
Case Number	17/02756/FUL (Formerly PP-06194876)
Application Type	Full Planning Application
Proposal	Demolition of existing dwellinghouse and erection of a dwellinghouse
Location	Bennett Cottage Mayfield Road Sheffield S10 4PR
Date Received	30/06/2017
Team	West and North
Applicant/Agent	Bramhall Blenkharn Ltd
Recommendation	Grant Conditionally

Time limit for Commencement of Development

1. The development shall be begun not later than the expiration of three years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act.

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the following approved documents:

Drawing nos.
1278_EX10_01_P1 'OS Location Plan';
AA16-8-1 'Site Survey';
both published on 30.7.2017.

Drawing nos.
1278_AR10_01_B 'Proposed Site Plan';
1278_AR30_02_B 'Proposed Context Elevation'
1278_AR40_01_B 'Proposed Sections'
1278_AR50_01_B 'Proposed Plans and Elevations'
1278_AR50_03_B 'Proposed Plans and Elevations Compared With Existing Ground Plane'
1278_AR50_04 'Proposed Plans and Elevations Compared With Proposed Ground Plane'
1278_AR50_05 '3D Views of Proposed Driveway Elevation'
all published on 1.5.2020.

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

3. Demolition of 'Building 2' as identified in the 'Bennett Cottage, Sheffield. OS Ref: SK 289-853. Bat Survey (Ref No. 170825 dated 16.8.2017)', shall not in any circumstances commence unless the Local Planning Authority has been provided with either:

(a) evidence of a license issued by Natural England pursuant to Regulation 53 of The Conservation of Habitats and Species Regulations 2010 authorising the specified activity to go ahead; or

(b) a statement in writing from the relevant licensing body to the effect that it does not consider that the specified activity will require a licence.

Reason: In the interests of biodiversity.

4. No development, including any demolition and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for archaeological investigation and this has been approved in writing by the Local Planning Authority. The WSI shall include:

- (i) the programme and method of site investigation and recording;
- (ii) the requirement to seek preservation in situ of identified features of importance;
- (iii) the programme for post-investigation assessment;
- (iv) the provision to be made for analysis and reporting;
- (v) the provision to be made for publication and dissemination of the results;
- (vi) the provision to be made for deposition of the archive created;
- (vii) nomination of a competent person/persons or organisation to undertake the works;
- (viii) the timetable for completion of all site investigation and post-investigation works.

Thereafter, the development shall only take place in accordance with the approved WSI and the development shall not be brought into use until the Local Planning Authority has confirmed in writing that the requirements of the WSI have been fulfilled or alternative timescales agreed.

Reason: To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated.

5. No development shall commence until full details of measures to protect the existing trees to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2012 (or its replacement) and the protected areas shall not be

disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees is irreversible.

Other Pre-Commencement, Pre-Occupancy and other Stage of Development Condition(s)

6. No demolition and/or construction works shall be carried out unless equipment is provided for the effective cleaning of the wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway. Full details of the proposed cleaning equipment shall be approved in writing by the Local Planning Authority before it is installed.

Reason: In the interests of protecting the free and safe flow of traffic on the public highway, it is essential that this condition is complied with before any works on site commence.

7. Large scale details, including materials and finishes, at a minimum of 1:10 of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

- (i) windows, window reveals and surrounds;
- (ii) rooflights;
- (iii) doors and surrounds;
- (iv) parapet eaves;
- (v) stonework detailing;
- (vi) retaining walls.

Thereafter, the works shall be carried out in accordance with the approved details.

Reason: In order to ensure an appropriate quality of development.

8. Details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority before that part of the development is commenced. Thereafter, the development shall be carried out in accordance with the approved details.

Reason: In order to ensure an appropriate quality of development.

9. A sample panel of the proposed masonry shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used. The sample panel shall be approved in writing by the Local Planning Authority before any masonry works commence and shall be retained for verification purposes until the completion of such works.

Reason: In order to ensure an appropriate quality of development.

10. A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

Reason: In the interests of the visual amenities of the locality.

11. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved in writing by the Local Planning Authority. Thereafter the landscaped areas shall be retained and they shall be cultivated and maintained for a period of 5 years from the date of implementation and any plant failures within that 5 year period shall be replaced.

Reason: In the interests of the visual amenities of the locality it is essential for these works to have been carried out before the use commences.

12. The proposed green roof(s) (vegetated roof system) shall be provided on the roof(s) in the locations shown on the approved plans prior to the use of the buildings commencing. Full details of the green roof construction and specification, together with a maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site and unless otherwise agreed in writing shall include a substrate based growing medium of 80mm minimum depth incorporating 15-25% compost or other organic material. Herbaceous plants shall be employed and the plants shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason: In the interests of biodiversity.

13. The Local Planning Authority shall be notified in writing upon completion of the green roof.

Reason: To ensure that the Local Planning Authority can confirm when the maintenance periods specified in associated conditions/condition have commenced.

14. No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority, identifying the sustainability measures to be incorporated into the development. Any agreed measures shall have been installed/incorporated before the dwelling is occupied, and a report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed/incorporated prior to occupation. Thereafter the agreed measures shall be retained in use and maintained for the lifetime of the development.

Reason: In the interests of mitigating the effects of climate change.

15. Before any demolition or construction works commences, details of the management and routing of vehicles to and from the site during demolition and construction works shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the works for demolition and construction shall be carried out in accordance with the approved details.

Reason: In the interests of highway safety.

