

MAIN MATTER 27 - STRATEGIC EMPLOYMENT ALLOCATIONS: GREEN BELT RELEASES

Site E2333a - Land To The East of, Park Mill, Wakefield Road, Clayton West, Huddersfield

Issue - Is the proposed strategic employment allocation justified, effective, deliverable and consistent with national policy?

1 Introduction

1.1 Introduction

1.1.1 The identification and allocation of Site E2333a for employment development is not sound as it has not been demonstrated that it is consistent with either the emerging Policies in the Local Plan or with national policy guidance

1.1.2 Paragraph 126 of the NPPF sets out a requirement for Local Plans to conserve heritage assets in a manner appropriate to their significance. When considering the impact of a proposed development upon the significance of a designated heritage asset, Paragraph 132 of the NPPF makes it clear that great weight should be given to the asset's conservation and explains that significance can be harmed by development within its setting. This site lies just over 725 metres from the boundary of the Grade II Registered Historic Park and Garden at Breton Hall Whilst we are satisfied that the development of Site E2333a will not affect the significance of the principal building in this landscape (the Grade II* Listed Breton Hall) or be visible from the centre of the Park, the updated version of the *Landscape Statement* (produced in support of the objection site to the north by Clayton West Development Company (CWDC) [An updated version of what is currently Appendix 9 in Doc. SS3]) has shown that employment development on Site E2333a is likely to be visible from several other locations within the Registered Park even after the proposed landscaping has become established. This will harm the rural setting of this designed landscape.

1.1.3 Consequently, the allocation of Site E2333a is considered to be in conflict with the following aspects of the emerging Local Plan:-

- The Spatial Vision – in that it conflicts with the intention that development will take place in a sustainable way (balancing economic, social and

environmental priorities), that the local character and distinctiveness of Kirklees and its places will be retained, and that the natural, built and historic environment will be maintained and enhanced through high quality, inclusive design

- Spatial Objective 8 - in that it will not protect or enhance the characteristics of the historic environment
- Policy PLP35 – in that it will not conserve or enhance elements which contribute to the significance of a designated heritage assets.

1.1.4 An allocation which would be likely to result in harm to the significance of a designated heritage asset would be contrary to the national policy guidance as set out in the NPPF. As a result, this allocation does not:-

- Help to deliver a “*positive strategy for the conservation and enjoyment of the historic environment*” as is required by NPPF Paragraph 126.
- Contribute to protecting or enhancing the historic environment. Therefore, it will not deliver sustainable development in terms of the conservation of the historic environment [NPPF Paragraph 7].
- Conserve heritage assets in a manner appropriate to their significance. Therefore it will runs contrary to one of the Government’s Core Planning Principles [NPPF Paragraph 17].
- Give great weight to the conservation of the area’s designated heritage assets [NPPF, Paragraph 132]
- Provide clear and convincing justification that the harm it would cause to the heritage assets is outweighed by the benefits [NPPF, Paragraph 134].

1.2 Bretton Hall

1.2.1 Site E2333a lies 725 metres from the western edge of the Grade II Registered Historic Park and Garden at **Bretton Hall**, the majority of which lies in the neighbouring Local Planning Authority Wakefield MDC. Bretton Hall is an eighteenth Century parkland, possibly by the renowned landscape architect Richard Woods, with pleasure grounds dating from the late eighteenth/early nineteenth Century. Its principal building, the Grade II* Listed Bretton Hall, dates from 1720. The landscape now provides the location for the Yorkshire Sculpture Park [The List Entry for the Park is attached at Appendix A].

2 Response to the Inspector's questions

2.1 Question (d): Where relevant, has the impact of the proposal on heritage assets been adequately assessed and addressed?

2.1.1 The local planning authority has not produced its own independent assessment of the impact of Site E2333a upon the historic environment. However, a *Landscape Statement* was produced in support of the objection site immediately to the north of this Allocation by Clayton West Development Company (CWDC). This evaluation also examined the potential impact of the Allocated employment site.

