

APPENDIX

10. FULL APPLICATION – CONVERSION OF REDUNDANT BUILDINGS TO ESTATE HOUSE, BROOMHEAD FARM, BOLSTERSTONE (NP/S/0807/0735, P.4563, 06.08.07, 2440 9623/KW)

APPLICANT: THE BROOMHEAD ESTATE

Broomhead Farm is situated on the edge of Broomhead Moor 200m east of Mortimer Road and 5km northwest of High Bradfield. It comprises a farm cottage, together with a nearby detached impressive range of grade II listed courtyard of farm outbuildings, which are situated 11m to the north of the site of the now demolished Hall. A public footpath passes 30m to the north of the farm complex.

The Broomhead Estate extends to over 2,363 hectares (5,840 acres), centred on Broomhead. Approximately 1,516 hectares (3,746 acres) comprises open moorland managed for grouse shooting and encompassing Broomhead, upper Commons and Barnside Moors. A large part of the Estate is designated SSSI, including all the moorland area. The moorland is also a designated Special Protection Area (SPA) and a Special Area of Conservation (SAC).

Proposal

Conversion of the North and West Blocks of the courtyard listed farm outbuildings to an Estate House incorporating a shooting lodge with a number of bedrooms to accommodate those visiting the Estate for shooting purposes. The scheme also involves the conversion/ adaption of the single-storey East Block to form a garden room, restoration of a fire-damaged section of the South Block and adjacent pigsties and removal of a modern corrugated sheet roof, which currently covers part of the yard to the south side of the South Block.

Key Issues

1. Whether the principle of a new Estate Owners House complies with the relevant Structure and Local Plan policies.
2. Whether the proposed scheme conserves the character and setting of the impressive range of grade II listed courtyard of farm buildings.

Relevant Planning History

1973 – Planning consent granted for the demolition of Broomhead Hall and outline consent granted for the erection of a replacement dwelling on the site of the demolished Hall. Broomhead Hall was a large Tudor Gothic nineteenth century mansion that was the original family home of the owners of the Broomhead Estate. It was situated to the south of the South Block of the courtyard buildings. The Hall was not considered to be of any great architectural merit and was in an advanced state of decay. The Hall was subsequently demolished, however, the reserved matters application for the replacement dwelling was never submitted and the outline permission therefore lapsed.

1976 – Broomhead Hall and the Stable Block grade II listed.

1977 – Listed Building Consent granted for the demolition of Broomhead Hall, the demolition works finally being completed in 1981.

1987 – Consent granted for the erection of a stock shelter in former walled garden adjacent to the Stable block Buildings.

1996 – Refusal of GDO Notification for the erection of a sheep building on land to the east of the Stable Block buildings on grounds that the building would seriously harm the setting of the listed buildings, and would also harm the character of the historic garden and parkland which is associated with the former hall. A subsequent appeal was dismissed.

1998 – GDO Notification granted for demolition of greenhouse and removal of topsoil and hard surfacing within the walled garden area to the west of the Stable Block buildings.

2003 – Informal discussions concerning the conversion of the Stable Block buildings to an Estate House or the replacement of the single-storey East Block with a two-storey dwelling. The applicants were advised that these options would be unacceptable in listed building terms and also in planning terms, as there appeared to be no strong justification for a further dwelling.

November 2006 – letter to agent advising that the proposed conversion of the Stable Block buildings to an Estate House with guest accommodation for visitors could not be supported by officers. This was because there was considered to be no overriding need for the dwelling sufficient to warrant an exception to the adopted Conservation and Housing policies. Whilst it was recognised that it would be an advantage for the applicant, as the estate owner and overall manager of the estate, to be on site officers were unconvinced that this could be regarded as essential. Concerns were also raised in respect of the intensive conversion of the listed Stable block buildings and the resultant compromising of the character and setting of the grade II listed buildings. The applicant was advised that any proposal would need to primarily demonstrate the lack of the Estate owner/manager's presence would have a detrimental effect upon the management of the estate and a consequent adverse effect upon the long term conservation and management of the National Park landscape.