Other Compliance Conditions

16. The development shall be carried out in accordance with the mitigation strategies described in Section 5 and 6 of the 'Activity Survey for Bats, Bennett Cottage, Mayfield Road, Sheffield S10 4PR dated October 2016 prepared by Absolute Ecology, Section 5 of the 'Bennett Cottage, Sheffield. OS Ref: SK 289-853. Bat Survey (Ref No. 170825 dated 16.8.17)' prepared by Whitcher Wildlife Ltd, and Section 5 of the 'Bennet Cottage, Sheffield Bat Survey (ref: 20200004 Revision 1 dated 5.6.20)' prepared by Steven Whitcher.

Reason: to ensure mitigation in the interests of biodiversity.

17. Unless otherwise indicated on the approved plans no tree, shrub or hedge shall be removed or pruned without the prior written approval of the Local Planning Authority.

Reason: In the interests of the visual amenities of the locality.

18. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2015, Schedule 2, Part 1 (Classes A to H inclusive), Part 2 (Class A), or any Order revoking or re-enacting that Order, no extensions, porches, garages, ancillary curtilage buildings, swimming pools, enclosures, fences, walls or alterations which materially affect the external appearance of the dwelling shall be constructed without prior planning permission being obtained from the Local Planning Authority.

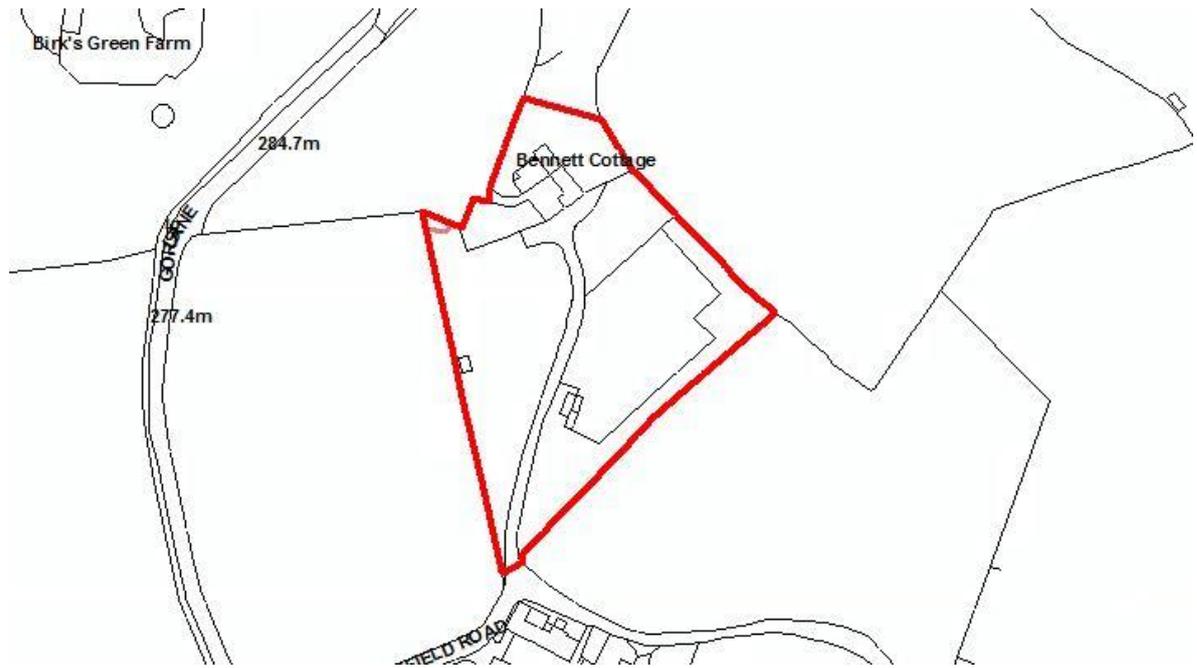
Reason: To ensure that the traditional architectural character of the Green Belt is retained and there is no visual intrusion which would be detrimental to the amenities of the locality.

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process.

Please note: You must not start work until you have submitted and had acknowledged a CIL Form 6: Commencement Notice. Failure to do this will result in surcharges and penalties.

Site Location



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LOCATION

The application site is located on a south facing slope on the north side of Mayfield Road in the Mayfield Valley, approximately 400 to 600 metres to the west of the built up area of the city.

The site comprises a detached stone built dwelling, some detached outbuildings and its garden totalling approximately 1 hectare of land. The existing dwelling is located at the northern end of the site where it is set back approximately 50 metres from the road frontage. A private drive runs from Mayfield Road up to the dwelling.

The site contains many trees, mainly around the boundaries of the site.

PROPOSAL

The proposal seeks full planning permission for the demolition of the existing dwellinghouse and for the erection of a replacement dwellinghouse. Four outbuildings near to the dwelling are also to be demolished.

This application has been amended since its original submission to revise the design of the proposed dwelling, including lowering the floor level of the building, lowering part of its roof, raising ground levels at the rear of the building, replacing the originally proposed external render finish on the side and rear elevations with natural stone, and retaining more trees on the eastern boundary.

The existing dwelling at Bennett Cottage has been previously extended since it was originally built. The current dwelling has an irregular 'L-shaped' footprint. The original house is two-storey and the extensions to it have been a combination of two-storey and single-storey additions to form much of the eastern wing of the dwelling. The proposal seeks demolition of this existing dwelling which includes the eastern wing.

The four outbuildings to be demolished comprise of a detached outbuilding on the eastern side of the existing dwelling, and three smaller outbuildings on the western side of the dwelling.

As amended, the proposed replacement dwelling would be sited in a similar location to the existing dwelling with its primary elevation facing south.

The proposed dwelling would provide two floors of accommodation on a generally rectangular footprint. The ground floor would comprise garaging for three vehicles in the eastern half and an indoor pool in the western half together with some ancillary rooms. The upper floor would provide the main living space including a living/dining/kitchen, four bedrooms, a study, snug and utility rooms.

