 2: Work with the existing form and character

General

- 5.7 It is essential for the existing form, scale and character of the historic building and its site to guide the design in any conversion scheme.
- 5.8 Most farm buildings, for example, are generally simple and functional in their form, shape and design, and use local materials and simple detailing. They typically have long and uninterrupted roofs (with no chimneystacks, dormers or rooflights), few window and door openings (with their locations dictated by function) and a higher ratio of blank walling to openings. Many farm buildings face onto a communal yard or area, with other elevations blank or with limited openings.



A Peak District outfarm, with buildings around a small yard. There are few openings in the upper parts of the elevations and there is very little surrounding curtilage (© PDNPA)

- 5.9 Other historic non-domestic buildings which may be considered for conversion will have their own characteristics. Chapels and churches, for example, will typically have strong symmetry, tall windows set higher up the elevations and large-volume spaces. They often retain interior features such as pews, pulpits and memorials.



A converted chapel retains the strong symmetry created by the windows. On the elevation facing the street, the original stained glass has been retained in the upper portions of the new windows (© PDNPA)

- 5.10 Industrial buildings such as mills may be characterised by simple rooflines, often with rows of identical windows to the larger manufacturing mills. There may be old machinery still in place.



A mill converted for residential use. All openings are original, and a small number of new balconies respond to the industrial character of the building. (© PDNPA)



The original metal-framed windows have been retained in this converted mill, helping to retain its industrial character. Bird and bat boxes have been added to the eaves (© PDNPA)

- 5.11 The pattern and form of historic door and window openings is likely to be directly related to the historic function of the building over time, and can often identify its original use. This legibility is an important characteristic of a historic building that should be retained and respected as part of any conversion scheme.
- 5.12 A key component of character in many historic agricultural, religious and industrial buildings is the sense of space found internally. Much of the special interest of barns, for example, derives from their long, lofty, dimly-lit interiors; chapels are often full-height spaces, with perhaps an upper mezzanine floor at most. Subdividing these spaces can destroy that character. It is essential to keep such interiors as open as possible.



The simple open interior of a disused Methodist chapel with pews and other internal fittings. These spaces can pose design challenges that require a creative and sensitive response (© Tom Crooks Architecture Ltd)

- 5.13 Existing internal and external features may impose constraints on the design of a conversion, such as restricted headroom and lower daylight levels. Allowing the existing form of the building to influence the new use may require creative thinking. A flexible approach, abandoning preconceived ideas about how a new use should be arranged, may help retain the historic character of the building and can be the best way of getting the most out of a conversion scheme.

Image placeholder: interior layout reflects historic use of space

External

- 5.14 Schemes should work within the shell of the existing building, avoiding the need for alterations, additions or extensions. Where room heights are low, for example, first floor rooms can be partly contained within the roof space as an increase in eaves or roof heights may change the character of the building.
- 5.15 Every effort should be made to use existing openings to the full. If necessary the interior layout of the proposed new use should be adapted to make best use of the existing openings. For example, open-plan interiors can often make the best use of available daylight.
- 5.16 Original openings that have been blocked up in the past should be re-used in preference to the creation of new openings. If they have been blocked up in an unsympathetic manner or using inappropriate materials, an enhancement can be gained by reopening them.
- 5.17 New openings should only be inserted into roofs and walls where essential. Where new openings can be justified, these should be limited in number and size and should be detailed to harmonise with the existing openings. In barns, for example, new window openings at first floor could follow the proportions of traditional hay-loft openings (e.g. pitching holes). The positioning of any new doors or windows should respect the existing distribution of openings, whether symmetrical or irregular.
- 5.18 The historic ratio of blank walling to door and window openings – **the ‘solid-to-void’ ratio** – should be maintained. The insertion of new openings in otherwise blank elevations, or where there is no physical evidence of previous openings, should be avoided particularly where visible from public vantage points such as footpaths and roads.



A barn after conversion – the solid-to-void ratio has been maintained. The only alterations on this elevation are two conservation rooflights and two additional vent slits to allow additional light to the interior. All the other original openings are on the opposite elevation (© PDNPA)

Internal

- 5.19 Any new sub-divisions of the internal spaces should be kept to a minimum, in order to retain the spatial quality of the interior and reduce the requirement for additional new windows and door openings. Where new internal divisions are unavoidable, these should always respect the interior architectural features and character of the building; for example, by aligning with the existing bays and roof trusses.
- 5.20 Where the interior of a historic building is characterised by one long, uninterrupted space open to the roof at first floor with subdivision of the ground floor space, for example in a typical Peak District two-storey shippoon, the living spaces – lounge, dining, kitchen – could be located on the first floor within one open-plan space. If there have to be partitions, fully glazed and visually unobtrusive systems (e.g. a frameless, structural glass) might be appropriate. The bedrooms and bathrooms could then be located on the ground floor which is more likely to have existing subdivisions.
- Image placeholder: conversion with creative use of space**
- 5.21 Where a historic building has always been subdivided into smaller spaces, removal of historic fabric to open out the spaces is unlikely to be acceptable.
- 5.22 Where an interior is characterised by a full-height, single-volume space, for example in a threshing barn, the insertion of a first floor is unlikely to be acceptable. Other approaches could be considered in certain circumstances, such as the insertion of freestanding pods that require minimal intervention into historic fabric.
- 5.23 The insertion of floors or mezzanine levels that will adversely impact on large windows or other features should be avoided.
- 5.24 Significant lowering or raising of any existing floor level, or internal element, will probably harm the character of a building.
- 5.25 Where there is inadequate headroom beneath a truss in a historic building proposed for conversion, this is often the best position for a new staircase. The levels can be set to allow a half-landing directly beneath the truss with separate upper flights accessing the first floor areas to either side of the structural tie. On occasion, it may be best for the building to have more than one staircase, serving separate areas of the first floor.