2.1.2 Section 5 of that the latest iteration of that Report (Heritage Assets)[Issue 10, Apr.17] provides an excellent evaluation of the extent to which development of both the Allocated site and objection site might be visible from this designed landscape. As a result, on the basis of the ZTVs provided, we are satisfied that the allocation of neither area is likely to harm the significance of the Grade II* Listed principal building, Bretton Hall, or views across the Upper Lake from the Grade II Listed Cascade Bridge at the heart of the Sculpture Park.

2.1.3 However, Historic England does not consider that the evaluation has adequately demonstrated that the development of Site E2333a will not result in harm to several other parts of this Registered Landscape. From the evaluation it is evident that it is likely to be some fifteen years before the proposed landscaping belts within the site boundaries become effective in reducing the visual impact which the development of this area is likely to have upon views from Bretton Hall. For a considerable length of time, therefore, this development is likely to be visible from and, therefore, impact upon, elements which contribute to the significance of parts of this designed landscape [A summary of the extent to which development on this site would be visible from the Historic Park and Garden is set out in Appendix B].

2.1.4 Even once the landscaping belts do become established, it appears likely from the ZTIs that 9 metre-high buildings on a number of locations within the Allocated area will still be evident in views from several of the vantage points assessed in the *Landscape Statement*. This appears to be especially so from the bridleway which traverses the northern end of the Park (which is believed to be the site of a seventeenth Century deer park). Here the designed landscape is far less enclosed by woodland blocks and the elevated public right of way provides

extensive views out across the surrounding countryside to the west particularly when walking in a southerly direction.

- 2.1.5 However, it may well be the case that the assessment, in its current form, has not demonstrated how effective the remodelling of the ground and the creation of level platforms might be in reducing the visibility of the buildings on the site. Using the anticipated finished ground levels rather than the existing ones may actually show that the visibility of this development from Bretton Hall is less than is currently shown. It is also possible that the ZTIs present a worse picture of the potential impact than would actually be seen. From the various photographs it is impossible to ascertain how much of the development is likely to be visible. The use of simple wireframes would have helped to clarify this point.
- 2.1.6 It may well also be the case that smaller buildings on the more elevated parts of the employment site may considerably reduce the impact upon views from the designed landscape and evaluating the visibility of a building of less than 9m in height might actually have demonstrated what scale of development these areas might be capable of accommodating without harm to the historic environment.
- 2.1.7 On the basis of the current assessment, however, we remain unconvinced that the increased proximity of large-scale urban development would not harm elements which contribute to the significance of the Registered Historic Park and Garden at Bretton Hall. Whilst the degree of harm may well be less than substantial, nevertheless, it is still causing harm to a designated heritage asset. As such, therefore, it is not delivering sustainable development in terms of protecting and enhancing the historic environment, conflicts with the Government's Core Planning Principle that heritage assets should be conserved in a manner appropriate to their significance, nor would it be likely to provide the positive strategy for the conservation of the historic environment that is required for Local Plans. However, this is not to say that the entire site is undevelopable, simply that further consideration is needed to ensure that it is delivered in a manner which minimises harm to Bretton Hall.

2.2 Question (e) Does the Plan provide sufficient detail regarding the location and extent of any non-developable areas or buffer zones required to protect residential amenity/biodiversity/historic assets/highways works?

2.2.1 No. In terms of reducing the identified harm to the setting of Bretton Hall, the *Landscape Statement* does not put forward any additional mitigation measures other than the proposed landscaping belts within the site itself. However, there is no requirement at all within the Local Plan that the landscaping blocks in and around the site (a key element in reducing the impact upon not just Breton Hall but also the surrounding landscape character) must be provided or their location.

3 Conclusions

3.1 It has not been demonstrated that the development of Site E2333a at Clayton West will not cause harm to the rural setting of the eighteenth Century designed landscape at Bretton Hall. In terms of NPPF Paragraph 134, this is likely to constitute less than substantial harm to the significance of this designated heritage asset. Whilst the degree of harm may be less than substantial, nevertheless, it would still be causing harm to a designated heritage asset. As such, therefore, it would not be delivering sustainable development in terms of protecting and enhancing the historic environment, it would conflicts with one of the Government's Core Planning Principles (that heritage assets should be conserved in a manner appropriate to their significance), nor would it be likely to provide the positive strategy for the conservation of the historic environment that is required for Local Plans.

