

**7. FULL APPLICATION – PROPOSED CHANGE OF USE OF EXISTING BUILDINGS, EXTENSIONS TO EXISTING BUILDINGS AND PROVISION OF NEW ACCESS TO THE SITE AT BRADFIELD BREWERY, WATT HOUSE FARM, LOXLEY ROAD, SHEFFIELD, BRADFIELD (NP/S/0317/0267 426948/392265 P2483 SPW 16/03/2017)**

**APPLICANT: MR AND MRS JOHN GILL**

**Site and Surroundings**

The site is located just outside the confines of the settlement of High Bradfield, below the Loxley Road. It also lies outside the Conservation Area which finishes at the top of the existing access off Loxley Road.

The site, which was originally a working farmstead, includes a mix of steel portal frame buildings, traditional stone barns and yard areas. The farm house and a local needs affordable dwelling on the edge of the building group are excluded from the red edged site area. The site is relatively elevated and slopes down to the south west.

The brewery gets its water supply from a bore hole on the site, which the brewery explains is a key part of the flavour of their product.

The brewing kettles are located in a steel portal framed building, which is the first building that is approached from the existing drive. The casking area is separate to this, in a traditional stone building off the existing courtyard.

At present the agricultural operation has become minimal. There is a link between the brewery use and agriculture because the livestock are fed the grain waste. However, too much is produced for the remaining stock numbers so the remainder is sold as feed.

The site is open to public view from many vantage points on the opposite side of the valley and also from Loxley Road.

The brewery use has expanded into the large steel portal frame building at the south of the site (albeit without any specific planning permission). Behind this building to the north-west the former agricultural slurry tank is now used to store the liquid waste from the brewery.

There is a Scheduled Monument on the top of the hillside to the north east of the site, located approximately 100m from the group of buildings and approximately 40m from the proposed access. This is the site of an old motte and bailey castle.

The land over which the new access would run is improved grassland to the south-east of the group of buildings. There is an existing field access at the point of the proposed access.

**Proposal**

The proposal seeks the change of use of existing buildings to brewery use, extensions to existing buildings and the provision of a new access. This would result in all the buildings within the application site boundary being used as part of the brewery, including some ancillary uses. This will include regularising some of the existing brewery related uses on the site, some further changes of use and for some extensions to existing buildings and a new access and parking area.

Specifically the proposal includes:

- Regularising the ancillary shop, which currently sells goods produced at the brewery.
- Use of the 2 steel portal frame buildings for brewery related uses

- Brewery-related uses throughout the rest of the buildings within the site area.
- Four extensions to existing buildings.
- Solar panels to the roof of the large steel portal frame building at the south of the site.
- A new access from the yard to the Loxley Road across fields to the east of the building group
- A new parking and hard standing area.
- Associated landscaping.

The proposal also includes agreeing to the principle of entering into a S106 agreement to tie the business operation and farm house to the land to prevent the incremental breakup of the site.

**RECOMMENDATION:**

**That the application be APPROVED subject to the prior entry into a S106 legal agreement tying the business operation, the house and the surrounding land together to prevent separate sale and a management plan which provides for the maintenance of the land in agricultural use together with the repair and maintenance of the historic pattern of drystone boundary walls, and subject to the following conditions and/or modifications.**

1. **Standard time limit.**
2. **Development in complete accordance with the submitted plans and specifications.**
3. **Use restricted to brewery and no other purposes (including any other purposes within the same use class B2).**
4. **Operational uses of each of the brewery buildings limited to the specific use specified on the approved block plan BB-PL03 only and for no other purposes without the prior written consent of the Authority.**
5. **The brewery shall remain ancillary to Watt House Farm and shall not be operated by any independent person or persons.**
6. **There shall be no storage of materials or equipment outside the buildings.**
7. **Building 4 as identified on the block plan shall be constructed of natural gritstone to match the existing.**
8. **The roof of Building 4 as identified on the block plan shall be clad with natural stone slate to match the existing.**
9. **Any sheeting for the roof or walls or doors of building 1, 2 and 3 as identified on the block plan shall be factory colour coated to BS 48000 18B29 and shall be permanently so maintained.**