Principle 3: Follow a conservation approach

General:

- 5.26 Conservation is not the same as preservation. Historic England defines **conservation** as *‘the process of managing change to a significant place in its setting in ways that will best sustain its heritage values, while recognising opportunities to reveal or reinforce those values for present and future generations’*⁴. That is why it is so important to understand the significance of the building as the first step in the design of a conversion proposal.
- 5.27 Features of architectural or historic interest, both internally and externally, should be retained wherever possible, and alterations kept to a minimum. Without them, the character of the historic building will be diminished, and the justification for conversion will be lost. There will always be a presumption in favour of retaining as much of the existing historic fabric as possible.

External:

- 5.28 Existing traditional roof coverings should be retained, and repaired if necessary. If beyond repair, any replacement roof should be exactly like-for-like.
- 5.29 Change to the dimensions of existing historic window or door openings is likely to be harmful to the building’s existing character and appearance and should be avoided. Exceptions may be made where current openings are the result of previous unsympathetic change, and there is clear evidence of the previous form.



Former smithy converted into a café – the plain façade on the street frontage has been retained
(© PDNPA)

⁴ ‘Conservation Principles: policies and guidance for the sustainable management of the historic environment’. Historic England 2008 (new edition forthcoming). <https://historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historic-environment/conservationprinciplespoliciesandguidanceapril08web/>

5.30 Existing historic windows, doors and shutters should be retained and repaired if possible. If any are beyond repair, appropriate replacements will be required; this could include like-for-like replicas. Certain features, such as louvred windows or 'hit and miss' vents can be supplemented with secondary glazing on the inside.



A traditional window with glazed upper and 'hit and miss' vents below (© PDNPA)



A like-for-like replacement of an historic window, including stonework repairs and new ironwork, based on evidence from the existing openings (© Bench Architects)

5.31 Original cast iron windows, often found on chapels and mill buildings, will usually be an important feature, and should be retained. Modern replicas, using casts from the original, can be made by specialists if necessary.

- 5.32 A large cart opening within a barn may be the building's most important external feature. Keeping such a key opening with its solid boarded doors unchanged may be important for retaining the character of the whole building.



The 20th-century sliding door on this threshing opening, although not part of the original building, has been retained and can be closed to cover the new glazed opening behind it. This maintains the agricultural feel of the converted barn and helps to tell part of the building's history. (© CE+CA Architects)

- 5.33 The way in which doors open and are hung are important features, and should be retained. Doors may be inward or outward opening, depending on the use of the spaces within and the detailing of the door surround. They may be hung from timber door jambs, harr hung, or they may have strap hinges mounted on pintles fixed directly into the stonework. Where the doors have no timber frame, the reveals can be weather-stripped to make a draught-proof seal when the door is closed. In some cases, a new door could be fitted behind the old one, but with both remaining operable.

Image placeholder: example of harr hung & pintle

- 5.34 External features such as steps, ventilation holes, owl holes, bee boles, dovecotes, troughs, boundary walls and/or railings, gates, stone gate posts and gate piers can make an important contribution to historic character. They should be kept and repaired, where practically possible.

Image placeholder: Stone steps retained to a former door opening



Gatepiers and iron railings forming the boundary of a chapel curtilage (© PDNPA)

Internal:

- 5.35 Historic timbers should be retained, and repaired if necessary. Adapting, relocating or removing historic structural timbers – trusses, purlins, posts, beams, etc. – will be inappropriate in most circumstances.

Image placeholder: repaired timber

- 5.36 Historic floor surfaces on both ground floor and upper floors will often be of interest and should be retained. These may include stone flags, stone and/or timber setts, limestone pitchings, quarry tiles, original timber floorboards and sometimes original gypsum and lime plaster floors (the latter mainly to upper floors or lofts).

Image placeholder: flooring

- 5.37 Exceptionally, it may be acceptable to install a new first floor finish, or even an entire load-bearing floor structure, above an old one of inadequate strength, so that the integrity of the original is preserved as seen from the rooms below. In such cases, a useful service void can sometimes be created. However, this will be less suitable where upper storeys have sensitive interiors or restricted headroom.
- 5.38 Additional care is needed on lower floors to ensure that the structural stability of the foundations, and any archaeological interest below the finished surface are not adversely affected by proposed works. Lifting and re-laying historic ground floor surfaces in order to install a damp proof membrane, radon barriers, insulation or underfloor heating may be acceptable, but will depend on the extent of excavation and the impact on potential archaeological deposits. Care should be taken to reinstate historic floors exactly as they were before they were lifted.



A well revealed underneath below the flagstone floor inside a building (© Wessex Archaeology and courtesy of Mr and Mrs Chapman)

5.39 Where historic fittings and features survive - e.g. doors, recesses, cupboards, stalls, feed racks, pews, water-wheels and other equipment - these should be retained *in situ* as part of the conversion scheme, if at all possible.



Machinery retained in its original position and creating a striking feature of interest in this former 18th-century corn mill (© PDNPA)



Water-power machinery *in situ*, during archaeological recording of a mill prior to conversion
(© The JESSOP Consultancy [TJC Heritage Ltd])



The water-power machinery retained in this mill conversion (© PDNPA)

- 5.40 Other original internal features, such as decorative treatments and finishes, panelling, graffiti, apotropaic marks, carpenters' and masons' marks, etc., should be retained wherever possible. Cleaning (only if really necessary) should be restricted to gentle brushing to avoid damage to these delicate traces.



Hexafoil inscribed on a 16th-century cruck blade in a barn (© Andy Bentham)

Principle 4: Create responsive new design

General:

- 5.41 It is essential that both the interior and exterior of the converted historic building retain its historic character, referencing its original use. When converting a non-residential historic building into residential use, the introduction of domesticating features should be minimised. For example, maintaining the visual distinction of farm buildings from farmhouses or other adjacent houses is an essential consideration; even where a barn or shippon is attached to a dwellinghouse and the residential use is being extended into it, it is important to maintain the two distinct and complementary characters of barn and house.