3.2 As such, large-scale employment development in this location as currently proposed in the Local Plan would cause unjustified harm to the significance of a designated heritage assets. Consequently, this development will not deliver sustainable development in terms of the conservation of the historic environment.

3.3 It has not been demonstrated that the public benefits of the proposal outweigh the harm which this development might cause to the significance of this Registered Historic Park and Garden or that these public benefits are incapable of being provided in a manner which would not harm the historic environment.

3.4 Therefore, Site E2333a is in conflict with the emerging Policy framework as set out in Part 1 of the Local Plan and would not be consistent with national policy guidance as set out in the NPPF.

4 Suggested Change

4.1 Part 2 of the Local Plan for Site E2333a needs to set out clearly the measures necessary to ensure that this site is delivered in a manner consistent with the conservation of the elements which contribute to the significance of the Registered Historic Park and Garden at Bretton Hall.

List Entry Summary (Published)

This garden or other land is registered under the Historic Buildings and Ancient Monuments Act 1953 within the Register of Historic Parks and Gardens by English Heritage for its special historic interest.

Name: BRETTON HALL

List Entry Number: 1001217

Location

The garden or other land may lie within the boundary of more than one authority.

County	District	District Type	Parish
N/A	Barnsley	Metropolitan Authority	N/A
N/A	Barnsley	Metropolitan Authority	High Hoyland
N/A	Kirklees	Metropolitan Authority	Denby Dale
N/A	Wakefield	Metropolitan Authority	West Bretton

National Park: Not applicable to this List entry.

Grade: II

Date first registered: 01-Dec-1984

Date of most recent amendment: Not applicable to this List entry.

Asset Groupings

This list entry does not comprise part of an Asset Grouping. Asset Groupings are not part of the official record but are added later for information.

List Entry Description

Summary of Garden

Legacy Record - This information may be included in the List Entry Details.

Reasons for Designation

Legacy Record - This information may be included in the List Entry Details.

History

Legacy Record - This information may be included in the List Entry Details.

Details

Pleasure grounds of late C18 and early C19 date, parkland of the C18 with earlier origins. Richard Woods was consulted about improvements in 1764, but it is not known what he proposed and whether it was carried out. Robert Marnock (1800-99) was head gardener for a period prior to his departure in 1834.

HISTORIC DEVELOPMENT

The estate was owned by the Dronsfield family in the C14 and it passed by marriage to the Wentworths in 1407. Bretton Hall is marked on Saxton's 1577 map of Yorkshire when there was a house near the site of the present Hall. The estate passed through marriage to the Beaumont family in 1792, and it continued in their ownership until Wentworth Henry Canning Beaumont, second Viscount Allendale, sold it in 1948. The West Riding County Council purchased part of the estate including the Hall, pleasure grounds and much of the park. Parts of the pleasure grounds and the parkland on the east side of the Hall are in use as the Yorkshire Sculpture Park, which was established in 1977 and the Hall is in use as a college (1997).

DESCRIPTION

LOCATION, AREA, BOUNDARIES, LANDFORM, SETTING

Bretton Hall is situated c 9km south-west of Wakefield, immediately south of the village of West Bretton in an area which is rural and agricultural. The M1 motorway passes within a few hundred metres of the site's extreme eastern boundary. The c 240ha site is bisected by the valley of the River Dearne which runs east/west through it. The north-west boundary is formed by a track connecting

Hill Lane with the A636, the west boundary by the A636 and Litherop Lane, and the south boundary by Jebb Lane and fencing around Longsides and Jebb Plantation. A linear earthwork called Oxley Bank runs north from Jebb Lane forming the east boundary, which is continued by the eastern edge of Oxley Bank Wood and by the A637 Huddersfield Road. A stone wall runs along Huddersfield Road and the remaining boundaries have a mixture of walls and fences.

