

9. FULL APPLICATION – ERECTION OF A LAMBING SHED AND ACCESS TRACK - FIELD TO THE CORNER OF OAKS LANE AND UGHILL WOOD LANE, BRADFIELD (NP/S/0223/0115)

APPLICANT: MR BROADBENT

1. Summary

2. The application, as amended, proposes the erection of a new lambing shed and access track together with associated landscaping works on land to the northeast of Ughill Wood Lane, approximately 1 mile to the south of Low Bradfield. The application site is located within the setting of 'Woodhouse' an existing building complex which was previously a farm, now in residential use.
3. The shed is to be put to use for the purposes of providing safe shelter for livestock during the lambing season and during periods of routine care and as storage for bedding, feed and machinery associated with the keeping of sheep.
4. The applicant farms approx. 30 acres most of which is rented with only the application field in ownership.
5. At present, lambing (the lambs are sold for profit) takes place outside, putting livestock at greater risk of death and injury during the lambing, thus making it more difficult to increase the flock. In addition, the Applicant currently has no capacity to store bedding, livestock or machinery under cover.
6. The application is brought to Committee due to the number of representations and the Parish Council objection which is contrary to the officer recommendation
7. Officers are satisfied that the shed is required to meet a functional need and that the amended scheme can be accommodated without harm to the landscape or the amenity of the neighbouring property.
8. The application is recommended for approval subject to conditions.

9. Site and Surroundings

10. The site lies within the area of Lower Bradfield, approximately 1 mile from the small hamlet of Ughill, and 2 miles from Dungworth. The site itself comprises a large triangular shaped parcel of land (enclosing approximately 0.67Ha -1.66 acres) situated between Oaks Lane and Ughill Wood Lane, adjacent to Woodhouse, an existing former farm building group.
11. The site is accessed, at its southeast corner, off Ughill Wood Lane, via a metal field gate. There is currently no formal access track leading from the highway onto the site. The field is enclosed on all three sides by dry-stone walling and is currently used for grazing (sheep). There exists a small makeshift (ply board clad, felt roofed and metal meshed) sheep shelter on the western boundary close to the access gate
12. The site slopes downwards in an easterly direction towards open countryside on the eastern boundary which abuts Oaks Lane, beyond which the land falls down to Damflask Reservoir. To the south is the former farm complex of Woodhouse, now comprising two separate dwellings, and a large barn (not presently in agricultural use) which is sited close to the boundary wall to the application field and inset a short distance back from Ughill Wood Lane. To the west is Ughill Wood Lane and open countryside - grazing land – beyond. To the north is Oaks Lane and beyond that open countryside running down to New Road and Damflask.

13. The site lies within the Derbyshire Peak Fringe Landscape Character Type, and specifically within the Slopes and Valleys with Woodland Landscape Character Area. The National Park Landscape Strategy identifies the character of the area as *undulating, in places steeply sloping, with an interlocking pattern of fields and blocks of woodland both ancient and secondary. There are patches of semi-improved and acid grasslands on steeper slopes with permanent pasture in small fields. Settlement types include scattered gritstone farms with loose clusters of dwellings within a network of sunken lanes.*
14. A Public Right of Way connects Oaks Lane to New Road to the North of the site.

15. Proposal

16. Erection of a lambing shed, access track and associated landscaping. The plans have been amended since submission to turn the building around to face the gateway rather than north into open countryside. The amended plans also incorporate landscaping in the form of new boundary walling and tree planting to create a small working yard area between the building and the gateway.
17. Access into the site will remain via the existing field gate, with a new access track constructed of crushed stone with central grassed strip through the site to the new boundary where a gate would give access into the field beyond.
18. The shed itself will sit on a concrete pad set into the sloping ground with the excavated soil retained by low stone walling to create a small yard on the south side of the building.
19. The mono-pitched roof shed would measure approximately 13.72m x 9.12m giving a footprint of approximately 125m² and an overall volume of 617.66m³. At its highest, the shed will reach approximately 4.98m; and will measure approximately 4.27m at its lowest. The steel framed structure will feature base walls faced in stone above which it is to be clad with 'Yorkshire boarding' beneath a mono-pitched roof, clad in dark green corrugated metal. The eave of the roof on the south-east elevation, which would now face toward Ughill Wood Lane and the access, would project partly over the concrete hardstanding. Within the south-east elevation there would be a central opening with low feed gate flanked either side by a further feed gate. All rainwater goods will be black plastic.
20. The shed is to be used for agricultural purposes.