The proposed design reflects a contemporary approach. The proposed dwelling would have an elongated, two-storey, flat roofed, front elevation. It would be faced in stone and would have large feature windows and glazed balconies. An off-centre projecting element on the front elevation would form a double-height entrance lobby.

The proposed dwelling would be partly cut into the rising ground levels such that at the rear of the building the first floor would open onto the higher ground level. The side and rear elevations would also be faced in natural stone.

The proposed roof would be planted with sedum and incorporate roof lights.

The proposal seeks to construct the replacement house to high levels of thermal performance and would incorporate a ground source heat pump.

Immediately around the proposed dwelling the formal landscaped areas comprise of paved paths and terraces with low retaining walls and soft landscaping.

The northern end of the existing driveway leading up to the proposed dwelling would be re-aligned to the east with additional landscaping proposed alongside it.

The proposal as amended has reduced the number of trees to be removed from 32 down to 12 trees. Of the trees to be removed, 9 are on the inner fringe of the belt of trees wrapping around the proposed dwelling, and the other 3 are towards the southern end of the site.

34 new replacement trees are proposed to be planted.

The applicant has submitted the following documents in support of this application: a topographical site survey, a Design and Access Statement and supplementary Design Statement, a Bat Activity Report and a Bat Survey, a Heritage Statement, a Landscape and Visual Impact Assessment and addendum, a Tree Survey and Constraints Plan, Tree Protection Plan, Landscape Masterplan, and an Energy Efficiency Report.

RELEVANT PLANNING HISTORY

In 1978 planning permission was granted conditionally for the alteration and extension of a building and outbuildings to be used for the purpose of a dwellinghouse. The submitted drawings showed a two-storey extension on the eastern side of the cottage which would be linked to an adjoining outbuilding providing additional accommodation including a study, two bedrooms and a play room, and a dining hall and lounge in the converted outbuilding. Conditions removing permitted development rights for future extensions or buildings, and stating that the use of the new accommodation formed by the proposed development shall at all times remain incidental to the use of the dwelling at Bennet Grange Cottage [sic] were imposed (application no. 78/0656P refers).

In 1989 planning permission was granted conditionally for an extension to form a bedroom and utility room. This planning permission related to the erection of a single-storey pitched roof extension off the eastern facing elevation of the dwelling (application no. 89/0940P refers).

In 2012 a planning application for the erection of a detached double garage was withdrawn prior to its determination (application no. 11/03748/FUL refers).

An application seeking a lawful development certificate for proposed extensions and outbuildings was refused in May 2020 (application no. 18/04166/LD2 refers).

SUMMARY OF REPRESENTATIONS

This application has been publicised by newspaper advert, display of site notices and by letters of notification to nearby properties.

The representations received comprise:

- 90 objections from residents;
- 4 representations from a planning consultant objecting on behalf of residents;
- an objection from Cllr D Johnson;
- objections from the following groups: Sheffield Conservation Advisory Group, CPRE South Yorkshire, Hallamshire Historic Buildings, Sheffield Ramblers, Friends of Porter Valley;
- 35 supporting representations;
- 2 neutral comments; and
- responses from Historic England and Natural England.

The 90 representations of objection from residents that have been received relate to the following matters (condensed):

Mayfield Valley Setting

- Mayfield valley is picturesque open countryside with stone built residences, ancient woodland, farmland and historical buildings, unspoilt scenery, remained relatively unchanged, outstanding beauty, it has some of the finest examples of architecture through the ages integral to the features of our landscape, significant asset to the city;
- this is an area of green belt and high landscape value;
- where changes allowed all have been strictly controlled to ensure high quality and to reflect character and appearance of the area, Bennett Grange and Mayfield Environmental Centre/School, Birks Green Farm (BE18);
- Mayfield valley is an attraction for tourists, walkers, runners, and cyclists, used by schools to demonstrate historical value of Sheffield and its heritage.

Heritage

- unwarranted demolition of a vernacular building, shame to see quaint attractive cottage demolished, the cottages are not derelict, no excuse for demolishing any part or whole of a historic building in the Mayfield valley, would be a significant break from evolving tradition in the valley, would result in irretrievable loss of a fine stone built building in character with the surroundings;

- this cottage was attached to Bennett Grange, Bennett Cottage formed part of the Bennet Grange estate, likely that Bennett Cottage is of a similar age to Bennett Grange (dates stated: 1300s, 1580), it was built for workers of Bennett Grange, originally a farm and granary for Beauchief Abbey, should be preserved sympathetically to encompass old and new together, cottage is in good order, the building was well maintained, most of the interior requires modernising, not lacking amenities, cottage is a local heritage asset, it is a listed building in the South Yorkshire register, the current cottage blends into its surroundings, traditional architecture, natural stone, the cottage was cruck built;

- the old barns now incorporated into the cottage have the original cruck beams, dated between 1100-1300, contain medieval cruck barn truss listed as an unscheduled monument in the South Yorkshire Sites and Monuments Record, probably dates back to time when Bennet Grange was tied to Beauchief Abbey, must hold on to our history, the cruck barn is a valued heritage asset that is rare in the area, its poor management should be investigated, previous poor management should not be a reason to dismiss current heritage value, concerned that the cruck barn has been removed, consider a building preservation notice;

- cruck made a feature of 1989/90 conversion, whilst not load bearing the cruck beams were in good condition when property was sold around 2016;

- potential damage to landscape and green belt, the Mayfield valley should not be spoilt by the construction of a modern luxury house;

- the Area of Special Character is a safe guard until it is declared a conservation area which could be lost by inappropriate development (UDP Policy BE18).