Consultations

Highway Authority – No comments.

City Council – No comments.

Parish Council – Recommends approval and supports local economy.

Environment agency - No objections.

Natural England - No reply to date.

Friends of the Peak District - Wishes to register its support for the proposal as it would help achieve the following objectives;

- Sympathetically preserve the former stables which are grade II listed;
- Sustain viable rural employment; and
- Sustain a business, which maintains 3,746 acres of valued heather moorland.

The conversion to guest and private accommodation (for employees of the shooting business) is appropriate in this case, as it will provide a sustainable use for the buildings. Strongly support the intention to use ground-sourced heat pumps, wood burning stoves and possibly a biomass heater using wood from the estate) to provide hot water and heating. The proposal will also ensure the long-term viability of the Estate, which employs 60 people (full and part time) and makes a significant contribution to the local economy. The proposal will also ensure that the heather moorland is maintained as a habitat for grouse. The heather moors at Broomhead are designated SSSI and their preservation is essential. Due to these environmental and economic benefits, It is considered that the proposal is consistent with Structure Plan policy GS1 as it will conserve and enhance the valued characteristics of the National park and its statutory purposes (conservation and promoting enjoyment). It will also bring economic benefits and therefore well-

being to the local community. As there is no conflict between these objectives, the Authority is encouraged to approve this proposal.

Main Policies

Relevant Regional Spatial Strategy policies include: Policies 10, 11 and 30 in the draft RSS 8

Relevant Structure Plan policies include: GS1, C2, C6, C7, C9, C14, C17, HC1, RT1, RT3, T1

Relevant Local Plan policies include: LC4, LC6, LC8, LC12, LC14, LR1, LR6, LT11

Comment

1. Principle of the Estate house – Applicant’s Supporting Justification

The application is accompanied by a comprehensive and detailed Planning Report and Business Appraisal setting out the justification for the Estate House/Shooting Lodge accommodation and explaining how the proposal meets the Authority’s policies, particularly in respect of the creation of an Estate House.

The Broomhead Estate, a traditional sporting and agricultural Estate largely within the Peak District National Park is currently re-assessing its long-term future having regard to the viability and sustainability of the Estate. The Estate has been in applicant’s family for over 700 years and the maintenance of the prosperity of the Estate is the key to the social, economic and environmental future of the area.

The Estate has, over many generations been responsible for the long-term maintenance of the high quality agricultural and sporting landscape that characterises Broomhead Moor and the Upper Ewden Valley including Bolsterstone village. This commitment has prevailed despite the often devastating and powerful changes in agriculture, which the report states resulted in the loss, through financial imperatives, of the original Estate shooting lodge, Broomhead Hall.

The Estate currently extends to over 2,363 hectares (5,840 acres) of which 1,516 hectares (3,746 acres) is heather moorland. This is an exceptional grouse moor, which over the last 150 years has provided annual recreational shooting for royal families, and captains of industry from Great Britain, Europe, and America. The report states that this is recreational tourism of the highest order, maintained and provided by the local community and bringing significant social, economic and environmental benefits to the area. However, the report states that the manner in which this is managed has changed and future needs have changed.

In terms of employment there is permanent staff in addition to those involved in the management of the Estate. The Estate staff includes gamekeepers, shepherds and housekeepers. Additionally, seasonal staff are regularly employed during the shooting season (eg beaters recruited from the Stocksbridge Steelworks and local towns). The Estate directly or indirectly employs over 60 full-time and part-time employees, which the report states brings substantial income into the local economy worth an estimated over £½ million pounds a year, much of which is spent locally.