The barn adjoining the farmhouse has been converted but retains a distinct utilitarian character (© PDNPA)

- 5.42 Where appropriate, contemporary design is encouraged, taking cues from the design, character and materials of the host building and the surroundings.

Image placeholder: good contemporary design

External:

- 5.43 Chimney stacks should be avoided where these did not exist historically. In the exceptional cases where a new masonry chimney is appropriate, it should be simply detailed to reflect the local tradition.
- 5.44 If a new stove flue is absolutely necessary this should be on the rear (or least visible) slope of the roof, kept as short as possible and finished in a dark matt-painted metal. **On farm buildings, any flue should appear 'incidental', e.g. discreetly placed, rising off the eaves instead of the ridge.**
- 5.45 Dormer windows are unacceptable where these would be incompatible with the character, appearance and significance of the historic building.
- 5.46 If historic rooflights already exist on a historic building undergoing conversion, any new or replacement rooflights should aim to match the type, style, profile and size of the existing. For example, inset glazing panels may exist on some industrial roofs. Additional rooflights should be kept to a minimum.
- 5.47 Rooflights should be avoided if they were not present historically. However, in some cases new rooflights are unavoidable; where there is absolutely no alternative, these should be sited on the rear (or least visible) slope of the roof.
- 5.48 New rooflights should generally be of a uniform size and positioned at the same height on the roofslope, not projecting. The appropriate size and style of rooflight depends on the character and historic use of the building. In general, traditionally detailed, recessed, low profile 'conservation' rooflights with slender, metal frames and genuine glazing bars are most appropriate.

- 5.49 In some cases it might be more appropriate to insert a more industrial form of rooflight, for example a single larger unit of 'patent glazing' along a ridge line. This may be preferable to pockmarking a roof with several individual openings.



Industrial roof light set flush into a new stone roof along the ridgeline of this converted barn. The agricultural feel of the barn is maintained.
(© PDNPA)

- 5.50 Consideration should be given to other means of bringing light into the building, for example, using 'borrowed' light to reduce the need for new openings or rooflights. The conversion of buildings such as mills, with large floorplans, will require careful design to bring light into the core. Rooflights can be used to conceal sun pipes that can bring lighting into other parts of the building.

Image placeholder: Creative use of modern materials brings borrowed light

- 5.51 Where inappropriate modern windows and doors exist, replacement of these with a more suitable alternative is likely to enhance the building and will be encouraged. New windows and doors should be of an appropriate design for the building. For example, in order to underplay the appearance of inserted frames and glazing in traditional hay-loft openings, plain unsubdivided windows with the frames set back within the reveal (a minimum depth of 100mm) can be an appropriate treatment. Ground floor windows of stables and cowhouses often have inward-opening hopper windows with fixed glazing below, and this may be an appropriate pattern to follow.
- 5.52 The design of new doors should ideally be based on original surviving doors. For many historic buildings these will generally be boarded plank doors, (ledge and braced) or panelled doors. Door frames should be set well back within the opening.
- 5.53 In some cases, it may be acceptable to insert fixed glazing or an inner glazed door within an existing doorway, in order to minimise the pressure for new

openings in the fabric. This should be recessed back as far as possible within the structural opening and the glazing should be plain, or only simply divided.

- 5.54 Where glazing is inserted into large doorways, such as cart openings, full height glazing is usually most effective. This could be undivided, or subdivided with a strong vertical emphasis. Other treatments, such as part-boarding, can also be used to good effect on large openings.

Image placeholder: part boarding

- 5.55 The glazing of ventilation holes should be set back within the reveal, in all circumstances.



Glazing in a ventilation slot set well back into the reveal to reduce reflections, and fitted directly into the stone

(© PDNPA)

- 5.56 Energy-efficient conversions will always be encouraged. However, solar panels may be incompatible with the character of the building or its surroundings. Exceptions may be where they can be located on a hidden elevation or in a roof valley. It may be preferable to locate solar panels on the ground, or on a more modern extension or ancillary structure, rather than on the principal building. Air source or ground source heat pump equipment should also be sited discreetly, and may need to be included in planning applications. Good guidance exists on the energy efficiency in historic buildings (see Sections 6 and 8).

- 5.57 Any new pipework required for the supply and installation of new services, soil vent pipes and all waste connections should be located internally wherever

possible, and planned for at the design stage. If external location of pipework is justified, this should be positioned on hidden elevations. Allowing a soil vent pipe to discharge vertically through the roof will spoil the historic building's clean, simple lines. It is preferable to discharge the pipe either through a vent slate set flush with the roof, a traditional low-lying lead vent, or horizontally within the roof space to a masonry slot on the centreline of the gable.

- 5.58 Wall-mounted vents for extractor fans should be concealed behind perforated or cast metal inserts (airbricks) painted black or stone colour. This looks more traditional than plastic covers.

Image placeholder: detail of roof vents and gable slot

- 5.59 External lighting should be kept to a minimum, and fittings of a domestic, bogus “historic” character should be avoided. As a general rule, ‘historic’ designs of light fittings, or lights on columns, should only be used where there is evidence for them historically, for example over chapel doorways or churchyard entrances, where they were sometimes designed into the original structures. Authentic replacement in such cases is encouraged. Otherwise, plain and contemporary light fittings should be used, as these can be suitably simple, discreet and practical, and do not interfere with the visual appreciation of the building. Light fittings placed discreetly under the eaves of the historic building, operated on a passive infra-red system that only activates when needed, can be effective.
- 5.60 Where possible, meter boxes (for gas and electricity) should be located internally. Where they have to be located externally they should be sited discreetly, for example in a cupboard below external steps, or ground-mounted and screened by planting. Smart meters may be an option if no suitable external location can be found for a meter box.
- 5.61 TV aerials and satellite dishes are usually best located in an inconspicuous position, perhaps on an outbuilding or even on a pole within the garden area/grounds, rather than on the historic building itself.
- 5.62 Care should be taken with the re-use of existing external steps, as Building Regulations may rule them unusable without the addition of a balustrade, which may not always be acceptable aesthetically. Doors at the head of external steps may therefore not be suitable as operable doors. If a new handrail is necessary and there is no design precedence, a simple timber or metal design may be appropriate for agricultural buildings. The erection of new external flights of steps with balustraded sides might be inappropriate in the case of simple, rural buildings.
- 5.63 New conservatories or porches are rarely appropriate additions. It is sometimes possible to form a lobby within the envelope of the existing building.
- 5.64 Proposals to construct ‘link’ buildings or structures within the open spaces or gaps between separate and historically independent buildings, for example between farmhouse and ancillary outbuilding, may sometimes be appropriate, but this will be very dependent upon the site.