21. RECOMMENDATION:

22. That the application be APPROVED subject to the following conditions:

- 1. Statutory 3-year time limit for commencement;**
- 2. Development in accordance with amended plans;**
- 3. Restrict use of the building to agricultural purposes only;**
- 4. When the building is no longer required for agricultural purposes, it shall be removed from the site, and the site be restored to its original condition;**

5. **Prior to construction, notwithstanding the amended plans, full details of the surfacing of the first 10 metres of drive/track shall have been submitted to and approved in writing by the Authority (avoiding the use loose gravel which migrates into the carriageway) and the approved details provided prior to the lambing shed being brought onto use;**
6. **Precise details of the landscaping scheme to be submitted and approved in writing; (including replacing proposed limestone gravel with gritstone for the track and details of spoil removal/use on site).**
7. **Removal of the makeshift shelter existing on the land before the new shed is brought into use.**
8. **No external lighting to be installed except in accordance with a detailed scheme which has been submitted to and approved in writing by the Authority.**

23. Key Issues

24. Demonstrated agricultural need;
25. Impact on landscape.
26. Any amenity impact upon neighbours.

27. History

28. No planning history pertaining to the site.

29. Consultations

30. Bradfield Parish Council - Object on the following grounds:

- *Design and appearance of the development*
- *Layout and density of buildings*
- *Overshadowing/overbearing presence near a common boundary that is to the detriment of neighbours*
- *Light pollution*
- *Highway issues: traffic generation, vehicle access and road safety*
- *Noise and disturbance resulting from use, including proposed hours of operation.*

Also, the Parish Council would wish to note that the Council has been approached by several local residents with their concerns and that the Parish Council shares these concerns.

31. Sheffield City Council – No response

32. Sheffield Highways–*The vehicular access is already established. The submitted plan shows two tracks of limestone chert which almost join Ughill Wood Lane. Whilst the access probably won't be intensively used, I'm concerned that Limestone will migrate into the carriageway, sticking to the wheels of agricultural vehicles. If you are minded to support this application, you may want to attach a condition that:*

33. *Prior to construction, notwithstanding the submitted plans, full details of the surfacing of the first 10 metres of drive/track shall have been submitted to and approved in writing*

by the Planning Authority (avoiding the use of limestone chatter or loose gravel which migrates into the carriageway) and the approved details provided prior to the lambing shed being brought onto use. Reason: In the interests of the safety of road users.

34. Archaeology – No comments to make

35. Representations

36. There have been a number of representations made by members of the public. To date, 27 comments have been received, 18 in support and 7 in objection. Two general comments were made, one regarding the site notice and another detailing a personal matter.

37. In support of the proposal, the following comments have been made:

- The shed is essential as the Applicant needs a place to lamb/otherwise care for his flock safely.
- The Applicant is a hardworking young farmer wanting to expand his farm and his efforts in this regard need to be supported
- The Applicant farms the land to a high standard
- The farming of sheep is part of the heritage of the area
- It will be difficult for the Applicant to expand his business without the shed.
- Smallholdings such as that of the Applicant are the lifeblood of the local community.
- The development will provide much needed protection for the Applicant's livestock.
- The building is appropriately sited of a sympathetic design

38. In objection to the proposal the following statements have been made:

- Concern that the development will result in an amount of increased traffic within the vicinity of the site
- The application forms have been incorrectly completed
- Site notices have not been displayed correctly
- The Applicant's 'farming' business is not viable
- The point of access is not safe
- The building by design is poorly conceived, is not sympathetic to its context and will have a harmful effect on the valued character of the landscape
- The scale of the building is disproportionate for the parcel of land it sits within and is not otherwise justified
- The sheep for which the building is to provide shelter are pets
- The development will result in light pollution
- Insufficient information has been provided on matters of drainage
- It is immaterial that the Applicant has provided Holding Numbers
- The application incorrectly identifies nearby property as an 'existing farm cluster'
- The development will result in noise pollution (including at night) to the detriment of residential amenity as a consequence of the lambing process itself; as a consequence of farm vehicles using the track; and as a consequence of the need to run generators to provide light
- The need for artificial lighting will cause harm to wildlife
- The need for the building has not been justified in the context of planning policy/otherwise
- The Applicant already has access to other sheds
- The development is a prelude to a permanent dwelling.