ENTRANCES AND APPROACHES

There are four main entrances with lodges. On the north side of the site, the principal vehicular entrance, there is a lodge (listed grade II) called North Lodge which was probably designed 1811-14 by Jeffrey Wyatt (Pevsner 1967). A drive called The Avenue (which currently (1997) has no trees) leads south-east and curves west to the east front of the Hall. It is shown as an avenue on the 1st edition OS map surveyed 1849-51. A second drive leads south-west from North Lodge and then turns south-east to the stables. On the north-east side of the park a track leads west from Huddersfield Road to Archway Lodge (listed grade II*) which was designed 1805(6 by William Atkinson and is in the form of a giant archway with fluted columns. A track leads south-west and joins with a track running west which is the drive from Haigh Lodge (probably (Pevsner 1967) by Jeffrey Wyatt 1811-14, listed grade II), on the east side of the site. The drive leads to stone gate piers at the edge of the park and joins The Avenue. On the south-west side of the site Hoyland Lodge, which has been extensively altered late C20, is on Litherop Lane and a track leads north-east to a set of large stone gate piers which are on the edge of the pleasure grounds c 500m south-west of the Hall.

PRINCIPAL BUILDING

Bretton Hall (listed grade II*) was built to replace an earlier building which was partly burnt down in 1720 and is thought to have been situated in the area north of Upper Lake (LUC 1996). The present Hall is situated close to the centre of the site and set into the north side of the valley, with the south front overlooking the valley and rising parkland beyond. The Hall was erected c 1720 and was designed by Sir William Wentworth and Colonel James Moyser. The north range was added in the 1780s by William Lindley and the south range was remodelled 1811-14 by Jeffrey Wyatt. Further alterations were carried out in the C19. Some 50m north of the Hall there is a stable range (listed grade II*) by George Basevi of 1842/3. The Hall was turned into a teacher training college in 1949 and it subsequently became Bretton Hall, a college of the University of Leeds. There are a number of buildings north of the Hall erected in the mid and later C20 in connection with this use. Areas to the north and north-west of the Hall have been turned into car parks.

GARDENS AND PLEASURE GROUNDS

The south front of the Hall overlooks a terrace (probably early C19, listed grade II) with vermiculated retaining walls and a balustrade with vase balusters and piers with sunk panels with relief carvings of Italianate figures. On the west side the terrace continues and is supported by a retaining wall for a distance of 20m. From this point it continues as a bank which dies away as the slope of the land becomes more gentle. There are lawns with scattered mature trees on the west side of the Hall, and c 80m west of the building is the Camellia House (listed grade II) of c 1812 by Jeffrey Wyatt which has diagonally projecting bays and contains camellia trees. C20 tennis courts are situated immediately west of the Camellia House and beyond this shrubs and trees screen playing fields.

The terrace overlooks lawns planted with mature trees which slope southwards down to a large lake, called Lower Lake, which was constructed in 1776. Upper Lake, immediately to the west, is shown on Jefferys' county map surveyed 1767-9 but not on one of 1750 (reproduced in LUC 1996). Jefferys' map shows an avenue running from the west end of the lake north-east to the Hall, but this is not shown on subsequent maps. The River Dearne was used to feed the lakes and it was diverted as a channel called The Cut which runs parallel to the north side of the lakes. This was probably constructed in 1774, before Lower Lake was constructed, as it is described as 'the new cut' in estate records for that year (see LUC 1996). Paths lead across the lawns to the lakeside, one running south across The Cut to a C20 boathouse on the edge of Lower Lake and another leading south-west to a bridge over The Cut. This continues on to a bridge and weir (c 1765, listed grade II), called Cascade Bridge, which divides the two lakes and incorporates a cascade over which water flows down from Upper to Lower Lake. The route over the bridge is a continuation of the Hoyland Lodge drive.

A system of paths leads around the lakes. On the north side of Upper Lake a track on the north side of The Cut leads west into Bridge Royd Wood and continues past an early C19 summerhouse (listed grade II), c 200m north-west of Cascade Bridge. A monument in the form of an unfluted column on a plinth, now (1997) in ruinous condition, is situated in the woodland c 400m north-west of Cascade Bridge. At the head of Upper Lake there is a boathouse with four monolithic stone columns supporting a C20 roof. The path curves eastwards to follow the south shore of the Lake and c 200m south-west of Cascade Bridge there is a rustic stone grotto with two entrances and a conical roof, designed late C18 by William Lindley. Inside there are traces shellwork on the walls and ceiling. Woodland called Bath Wood on the south side of Upper Lake is divided from the parkland by a stone wall.

