

**6. FULL APPLICATION – PROPOSED RESTORATION AND EXTENSION OF THORNSEAT LODGE AND ANCILLARY BUILDINGS TO FORM HOLIDAY ACCOMMODATION AND GUEST FACILITIES; ERECTION OF EVENTS VENUE; ALTERATIONS TO EXISTING ACCESS INCLUDING PARKING FACILITIES; ENHANCED SITE LANDSCAPING, THORNSEAT LODGE, MORTIMER ROAD, SHEFFIELD (NP/S/1022/1300, JRS)**

**APPLICANT: THORNSEAT LODGE LTD**

**Introduction**

1. This report sets out recommended conditions and the heads of terms for a section 106 agreement in the event of an approval of this application. It follows the deferral of the application at the Planning Committee meeting in June, where Members indicated that they were minded to approve the application and deferred the application so that officers could prepare a list of planning conditions and the head of terms for a section 106 agreement to secure the applicant's offer of restricting weddings and other events on land in their ownership solely to the land and buildings at Thornseat Lodge.
2. A copy of the report to the June Planning Committee meeting is attached as an appendix to this report.
3. The minutes of that meeting are set out elsewhere in these Committee papers but they are also repeated here for ease of reference:
4. ***"76/23 FULL APPLICATION - PROPOSED RESTORATION AND EXTENSION OF THORNSEAT LODGE AND ANCILLARY BUILDINGS TO FORM HOLIDAY ACCOMMODATION AND GUEST FACILITIES; ERECTION OF EVENTS VENUE; ALTERATIONS TO EXISTING ACCESS INCLUDING PARKING FACILITIES; ENHANCES SITE LANDSCAPING AT THORNSEAT LODGE, MORTIMER ROAD, SHEFFIELD (NP/S/0622/1300, JRS)***
5. *The report was presented by the Planning Officer who outlined the reasons for refusal as set out in the report.*
6. *The following spoke under the public participation at meetings scheme:*
7.
  - *Mark Boyd, Supporter*
  - *Rachel Woodhouse-Hague, Supporter*
8. *Members acknowledged that as with the previous application at the site, they were keen to see the site restored, however the following concerns were expressed:*
  - *The proposed scheme would be development in the open countryside*
  - *The viability of other options e.g. residential use of the site, had not been sufficiently explored*
  - *Any need for haste had been caused by two decades of neglect of the site*
  - *Impact of the proposed car park on the landscape and setting*
  - *The justification for a large car park given a mini bus service was proposed*
  - *The proposed scheme would be over development*

- *Design concerns over the rear extension, and also of its impact on views from the wider landscape*
  - *Insufficient details provided regarding the proposed biomass boiler*
  - *Whether the electrical infrastructure would support the proposed Electric Vehicle Charging points Members also discussed the benefits of the proposed scheme*
  - *It would save the building from further ruin, and in order for this to be achieved it would need to be financed by a commercial use*
  - *The benefit to visitors to the National Park*
  - *Concerns such as potential use of fireworks could be controlled by condition*
9. *Officers advised that if the application was approved, a conversation would have to take place with the applicant about conditions. Also, the Habitat Assessment would have to be reviewed so as to be clear that it was the Authority's own assessment as opposed to the adoption of the shadow assessment (to answer the comments of Natural England). In order to ensure that maximum gain was secured a Section 106 Agreement should be made to remove further wedding event structures within the applicant's control around the Bradfield area but beyond the application site.*  
*A motion to defer the application with a strong indication that Members are minded to approve, and that a report be made back no later than August's Planning Committee meeting setting out the conditions of any planning permissions, any improvements that can be achieved, and the outline of the Section 106, was proposed and seconded.*
10. *A motion to approve the application subject to further agreement of conditions was proposed.*
11. *A vote on the first motion, to defer the application was taken and carried. Members requested that a report be obtained from the Highways Authority, who had not provided any comments.*
12. **RESOLVED:**  
  