39. Main Policies

40. Relevant Core Strategy policies: GSP1, GSP2, GSP3, L1, DS1.

41. Relevant Development Management policies: DM1, DMC1, DMC3, DME1.

42. National Planning Policy Framework

43. The National Planning Policy Framework (NPPF) was revised in July 2021. The Government's intention is that the document should be considered as a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In the National Park the development plan comprises the Authority's Core Strategy 2011 and 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. It is considered that in this case there is no significant conflict between prevailing policies in the Development Plan and Government guidance in the NPPF.

44. Para 176 of the NPPF 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.'

45. Core Strategy

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

47. Policy GSP3 sets out the National Park's development management principles and states that all development must respect, conserve and enhance all valued characteristics of the site and buildings. Amongst other things it expects that particular attention should be paid to the impact of development on the character and setting of buildings, and it expects that development will, in terms of its scale, be appropriate to the character and appearance of the National Park. Policy GSP3 also expects the design of development to accord with the National Park Authority Design Guide.

48. Policy CC1 is aimed at building resilience to and mitigating the causes of climate change. In that regard it encourages development to incorporate sustainable building techniques to the highest quality. It expects development to minimize energy use and to increase energy efficiency promoting design in accordance the energy hierarchy and development that incorporates energy and water saving measures.

49. Policies L1 and L3 state that development must conserve or enhance the landscape and cultural heritage of the National Park. In the context of Policies L1 and L3 other than in exceptional circumstances, development that has a harmful impact will not be permitted.

50. Development Management Policies

51. Policy DMC1 addresses development in the countryside beyond the edge of settlements listed in the Core Strategy Policy DS1. However, it applies to any development proposals that have a wide scale landscape impact.
52. Policy DMC3 addresses the matter of the siting, design, layout and landscaping of development. In so far as it is relevant to the proposal it expects development to be designed such 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. It advises that particular attention should be paid to *matters of siting, scale, form, mass, levels, height, and orientation in relation to the existing building; and to the matter of the amenity, privacy and security of ... properties that the development protects. It states that development should adhere to the principles embedded in the design related Supplementary Planning Documents.*
53. Development Management policy DME1 deals specifically with agricultural development and states:
- a. *New agricultural and forestry buildings, structures and associated working spaces or other development will be permitted provided that it is demonstrated to the Authority's satisfaction, that the building at the scale proposed is functionally required for that purpose from information provided by the applicant on all the relevant criteria:*
 - a. *location and size of farm or forestry holding;*
 - b. *type of agriculture or forestry practiced on the farm or forestry holding;*
 - c. *intended use and size of proposed building;*
 - d. *intended location and appearance of proposed building;*
 - e. *stocking type, numbers and density per hectare;*
 - f. *area covered by crops, including any timber crop;*
 - g. *existing buildings, uses and why these are unable to cope with existing or perceived demand;*
 - h. *dimensions and layout;*
 - i. *predicted building requirements by type of stock/crop/other usage; and*
 - j. *contribution to the Authority's objectives, e.g. conservation of valued landscape character as established in the Landscape Strategy and Action Plan, including winter housing to protect landscape.*
 - b. *New agricultural and forestry buildings, structures and associated working spaces or other development shall:*
 - (i) *be located close to the farmstead or main group of farm buildings, and in all cases relate well to, and make best use of, existing buildings, trees, walls and other landscape features; and*
 - (ii) *not be in isolated locations requiring obtrusive access tracks, roads or services; and*
 - (iii) *respect the design, scale, mass and colouring of existing buildings and building traditions characteristic of the area, reflecting this as far as possible in their own design; and*
 - (iv) *avoid adverse effects on the area's valued characteristics including important local views, making use of the least obtrusive or otherwise damaging possible location; and*
 - (v) *avoid harm to the setting, fabric and integrity of the Natural Zone.*