Design and Context

- proposed design whilst praiseworthy does not respect character of its location which retains distinctive agricultural feel;

- poor design, inappropriate in design and materials, anachronistic, unremarkable, looks ugly, overbearing, looks like a massive concrete block with glass façade, floor to ceiling glass, render and zinc cladding would detract from site, out of keeping with its surroundings, will be the only ultra modern building in the valley and stand out as such, proposed building not of significant architectural merit to justify demolition, it is proper to promote or reinforce local distinctiveness (NPPF paragraph 57);

- does not improve character, completely out of character in the area where the cottage is located, incongruous with its surroundings, would harm distinct rural character, out of context in the landscape, detracts from pleasing coherent

landscape, negative visual impact on the historic Mayfield Valley rural landscape, could not be more out of keeping with the history of the valley, does not enhance or maintain current environment, this is not the place to regenerate, no case to introduce contemporary architecture into this landscape, mitigation would not be needed in the case of appropriate design for the setting, NPPF states permission should be refused for development of poor design, contrary to NPPF paragraph 64 as it does not improve character, would undermine NPPF 109 protection and enhancement of the landscape is the overriding consideration, at odds with BE5(a), BE15, BE18;

- it would not be long before proposed design would look tired with rendered elevations being stained from the elements, private swimming pool environmentally unfriendly;

- if the property is demolished the stone can be used in keeping with the rest of the properties around;

- proposed entrance tower viewed from front and south gives the appearance of being significantly higher and more prominent than the existing ridge line of Bennett Cottage due to gradient of the site;

- highly visible from the surrounding valley and rural lanes, proposed development is in a prominent position as viewed from the south, it will be visible from the valley opposite to the west especially Andwell Lane, removing natural screening to the southeast will open up a view of the new build from Mayfield Road and the valley beyond;

- trees screen Bennett Cottage so it can only be seen from westerly end of Mayfield Road and from Harrison Lane, if trees were reduced or removed the proposed building would be very prominent and look incongruous above the lower Mayfield valley, trees creating the shield are not listed so could easily be removed, the trees are deciduous;

- surrounded by a group of well maintained properties that have been thoughtfully restored to respect the period they were built;

- affects setting of a number of historically important buildings in the vicinity, conflict with national policy;

- negative impact on setting of adjacent properties some of which are listed, will not sit well between two grand old buildings, the entire boundary wall to the east and south east is shared with Fulwood Hall a house of historic importance, replacing the old stone cottage with a contemporary building can only have a negative impact;

- would be built up to and higher than an historic dry stone wall forming boundary between Bennett Cottage and grade II listed building Fulwood Hall, contrary to NPPF paragraph 65 as impact would cause material harm to the designated heritage asset or its setting.

Ecology

- impact adversely on wildlife, harmful to local environment, falls into Natural England's designated impact risk zone area of Sites of Special Scientific Interest, duty to consult Natural England, the area falls into a protected conservation area for the tree sparrow which has red list status and is globally threatened, the area around Bennett Grange and Bennett Cottage is an important bat habitat, removal of mature trees surrounding the cottage will impact on wildlife as well as negatively altering the appearance of the valley side.

Green Belt and Policy

- over development of the site in the green belt;
- the cottage has already been extended by 30% its original size since 1989, replaces a once small cottage with a mansion sized dwelling, increase of 139 sq metres, appears over 20% increase, in effect adding the size of an average 3 bed house to a site in the green belt, contrary to NPPF paragraph 89 dwellings must not be materially larger than the one it replaces;
- inappropriate development in the green belt, compromise essential characteristic of green belt, encroachment, significant and irreparable harm to visual amenity;
- contrary to provisions of local policy, no other material considerations to indicate otherwise, the proposed development should be refused unconditionally;
- demolition and new build at odds with Core Strategy Policy CS71;
- would harm the city's rural setting, loss of area's distinctiveness, impact on historic environment, (CS74, CS31);
- detrimental impact on views and vistas in Mayfield Valley and gateway to city (CS31, CS75);
- proposed layout and design would harm the openness of the green belt, would not maintain or enhance the site and surrounding area which is generally high landscape value, contrary to policy GE2;
- does not warrant special circumstances under GE3;
- not in keeping with the area, detract from landscape and visual amenities of green belt (GE4);
- design and style will not compliment existing building, will look intrusive, not blend into landscape (GE6);
- replacement is a modern building unsympathetic to rural character, does not protect or enhance area of high landscape value, contrary to GE8;

- does not respect appearance and character of the area of special character, loss of historic building, several trees will be removed, new development inappropriate (BE18);

- existing building is historic building of local interest, contributes to local character, worth preserving (BE20);

Neighbourliness

- no details regarding proposed new wall on eastern elevation and how trees will be removed, eastern and southern elevations of Bennett Cottage share a common boundary with fields to Fulwood Hall;

- the proposed raised terrace to the west of the proposed site plan will overlook and have an adverse visual impact on property at Bennett Grange;

- the construction of a new low retaining wall to the northeast of the proposed site may affect land in ownership of Bennett Grange and trees, the site plan indicates retention of trees that do not belong to the applicant;

- environmental impact during demolition and construction will be significant in this conservation area;

- demolition work and transportation of materials would cause havoc on the small country lanes, width of roads restrict access to all but smallest commercial vehicles, potential damage to boundary walls and road.

Precedent

- represents a step change, it will stand as a precedent and the character of this place would be lost, a creeping change resulting in despoiling of an important amenity, destroying intrinsic character.

Information

- the application lacks information regarding existing buildings, a heritage and environmental assessment.