***To DEFER the application with a strong indication that Members are minded to approve, and that a report be made back no later than August's Planning Committee meeting for final determination of this matter setting out the conditions of any planning permissions, any improvements that can be achieved, and the outline of the Section 106."***
13. *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 in the former courtyard, along with alteration to the existing access, creation of internal driveways, car park and associated landscaping.*
14. *When Members considered the application at the June Planning Committee meeting, they concluded that the proposed development would result in the restoration of the original lodge, an important non-designated regional heritage asset. It was acknowledged that there would be some significant rebuilding, particularly on the rear elevation and that it would also involve the erection of a new courtyard of buildings, on the footprint of original outbuildings, to provide the wedding and events venue. However, they concluded that the applicant had addressed most of the concerns which led to the refusal of the previous application and that a carefully conditioned approval, together with a section 106 agreement to ensure that wedding and other events would not be held on any other land*

in the applicant's ownership and control, there would be no harm to the valued characteristics of the area, particularly in terms of tranquillity and quiet enjoyment. This included agreeing a revised design for the new extension on the rear elevation of Lodge to make it more sympathetic to the character of the original buildings.

15. In terms of the scale of the development, Members considered that the development would deliver the public benefits required to justify major development and it would not result in unacceptable harm to the landscape and cultural heritage of the National Park.
16. The following report sets out (in summary rather than full and final wording) the planning conditions that are recommended if Members are minded to approve the application. These are considered to be reasonable and necessary to address the issues in the report to the June meeting, to secure the recommendations in the reports commissioned by the applicants, and to follow the recommendations of statutory consultees. The application was accompanied by a Travel Plan, a Transport Statement, an Energy and Sustainability statement, a Shadow Habitats Regulations Assessment, a revised Flood Risk Assessment, a revised Landscape and Visual Appraisal, an updated Ecological Appraisal and the associated protected species reports, a Heritage Statement, a Noise Impact assessment, a Structural Report and addendum, a woodland management plan, and lighting scheme product schedule. Any approval would need to ensure compliance with the recommendations set out in these various reports.
17. It should be noted that the Natural England response to the application was that *“if your authority is minded to grant planning permission contrary to the advice in this letter, you are required under Section 281 (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.”*

#### Thornseat Lodge

18. The lodge would provide six holiday cottages. The occupancy should be restricted to short stay holiday accommodation, with a maximum stay of 28 days in a calendar year. This is a standard holiday occupancy condition to prevent permanent dwellings in appropriate locations; whilst the restoration of the lodge to a single open market dwelling would be acceptable, a higher number of units as holiday accommodation should be subject to a holiday occupancy condition. This condition should also be imposed on the other accommodation that is proposed on the site, as a new detached building forming two-storey bunkhouse accommodation would be constructed on the ruins of a former building, described in the application as a cottage. This building would provide four bedrooms with 13 sleeping spaces, bathrooms, living room and kitchen.
19. As mentioned above, any approval should be subject to a revised scheme for the external design and appearance of the rear extension. This would not reduce the amount or nature of the accommodation. As this is likely to require discussions with the applicant's architects. It is recommended that approval of the final design be delegated to the Chair and Vice Chair of Planning. The approval should also be subject to detailed design conditions covering matters such as materials, window and door detailing, precise finishes, and adherence to the submitted plans where these cover detailed design matters. These are not listed in detail below, but they would cover these matters once the revised plans have been agreed.

#### Wedding venue

20. The use of the site for weddings and other events should be conditioned to restrict it to this form of use, to allow the authority to retain some control over this and any future

changes. Officers have considered whether there is any justification for restricting the number of events in any specific period (weekly, monthly or annually), but given the scale and nature of the development and for it to be viable, it is considered that this is not necessary if Members consider the use to be acceptable and if conditions are imposed to address specific concerns.

21. The application documents say that events would be up to 150 people. A condition restricting the numbers to this would be possible but in practice it would be difficult to monitor and enforce so it is recommended that this is left for the applicants to implement as it is in their interests to ensure that the venue is not overcrowded or of a scale that it could not readily accommodate.
22. With these matters in mind, conditions requiring adherence to the submitted noise impact assessment recommendations, the lighting scheme, and the site management measures (for example, no fireworks or Chinese lanterns allowed) are recommended.
23. The application proposes the erection of a building to house a biomass boiler to provide a renewable energy heat source across the site.