A glazed link filling in a narrow gap between a farmhouse and a former outbuilding at the rear allows each building to retain its own identity (© Bench Architects)



A 'light touch' glazed link between a listed building and an associated outbuilding (© PDNPA)

- 5.65 Contrived new external elements, such as datestones, should be avoided on the principal historic building, as these can blur its history and appear overly domestic.

Internal:

- 5.66 Adding ceilings to rooms should be avoided and spaces should be left open to the roof, unless ceilings are/were historically present (insulation can be added between and/or below the rafters). Inserted, non-original ceilings of no historic significance can be removed, if this will better reveal the character of the historic building.
- 5.67 A conventional central heating system is often inappropriate, where the building has historically been unheated. Underfloor heating may be preferable (ideally using a ground or air source heat pump as the energy supply), although this depends on the significance of the historic floor and the layers beneath it.
- 5.68 If a boiler is installed, it is best to opt for a system that can vent through an external wall. The boiler should be located discreetly, away from a prominent elevation. Care should be taken to site boiler flues where removal of stone and any repointing are minimal. Venting through the roof is usually more obtrusive.
- 5.69 The addition of feature fireplaces, or elaborately detailed staircases or panelled doors can all be at odds with the character of the historic building being converted. These types of feature should be avoided.
- 5.70 A simple, modern staircase with the minimum of fussy detailing complements a historic building well. In some cases, using toughened glass as a balustrade can be less obtrusive than timber balustrades with uprights at 100mm centres.
- 5.71 New, inserted floors or staircases can be detailed to 'float free' of original walls, leaving a shadow gap between new and old. This technique avoids what can be an awkward junction involving a lot of complicated scribing around old masonry. It also avoids confusing the history of the building.
- 5.72 In a historically full-height single-volume space, such as a threshing barn, the insertion of a freestanding pod that requires minimal intervention into historic fabric may be considered in certain circumstances, if this allows the historic space to be retained and fully appreciated.



New interior structures in this barn conversion float free of the historic fabric and keep the full height space legible (© CE+CA Architects)

- 5.73 Fire prevention systems may need to be specially adapted for historic building conversions. It is preferable to install a radio alarm system (to avoid wiring). The use of sprinkler or water mist systems can sometimes be used to avoid fire compartmentation and the subdivision of large internal spaces, particularly at first floor level in barns. Some historic doors can be adapted to comply with fire safety regulations, for example by the use of intumescent paints and strips. It may be necessary to alter the design of existing windows for fire escape purposes, and the implications of this should be considered at an early stage.

Principle 5: Use appropriate materials and detailing

General:

- 5.74 By engaging people skilled in the conservation of historic buildings, a high standard of craftsmanship will be achieved.
- 5.75 Building materials should be in keeping with the historic building, and any alterations and additions should complement the historic materials. The introduction of new material types should be selected to respond appropriately to the character of the historic building and its surroundings.

External:

- 5.76 Careful note should be taken of existing roof coverings, which in the Peak District National Park are typically stone slate, Welsh blue slate or Staffordshire blue clay tile. Sometimes different materials may be found on opposite slopes of the same roof and occasionally, different roof coverings to lower courses. These distinctions should be retained where they contribute positively to the character

of the building, in preference to making all the roof coverings the same. Generally, the roof apex is finished with stone or blue clay ridge tiles.

- 5.77 New or replacement roof coverings should match or complement any existing traditional roofing materials. In certain circumstances a corrugated metal roof covering could be appropriate, depending upon the character and history of the building and its setting. If non-traditional or unsympathetic roofing materials are in place, significant enhancements can be made through their replacement with appropriate and traditional materials – cues should be taken from the surrounding structures and geology. Sourcing some materials, for example appropriate stone slate, can be difficult and requires careful planning and long lead-in times.
- 5.78 New windows and doors should be timber or metal (PVC-U is not appropriate). Where cast iron windows are part of the original design concept of a building, new windows should reflect this. Modern powder-coated aluminium may sometimes be acceptable for large-format openings.
- 5.79 Storm-proof detailing to windows would not be appropriate. On barns or other utilitarian buildings the detailing of new timber windows should be robust and simple, without projecting timber sills. A fussy or flimsy appearance should be avoided as it will be out of keeping with the character of the historic building.
- 5.80 The detailing to new doors should ideally be based on original surviving doors. Boarded plank doors, for example, may often have a scribed (pencil-round moulding) or a chamfer between each board as an added refinement. Door frames should have simple, robust detailing.
- 5.81 The perimeter framing size for any inserted fixed glazing or inner glazed doors should be the minimum required.
- 5.82 Simple ironmongery for external doors and windows should be used on utilitarian buildings and take a steer from any existing evidence. For example, a simple Suffolk latch and black powder-coated locks and bolts would be more in-keeping than an elaborate brass door knocker on a converted barn.