Alternatives

- Bennett Cottage can be restored to a high standard whilst retaining the original frontage and outward appearance, modern fixtures and fittings and eco-friendly and sustainable utilities can be sensitively incorporated in listed or historic buildings, if not re-construct in a similar style to existing which would respect and sustain the design and construction principles of the area;

- suggestions that it should be approved because of its eco-friendliness are ridiculous, much can be done to mitigate the existing property against heat loss.

4 representations of objection from Landor Planning Consultants have been received on behalf of local residents relating to the following matters:

- the proposed dwelling is materially larger than the existing dwelling and must be regarded as inappropriate development in the green belt. Inappropriate development is by definition harmful to the green belt (NPPF paragraph 143) and there are no special circumstances to outweigh this harm;

- the existing dwelling is a non-designated heritage asset the total loss of which is not outweighed by public benefits;

- Bennett Cottage does not have permitted development rights as these rights were removed under planning permission 78/0656P, the applicant does not have a fallback position to justify the replacement of the existing dwelling with a materially larger replacement dwelling;

- NPPF paragraph 133 states that the essential characteristics of Green Belt are their openness and permanence, there is no distinction to the perceived harm to the Green Belt based on visual impact or lack of therein, the harm caused by development relates to openness, visual impact is not a factor relevant to the concept of openness, if land is occupied by buildings it is not open regardless of visibility and is inappropriate as defined by the NPPF;

- dispute the contention that the application site constitutes previously developed land, the land associated with Bennett Cottage comprises a hectare of predominantly open land which is free from permanent structures, there are no records to indicate the land associated with Bennett Cottage has been lawfully established as domestic curtilage, the land associated with Bennett Cottage has no lawful use and is not curtilage, the site cannot be considered to be previously developed;

- the NPPF states that residential gardens do not constitute previously developed land, even where such gardens are located within built up areas, any such residential garden associated with Bennett Cottage is not within a built up area, but is Green Belt;

- there is no distinction in the NPPF between above and below ground development and no benefit to some of the proposed development being below ground level, the construction of buildings in the Green Belt is simply regarded as inappropriate, there is no caveat to suggest that below ground construction is any less harmful to the Green Belt, any exercise to differentiate proposed increases in built volume above or below ground is irrelevant and has no legal or national planning policy base, the agent acknowledges that the proposed volume increase is 97.34% which must be regarded as disproportionate;

- there are no existing elevation or floor plans to facilitate an assessment of the existing volume compared to the proposed, therefore not possible for the application to be properly assessed;

- as demolition is proposed a survey to assess the existing dwelling for bat roost potential is required;
- lack of adequate plans and supporting information is further justification for the application to be refused;
- the proposal is for replacement of an existing building (dwelling) with a new dwelling, NPPF exception 145(d) is not met by the proposal as the replacement building is materially larger than existing;
- the claim that the proposal meets the exemption criteria in NPPF 145(g) is incorrect as the site is not previously developed land;
- as there is no exception criteria applicable to the proposed development it must be regarded as inappropriate development;
- there are no very special circumstances or other considerations which outweigh the harm to the Green Belt in this case;
- while it may be desirable that the proposed replacement dwelling could have low carbon emissions, an energy efficient home could be built in any location and does not mitigate that the proposed development is inappropriate and does not constitute very special circumstances required to outweigh the harm to the Green Belt;
- the alleged precedent cases have no bearing as there are no similarities, outside Sheffield, different local development plans, different planning policy considerations, in one case an earlier iteration of the NPPF, and they were agreed to be previously developed land, and one was limited infilling which is not applicable to the application proposal;
- the existing dwelling known as Bennett Cottage predates the earliest OS Mapping of 1855, the property may be regarded as a non-designated heritage asset in accordance with NPPF paragraph 197, a balanced judgement in relation to the loss of this heritage asset is required, the applicant has not identified any public benefits to the proposal that outweigh the loss of a heritage asset, the application must be refused on heritage grounds;
- the following information is absent from public scrutiny, existing plans, analysis/evidence of the originally 1948 volume of the dwelling, bat roost survey/report, tree survey, extended phase 1 ecology report, arboricultural impact assessment, preliminary arboricultural method statement and tree protection plan;
- there is discord between the currently submitted plans and the initial supporting documents, none can be listed as an approved document, the heritage statement is no longer a valid document;
- UDP Policy GE3: no very special circumstances have been demonstrated by the applicant;

- UDP Policy GE5 generally accords with NPPF, criterion 145 (d) is often linked to 145(c) which allows buildings in the Green Belt to be extended provided it does not result in disproportionate additions over and above the original building, the reduction in volume is not demonstrated by any plans, impossible to carry out an assessment proposal in relation to GE5 and 145(d);

- numerous appeals have been dismissed for subterranean development in the green Belt, the excavation works and removal of material from the site to facilitate subterranean development would also constitute inappropriate development in the Green Belt, no assessment has been carried out to demonstrate the extent of the original building in relation to the volume increases already affected by previous extensions and the conversion and amalgamation of a barn within the dwellinghouse, Bennett Cottage already has disproportionate additions over and above the original building;

- the proposal fails on all the criteria of the NPPG: substantial and spatial visual harm by virtue of bulk, massing and quantum, significant areas of excavation and hardstanding, enlarged driveway, urbanising form of contemporary development incongruous and alien in the open countryside which is rural in character and predominantly devoid of buildings, permanent development with no provision to return the land to a state of openness, substantial harm to openness;

- the development is inappropriate by default and harmful by definition;

- account should be taken of the applicant has explored various tactics and permutations of Green Belt policy to justify an inappropriate development, previously developed land and permitted development rights;

- the application must be refused for reasons relating to: harm to the Green Belt, unjustified loss of undesignated heritage assets, insufficient plans submitted, insufficient information to assess ecological impact and impact on trees, inadequate design, heritage, landscape statements, and design – a balanced judgement.