#### Transport, access and parking

24. With regard to the traffic associated with the development, in the resubmitted application the Transport Statement and Travel Plan have been reviewed and a revised Transport Statement has been submitted. Whilst it is acknowledged that many people will still arrive by private transport, the Travel Plan considers other possible measures such as car sharing or the provision of a bespoke mini-bus shuttle service and at the recent meeting the applicants explained that events such as weddings lend themselves to the use of taxis and minibuses which would reduce the use of individual cars. The Authority's Transport Policy Planner is now satisfied that the Transport statement addresses some of the concerns he raised in the previous application. Any approval should therefore be subject to implementing this plan, subject to any further revisions that need to be agreed.
25. A range of access 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. A car park providing for car/ minibus/ cycle parking would be set within the wooded area adjacent to the events venue. The car park would provide 80 spaces for cars along with an additional overflow parking area. The car park would be surfaced with a mixture of tarmac and grass reinforcement mesh. It proposes 8 dedicated EV charging spaces and capacity for 8 more to be provided. Three disabled spaces would be provided for cars. No response has been received from the Highway Authority, Sheffield City Council, but a condition requiring precise details of any access alterations is considered to be necessary and reasonable.

#### Landscaping and tree management

26. A landscaping scheme and woodland management plan has also been submitted. Any approval should therefore include conditions restricting the car park to the size and layout proposed, with a detailed landscaping and management plan to be submitted for approval, based on the submitted plan. This should include any hard surfacing, new or retained boundaries. The submitted plans include some details but a comprehensive plan is required, including the long term management of the woodland and trees. The Authority's Tree Officer recommends that the work to trees should be carried out in accordance with the submitted Tree Protection Plan, the Tree Survey and Tree Constraints Plan, and the Woodland Management Plan.

#### Archaeology, landscape and building recording:

27. In the event of an approval, the Authority's Senior Archaeologist recommended the following condition:

*“a) No development shall take place until a Written Scheme of Investigation for a programme of historic building recording, landscape survey and archaeological investigation has been submitted to and approved by the National Park Authority in writing, and until any pre-start element of the approved scheme has been completed to the written satisfaction of the National Park Authority.*

*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 for post investigation assessment;*

*3. Provision to be made for analysis of the site investigation and recording;*

*4. Provision to be made for publication and dissemination of the analysis and records of the site investigation;*

*5. Provision to be made for archive deposition of the analysis and records of the site investigation;*

*6. 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 Written Scheme of Investigation approved under condition (a).*

*c) The development shall not be occupied until the site investigation and post investigation assessment has 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 analysis, publication and dissemination of results and archive deposition has been secured”.*

#### Sustainable building, climate change and utilities

28. As noted in the report to the June meeting, Officers had some concerns that the proposals did not go far enough in respect of Policy CC1 requirements (see the appendix). However, in the event of an approval, the development should be carried out in accordance with sustainable building and climate change proposals submitted with the application and the biomass boiler shall be installed and operational before the buildings are first brought into use. As suggested in the report to the June meeting, it is recommended that the applicant be asked to consider other measures to improve the sustainability credentials of the scheme, as that these be adopted if and when they are approved.

29. Any service lines associated with development should be placed underground.

30. 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. The application states that foul drainage will be to a package treatment plant discharging to a drainage field or ditch. A detailed drainage report was submitted which addressed the concerns initially expressed by the Sheffield Local Lead Flood Authority (LLFA). Any approval should require compliance with proposed measures and the submission of the package treatment plant.

#### Ecology and Habitats:

31. Natural England provided a detailed response to the application. They noted that the development has the potential to harm the adjacent designated area and species. In order to avoid this harm and to mitigate against potential harm, NE recommend that

appropriate measures be agreed and established in a Construction Environmental Management Plan (CEMP) and/or a Landscape and Ecology Management Plan (LEMP), and the Bird and Bat Mitigation Plan. The CEMP, LEMP and Bird and Bat Mitigation Plan should address the potential impacts of fire, noise, illumination, and visual disturbance which, if unmitigated, could lead to a likely significant effect or an adverse effect on the integrity of the designated sites. Natural England therefore advise that appropriate planning conditions should be attached to any planning permission to secure these measures.