On the south side of Lower Lake there is grassland with scattered trees and clumps which is divided from the park by a ha-ha, a continuation of the wall along the edge of Bath Woods. This runs from a point c 180m south-west of Cascade Bridge eastwards to the edge of Oxley Bank Wood. A path along the south side of Lower Lake affords views of Bretton Hall over the water. Some 300m south-east of Cascade Bridge, Menagerie Wood is the site of a curved lake with an enclosure around it shown on the 1849(51 OS map and marked Menagerie. It does not appear on the 1908 OS map. The path continues past a disused quarry which has a well set into the rock face with an entrance with a partially legible stone tablet above it bearing the date 1685. At the head of the Lake there is a dam which was constructed in compliance with the Reservoirs Act of 1975 and opened in 1992. On the north side of Lower Lake The Cut is crossed by a bridge (listed grade II) with three arches, from which point the watercourse turns to the south and descends a series of three stepped weirs (listed grade II) lined with stone, over which the water falls as a cascade before joining with the outflow from the Lake.

The pleasure grounds north of the Hall have been partially overlaid by late C20 building and car parks amongst thin woodland.

PARK

There are three areas of parkland. South of the lakes Long Side consists of grassland with scattered trees and a belt of woodland, shown on the 1810 estate map, running along Oxley Bank. It is divided into fields by fencing and used for pasture. On the west side of the Hall, Middle Park is of similar character to Long Side. Land north of Middle Park is thought to be the site of a C17 or earlier deer park (LUC 1996). Bella Vista Plantation, in the north-west corner of the park, is shown on the 1810 estate map. It takes its name from a gothic tower, probably built in the late C18, which was demolished during the C20. On the east side of the Hall parkland called Bretton Country Park and formerly known as Broad Ing is open grassland with scattered mature trees and a belt of woodland running along the east and north boundaries, much as shown on the 1849-51 OS map. This area was imparked in 1782 by Sir Thomas Wentworth who described the work in a letter to his sister (quoted in LUC 1996). Sir Thomas had consulted Richard Woods (1716-93) in 1764 and a bridge built to his design in the middle of that year in an unknown location was swept away by a flood a few months after it had been completed. It is not known if any other works were carried out were to his design, but works were being planned at this time according to John Spencer of neighbouring Canon Hall. His diary for July 1764 records a visit to Bretton when he 'din'd at

Sir Thomas Wentworth's and walked over the Park and view'd his intended improvements' (ibid).

KITCHEN GARDEN

Some 400m north of the Hall there is a semicircular brick wall with a central stone gardener's cottage which has a balustraded parapet. The north side of the wall has a series of bothies and sheds relating to the kitchen gardens on this side; all these buildings have been converted into exhibition space and a cafe (buildings and wall probably early C19, listed grade II). The semicircular wall overlooks a grassed slope which is enclosed by hedges on each side, and there are views of the Hall and parkland to the south. A late C20 pavilion, used as exhibition space, is situated c 70m south-west of the gardener's house. A yew hedge runs along the base of the semicircle and to the south of this there is a terrace with stone balustrading and steps leading down to a lawn with a circular pond, shown on the 1810 estate map, c 250m north of the Hall. The 1849-51 OS map shows several glasshouses north of the position of the terrace and suggests that the semicircle was enclosed by a wall, forming a D shape. The estate map of 1810 shows the semicircle extending as far as the position of the terrace and suggests that there was a wall at this point. It seems likely that a pre-1810 D-shaped kitchen garden had been reduced in size by 1850 and was opened out to form part of the pleasure grounds between then and 1907, when the OS map shows what appears to be the terrace.

Beyond the semicircular wall there is a walled garden of irregular rhombic shape divided into two areas by a brick wall. The southern wall is partly formed by the semicircular wall overlooking the terrace. This is shown on the 1849-51 OS map but not on the 1810 estate map. It is currently (1997) in use as maintenance yards.

OTHER LAND

Bretton estate church (listed grade II*) is in Bretton Country Park, c 600m north-east of the Hall. It was built in 1744 for Sir William Wentworth and is set in a walled churchyard. It is reached from a track which branches eastwards from the former drive from Archway Lodge.