Councillor D Johnson objects:

- the proposal will be a significant loss of heritage and impact adversely on the green belt;

- loss of the cottage would impact adversely and inappropriately on the visual setting of the green belt in this much loved part of the Mayfield Valley, this is not a sensitive redevelopment;

- whilst the design of the new build might be impressive it does not justify the loss of Bennett Cottage;

- the cottage is significant because it is one of the few remaining cruck house constructions, many of these have been lost, any now remaining likely to be unique and should be preserved as a rare example, Historic England's decision not to list

the building should not mean that the heritage importance has been determined, it should be safeguarded by planning controls instead;

- even with the crucks being removed does not alter the cottage is one of original cruck construction, Historic England acknowledges that the crucks appear to have been removed in relatively recent past and since 1961, not right to give the developer the benefit of the doubt if he is unable to account for most significant part of this historic cottage the crucks.

The Sheffield Conservation Advisory Group (SCAG) have commented:

- the Group felt that the development was inappropriate for the Mayfield Valley, which was a traditional part of rural Sheffield. The Group noted that the proposed extension was equivalent to one third of the existing property. The Group felt that the development would be too large for the Green Belt. The Group considered that there was a real likelihood of the development having an adverse impact on the area. The Group was not opposed to a new design, but considered that this design was inappropriate and the roof, the scale and the design of the new building would be unacceptable. The Group regretted the loss of Bennett Cottage which it felt could be extended. The Group considered the loss of trees would be regrettable. (meeting of SCAG held on 19.9.17).

CPRE South Yorkshire (Campaign to Protect Rural England) have the following concerns:

- the site is located in the Green Belt in a sensitive landscape, if the proposed scheme were to fall within NPPF 89 criteria it would be consistent with policy and could be judged on its own merits on the basis of any other material considerations;

- from the plans the new design is materially larger and occupies a larger footprint than the existing dwelling, although the height is lower with the exception of the entrance tower, consequently the proposal is contrary to Green Belt policy and should consider whether very special circumstances have been presented to justify approval;

- CPRE acknowledge that the proposals have merit and are keen to encourage innovative designs and welcome commitment to energy efficiency, recognise that the development will not be very visible from most vantage points and that with a reduction in the scale of the entrance tower the landscape impact would be limited, welcome efforts taken to screen the development with tree screening and lowering the height of the dwelling;

- on the other hand, the site features a monument (01588/01) as listed in the South Yorkshire Sites and Monuments Record for a medieval cruck with one surviving truss, whilst this has not been deemed by Historic England to be sufficiently significant to warrant listing local heritage assets should not be reliant on listing to give them a level of recognition as planning considerations;

- it must be borne in mind that the application proposes the replacement of a group of buildings characteristic of the local landscape and cultural heritage with a new scheme that is materially larger and removes those well established features, would form a new relationship with its surroundings that is different from the existing one;

- in this context, CPRE do not consider the proposal has provided a case for very special circumstances for development in the Green Belt and would recommend that substantially more evidence should be required, on the basis of current evidence suggest that the application be refused.

Hallamshire Historic Buildings (HBB) objects:

- objects to this application to demolish Bennett Cottage, a small stone built farm house estimated to be C17/C18 and associated medieval barn, and replace with a contemporary new build;

- the barn is a heritage asset, estimated to be 1100-1300 according to Vernacular Architecture Group Database, listed on Historic England database, on SCC's record, the South Yorkshire Archaeology Service database, evidence provided by Historic England indicates that the cruck barn has been damaged since it changed hands;

- as no heritage statement describing the heritage asset or its significance has been provided with this application and it is not reasonable to suppose a cruck could accidentally be removed from this barn, this application should be declined as per NPPF paragraphs 130 and 128;

- the applicant should be dissuaded from resubmitting, NPPF 55 cannot apply in this case, the proposed new build is neither exceptional in design or innovative, creating new builds requires greater energy than can be promised by any energy efficiency improvements over a stone cottage, the proposed new build is not an eco-home and the inclusion of thermal efficiency ratings are irrelevant without an overview of the environmental impact of a development which includes a swimming pool, Mayfield is a SSSI and no consideration appears to have been given to the potential harmful chemicals used with the swimming pool, nor potential loss of natural habitat and other impacts of tree felling and landscaping;

- the present scheme in ignoring the value inherent in reuse of heritage assets is at odds with National Planning Policy 55 and 135;

- the proposed development fails with NPPF 131 and does not add anything to local character, it is completely at odds with the local character and has a negative effect on it, the proposed scheme fails to significantly enhance its immediate setting and be sensitive to the defining characteristics of the local area;

- the prevailing character of Mayfield is an historic agricultural landscape characterised by a patchwork of fields, dry stone walls, narrow country lanes and farm buildings. Bennett Cottage is a good example of agricultural vernacular architecture which supports the character of the area, what remains of the cruck

barn is heavily compromised and the barn and cottage have undergone a number of changes, nonetheless the barn is likely the oldest example of agricultural vernacular in the area, to demolish Bennett Cottage and replace with the proposed new build is doubly harmful to the character of the Mayfield Valley;

- contrary to the claims in the D&A statement the site is clearly visible across the valley and a number of roads, footpaths and byways in the vicinity, the site will be more exposed if trees are removed;

- whilst the proposed new build occupies a larger area than Bennett Cottage and by this token this application should be rejected, HBB anticipate issues with a resubmitted application if the essentials of the present proposal are retained, the form is unsympathetic with traditional forms of buildings in the area, large amounts of glazing will be prominent as will the tower-like entrance hall and unusual roof line, even at a distance the building will be eye catching and out of keeping with its surroundings, this design detracts from the sense of openness which exceptional developments in Green Belt are supposed to retain;