10. Prior to commencing development submission of a method statement for trackway construction shall be submitted to the Authority. If the trackways construction includes any digging down or cutting then no development shall take place until a Written Scheme of Investigation for an archaeological watching brief has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and

1. The programme and methodology of site investigation and recording;
2. The programme and provision to be made for post investigation analysis and reporting;
3. Provision to be made for publication and dissemination of the analysis and records of the site investigation;
4. Provision to be made for archive deposition of the analysis and records of the site investigation;
5. Nomination of a competent person or persons/organization to undertake the works set out within the Written Scheme of Investigation".

b) No development shall take place other than in accordance with the archaeological Written Scheme of Investigation approved under condition (a).

c) The development hereby permitted shall not be occupied until the archaeological site investigation and post investigation analysis and reporting shall have been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition (a) and the provision to be made for publication and dissemination of results and archive deposition shall have been secured.

11. No works or development shall take place until full details of both hard and soft landscape scheme proposals have been submitted to and approved by PDNPA. These details shall include, as appropriate:

- Details of walling to be retained / new walling
- Planting plan to address issues of screening and integration of the development into the landscape
- Softworks specifications (including cultivation and other operations associated with tree, plant and grass establishment)
- Planting schedules, noting species, planting sizes and proposed numbers / densities where appropriate

Once agreed All hard and soft landscape works shall be carried out in accordance with the approved details and to a standard in accordance with the relevant recommendations of appropriate British Standards or other recognised Codes of Good Practice. The works shall be carried out prior to the occupation of any part of the development or in accordance with the timetable agreed with the Authority. Any trees or plants that, within a period of five years after planting, are removed, die or become, in the opinion of the Authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless the Authority gives its written consent to any variation.

### **Key Issues**

Principle of change of use and extensions for brewery, design, landscape impact, and impact on archaeological interest.

## **History**

In 2003, under planning application NP/S/1203/0892, planning permission was granted for conversion of a barn to a microbrewery. Planning conditions restricted the use to microbrewery only and that this remains ancillary to Watt House Farm and shall not be operated by independent person or persons, no external storage of materials or equipment. All effluent arising from the brewing operation should be collected in a sealed tank or tanks.

In 2005 due to falling milk prices a decision was made to sell the dairy herd and cease milk production. The farm diversified and started a now successful microbrewery.

In 2007 Planning application NP/S/0507/0399 granted planning permission for change of use of existing stone cow house to make a beer conditioning/bottling room/cask wash area. Planning conditions included requiring no external storage and that the facility approved remains ancillary to Watt House Farm and shall not be used by an independent person or persons. At that point there were approximately 100 livestock including young stock, fatteners and heifers grazing on approximately 90 acres.

In 2010 NP/S/1209/1086 planning permission was granted for change of use of a farm building to an affordable house.

In 2011 NP/S/0511/0471 planning permission was granted for the installation of 158 solar panels to existing outbuildings at Watt House Farm. These were to the brewery building and a barn, both steel portal framed buildings.

There does not appear to be any specific planning permission related with the Bradfield Brewery Shop, the mini keg room, or use of the existing portal frame building at the back of the site (the one subject of the pre-application advice referenced below) for brewery associated uses.

2016 Enquiry 26461 – As submitted initially the proposal was for a replacement building on the site and to consolidate much of the brewery operation into a single building. The floor space of the proposed replacement building was significant as it was over 1000 square metres of new floor space from a new building. It therefore constituted 'Major Development' which presented some significant policy issues as major development is not normally allowed in a National Park (CS GSP1 and NPPF paragraph 116) unless there are exceptional circumstances to justify such development and it is in the public interest

Officers advised that a S106 legal agreement would be required to tie the brewery operation to the land in ownership including the house and surrounding agricultural fields so that they could not be sold separately and remain a single planning unit. Furthermore it should also include a local landscape management agreement which requires specified work to maintain and enhance the valued landscape character. Such work would be required to be carried out for at least as long as the business continues to operate from the site, and could include upkeep of the drystone walls, and management of the fields, landscaping, trees and the site of the Scheduled Monument. Officers also advised of some additional potential for enhancement by removing redundant portal framed buildings.