A simple iron latch on a historic door (© PDNPA)

- 5.83 Decoration to external joinery should be traditional in character and colour. Matt or eggshell finishes tend to give a more appropriate finish than gloss. Removing upper paint layers from a test area can often reveal an original, underlying colour which can be matched. Historically, external joinery to Peak District barns was painted in reds, greens or blues; white or off-white has a more domestic appearance and is not appropriate on barn conversions.
- 5.84 On agricultural buildings features such as oak doors were sometimes left to weather naturally to a silver-grey colour. This approach can be followed successfully in conversions, but the untreated timber may look discoloured for a couple of years before the silver-grey, natural weathering takes over.
- 5.85 Gutters and downpipes were not always present on barns and some other ancillary building types. Where new gutters are required, they should be of cast metal or timber troughs, supported on rise-and-fall / drive-in metal brackets fixed directly to the wall. In some areas within the National Park, stone corbels support guttering. New downpipes and gutters should be cast metal. Fascia boards to eaves, barge-boards to gables and boxed timber soffits will generally be inappropriate, unless these form part of the original design of the building. Plastic rainwater goods will not be appropriate.



Stone support for a cast iron gutter on a historic barn (© Oldfield Design Ltd)



Metal bracket gutter support on a former smithy (© PDNPA)

Internal:

- 5.86 Oak beams, trusses and roof timbers should be left exposed, unless these were originally hidden from view. Historic timbers should be left unstained, varnish-free and altered as little as possible. Where these have a historic paint finish e.g. lime-wash, distemper etc. this should be retained.
- 5.87 Sandblasting and some chemical cleaners will damage historic fabric, resulting in the loss of original character and archaeological evidence, and should be avoided; alternative methods are available. If any historic timbers require cleaning or treating specialist advice should be sought.
- 5.88 It is preferable to limit the palette of flooring materials to those already present in the building (or for which there is evidence, or a known tradition), such as stone flags, brick or stone or timber setts, timber floorboards, quarry tiles or other ceramic tiles. Keep the detailing as simple as possible – avoid skirting boards, for instance, unless there is evidence for them.



Contemporary design in a historic building - a simple palette of materials, including concrete, finished to a high specification in a barn conversion (© CE+CA Architects)

5.89 Dry-lining walls can adversely alter the internal character of some types of historic building and may also impact on the building's breathability. Other, less obtrusive, ways of improving the insulation value of external walls should be considered, such as insulated lime plaster (e.g. lime with a hemp additive) or wood-fibre board. These allow the walls to breathe, and to retain their shape and individuality, as well as giving good environmental performance. Care needs to be taken that this doesn't impact upon the depth of window and door reveals, or other features.

5.90 New internal partitions, where acceptable, can be detailed to complement the building while still being an obvious modern addition.

- 5.91 Limewash and distemper are ideal finishes for internal walls. If other paints are used they should be breathable.

Principle 6: Conserve and enhance the setting

General:

- 5.92 It is important to understand the relationship between a historic building and its setting, and how the setting contributes to its significance. Proposals must conserve and enhance the setting of the building and the valued landscape character, as identified in the PDNPA Landscape Strategy. A successful conversion can be undermined if the setting of the historic building is compromised.
- 5.93 In the NPPF, setting is defined as “the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve”⁵. A thorough understanding of the setting will have been made as part of the Heritage Statement (see Design Principle 1).
- 5.94 Proposals must be sensitive to the character of all external spaces, both close to the historic building, and more widely. The extent of curtilage, parking and access arrangements, choice of building materials, additional buildings and landscaping all need to be considered carefully.

Guidance:

- 5.95 Any historic features within the existing grounds of the building should be retained.
- 5.96 Where possible, ancillary uses such as garaging, storage (e.g. for fuel, bins, cycles, garden equipment), stabling for horses, etc. should be accommodated within a ground floor section of the existing building, to avoid the need for new outbuildings.
- 5.97 Fragmentation in the setting should be avoided. Structures that physically subdivide the existing setting of a historic building, particularly yards, into separate areas will compromise the setting. Dwarf walls or closed boarded fences are inappropriate.
- 5.98 Traditional features in the landscape, such as drystone walls and five bar vehicular gates will provide cues for exterior design.
- 5.99 Avoid overly-domestic features such as patios, timber fencing, extensive garden landscaping, ornamental ponds, lamp-posts and pergolas. Garden areas or outdoor sitting areas are best accommodated in small walled enclosures where these exist, or where they can be added discreetly without adversely affecting the setting.

⁵ NPPF 2019, Annex 2 Glossary

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

5.100 In some cases it may prove impossible to provide much in the way of garden space. Where fields run up to the edge of the building, this simple relationship should be retained unaltered; this is of particular importance for agricultural buildings such as barns.

Image placeholder: conversion without domestic curtilage. Simple landscape relationship

5.101 Where isolated farm buildings are converted, car parking should be located in a well-screened area, ideally outside the farm group. Formal drives and tarmac surfaces should be avoided in favour of less standardised solutions and finishes, such as crushed stone, that have a more natural appearance and provide permeability for more sustainable drainage.

6 Other Considerations

Protected Species

- 6.1 All planning applications require consideration of protected species and nature conservation.
- 6.2 Designated and non-designated heritage assets, particularly agricultural buildings or buildings that have fallen into disrepair, often provide a home for protected species such as bats and barn owls, and can be a nesting site for martins and swallows and swifts. Protected species, such as great crested newts, can be present in the surrounding landscape, and may be affected by the creation of a residential curtilage or the provision of a new access or services.
- 6.3 Where conversion of a historic building is proposed, an up-to-date Protected Species Survey will usually be required to accompany a planning application. The survey will outline whether any mitigation or compensatory measures are required as part of the development. If permission is granted, these measures will be conditioned accordingly. If the proposed project will disturb bats, predatory birds or reptiles protected under the Wildlife and Countryside Act (1981) or under the Conservation of Habitats and Species Regulations (2010) any necessary licences will need to be obtained from Natural England before the project is started.



Barn owl (© Paul Shaw)

- 6.4 It may not always be possible to compensate/mitigate for the loss of a habitat or protected species. In these cases the proposal is unlikely to gain planning approval.