REFERENCES

Country Life, 83 (21 May 1938), pp 530-5; (28 May 1938), pp 554-9
 N Pevsner, The Buildings of England: Yorkshire The West Riding (1967), pp 145-7
 G Sheeran, Landscape Gardens in West Yorkshire 1680-1880 (1990), pp 55-9
 Bretton Hall Park Landscape Masterplan, (Land Use Consultants (LUC) 1996)
 L Bartle, A Short History of Bretton Hall (1997)

Maps

T Jefferys, County Map of Yorkshire, surveyed 1767-9, published 1771
 Estate Map, 1810 [reproduced in LUC 1996 Appendix Two]

OS 6" to 1 mile: 1st edition surveyed 1849-51
 2nd edition surveyed 1891
 OS 25" to 1 mile: 2nd edition published 1908
 1932 edition

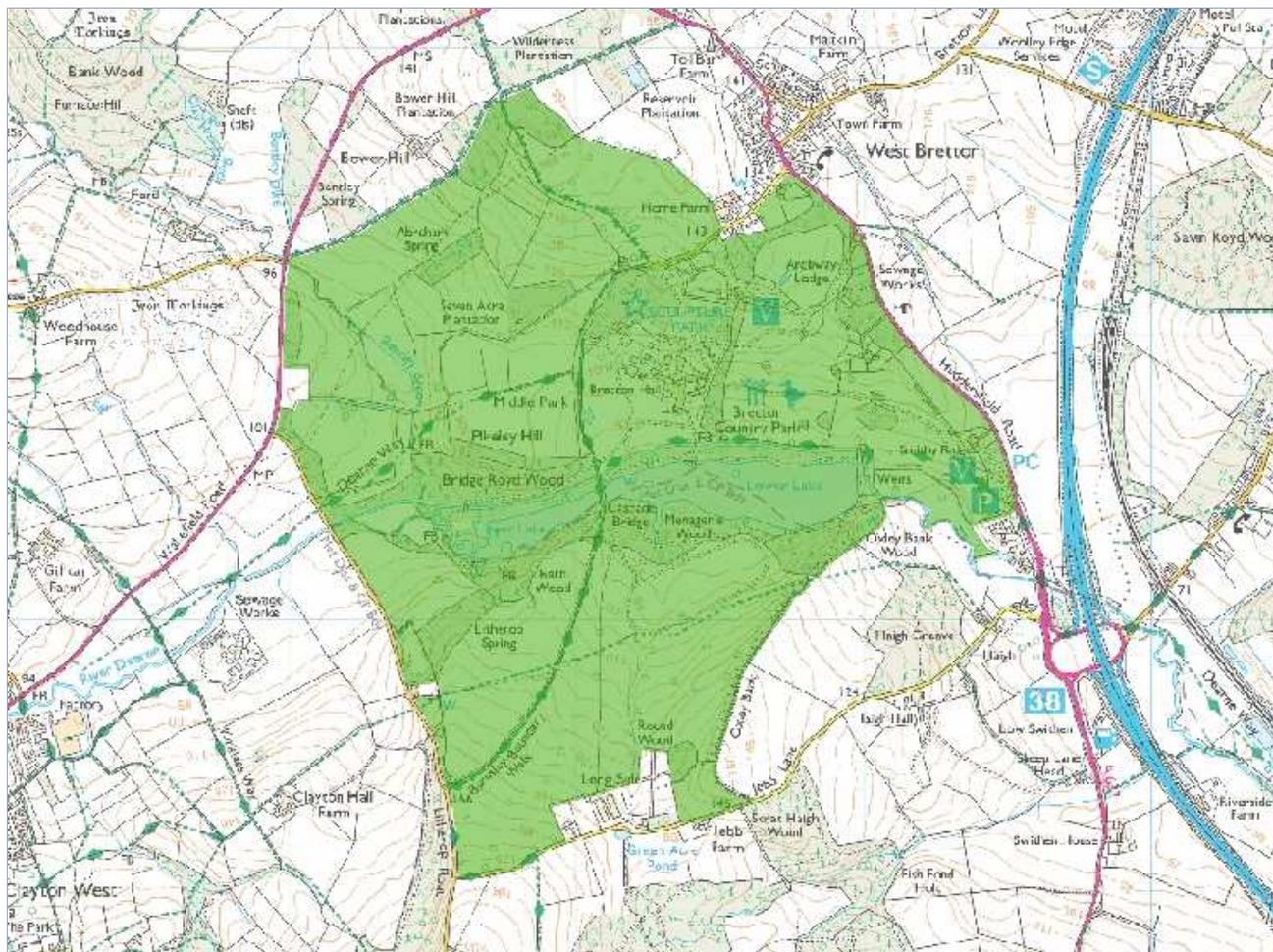
Description written: February 1998
 Amended: March 1999
 Register Inspector: CEH
 Edited: November 1999