A revised scheme was then drawn up. This showed a revised new access, retention of the existing buildings, extension and regularising the existing brewery related uses on the site which at present do not all benefit from planning permission. Importantly, as no new large building was proposed it would no longer be classed as 'Major Development'. Officers advised that this could be supported.

## **Consultations**

Highway Authority (Sheffield City Council) – No response to date.

Sheffield City Council – No response to date

Bradfield Parish Council – No response to date

PDNPA Archaeology – The site of the proposed development is of archaeological interest, including Watt House Farm, the historic field system and Castle Hill SAM. The proposal will have some impact but is capable of mitigation, planning conditions suggested, to achieve this. (Full response is available on the web site).

PDNPA Landscape Architect – The application site is located in the Dark Peak Yorkshire Fringe LCA and within the Slopes & valleys with woodland LCT. Landscape Guidelines for this LCT are: Protect and maintain historic dry stone walls (the access road does cut across the existing pattern of walls, but this seems to be unavoidable). Manage the network of minor roads to maintain character and local access and create new native broadleaved woodland. Consider that the application is broadly in keeping with the guidelines.

The existing parking / hardstanding area currently would benefit from rationalisation and screening, so landscape treatment in this area is supported. Would be keen to see some additional planting to the east boundary of the parking area to screen views from Loxley Road and the Sheffield Country Walk to NE and E (which is potentially sensitive visual receptor). Conditions suggested to agree landscaping scheme and to implement it.

## **Representations**

One representation has been received from a member of Loxley Valley Protection Society. This is a general comment reporting that their meeting considered that the benefits to a successful local business of the change of use and extensions outweighed the marginal increase in the development of the site on what is already a very busy cluster of modern and historic farm buildings, when viewed from across the valley. Concerns were expressed about the visual impact of a hard edged tarmac road following the line of the track across the fields and wondered if the same access facility could be provided with a more naturalistic look, in this very beautiful setting.

## **Main Policies**

Relevant Core Strategy policies: GSP1, GSP2, GSP3, GSP4, DS1, L1, L2, L3, E2, T3, CC1, CC2, T7.

Relevant Local Plan policies: LC3, LC4, LC14, LC15, LC16, LC17, LE4, LE6, LT11, LT18.

Core Strategy Policy DS1 set out the development strategy for the area, within criteria C there is provision in the countryside for extensions to existing buildings and for change of use for business uses, preferably by reuse of traditional buildings.

Core Strategy Policy E2 is the Core Strategy policy specific to Businesses in the Countryside. The following principles set out in this policy are relevant to the proposal and must be taken account of:

- 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 that 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.
- D. Proposals to accommodate growth and intensification of existing businesses will be considered carefully in terms of their impact on the appearance and character of landscapes.
- E. Ancillary retail operations must be small scale and principally offering for sale goods which are produced at the premises (see also policy HC5).

Local Plan Policy LE4 deals with industrial and business expansion. Outside of local plan settlements expansion of existing industrial and business development is not permitted unless:

- it is of a modest scale in relation to the existing activity and/or buildings, and does not extend the physical limits of the established use; and
- it does not harm and wherever possible secures an enhancement to the amenity and valued characteristics of the area and the appearance of the site; and
- and new or extended buildings are clearly justified and proper consideration has been given to the possibilities of using appropriate existing buildings to meet the needs of the business.

Local Plan Policy LE6 deals with the design, layout and neighbourliness of employment sites. Where development for employment purposes is acceptable in principle, it will only be permitted provided that every practicable means is used to minimise any adverse effects on the valued characteristics and amenity of the surrounding area. Particular attention will be given to: visibility from vantage points; site access, vehicular circulation and parking; site layout and use of open space surrounding buildings; storage of vehicles or other equipment; landscaping and other screening; noise and proposed times of operation. Where necessary, planning permission will restrict the future scale and intensity of the activities on site.