Sustainability

- 6.5 The conversion of a historic building to a new use needs to address energy conservation and other sustainability matters, but in a manner that respects the historic character of the building.
- 6.6 Converting an existing building is to an extent inherently sustainable because it makes the best use of existing resources and embodied energy. Many historic buildings already incorporate sustainable design principles, such as orientation to/from sunlight and high thermal mass; this means they can be more energy efficient than many modern buildings. There is usually scope, however, to improve the energy efficiency of historic buildings in ways that do not detract from the character, appearance and significance of the building.

Image placeholder: energy efficiency solution

- 6.7 All planning applications involving a conversion scheme should be accompanied by a statement that explains the measures proposed to address energy efficiency. Historic England has produced extensive guidance on climate change mitigation and achieving energy efficiency in historic buildings and you should refer to the PDNPA Supplementary Planning document for Climate Change and Sustainable Building. Links are given in Section 8.
- 6.8 Listed buildings, scheduled monuments, and buildings in conservation areas do not have to comply with energy efficiency requirements (Building Regulations Part L) where this would unacceptably alter the character or appearance of the buildings. As well as these exemptions, **other 'special considerations'** apply to

buildings of architectural and historic merit in the National Park and some buildings of traditional construction.

Flood Risk

- 6.9 If the historic building lies within Flood Zone 2 or 3, a Flood Risk Assessment will be required. Depending on the risk, mitigation measures may be required and the applicant will need to show how any necessary mitigation measures can be safeguarded and maintained effectively throughout the lifetime of the development.

Structural Survey

- 6.10 A structural and/or condition survey may be required to assess whether the historic building is capable of conversion without significant rebuilding, and/or whether certain proposed works are appropriate and how they can be carried out sympathetically.
- 6.11 All surveys need to be undertaken by an appropriately trained and experienced professional and submitted with the planning application. In the case of heritage assets we advise that applicants engage the services of professionals with proven conservation credentials, for example those on the Conservation Accreditation Register for Engineers (CARE).

Other Professional Advice

- 6.12 The need for professional advice and services will relate to the size and complexity of the proposed scheme, and the significance of the heritage asset(s) involved. A list of links to useful guidance provided by other organisations is included in Section 8.

7. Policy Context

Designated and non-designated heritage assets

- 7.1 Buildings deemed to be designated heritage assets comprise Grade I, II* and II Listed Buildings, curtilage listed buildings and Scheduled Monuments.
- 7.2 Buildings deemed to be non-designated heritage assets are those having a degree of significance meriting consideration in planning decisions but which are not formally listed. They are heritage assets of local and regional importance or special interest. In respect of buildings, they can be identified:
- in the Historic Environment Record (HER)⁶ or other similar register;
 - through an Authority's 'Local List', if one exists;
 - within Conservation Area Appraisals;
 - in an adopted Neighbourhood Plan or by a local community or interest group; and
 - through the planning process.
- 7.3 The National Park's historic buildings are significant features in the landscape but many are not classified as either designated or non-designated heritage assets. They range from grand houses, mills and religious buildings to farmhouses, labourers' cottages and field barns. These historic buildings can be identified by the Authority as heritage assets through the pre-application or planning application process.

National Planning Policy

- 7.4 The National Planning Policy Framework (NPPF⁷) places good design, enhancement of local distinctiveness and conservation at the heart of sustainable rural development.
- 7.5 Paragraph 184 of the NPPF states, '[heritage] assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'.
- 7.6 For listed buildings ('designated heritage assets') Paragraph 196 of the NPPF states that 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use'.
- 7.7 Clarity on optimum viable use is given in Planning Practice Guidance⁸ (Historic Environment, paragraph 15) which states that 'If there is a range of alternative

⁶ Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use. See Appendix 1 of the Development Management Plan (2019) for contact details:

https://www.peakdistrict.gov.uk/_data/assets/pdf_file/0008/1574621/Webpage-Final-Branded-DMP-Doc-Copy.pdf or <https://heritagegateway.org.uk/gateway/chr/>

⁷https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes’.

Peak District National Park Policy Context

- 7.8 The relevant PDNPA Local Plan policies are set out in the Core Strategy (2011) and the Development Management Policies (2019) (DMP) documents.
- 7.9 Core Strategy policy L1 (Landscape character and valued characteristics) states ‘**development must conserve and enhance valued landscape character, as identified in the Landscape Strategy and Action Plan, and other valued characteristics**’. Valued characteristics are those listed in paragraph 9.15 of the Core Strategy.
- 7.10 Core Strategy policy L3 (Cultural heritage assets of archaeological, architectural, artistic or historic significance), supports the conservation of heritage assets, and where appropriate, their enhancement. The policy directs decision makers to the landscape strategy which sets out the role cultural heritage has as a contributor to the national park landscape.
- 7.11 Under Core Strategy policy HC1 CI (New Housing) development may be permitted where it is required in order to achieve the conservation and/or enhancement of non-designated heritage assets or Listed Buildings.
- 7.12 The relevant Development Management Policies are policy DMC5 (Assessing the impact of development on designated and non-designated heritage assets and their settings), policy DMC10 (Conversion of a heritage asset), and where appropriate, policy DMC7 (Listed Buildings). **Chapter 8 of the Authority’s Design Guide Supplementary Planning Document (2007)**⁹, briefly looks at conversions and provides some best practice photographic examples.
- 7.13 DMP policy DMC10 takes the principles of the Design Guide SPD and broadens the scope to include the conversion of any heritage asset of archaeological, architectural, artistic or historic significance. It states that all work must avoid adverse effects on the heritage asset’s **intrinsic character, context and setting**. DMP policy DMC10 promotes adaptive re-use of heritage assets, both designated and non-designated, where the new use will not cause harm to the character, appearance, significance and landscape setting of the building.
- 7.14 For the purposes of DMP policy DMC10, the criteria in Core Strategy policy HC1 will only be met where the conversion to open market housing achieves the conservation of the asset and, where appropriate, the enhancement of the significance of the heritage asset and the contribution of its setting. Applications will require an assessment of impacts as set out under DMP policy DMC5 and, where appropriate, DMP policy DMC7 (Listed Buildings).
- 7.15 To determine whether the building is of sufficient historic or architectural merit to warrant conversion, the significance of the building and its setting must be established and a Heritage Statement submitted to support a planning application and/or Listed Building Consent (DMP policy DMC5). The Cultural

⁸ <https://www.gov.uk/government/collections/planning-practice-guidance>

⁹ https://www.peakdistrict.gov.uk/_data/assets/pdf_file/0013/90211/designguide.pdf

Heritage Validation List¹⁰ provides information in respect of Heritage Statements and any other assessments that may be required to support a planning application and/or Listed Building Consent, as well as how to identify a building's significance.