The full-time labour force comprises the Estate Owner/Manager, Head Keeper, two Under-Keepers and a Share Farmer. There is accommodation on the Estate that is retained for full-time employees on the Estate and the Estate Owner. These are:

- Broomhead Cottage (occupied by the Owner/Estate Manager)
- Ewden Lodge Farmhouse (occupied by the Head Keeper and family)
- Moorside Cottage (occupied by the Under Keeper and family)
- Barnside Farm (occupied by the Share Farmer and family)

In the past the Estate was heavily subsidised by money earned by commerce and investments elsewhere. This is no longer the case. The Broomhead Estate Shoot comprises two distinct elements, namely a grouse moor and pheasant shoot. The grouse shoot is currently let to a third party. However, this arrangement is to be reviewed shortly and it is the Estate's intention to bring the entire shoot back into full management. The grouse moor covers approximately 1,516 hectares (3,746 acres) and is run by three full-time gamekeepers. The moorland area and landscape is maintained entirely by this grouse shooting enterprise and ESA scheme with active habitat management through heather burning to encourage new growth and fresh plants for the grouse birds to graze on. The current ESA agreement is due to cease in 2012 although this could be earlier following a fundamental DEFRA review of agri-environment schemes in 2005. The report states that for this reason it is critical that an alternative income source is developed through inhand letting of shooting and from the provision of accommodation within a shooting lodge on site to ensure the future economic viability of the shoot. The report states that the Estate Owners need somewhere to live on the Estate which is commensurate with the needs and importance of the Estate and which will provide suitable accommodation for those visiting the Estate. The report states that this need can be justified in terms of the economy of the area and the Estate. It states that the new Estate house needs to be well located in relation to the Estate activities at Broomhead farm. This is why the original Hall was built here. With the demolition of the Hall in 1976 there is a legacy. This legacy relates to the remaining range of listed stables and outbuildings. The report states that these buildings make an ideal basis for adaptation and consolidation to a new Estate House.

The report acknowledges that as the site lies within the Peak District National Park, there is quite rightly a restriction on new development, unless it is demonstrably essential: for instance such as for the needs of agriculture forestry or, it is argued, other types of occupational dwelling such as an Estate House.

The report considers that the Estate House is effectively a hybrid; a mixed use. It will incorporate:

- i) The estate owner's home; and
- ii) A shooting lodge with a number of bedrooms to accommodate those visiting the Estate for recreational shooting and for general holiday accommodation outside the shooting season.

The report considers that the Estate House complies with National Guidance and policy set out in PPS7 and PPG15. Furthermore, it argues that it complies with the Authority's Principal Structure Plan policies, namely C2, C6, C7, C9 and RT3. In respect of policy C2 the report considers that since the buildings exist, are listed and under threat, in that there is a demonstrable need for an Estate House and accommodation on the Estate; the proposal complies with this policy. Similarly, The report considers that C6 relating to agriculture and forestry development (including farm worker's dwellings) is met since the needs of agriculture and forestry equate to the needs of the bigger enterprise, the Estate.

The report similarly equates Estate diversification, (through the creation of the shooting lodge accommodation) to farm diversification and the proposal therefore meets the criteria set out in policy C7 as the visitor accommodation will sustain the Estate as the primary land use, and the scale and type of activity is at an acceptable level, does not re-utilise inappropriate buildings, nor generate a need for replacement agricultural buildings.

The report also considers that the proposal meets Structure Plan policies C9 and RT3, as it comprises appropriate and sympathetic conversion of traditional buildings.

