

11. FULL APPLICATION – CHANGE OF USE FROM CLASS B8 STORAGE UNIT TO USE CLASS E AT BURNSIDE GARAGE, LAMB HILL, LOW BRADFIELD (NP/S/1223/1430) P. 8547)

APPLICANT: MRS KATIE HELLIWELL, HERITAGE ESTATES YORKSHIRE LTD

Summary

1. The application at Burnside Garage, Lamb Hill, Low Bradfield proposes the change of use of part of a former garage building to a Class E use.
2. The principle of the proposed use in Low Bradfield is considered to be acceptable and the limited alterations proposed mean the development would not impact on the surrounding built character or on the significance of the Bradfield Conservation Area. The limited scale of development (19.5m²) is such that the proposal would not give rise to unacceptable highways, ecology or amenity impacts.
3. The application is therefore recommended for conditional approval.

Site and Surroundings

4. The application site comprises part of a single storey vacant garage building in the village of Low Bradfield. The building lies on the north side of Lamb Hill and is set against rising levels to the north.
5. The site lies within the Bradfield Conservation Area. The building is understood to be 19th Century and is formed of gritstone walls with stone lintels over blue painted timber double doors on the eastern (front) elevation. The mono-pitched roof comprises a rubber material underlaid with sterling board.
6. During a visit to site it was observed that some works had been carried out including replacement of the garage doors.
7. The agent has confirmed the building has been used for storage for the last 20 years and that it is not linked to any nearby dwelling.

Proposal

8. The application proposes a change of use of part of the building to a commercial (Class E) use.
9. The existing timber doors to the building would be retained whilst a glazed shopfront would be inserted to the inside of the door. Internally a WC and tea station are proposed in the rear of the building.

RECOMMENDATION:

10. **That the application be APPROVED subject to the following conditions -**
 1. **Standard time limit**
 2. **Carry out in accordance with specified approved plans and documents**
 3. **Condition to restrict preparation of food on site**
 4. **Restriction on opening hours of the premises**

5. **Finish of external timber shutter door to be painted dark blue to match adjacent timber door**
6. **Pre-occupation condition requiring details of deliveries to the unit**
7. **Details of the materials and finish of the internal shopfront door and windows to be submitted for approval prior to installation**
8. **Works to be avoided during nesting bird season or otherwise subject to checks by an ecologist no more than 48 hours prior to works commencing**
9. **Pre-occupation condition requiring details of the specification and siting of 2 bat boxes**

Key Issues

- Principle of the proposed commercial use
- Impact on the character and appearance of the Conservation Area
- Impact on highways and car parking
- Impact on residential amenity
- Impact on ecology

History

11. No relevant planning history.

Consultations

12. Bradfield Parish Council: Object on the following grounds:
 - Limited parking provision in the area
 - Overdevelopment of the site which is out of character with the historic hamlet
 - Property is in a Conservation Area and within the Green Belt
13. For the purposes of this report and with regard to the response from the Parish Council, it is noted that the site is not located within the Green Belt.
14. Sheffield City Council (Highways): No response received to date.
15. Natural England: No response received to date.
16. PDNPA Ecology: No response received to date.
17. Sheffield City Council (Planning): No response received to date.

Representations

18. Three objections have been received to date and are summarised below:
 - Concern the change of use works have already started;
 - Advertisements have been fixed to adjacent wall;
 - Historic hamlet of Low Bradfield is becoming saturated with retail outlets;
 - Impact on the character of the village and Conservation Area;
 - Increase in traffic associated with new retail outlet, including due to deliveries and resulting issues in parking and highway safety;
 - Class E uses could include a number of commercial uses;
 - The building has not been used for B8/B2 uses and is ancillary to nearby houses;

- Limited information on opening hours, parking and noise;
- Impact on residential amenity including privacy and overbearing.

Main Policies

19. Relevant Core Strategy policies: GSP1, GSP2, GSP3, L3, CC1, HC5, T7
20. Relevant Development Management policies: DM1, DMC3, DMC5, DMC8, DMC14, DMS1

National Planning Policy Framework (NPPF)

21. The NPPF (revised in December 2023) is a material consideration, carrying particular weight where a development plan is absent, silent or relevant policies are out of date.
22. The development plan for the National Park comprises the Core Strategy 2011 and Development Management Policies 2019. Policies in the development plan provide a clear starting point consistent with the National Park's statutory purposes for determining this application. In this case there is not considered to be a significant conflict between prevailing policies in the development plan and the NPPF guidance.
23. Paragraph 182 states great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, which have the highest status of protection in relation to these matters. The conservation and enhancement of wildlife and heritage are also important considerations and should be given great weight.
24. Paragraph 205 continues that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given the asset's conservation.
25. Paragraph 207 states 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.