¹⁰ https://www.peakdistrict.gov.uk/_data/assets/pdf_file/0026/96515/Built-Environment-and-Archaeology.pdf#built%20environment%20and%20archaeology

8 Useful sources of information

Historic England

A searchable list of heritage advice and guidance on a huge range of topics including adaptive re-use, energy efficiency, building conservation, care of listed buildings and much more:

<https://historicengland.org.uk/advice/>

Specific advice and approaches for understanding farms buildings and traditional farmsteads, and for approaches to their adaptive reuse:

<https://historicengland.org.uk/advice/caring-for-heritage/rural-heritage/farm-buildings/>

Section 5 of Historic England's 'Adapting Traditional Farm Buildings' (2017) also provides extensive advice on the scope of professional services and how to engage specialist practitioners.

<https://historicengland.org.uk/images-books/publications/adapting-traditional-farm-buildings/>

National Amenity Societies

National Amenity Societies and other interest groups play a vital role in the conservation of the nation's heritage, and can offer advice. Local authorities are also obliged to consult amenity societies on applications for some types of work to listed buildings.

The key societies are given below, and a fuller list can be found here:

<https://historicengland.org.uk/advice/hpg/publicandheritagebodies/amenitysocieties/>

Society for the Protection of Ancients Buildings <https://www.spab.org.uk/>
(SPAB has a mills section and good technical advice)

The Georgian Group <https://georgiangroup.org.uk/>

The Victorian Society <https://www.victoriansociety.org.uk/>

Peak District National Park Authority (PDNPA)

Planning Policies

<https://www.peakdistrict.gov.uk/planning/policies-and-guides>

Appendix 4 of Development Management Policies gives guidance on the production of Heritage Statements.

Guidance for understanding farmsteads, field barns and outfarms:

<https://www.peakdistrict.gov.uk/looking-after/living-and-working/farmers-land-managers/historic-farmsteads-guidance>.

Derbyshire Historic Buildings Trust (DHBT)

The DHBT Crafts Register provides details of skilled builders and other craftspeople, material suppliers and specialist advisors:

<https://www.derbyshirehistoricbuildingtrust.org.uk/crafts-register>

Conservation Accredited Structural Engineers (CARE Register)

The Institution of Civil Engineers (ICE) and the Institution of Structural Engineers (IStructE) jointly publish the CARE Register. This identifies civil and structural engineers who are skilled in the conservation of historic structures and sites:

<https://www.ice.org.uk/> (search for 'CARE Register')

Institute of Historic Building Conservation (IHBC)

The IHBC has provides a range of technical advice, and holds a number of registers for specialist trades and craftspeople:

www.ihbc.org.uk

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7. ANNUAL REPORT ON PLANNING APPEALS 2020/21 (A.1536/AM/BJT/KH)

Purpose of Report

This report summarises the work carried out on planning appeals from 1 April 2020 to 31 March 2021.

Information on Appeals Process

In this period, 38 new appeals were received, of which 16 were still in hand as of the 1 April. During the year, 40 appeals were decided, which included some appeals that had been carried over from the previous year.

Of the total new appeals received:

- 22 - followed the written representation procedure (5 of which were Enforcement Appeals)
- 13 - followed the householder appeals procedure
- 2 - followed the public inquiry procedure (1 of which is an Enforcement Appeal)
- 1 - followed the hearing procedure (Enforcement Appeal)

Outcome of Appeals

The chart below shows the outcome of appeals over the last five years. The percentage of appeals dismissed in the year 2020/21, at 65% is higher than the previous year, although the context for this is analysed in more detail below.

	2020/21	2019/20	2018/19	2017/18	2016/17	2015/16
DECISIONS	40	40	24	23	41	29
Allowed	14 35%	15 37%	9 38%	9.5 41%	14 34%	7 24%
Dismissed	26 65%	25 63%	15 62%	13.5 59%	27 66%	22 76%

The national average for appeals allowed (according to the figures from the Planning Inspectorate up to the end of December) for 2020/21 was 24% for householder appeals and 25% for all other appeals excluding householder.

Of the 14 appeals allowed during this period, 9.5 (68%) were dealt with by written representations, 4.5 (32%) by the householder procedure. (.5 indicates an appeal was part allowed/past dismissed)

Enforcement

During the 2020/21 period, the Public Inquiry procedure dealt with a Local Development Certificate (LDC) Appeal in March 2021 regarding The Garrett, Calver, with an Inquiry set to take place in July 2021 in connection with the Midhope Moor Track.

Householder Appeals

In the year to 31 March 2021, 13 new householder appeals were submitted. Of these 7.5 (58%) were dismissed, 3.5 (27%) were allowed and 2 (15%) were still ongoing. (.5 indicates an appeal was part allowed/past dismissed)

List of Appeals Allowed

Each appeal decision, whether allowed or dismissed, has been reported to Committee during the year. The following is a list of all the appeals that were allowed or partially allowed during 2020/2021.