A high standard of design and landscaping is required by Core Strategy Policy GSP3 and Local Plan Policy LC4.

Local Plan Policy LT18 explains that a safe access is a pre-requisite of any development. Where the provision of a safe access would damage the valued characteristics of the area, the Authority would consider refusing planning permission.

### National Planning Policy Framework (NPPF)

Paragraph 28 explains that Planning Policies should support economic growth in rural areas in order to create jobs and prosperity. To promote a strong rural economy, local plans should amongst other things support the sustainable growth and expansion of all types of business and enterprise in rural areas, both through conversion of existing buildings and well designed new buildings and to promote the development and diversification of agricultural and other land-based rural businesses.

Paragraph 115 explains that great weight should be given to conserving landscape and scenic beauty in National Parks, which have the highest status of protection in relation to landscape and scenic beauty.

Paragraph 128 of the NPPF requires that applicants must describe the significance of any heritage assets affected, including the contributions made by their setting. Paragraph 132 explains that great weight should be given to the assets conservation. Paragraph 134 explains 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.

In these respects the policies of the Development Plan are consistent with the NPPF.

### **Assessment**

#### Principle

As an employer the brewery currently has 21 full time and 2 part time staff; if approved after implementation this would rise to 24 full time and 2 part time staff.

The existing micro-brewery is ancillary Watt House Farm. Whilst there remains a very low level of agricultural activity on the site, it has clearly been overtaken by the brewery business. In purely business terms the farm has successfully diversified away from relying on agriculture for its income to a micro-brewery. However, the use has expanded beyond the buildings in which it was permitted into the surrounding buildings some of which has not been with the benefit of planning permission.

The scale of the proposal will now displace agriculture from all the buildings at the site. The planning history shows the main business decision on this type of diversification to move away from agriculture was made in 2005, as a reaction to falling milk prices. The Planning Statement explains that some smallholding scale agricultural operation will be retained for sheep and silage, along with providing maintenance and upkeep of the land and associated enclosures. This is clearly now subordinate in nature to the brewery operation. The physical expansion required by way of extensions, parking area and access is considered to be modest in scale and would not significantly extend the physical limits of the site. There are also some opportunities for enhancement via landscaping and, as set out by the Authority's Landscape Architects, this can be ensured by planning conditions.

The proposal, comprising mainly of change of use of existing buildings (1637sqm) some regularisation of existing, and some extension (351sqm), with the addition of a new access and parking area is considered to be acceptable in principle, subject to no adverse impact on the landscape. The brewery business is being retained in the same ownership as the surrounding land, so it is considered that it should also be responsible for the management of the surrounding land. Core Strategy Policy E2 B requires that on farmsteads the primary agricultural business must retain ownership and control of the site and buildings, to ensure that income will be returned to appropriate management of the landscape. In this case the proposal is no longer

small scale business development on a farmstead, but the principle of accepting such business use in the countryside with a link to landscape management is similar. This would need to be done by an appropriate S106 legal agreement which retains the site and surrounding land in common ownership, requires entry into a landscape management plan, for example to maintain drystone walls and manage the land in accordance with the valued characteristics of the area as set out in the Landscape Strategy and Action Plan.

The proposed brewery expansion does not increase the size of the brewhouse, as it relates to other operational elements of the brewery. A brewery is a general industrial use. This brewery has a direct link to the site as it derives its water source from a bore hole on the site, and is also linked to the landscape by way of land ownership. In that sense there is a close relationship between the success of the business and the upkeep of the land. Other industrial processes are unlikely to have such close link to the site and could raise significant other planning considerations in relation to impact on surroundings. Therefore planning conditions are required to ensure that the use is limited to a brewery only and no other uses within use class B2. Planning conditions will also be required to ensure that the buildings are not used for any other purposes than those stated on the submitted plans. As the business was born out of farm diversification, the policy requirement in LC14 (a) to restrict the use to the specific use that has been granted permission rather than to a use class is considered to be relevant. These conditions are also considered to be necessary in accordance with Local Plan policy LE6 to ensure that this means of minimising any adverse impact on the valued characteristics of the area is secured and restricts its future scale and the intensity of the activities on the site by ensuring they remain as stated on the submitted plans.