54. Supplementary Guidance - Agricultural Developments in the Peak District National Park, 2003
55. Supplementary Planning Guidance (Agricultural Development in the Peak District National Park 2003) (the “SPG”) sets out the basic requirements for a planning application and states at paragraph 2.17 that *farm developments* must be *fully explained and justified*. According to paragraph 2.18, developments that are not fully explained and justified may lead to the planning application being refused.
56. Paragraph 3.1 explains that *because of the natural beauty of the National Park, new agricultural buildings ... can have a very damaging impact on their surroundings without careful thought to siting, design and appearance*.
57. Paragraph 3.4.5 states that it is best to keep new agricultural buildings close to the existing ones, and that proposals should *make the best use of trees, walls and other landscape features*. It is acknowledged in Paragraph 3.4.9 that sloping ground is a common feature of the Peak Park, and that cut, and fill techniques can be used to create a level platform. Banks should be planted quickly to ensure quicker landscaping cover. Paragraph 3.6.3 explains that the use of dark tones will help to reduce a building’s impact.

58. Assessment

59. Principle of the development

60. As established in policy DME1, the principle of erecting a lambing shed is acceptable where the agricultural need is clearly demonstrated and justified.

61. Demonstrated Need

62. The Applicant is a local resident who currently farms over 30 acres of land across the Bradfield area. They have provided the Authority with agricultural holding numbers for all their sites across the Park. They own the 0.67ha application field and they rent a further 8 parcels of land, totalling approximately 10 hectares, from various local landowners, which they graze/intend to graze. They intend to continue to increase the amount of land they farm.
63. At present the Applicant keeps a flock of approximately 60 sheep, including hogs, lambs and ewes. Within the flock, there are 9 pedigree zewarbles, the remainder being made up of Jacobs and mules. Approximately 40 ewes are lambed each year. The Applicant also owns 5 alpacas which are documented on a separate holding number.
64. In their supporting statement, the Applicant states they are currently forced to lamb the flock outdoors. As such the flock are at greater risk from predators and potential death and injury. The erection of the shed will enable safer delivery and better care of the animals enabling the Applicant’s flock to increase. The Applicant has also confirmed that the shed will also be used for the storage of bedding, feed and sheep handling equipment.
65. Guidance produced by the Department for the Environment, Food and Rural Affairs (DEFRA) entitled *DEFRA Code of Recommendations for the Welfare of the Livestock (Sheep)*, recommends that up to 2.2m² of floor area be provided - after lambing- per ewe and lambs. As such the floorspace requirements for up to 40 ewes would reach 88m², leaving approximately 36m², the equivalent of a 3-meter strip, for feed, bedding and sheep handling equipment, associated with the everyday care of the animals.

66. When the barn is not required for lambing, it will be used for both shelter for the animals, during times of routine care; and for the storage of feed and bedding; and machinery.
67. The proposed access track will allow for easier vehicular access during lambing season and will only be used to serve the barn itself.
68. Concerns have been raised in third party representations that there may be existing outbuildings already available to the Applicant who it is claimed resides at a nearby farm holding. The Applicant has confirmed that whilst he rents land from the owner of a nearby property, he does not in fact reside at said property and he does not have access to any existing structures within it. The Applicant has also confirmed that there are no existing structures on any of the other land that he rents. The parcel of land subject to the application is the only parcel of land owned at present by the Applicant.
69. Officers consider that the Applicant's case of need for the shed carries sufficient weight to meet the tests required by DME1 A.
70. Officers suggest that conditions are imposed on any permission granted to retain the building solely in agricultural use and such that when the barn is no longer required for agricultural purposes, it is removed, and the site restored to its original condition.
71. Design and landscape impacts
72. The site is located within the landscape character type of Slopes and valleys with woodland, which is characterised as follows:
- *Steeply sloping and undulating topography*
 - *Gritstone edges characterise the tops of some steeper slopes*
 - *Patches of acid grassland and bracken*
 - *Irregular blocks of ancient semi-natural and secondary woodland*
 - *Permanent pasture in small fields enclosed by hedges and gritstone walls*
 - *Narrow winding, often sunken lanes; and*
 - *Scattered gritstone farms and loose clusters of dwellings*
73. The shed as submitted, was originally proposed to be sited set back into the field a short distance and angled away from the existing boundary walls such that it was not that well related to them or the adjacent barn. It's open side and yard were on the north side and although screened from the immediate lane would nevertheless have presented its open side and any activity on the yard to full view across the valley from a wide range of vantage points. As a result, officers have sought the amended positioning with the building turned around to face the access coupled with new boundary walling and tree planting to better integrate the new building into the local landscape and separate the working yard area from the open field.
74. It would be sited within close proximity to an existing group of buildings and within views from the surrounding landscape, including Ughill Wood Road and Oaks Lane, it would be read within the context of this neighbouring group. In terms of its scale and appearance, the shed is typical of its type, and buildings like it are found throughout the wider landscape, although the mono-pitched roof itself would not reflect the well-established local building tradition for dual pitched roofs it would lower the height and visual impact of the shed. The Yorkshire boarding will weather over time receding in views, whilst the use of stone as a facing material in the construction of the plinth references the use of stone as a building material commonly found within the wider stock and will link to the proposed new walling to enclose the yard. The use of a dark (green) coloured roofing material is supported. The employment of concrete in the construction of the slab is acceptable. The access track in terms of its appearance is