Appeal Site	Development subject to appeal	Mode of appeal	Decision date	Delegated/committee	Main issue
Bleaklow Farm, Bramley Lane, Hassop (3238013)	Change of use of agricultural barn to 3 letting rooms	Written Representations	04/05/2020	Committee	Whether the proposal raises any highway safety concerns and the effect of the proposal on the living conditions of the residential properties within the surrounding areas with particular regard to noise and disturbance.
Home Farm, Church Lane, Rowsley (3245622)	Agricultural Building	Written Representations	02/06/2020		The main issue for the appeal is whether the proposal would preserve the special interest of the Grade II listed Holly House and The Beeches and any special archaeological interest at the site.
Carpenters Cottage, Winster	Blocking up of a door using limestone rubble and lime mortar and	Written Representations	04/06/2020	Delegated	Whether the proposal would

3246060	replace small area of floor tiles with flagstones and install an extractor fan in the bathroom				preserve the special interest of the Grade II Carpenters Cottage and any special interest the building possesses, and whether it would preserve or enhance the character or appearance of the Winster Conservation Area.
Road bridge over River Dane, Danebridge 3246680	Installation of a commemorative plaque to the bridge parapet	Written Representations	23/06/2020	Delegated	The main issue is whether the proposal would preserve the Grade II listed Dane Bridge and any special architectural or other interest that it possesses, and whether it would preserve or enhance the character or appearance of the Danebridge and Wincle Conservation Area
Charlotte Cottage, Bradwell 3249972	Retrospective planning permission for limestone and oak timber frame porch, decking area and shed	Householder	22/07/20	Delegated	Whether the development preserves or enhances

					the Bradwell Conservatio n Area
Broadhay Farm, Highlow 3251761	New agricultural storage building	Written Representations	04/08/20	Delegated	Whether the proposal would be reasonably necessary for the purposes of agriculture and the effect on the landscape character of the area.
Shire Horse Barn, Macclesfield Forest 3243568	S.73 removal or variation of condition 2 on NP/CEC/0718/0600	Written Representations	05/08/20	Delegated	The main issue is the effect the proposal would have on the character and appearance of the appeal property and its setting.
76 Castleton Road, Hope 3253769	Rear 2 storey extension	Householder	11/08/20	Delegated	The main issue is the effect of the proposed developmen t on the character and appearance of the area.
78 Castleton Road, Hope 3253768	Rear 2 storey extension and demolition and re- build of porch	Householder	11/08/20	Delegated	The main issue is the effect of the proposed rear extension on the character and appearance of the area.

4 Bank Cottages, Hayfield 3259025	Rear facing first floor balcony with glass balustrade	Householder	03/12/20	Committee	Effect of the proposed development on the character and appearance of the area, the living conditions of the neighbouring dwellings and environmental impact with regard to carbon usage and climate change.
Field off Cliff Lane, Curbar 3262158	Relocation of horse shelter	Written Representations	28/01/21	Committee	Effect of the development on the character and appearance of the area and the wider landscape
The Lodge, Hollow Meadows 3257551	Two storey detached residential units to existing care home	Written Representations	23/02/21	Committee	Whether the proposal would represent sustainable development. The effect of the development on the character and appearance of the area and the effect of the proposal on local biodiversity.
Carpenters Cottage, Winster	Modify previously approved work to an internal first floor wall	Written Representations	03/03/21	Delegated	Effect of the works on the special

3246060	between the landing and bedroom and to retain the unplastered architectural timber member within an adjoining wall.				architectural and historic interest of the grade II listed building.
4 Mill Farm Close, Calver 3268018	Slate roof conservatory	Householder	17/03/21	Delegated	Effect of the proposal on the character and appearance of the area
Spring Croft, Grindon 3264570	Erection of an agricultural building for sheep/storage, plus access track	Written Representations	18/03/21	Committee	Effect of the proposal on the character and appearance of the Peak District landscape.

Delegation / Planning Committee

Total number of planning applications received between 1 April 2020 and 31 March 2021 was 1203 of which 679 (56%) were determined under delegated powers.

Of the 40 appeals decided:

- 31 (77%) related to applications determined under delegated powers. Of these 21 were dismissed and 10 were allowed
- 9 (23%) appeals were determined by Planning Committee. Of these 5 were dismissed and 4 were allowed

Comment

The percentage of appeals allowed in 2020/21- was lower than the previous year, at 35% rather than 37%.

Those appeals, which have been allowed, have mainly been cases where a site-specific judgment by the Inspector has been different from that of the Authority. Overall appeals allowed have been consistent with strategic policies and not fundamentally contrary to policy or which raised wider policy issues.

However, during the last quarter the Head of Planning did write to the Planning Inspectorate to express the Authority's concern over the decisions relating to proposals at The Lodge, Hollow Meadows (new residential units at a care home) and Spring Croft, Grindon (a modern agricultural building). Both involved new development in sensitive open countryside locations. Officers were concerned at the poor reasoning in the decisions in relation to the adopted development strategy and weight to be applied to landscape protection. As was noted in last year's annual report it was not anticipated that these decisions would be overturned but it is important to raise matters of weight and the statutory context for decision makers and the Authority's expectations of Inspectors to have full regard to this in their reports, in accordance with section 62 of the Environment Act 1995. The letter has been acknowledged and officers await a detailed response.

Overall such cases are very few. This is welcome and shows that the Planning Inspectorate is generally supporting the Authority's decisions and its policies.

Members will be aware of any issues raised by specific appeal decisions (both allowed and dismissed) as the Head of Planning sends all members a short analysis of each decision, together with the decision letter itself, when an appeal is determined.

The householder appeal service continues to be a success, allowing a quicker and simpler process and the opportunity for officers to use the delegated report as the essential evidence to defend the appeal. As there is no opportunity to provide additional information in householder appeals, this ensures that the Inspector always has the policy background clearly set out and can easily understand why in the National Park there is a greater need to conserve and enhance the special qualities of the place. To date no problems have occurred with the processing of appeals electronically.

Human Rights

The appeals procedure is consistent with human rights legislation.

RECOMMENDATION:

That the report be noted.

Background Papers (not previously published) - None

Appendices – None

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