A plan has been submitted with the application to show the extent of the land that they consider could be subject of such a S106 agreement (land edged in green on plan BB PL-09). Officers consider that it is appropriate for the business to retain this in common ownership and manage it accordingly to conserve and enhance the area. However, officers also consider that the land to the north of Loxley Road with the Scheduled Monument should also be subject of the same legal agreement. An amended plan is expected which shows that the land to the north of Loxley Road (with the SAM) will be included in the legal agreement.

Entry into such a S106 should also address any concerns that the brewery operation may be sold off separately to the rest of the site. This is a genuine planning concern given that if the scheme is approved there would be two separate accesses to the site, which would make it easier for separate disposal so that the business's link to the surrounding land could be lost.

#### Design, impact on the landscape

The extensions that are proposed are mostly steel portal frame buildings (extensions 1, 2, 3 as labelled on the block plan), subordinate to and designed to fit in with the appearance of the existing steel portal frame buildings. The exception is that of the stone built office building, which is a single story lean-to structure (extension 4 on the block plan). At that location it is important that traditional materials are used as it relates to the traditional core of the farm complex, which is a courtyard framed with traditional buildings. All of the extensions proposed are considered to be acceptable as they will not harm the character or appearance of the site or the wider landscape setting. Planning conditions can be used to ensure appropriate materials for the stone built extensions which should also have stone slate roof to match the other traditional buildings on the site.

The scale of change on the site affecting additional buildings is quite small in context and considered to be acceptable.

The Planning Statement explains that new access is required to allow larger delivery vehicles to enter and leave the site and utilise the lower yard area where they can safely manoeuvre, off



load and pick up adjacent to the loading bay of the conditioning building. At present access to these areas is hindered by the original farm yard entrance where space is limited between traditional buildings. The existing access is also relatively steep as it drops directly from the road above.

The proposed new access would use an existing field access on Loxley Road. It would be a tarmac surface with kerb edging, left open so that livestock are free to graze. Cattle grids at either end will prevent livestock from leaving.

Whilst the new access would cut across the hillside and will initially be relatively conspicuous, officers, including the Authority's Landscape Architects, consider that with appropriate landscaping the impact on the landscape will be acceptable. This can be achieved by planning conditions. The surface is required to be tarmac because of the size and nature of the vehicles that will be using it (see the Parish Council comments)

### Amenity

The existing dwelling Watt House Farm is closely knit into the site. If the brewery business were not ancillary to the farm, and in common ownership, then the amenity of this property could be affected as it essentially looks on the service yards. As it is in common ownership and the S106 will link it to the brewery, the impacts of the proposal on the amenity of this property are considered to be acceptable.

The impact on the affordable dwelling approved in 2010 is not considered to be so significant as it is at the edge of the site. It was already permitted adjacent to the brewery building. There is currently a concrete retaining wall at the southern edge of its curtilage which on the other side is an operational yard area of the brewery (albeit operating in breach of planning conditions as there are kegs stored outside). This is proposed to be covered over by a building; this is building 1 as identified on the block plan. This building would have a mono pitched roof; its height is shown in relation to the boundary treatments and is shown to finish at a similar height to the boundary treatments leaning off the top of the retaining wall. It is likely that building 1 will be able to be seen from within the dwelling, but because of its height in relation to the boundary treatments it would not be overbearing or oppressive, nor significantly harm the dwellings outlook.

Officers therefore consider that the impact of the proposal on the amenity of nearby properties and the area is acceptable.

### Archaeology

Following pre-application advice an archaeological desk based assessment and assessment of setting has been submitted with the application. This has been scrutinised by the Authority's Archaeologists who have established that it breaks down to three aspects – Watt House Farm, the Historic Field System and Castle Hill SAM.