#### Section 106 Legal Agreement:

32. As the report to the June meeting noted, the applicants currently operate a wedding and events business (usually weddings), which mainly operates from Foxholes Farm, just to the south of Low Bradfield, although events have been held in a marquee on land near Thornseat Lodge. The ground works associated with this was the subject of enforcement action. The use of the site at Foxholes, which is a grade II listed building on a prominent hillside site overlooking the valley, has been taking place under permitted development rights (normally 28 days per calendar year but up to 56 days in recent years in response to the Covid pandemic which led to a relaxation by the Government).
33. The applicants have offered to enter into a section 106 legal agreement/obligation to cease using the land at Foxholes, and any other land in the applicant's ownership in the area, for weddings and events. This would help to offset the potential impact of the proposed development at Thornseat Lodge, moving it from the current location in a marquee at Foxholes to a more permanent and potentially better controlled location in the proposed buildings at Thornseat. In acknowledgement of the fact that the applicants own other land and buildings in the area, any section 106 should also control the use of this for events in order to avoid a situation where the events could be held at these locations as well as Thornseat Lodge. The precise extent of this would need to be discussed with applicants, given that the land may be owned or partly owned by other parts of the family or other businesses in the family group, but as a minimum it should cover the land and buildings at Foxholes and other land in those parts of Bradfield Parish in the National Park.

#### RECOMMENDATION:

1. **That if Members are minded to APPROVE the application, it should be subject to a section 106 legal agreement preventing the use of other land and buildings in the applicant's ownership from being used for commercial events, including weddings, under "permitted development rights" and subject the following conditions:**
  - 1 **Statutory 3 year commencement.**
  - 2 **Compliance with submitted plans and specifications, with use of buildings to be as described in the application, subject to the following:**
  - 3 **Detailed design conditions, subject to agreeing a revised scheme for the rear extension to the Lodge. Detailed conditions to cover:**
    - **All new stonework to match existing in terms of coursing, pointing, colour and texture.**
    - **All new roofing slates to match existing.**
    - **Submit and agree details of all doors and windows on all buildings and the glazing to the courtyard roof, including materials, profiles, method of opening, external finish, recess, and any surrounds.**
    - **Agree schedule of all internal skirting boards, architraves, and doors**

and other internal features to be retained.

- 4 Submit and agree samples of materials (walling stone and roof slates) for all new and restored buildings.
- 5 Submit details of rainwater goods, and external flues and vents.
- 6 Agree details of any rooflights.
- 7 Submit and agree comprehensive landscaping and site management, including measures for tree protection, any hard surfacing and boundary treatment.

Archaeology, landscape and building recording condition.

- 9 Surface water management to be in accordance with submitted details.
- 10 Submit and agree a detailed Transport and Travel Management Plan; development to be operated in accordance with approved details.
- 11 Submit and agree a detailed noise management plan: development to be operated in accordance with approved plan. This shall include measures to address the Natural England recommendations (*see report in appendix*).
- 12 All external lighting to be in accordance with approved details.
- 13 Submit and agree details of further testing of topsoil and resultant remediation for lead; development to be implemented in accordance with approved plan.
- 14 The release of fireworks or sky lanterns, or any other such devices that cause short-term but significant noise and light disturbance, and fire risk, will not be permitted during any function held at Thornseat Lodge, at any time of the year. Guests of the holiday apartments shall also be subject to the same restriction during their stay at Thornseat Lodge.
- 15 Any service lines associated with development should be placed underground.
- 16 Submit and agree details of package sewage treatment plant.
- 17 Submit and agree a Bird and Bat Mitigation Plan; carry out development in accordance with approved plan.
- 18 Submit and agree a Construction Environmental Management Plan (CEMP) and a Landscape and Ecology Management Plan (LEMP); development to be implemented in accordance with approved plans.
- 19 Carry out in accordance with sustainable building and climate change proposals submitted with the application with the biomass boiler installed and operational before the buildings are first brought into use. Including written verification of compliance to be provided within one month of premises coming into use.
- 20 Carry out in accordance with agreed drainage plan.

- 21 Submit/carry out in accordance with any requirements arising from the Highway Authority's response when it is received.**
- 2. That the approval of the revised plans for the design of the rear extension to the Lodge be delegated to the Head of Planning in consultation with the Chair and Vice Chair of Planning.**

**Human Rights**

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

**List of Background Papers** (not previously published)

27. Nil
28. Report Author: John Scott