- Mayfield is a beautiful rural area which is valued because of its underlying character as an historic agricultural landscape, it is an Area of High Landscape Value, NPPF 109 asserts the importance of valued landscapes, UDP Policy GE8 seems appropriate and consistent with the NPPF and it seems that in this case it is on the basis of NPPF 109 that the character of Mayfield Valley can be most robustly defended which is applicable to this case and should see this application rejected;

- HHB hopes that a balanced view will be taken that considers the importance of protecting heritage assets and the character of areas which historically Sheffield City Council has worked hard to protect, the overriding principle should be to defend a principle, not only the loss of one heritage asset but the potential loss of many more with unprecedented harm to some of Sheffield's most beautiful countryside.

The Friends of Porter Valley Committee object:

- not against the modernisation of buildings per se, but in this particular case feel it is wrong to destroy a vernacular building in its current setting. Social history is associated with such buildings in the valley. Happy for see additional buildings or extensions added, but not for whole-scale demolition.

The Sheffield group of The Ramblers object:

- Mayfield is an easily accessible area for walkers to reach from the centre of Sheffield, this makes it a popular area for members and other walkers, The Ramblers are also attracted by picturesque and charming character of cottages like Bennett Cottage and the surrounding attractive landscape, this is important for the enjoyment of walks;

- the demolition of Bennett Cottage and the proposal to replace it with a modern looking building would alter the character of the landscape, it would be a significant

loss to the contribution this cottage and others like it in Mayfield make to our heritage and enjoyment of healthy activity of walking in this area.

35 representations of support have been received relating to the following matters:

- it is difficult to see the cottage;
- the run down nature of any building like this is not very attractive, can't understand heritage value just solely based on age, sprawling mix of inappropriate and badly executed extensions added over the years, poor and lacking cohesion;
- high quality design which replaces a nondescript dwelling which is not sufficient merit for listing and not a priority for retention, an outstanding and thoughtful design, modern architecture when applied sympathetically enhances an area, sustainable scheme, high specification, care needs to be given to the design of the new structure;
- stands in secluded area with trees around, not clearly visible, low rise design, similar footprint, will be lower than existing structure, roof is a living roof, the development has considered the environment, the proposed plan to replace with a modern family home carefully designed which blends into the valley would be a fresh approach, would not be prominent, not intrusive, can't see it, setting within the landscape is almost totally hidden, will not impact on anyone's view of this valley, appreciate quality of design, does not look unsympathetic, will not spoil the landscape, will add character to the area rather than detract from it, makes positive contemporary and sensitive contribution to surrounding area, benefit overall keeping of the area;
- this is exactly the type of modern design needed in Sheffield, innumerable precedents of C21 houses being built in high quality rural settings, the argument is not about new and old but design and construction quality, planning process is not about preservation at all costs but about sustainable conservation which requires selective renewal, that renewal should not preclude contemporary design, need to stop always shying away from innovation in favour of safe and traditional, important that landscapes continue to be shaped by the future and not just nostalgia;
- the effect on the green belt is broadly neutral, the effects thereafter will be positive for the environment, economy, health and living conditions;
- would not impact on residents in the area;
- numerous quality buildings springing up in Sheffield 10, many extensions and rebuilding in the valley some very good some indifferent, seen changes in the valley, this is an essential part of an evolving community, always be the need for change over time.

2 neutral comments have been received:

- Bennett Cottage is quaint vernacular building easy on the eye in keeping with local tradition, proposal is in stark radical contrast lovely to live in and look out from

but inappropriate and unattractive to view. However in practice neither building is or would be in public view since the location is effectively very secluded and well hidden. Therefore the merits or otherwise of the proposal are less concerned with its visual appeal, or lack of, to the general public;

- suggest requesting a landscape visual impact assessment to fully understand the proposals.

Historic England have stated that the Secretary of State for Culture, Media and Sport has decided not to add Bennett Cottage to the List of Buildings of Special Architectural or Historic Interest.

Natural England have stated that they have no comments to make on this application.

PLANNING ASSESSMENT

Policy Issues

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990 requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

The relevant development plan for the site is the Sheffield Local Plan which includes the Sheffield Core Strategy and the saved policies and proposals map of the Sheffield Unitary Development Plan (UDP).

The UDP Proposals Map identifies the site as being within the Green Belt, an Area of High Landscape Value, and the Mayfield Valley Area of Special Character.

The Government's planning policy guidance on Green Belts and other matters is contained in the National Planning Policy Framework (NPPF). The Government has also published planning practice guidance (NPPG's) on various categories including advice on the role of the Green Belt in the planning system.

The NPPF is a material consideration in planning decisions. The NPPF was published in 2012 and has subsequently been revised in 2018 and 2019 with consequent changes to some paragraph numbering.

Assessment of a development proposal also needs to be considered in light of paragraph 11 of the NPPF, which provides that when making decisions, a presumption in favour of sustainable development should be applied, and that where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date (e.g. because they are inconsistent with the NPPF), this means that planning permission should be granted unless:

- the application of policies in the NPPF which relate to protection of certain areas or assets of particular importance which are identified in the NPPF as such (for

example SSSIs, Green Belt, certain heritage assets and areas at risk of flooding) provide a clear reason for refusal; or

- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

In addition to the potential for a policy to be out of date by virtue of inconsistency with the NPPF, paragraph 11 of the NPPF makes specific provision in relation to applications involving the provision of housing and provides that where the Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites with the appropriate buffer the policies which are most important for determining the application will automatically be considered to be out of date.