The impact on **Watt House Farm** has been assessed via historic map analysis which has demonstrated that the arrangement and orientation of the farmhouse and the associated agricultural buildings have been changed to such an extent that it is not of concern.

The development of the **historic field system** has been clarified, with a sequence of laying out and changes being established from pre 1700s to the modern period. The dry stone walls that comprise the fields system are currently in a differing state of repair with some ruinous or missing sections. The significance of this non-designated heritage asset lies in its historical value, illustrating the process of landscape enclosure and modification, and its aesthetic value as part of enclosed upland character of the wider area. Within the fields a number of potential earthworks

survive and are likely to be associated with a former trackway and periods of earth moving and dumping of materials when the farm was remodelled in the early 20th century, these may have some limited archaeological value. The creation of the new access to Bradfield Brewery involves the creation of a new trackway through the historic field system to the east of Watt House farm. This will result in the loss of two short sections of drystone wall and will also affect a low bank earthwork identified in the DBA with 'Field 2'. The loss of the two short sections of drystone wall will only result in minor harm to the larger area of field system, especially if this wider field system is repaired, and the surviving walls retained in good condition. As set out earlier in this report, a S106 will be required which retains ownership of the surrounding land and requires walls to be maintained. This is another reason for the S106 to require the walls to be maintained in a good state of repair. With respect to the earthwork in 'Field 2', the nature of this earthwork is not fully understood. The works for the trackway construction have the potential to disturb this feature. The indication is that the track will be created by building up the land, rather than require cutting in so that this feature will not be disturbed, but there is no further information in the application. Therefore a planning condition is recommended that requires a method statement for trackway construction, and if this is found to disturb the feature, an archaeological watching brief would be required.

With respect to the **Scheduled Monument (SAM)**, the changes in its setting, particularly the changes to the field system and the introduction of a new line of movement, will result in minor harm to the significance of the SAM. However, the core significance of the SAM, its evidential value, its historic value and its strategic position in and domination of the wider landscape will be unharmed, and the changes to the aesthetics of the setting will be minor. Harm to the significance of the SAM is therefore considered to be considerably less than substantial.

Subject to conditions, the proposal is considered to be in accordance with the policies of the development plan insofar as they relate to archaeology and heritage assets. The "less than substantial harm" identified to the setting of the SAM, and impact on historic field system is considered to be outweighed by the public benefits of the local employment that the site officers, and also the potential for enhancement by repair and maintenance of the drystone walls which can form part of the S106 legal agreement.

#### Environmental management

At pre-application stage, in accordance with the Authority's SPD, officers asked if all the non-traditional buildings on the site which have south facing roof slopes could have solar panels on them. These are shown on the photomontages and also specified on the relevant plans. If these are implemented it will be a prime example of how renewable energies can be accommodated within the national parks landscape without harm to its valued characteristics. It is noted that there are already some solar panels on some of the non-traditional building on the site. The proposal would accord with Core Strategy policies CC1 and CC2 and also Local Plan Policy LU4 insofar as they relate to renewable energy.

#### Highways

The access has been designed to accommodate the operational traffic that it will carry. The access meets the highway at approx. 45 degrees (rather than the usual 90 degrees); because of this the Design Statement explains that it will only enable access to and from the Sheffield direction.

The Highway Authority, Sheffield City Council, have been consulted on this application, but to date there has been no response. Officers are hopeful that an update to Committee can be made at the forthcoming meeting.

Officers are concerned that without the response of the Highway Authority it is not possible to conclude whether the proposed access would be safe, or whether any specific highway conditions are needed. This is necessary for the proposal to accord with Local Plan Policy LT18, which explains that a safe access is a pre requisite of any development.

Officer's intention is therefore to pursue the Highway Authority's response and update Committee accordingly at the meeting.

### **Conclusion**

Subject to conditions and entering into a S106 legal agreement to tie the business to the surrounding land and to enable the upkeep of the surrounding land including the repair and maintenance of the drystone walls, the proposal is considered to be in accordance with the policies of the development plan.

### **Human Rights**

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

List of Background Papers (not previously published)

Nil