The report then considers the proposal in light of the Local Plan policies. It considers that the provision of a specialist dwelling, such as an agricultural or forestry worker's dwelling or other essential occupational dwelling, which in their view includes an Estate Owner's/manager's dwelling, needs to satisfy the tests set out in PPS7 and Policy LC12 of the Local Plan. It considers that these tests meet the specified criteria for the following reasons:

- i) A detailed appraisal has been provided demonstrating that there is a genuine and essential functional need for this Estate House. The Estate Owner needs to be on hand at most times of the day and night in view of the current and likely future requirements of the Estate.
- ii) The report demonstrates that there is no suitable existing accommodation of a suitable size in the locality that could reasonable be made available for occupation and function as an Estate House.
- iii) The proposed conversion, its size and construction costs are commensurate with the established functional requirement and sustainable income anticipated from the Estate in future years.
- iv) The proposal uses the main group of existing Estate buildings, no intrusive tracks or driveways are required.
- v) Securing the long-term control of the dwelling to ensure that it meets the needs of the Estate for the foreseeable future could be achieved simply by attaching a condition or legal agreement, which would be effectively an Estate Occupancy restriction.
- vi) It is demonstrable that the Estate has been an integral part of this part of the National Park for many generations and will continue to do so.

Officer's Comments on Principle of the Estate House

It is considered that the key issue in respect of this proposal relates to whether the creation of an Estate House meets the Authority's policies in relation to the provision of housing in the open countryside. The key policies here are Structure Plan policies GS1 and C2. Policy GS1 states that all development will be controlled so that the valued characteristics of the Peak National Park can be conserved now and for the future. To achieve this, development will not normally be permitted where it is incompatible with the policies in the development plan or its twin National park purposes of conserving and enhancing the natural beauty of the National Park and promoting its public enjoyment. Policy C2 permits new housing in the open countryside through either new-build or conversion of traditional buildings on an exceptional basis, provided that it is for agriculture or forestry. The conversion of traditional buildings to affordable housing for local needs is also permitted.

In this case development involving the provision of an Estate House or Estate worker's housing are not referred to specifically in policy C2. The applicant's agent takes the view that the Estate House proposal should be treated in the same way as proposals for farmworker's dwellings and that they should be permitted on an exceptional basis, provided that the need is proven and it cannot be met in a nearby settlement. Your officers acknowledge that the role of the Estate Manager is important, particularly on such a large estate as Broomhead, and that it would be desirable for the Estate manager to be located at Broomhead Farm in order to co-ordinate the farming and shooting enterprises and particularly, the management of this attractive moorland landscape that makes an important contribution to the valued characteristics of the National Park.

In this case, the Estate manager, who is also the owner, along with his family currently live in Broomhead Cottage, a 4-bedroomed cottage, adjacent to the Stable Block complex. The cottage is currently owned by his mother who now wishes to return there. It is also argued that the cottage is too small for the Estate manager's family and there is no scope to provide shooting guest accommodation by extending this property. The accompanying report states that the creation of the shooting guests' accommodation is essential to the future viability of the Estate and this accommodation would strengthen the need for the Estate Manager to be resident at Broomhead farm to manage this facility, in addition to his existing on-site duties.

Whilst the relevant policies do not refer specifically to Estate Manager/Worker housing provision, your officers consider that no over-riding functional need has been advanced in respect of this proposal to overcome the fundamental policy restriction over new residential development in the open countryside. Whilst the applicant's supporting justification includes the agricultural need for

the dwelling, your officer's consider that the key factors forwarded to support the dwelling/shooting lodge concern are the Estate's acknowledged wider role in managing the moorland and the conservation of the National Park landscape together with the continued maintenance of this important range of listed buildings through the introduction of new uses principally through the proposed holiday residential use. In this case, it is accepted the Estate manager's existing accommodation could not be adapted to provide shooting guest accommodation on the scale that is required to supplement the Estate's present income and ensure its long-term viability. Given that the physical conversion of the Stable Block complex to shooting guest/holiday accommodation is within policy (see Section 2. of this report), officers consider that there is no over-riding reason why the estate manager/owner could not manage this operation from away from the site. It is however recognised that there would be a distinct advantage if the owner to continue to reside in Broomhead Cottage close to his guests. Whilst it is recognised that this must be given back to his mother however this is a personal matter for the family to resolve taking into consideration of the management difficulties resulting from the applicant not living on the site.