Peak District National Park Core Strategy

26. GSP1, GSP2 – These policies set out the broad strategy for achieving the National Park's objectives, and jointly seek to secure national park legal purposes and duties through the conversion and enhancement of the National Park's landscape and its wildlife and heritage.
27. GSP3 – All development must respect, conserve and enhance all valued characteristics of the site and buildings, paying particular attention to, amongst other elements, impact on the character and setting of buildings, scale of the development appropriate to the character and appearance of the National Park, building materials, design in accordance with the National Park Authority Design Guide, impact on residential amenity and adapting to and mitigating the impact of climate change.
28. L3 – Development must conserve and where appropriate enhance or reveal the significance of historic assets and their settings. Proposals which harm the significance of such assets will be refused other than in exceptional circumstances.
29. CC1 – Requires development to incorporate sustainable building techniques to mitigate the impacts of climate change. Development must maximise opportunities for carbon reductions by designing development in accordance with the energy hierarchy and incorporating energy and water saving measures.

30. HC5 – Indicates that in towns and villages shops, professional services and related activities are directed to locations including within or on the edge of those settlements named by Policy DS1; and be of an appropriate scale to serve the needs of the local community and the settlement's visitor capacity.
31. T7 – Non-residential parking will be restricted to discourage car use.

Peak District Development Management Policies

32. DM1 – Sets out a presumption in favour of sustainable development in the context of National Park Purposes.
33. DMC3 – Where developments are acceptable in principle, design is required to be of a high standard which where possible enhances the natural beauty, quality and visual amenity of the landscape. Design and materials should all be appropriate to the context. Accessibility should also be a key consideration.
34. DMC5 – Planning applications for development affecting a heritage asset, including its setting, must clearly demonstrate:
- i) its significance including how any identified features of value will be conserved and where possible enhanced; and
 - ii) why the proposed development and related works are desirable or necessary
35. DMC8 – Applications for development in a Conservation Area should assess and clearly demonstrate how the character or appearance and significance of the Conservation Area will be preserved and enhanced.
36. DMC14 – Development that presents a risk of pollution or disturbance will not be permitted unless adequate control measures are put in place.
37. DMS1 – Shops and other listed commercial uses will be encouraged in named settlements listed by Core Strategy Policy DS1 provided there are adequate facilities and access for storage and disposal of goods, waste and stock deliveries.

Supplementary Guidance

38. The Peak District National Park Shop Fronts Detailed Design Guide provides useful guidance in relation to such development. The document states that outbuildings have their own character and therefore where converted to a shop a traditional shop front may not look appropriate.

Assessment

Principle

39. The application site lies in Low Bradfield, a named settlement listed under Policy DS1 of the Core Strategy. Policy HC5 confirms shops, professional services and related activities are acceptable in such locations provided they are of an appropriate scale to serve the needs of the local community and settlement's visitor capacity.
40. The application seeks to provide a Class E use in the building and whilst an end user has not been identified, the Design & Access Statement suggests expressions of interest have been made to the applicant to sell locally crafted goods and produce including flowers from the building.
41. Whilst it is recognised that representations have suggested a proliferation of retail uses are occurring in Low Bradfield and that a Class E use could incorporate a number of different commercial uses, the limited scale of development (19.5m²) and

the proposed use are considered appropriate to the site location and to accord with Policies DS1 and HC5. The development is therefore acceptable in principle.

Design

42. The shop fronts supplementary planning document (SPD) states that for outbuildings, which have their own character, the design and detailing of any shop front should take its cue from the original building. The new 'shop front' should be treated as a simple, modern intervention rather than a reinterpretation of a more historic shop front.
43. The internal wall proposed to the inside of the existing garage door reflects the proportions of the existing opening. The wall would be glazed with two windows and a central glazed door, representing a lightweight insertion into the building with good inter-visibility in and out of the unit.
44. As the windows and door would be visible when the timber shutter doors are open, details of the material and finish of the proposed internal windows and door would be required by condition.
45. Externally, the timber doors have been replaced. Whilst the style of doors replaced are considered to be appropriate, the length of the timber doors does not match that of the adjoining garage doors. The agent has confirmed this was a manufacturer error and that replacements will be fitted. Provided the doors are in accordance with the submitted elevation plan and the external finish matches the adjoining doors, they are considered to be acceptable.
46. The image at page 5 of the Design & Access Statement confirms the left hand side door when open would not obstruct access to the neighbouring garage unit.
47. Other minimal external works include laying new stone chippings to replace existing. It is noted that such works appear to have been carried out and look appropriate to the context.
48. Subject to the above conditions, the design of the development is considered to be of an appropriate quality which conserves the character of the building, thus according with Policies GSP3 and DMC3 of the development plan in terms of design.