appropriate to its rural setting subject to the material being changed from limestone to gritstone and binding of the first few meters to prevent loose aggregate being dragged onto the highway. In matters of design, (including scale and appearance) and siting, the shed generally follows the advice contained within the relevant SPG and within Policies DMC3 and DME1 B. The shed is also considered to be Policies DMC1 and DMC3 compliant.

75. Amenity Impacts

76. At present, the Applicant, when putting the land to use for agricultural purposes is within his right to:

- Keep livestock
- Carry out all aspects of animal husbandry, including routine veterinary care, when required
- Lamb their flock
- Store haylage/silage /feed;
- Bring machinery onto and off the property; and
- Store machinery/ vehicles in association with the use of the land for agriculture.

77. The shed will of course concentrate some of these activities to this site beside the neighbouring house but is needed to enable the Applicant to continue to carry out the above activities, with the possibility of containing levels of noise associated with the use of the land and limiting the potential visual impacts of the agricultural activities.

78. The Applicant has confirmed that they do not intend to install utilities on site, nor are they planning on using a generator to run services.

79. As advised by policy, the shed is to be sited within proximity to a cluster of buildings (comprising a former farmstead, now in private residential use). The amended siting would minimise the impact of the yard and activity within it to the area screened by the building itself and the nearest neighbours own outbuilding. The nearest dwelling is located approximately 28.31m to the south of the shed and the relevant elevation (the north elevation) of property is generally void of openings with the exception of two small windows and a door. Sitting in between the north elevation of the dwelling and the boundary with the application site there exists the large former agricultural shed now in ancillary domestic use (timber and sheet metal clad).

80. Given the separation distance between the shed and the neighbouring dwelling, taking into consideration the fact that its north elevation facing the application site is for the most part solid, and noting there sits another large structure between this dwelling and the proposed shed, it is considered that the agricultural activity associated with the use of the shed is unlikely to result in disturbance (whether by way of noise, or light) to the amenities of these neighbouring residents.

81. The shed would be visible from a small section of private garden space (currently accommodating a chicken coop), however it would, for the most part, be screened from views from with the neighbouring property, by the presence of the existing large former barn structure that is situated within this neighbouring property.

82. Overall it is considered that the levels of activity associated with the use of the shed would be no greater than the levels of activity which might at present be generated by the Applicant, in the open air, in association with their use of the land for agricultural purposes.

83. Weighing everything in the balance it has been determined that the shed would not result in harm to the amenities of the neighbouring residential properties and that the proposals are policies L1 and L3 compliant.

84. Sustainability

85. The Applicant has confirmed that the barn will be constructed using timber/other materials sourced sustainably from a responsible supplier. All timber is to be FSC certified. Recycled stone is to be used to face the plinth and any cut material will be reused onsite as part of the landscaping; a matter which can be controlled by condition.

86. The proposals are considered to be CC1 compliant.

87. Conclusion

88. The Applicant has demonstrated an agricultural need for the lambing barn; the appearance (including material finish) scale, and siting of the structure are considered to typical of the type of agricultural building found elsewhere within the Peak District National Park Authority boundary. The amended siting and landscaping would ensure the building is appropriately integrated within the local landscape setting.

89. The proposals are therefore recommended for approval subject to the conditions set out above.

90. Human Rights

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

92. List of Background Papers (not previously published) Nil

93. Planning Officers – Rebecca Bentley (Planning Consultant on behalf of the Peak District National Park) / John Keeley – Planning Manager - North Area Team.