The applicant, in order to reinforce his long-term commitment to the management of the Broomhead holding, has offered to enter into a planning obligation tying the proposed Estate House/Shooting Guest Accommodation/Holiday accommodation and also Broomhead Cottage to the Broomhead Estate holding. In respect of Broomhead Cottage occupation would be restricted to overflow shooting guest/estate worker (eg housekeeper) accommodation. This would give sufficient flexibility to enable the Estate to respond to changing requirements throughout the whole estate. Such an offer is at odds with the previously stated lack of availability of Broomhead Cottage for the need and in any case would not overcome the fundamental policy objection to the new dwelling in this case. Furthermore acceptance would be likely to set a precedent for other similar cases to follow in the absence of an over-riding functional agricultural or forestry need to the detriment of the National Park Landscape.

2. Whether the Proposed Scheme Conserves the Character and Setting of the Grade II Listed Courtyard of Farm Buildings.

This is an impressive range of buildings. The two-storey buildings (North, South and West wings) enclose three sides of a square with a single –storey outbuilding on the east side of the yard. The proposed estate house/shooting lodge accommodation is confined mainly to the North and West (mid 19th Century) wings. The South wing (early 19th Century) is a more formal design. The central grand archway is the main entrance to the yard. It would have faced the Hall (now demolished). This wing is not to be converted except for one room at first floor over the garages in the southwest tower. The southwest tower was burnt down in 2006 following a break-in. This building is to be fully reinstated and the remainder of the South wing is to be refurbished to its original state.

The North and West wings are well provided with window openings in both storeys and consequently little change to the external appearance is required. A new round window is proposed in the North wing. There is an existing first floor throughout all wings. It is intended that the ground floor accommodation should not be subdivided to any great extent so that the internal space remains in view. In the North wing (Guest accommodation) fully glazed cross-walls are proposed, allowing a full-length view of the whole ground floor space. The original large south archway into the North wing was infilled with stonework and the full-height space inside lost when the first floor was installed. It is proposed to restore these two features. The smaller archway on the north side will also be opened up to give a view straight through the building. The original stone slate roofing was replaced a man-made concrete slates 60 years ago, supported on lightweight steel-angle roof trusses. It is proposed to re-roof with natural gritstone slates supported on new timber king post trusses exposed fully in the Entrance Hall. The horizontal collars of the trusses will be exposed in all rooms below flat ceilings. The flat ceilings will be insulated to reduce total space-heating requirements and the CO₂ emissions of the building. The creation of large, dark loft spaces will also be highly beneficial to the natterer bats, which were observed during the recent bat survey.

The scheme also involves the removal of three 20th Century additions to the buildings comprising a large corrugated asbestos Dutch barn (floor area 220m², overall height 9.5m) which abuts the north side of the North Wing; a metal-sheeted lean-to roof (floor area 120m², overall height 3.5m) that abuts the south side of the South Wing and a small lean-to shed (floor area 18m², overall height 3.5m) in the south west corner of the yard. The removal of these buildings will significantly enhance the appearance and setting of the listed buildings.

The originally submitted scheme also involved the demolition of the single-storey building which presently encloses the eastern side of the courtyard and the demolition of a range of pigsties to the south of the South Wing. The Authority's Historic Buildings Architect, however, raised concerns about their removal as these buildings are of some merit and contribute to the character of the listed building group. Satisfactory amended plans have now been submitted retaining these buildings and in the case of the building on the eastern side of the courtyard, adapting it to provide a garden room with views through the building from the inner courtyard to the open countryside to the east of the complex.

Policy C9 of the Structure Plan states that the effective conservation of all buildings of historic or vernacular merit will be pursued by ensuring that they continue to be used for purposes suited to the conservation of the buildings themselves and to their locations. Development, which adversely affects the particular merits of such a building, will not normally be permitted. Conversion of listed agricultural buildings to residential use, including holiday accommodation other than a camping barn will not normally be permitted. However, the explanatory text that accompanies Policy C9 does state that the National Park's listed buildings must not be allowed to fall into such a state of disrepair that their future is at risk. An unused redundant building at risk will deteriorate more quickly than one in day to day use. It further states that its conservation might justify making an exception in a given location. This would be a matter for careful judgement.