Heritage Considerations

49. The site lies within Bradfield Conservation Area. The building itself is understood to date at least 19th Century and was previously used as a garage.
50. A number of responses raise concerns over the potential impact of the development upon the significance of the Conservation Area. However, the limited external works are such that it is not considered the proposal would harm the character or appearance of the Conservation Area and the development provides opportunities for the future maintenance of the building. A use associated with Class E would also be appropriate to the centre of Low Bradfield.
51. The glazing behind the external doors would be visible externally during opening hours when the timber doors are open, however as a lightweight glazed installation this would not harm the building or surrounding Conservation Area. The detailed design of the internal windows and door and the external shutter door are controlled by condition.
52. In light of the above and the conditions proposed, it is considered the proposal will conserve the significance of the Conservation Area, complying with Policy DMC8.

Highways

53. Due to the minor size of the building (19.5m²) the proposal is not expected to give rise to significant transport movements or unacceptable highways impacts, with many visits to the unit likely to be from those already passing through Low Bradfield.
54. Whilst the Parish Council and a number of other respondents have raised concerns over the absence of car parking provision for the unit, due to the very limited size of the building and ample parking opportunities in Low Bradfield including on Wood Fall Lane and Smithy Bridge Road to the north west, the proposal is considered to be acceptable in terms of parking.
55. In any case, Development Management Policy T7 seeks to discourage parking for non-residential uses in order to encourage alternative means of travel.
56. Whilst details of deliveries have not been provided, given the limited size of the building it is considered this could be achieved without causing harm to the local highway network and such details could therefore be conditioned.

Ecology

57. A Protected Species Survey has been submitted and confirms a daytime survey to consider birds and roosting bats (May 2023) and two bat dusk emergence surveys (June 2023) of the building.
58. There was no evidence the building was being used for roosting, although the presence of small non-breeding roosts cannot be ruled out. Providing suitable precautions are taken, the proposals are unlikely to have an adverse impact on bats.
59. Works should also be undertaken outside of nesting bird season or otherwise will be subject to a survey no more than 48 hours prior to works commencing.
60. The proposal has the opportunity to provide ecological enhancements through providing bat roost features to the building.

Residential Amenity

61. A number of representations have raised concerns over the impact of the development on residential amenity.
62. Due to the separation of the application building from properties to the north by rising levels and an access track, the limited size of the building, its orientation south east and away from houses to the north, and the nature of Lamb Hill which is often a popular route for walkers and cyclists, alongside other uses nearby including the car garage to the south, the proposal is not expected to impact on residential amenity including through loss of privacy or overbearing.
63. However, the building will be restricted to open between the hours of 09:00 and 17:00 in order to avoid potential noise disturbance towards residents during sensitive hours. A condition is also proposed to restrict the preparation of food in the building to prevent potential odour impacts.
64. The agent has confirmed refuse will be stored internally within the building and removed nightly to a larger facility at The Schoolrooms.
65. The above are considered to provide adequate measures to ensure that the development does not harm the residential amenity of nearby properties.

Sustainability

66. The Sustainability Statement outlines measures including thermal lining of the internal walls, energy efficient lighting and fittings such as white goods. These measures are considered to be proportionate to the scale of development proposed such that the proposals would accord with Policy CC1.

Conclusion

67. The principle of the proposed conversion of the building is accepted under Policy HC5 and provided the development is converted and operated in accordance with the suggested conditions, it would not give rise to unacceptable harm in respect of residential amenity or ecology. It is also considered the development is acceptable in terms of highways and impact towards the Bradfield Conservation Area.

68. The proposals are therefore considered to be in accordance with the policies of the development plan and the NPPF and are recommended for approval.

69. There are no further material considerations that would indicate that planning permission should be refused.

Human Rights

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

List of Background Papers (not previously published)

Nil

Report Author

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