Selected Sources

Map

National Grid Reference: SE 28240 12588

The below map is for quick reference purposes only and may not be to scale. For a copy of the full scale map, please see the attached PDF - [1253.pdf](#)



© Crown Copyright and database right 2018. All rights reserved. Ordnance Survey Licence number 100024900. © British Crown and SeaZone Solutions Limited 2018. All rights reserved. Licence number 102006.006.

This copy shows the entry on 19-Jan-2018 at 10:06:29.

Appendix B - Visibility of Site E2333a from Viewpoints in Heritage Assessment (April 2017)

Viewpoint 01 – Bridleway at northern end of Historic Park and Garden

This footpath runs through what is likely to be a former deer park. Its elevated nature commands a sweeping view across the landscape to the west of the Park and it is evident that 9m high buildings across the whole of the site are likely to be visible for, possibly, a decade or more until the tree belts become established.

Even once the trees are established, 9m high buildings in the central part of the site will still be visible.

Viewpoint 02 -

This viewpoint lies on the Dearne Way, a public right of way which is aligned with the proposed development site itself. It is evident that buildings across the whole of the site are likely to be visible potentially for a decade or more until the tree belts become established.

Even once the trees are established, buildings will still be visible on some parts of this site.

Viewpoint 02D – Dearne Way

Again, it is evident that buildings across virtually the whole of the site are likely to be visible for a decade or more until the tree belts become established.

Once the trees are established, however, buildings on most of the site will not be visible.

Viewpoint 04 – Oxley Bank

A 9m building on the a small part of the north-western corner would be visible even once landscaping belts are established.

Viewpoint 05 – Yorkshire Sculpture Park Visitor Centre

Whilst it is accepted that this viewpoint lies over 2km from the eastern edge of the proposed allocation, it is evident that buildings across virtually the whole of the site are likely to be visible for a decade or more until the tree belts become established.

Even once the trees are established, buildings will still be visible on a third of this site.

Summary of visibility of 9m buildings on Site E22333a from viewpoints in Landscape Assessment

View-point	Distance from Site	Site E22333a	
		Visibility of 9m building	Visibility of 9m building with mitigation
01	1.2 miles (2km)	<ul style="list-style-type: none"> To the north A636 – Buildings visible across whole area To south of A636 – Buildings visible across whole area 	<ul style="list-style-type: none"> To the north A636 - Building visible on western edge and central sections To south of A636 – Buildings on most of western half visible
02	1 mile (1.7km)	<ul style="list-style-type: none"> To the north A636 – Buildings visible across whole area To south of A636 – Buildings visible on northern half of the area 	<ul style="list-style-type: none"> To the north A636 – Small parts of site where building visible To south of A636 – Small parts of site where building visible
02D	0.8 mile	<ul style="list-style-type: none"> To the north A636 – Buildings visible 	None visible

View-point	Distance from Site	Site E22333a	
		Visibility of 9m building	Visibility of 9m building with mitigation
	(4.3km)	across whole area <ul style="list-style-type: none"> To south of A636 – Buildings visible across whole area with exception of north-eastern corner 	
03		None visible	None visible
03A		None visible	None visible
04	1.2 miles (1.9km)	<ul style="list-style-type: none"> To the north A636 – Buildings visible on small part of the north-western edge To south of A636 – none visible 	<ul style="list-style-type: none"> To the north A636 – Buildings visible on small part of the north-western edge To south of A636 – none visible
05	4 miles (6.5km)	<ul style="list-style-type: none"> To the north A636 – Buildings visible across whole site To south of A636 – Buildings visible across whole site 	<ul style="list-style-type: none"> To the north A636 – Buildings visible on north-western corner and central section To south of A636 – Buildings visible on western half