Policy LC6 of the Local Plan states that planning applications for development affecting a listed building and/or its setting should clearly demonstrate how these will be preserved and enhanced and why the proposed development and related works are desirable or necessary. Amongst other things, development will not be permitted if it would adversely affect the character, scale, proportion, design, detailing of, or materials used in the listed building. Additionally, proposed development should not result in irreversible change to original features or other features of importance or interest. In particular, development will not be permitted if it would directly, indirectly or cumulatively lead to, amongst other things, changes to the plan form that involve removal of original walls, stairs or entrances or subdivision of large interior spaces. The loss of curtilage features which complement the character and appearance of the listed building will not be permitted. Conversion of a listed building to a use other than that for which it was designed will not be permitted unless it can accommodate the new use without enlargement and does not require major rebuilding. The new use must not lead to changes to the listed building or its curtilage and/or setting that would adversely affect its architectural or historic interest and integrity. Additionally, the explanatory text that accompanies Local Plan policy LC8 (Conversion of Buildings of Historic or Vernacular Merit) states that listed buildings and other buildings of historic or vernacular merit sometimes need to be put to new uses if they are to survive at all. Structure Plan Policy C9 therefore makes it clear that that this might sometimes override other policy considerations. Nevertheless, genuine attempts (including marketing the property) should always be made to find uses that are compatible with policy before alternatives are considered. In all cases new uses must not adversely affect the particular merits of a building that makes it worthy of conservation. For this reason listed barns in particular are not normally suitable for residential use.

In this particular case, this is an impressive range of listed buildings that are largely redundant to agriculture. Whilst there is inevitably some loss in character, particularly due to the subdivision of the internal spaces on the first floor, the scheme requires few new openings externally and involves the removal of untraditional buildings that will significantly improve the appearance and

setting of the listed complex. Additionally, the oldest part of the courtyard (South Wing) is to remain unaltered and stone slate roofs are to be re-instated, together with a traditional timber roof construction appropriate to the age of the buildings. Ancillary buildings are also to be retained. On balance it is considered that this is a sympathetic scheme, which is considered to be acceptable from a listed building viewpoint. Whilst initially raising concerns about the scheme, particularly the proposed removal of curtilage buildings, the Authority's Historic Buildings Architect now considers that the overall enhancement of the listed building complex is sufficient to justify the acceptance of the proposal.

The scheme also involves the re-opening of the original gateway entrance off the Strines to Midhapestones Road at the south-western end of the Broomhead Hall grounds, together with the re-instatement of the 530m long driveway that leads to the front of the South Wing. This is considered to be acceptable, subject to appropriate detailing and the drive being surfaced with a dark-coloured material.

Environmental Management

The building's ground floor, external walls and roof, are to be highly insulated in line with the latest Building Regulations. Heating is proposed to be provided using ground-sourced heat pump, subject to satisfactory ground conditions, supplemented by wood-burning stoves and a biomass boiler, if necessary, using wood from the Estate. There will be natural ventilation to all rooms: no air conditioning is to be provided. Bathrooms and kitchens are to be fitted with extract fans to satisfy the Building Regulations. The Estate is also intending to investigate the possibility of a mini hydro-electricity scheme in Broomhead Park, using the Park Brook to provide part of the electrical supply to the new Lodge.

Conclusion

The application does not demonstrate there is a sufficient functional need to allow an exception to the policies which do not allow open market dwellings in the open countryside.

Human Rights

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

RECOMMENDATION:

That the application be REFUSED for the following reasons:

- 1. No over-riding functional need to justify an exception to conservation and housing policy restriction over new residential development in the open countryside.**