At the current time, the Council can demonstrate a five year supply. The 5-year Housing Land Supply Monitoring Report (published May 2020) sets out the land supply position as at 31 March 2019 and shows a 5.1 year supply of sites, including the appropriate buffer. Consequently the policies that are most important for determining this application are not automatically considered to be out of date.

Proposed Demolitions and Heritage Issues

The proposal involves the demolition of the existing dwelling and four separate outbuildings. Bennett Cottage is not a listed building, is not within a designated conservation area, and is not an Ancient Monument.

As noted above, the UDP identifies the site as being within the Mayfield Valley Area of Special Character. In the surrounding locality there are listed buildings to the east at Fulwood Hall (Grade II) off Harrison Lane, Hole In The Wall Farm (Grade II) and West Carr Cottages (Grade II) both off David Lane; to the south west at Douse Croft Farm (Grade II) off Douse Croft Lane; and to the west at Swallow Farmhouse (Grade II) off Brown Hills Lane.

UDP Policy BE18 relates to development in Areas of Special Character. It seeks to protect the appearance of Areas of Special Character by retaining features which contribute to the character of the area and by requiring new development to respect the appearance and character of the area. Whilst BE18 is a saved policy, the UDP makes clear that the Area of Special Character designation was given to areas that were likely to become Conservation Areas and that the tighter controls in these areas were designed to safeguard them until such time that their declaration as conservation areas could be considered. However, the UDP was adopted in 1998 and the evidence base that supported its policies is even older. In that time, two Areas of Special Character have been declared as new Conservation Areas and four others have been added to existing Conservation Areas, but there are no proposals to designate further Conservation Areas. Whilst it is acknowledged that the area has historical character, the weight afforded to policy BE18 is greatly reduced.

In relation to its consistency with the NPPF, Areas of Special Character are not defined as designated heritage assets, though they could be considered a non-

designated heritage asset. As such, a balanced judgement of the impact on its significance would be required in accordance with paragraph 197 of the NPPF.

UDP Policy BE15 seeks to ensure that development which would harm the character or appearance of listed buildings, Conservation Areas or Areas of Special Character will not be permitted. As described above, the weight given to Areas of Special Character is greatly reduced as is this element of BE15. In other respects policy BE15 is consistent with the NPPF and can be afforded weight.

UDP Policy BE17 expects a high standard of design using traditional materials and a sensitive approach to new buildings in Conservation Areas and Areas of Special Character. Again, as the weight given to Areas of Special Character is greatly reduced, so is this element of BE17. In other respects policy BE17 is consistent with the NPPF and can be afforded weight.

UDP Policy BE19 expects proposals for development affecting the setting of a listed building to preserve the character and appearance of the building and its setting.

UDP Policy BE20 encourages the retention of historic buildings which are of local interest but not listed.

The aims of policies BE19 and BE20 are consistent with the NPPF and can be afforded weight.

NPPF paragraphs 184 to 202 relate to conserving and enhancing the historic environment. NPPF paragraph 184 states that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

The annexe to the NPPF defines 'heritage asset' as a building, monument, site, place, area of landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).

NPPF paragraph 191 states that where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

NPPF paragraph 192 states that in determining applications, local planning authorities should take account of: (a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; (b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic activity; and (c) the desirability of new development making a positive contribution to local character and distinctiveness.

NPPF paragraph 197 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

NPPF paragraph 198 states that local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss occurs.

The applicant's Heritage Statement has assessed the historical background of Bennett Cottage. It notes that, historically, the cottage was accessed off 'Back Lane' to the north, later independently accessed via Bennett Grange, and was depicted as two detached buildings forming an 'L' shaped plan. It states that the farmhouse dates to the 18th century built of rubble sandstone, gritstone quoins to the front façade, currently under a modern concrete tiled roof with UPVc casement windows. It states that some original features have been retained including the central chamfered floor beam, the parlour and kitchen with their original fireplaces and the remains of a partition wall, plank and battened doors, bressumer beam [a main supporting beam] and king post trusses in the roof. It states that the barn has been extensively modernised and apart from some sections of the exterior walls, it retains no original features. Internal beams have been added as decorative features. The Heritage Statement considers the significance of Bennett Cottage was historically affected by major modifications to the fabric of the barn during the late 20th century, and recommends that a watching brief during ground works within the garden should take place to mitigate potential impacts to known and unknown archaeology.

Historic England has assessed the buildings at Bennett Cottage, an 18th century house with an associated farm range converted for domestic use, and has reported that the asset does not meet the criteria for listing. Historic England report that Bennett Cottage does not appear to be that described in deeds dated 1669 and 1730, and that although the house is thought to date to the C18 it has been extensively altered with the remodelling of the ground floor, the addition of extensions and the loss of original fabric such as its stone slate roofing. Although the converted barn retains a number of substantial, potentially medieval timbers, these are clearly reset within a rebuilt structure for decorative effect. It no longer represents a surviving cruck-framed barn.

Historic England's analysis suggests that the cottage probably dates to the C18 century, the continuous outshot to the rear containing the staircase being an early addition, probably also C18 century. The lean-to porch to the west gable is likely to be a C19 addition with the glazed porch to the front door being added in the C20 and remodelled in the late C20. The two-storey range linking the east gable of the cottage to the southwards projecting range of former farm buildings was added in the late C20, around the same time as the farm range was substantially rebuilt and altered to form part of the domestic accommodation. It is this farm range that is likely to have been the cruck-framed barn reported to survive in 1961, however photographs of building work clearly shows that the roof structure of this range is

now modern, even though it includes substantial rough-hewn timbers of some antiquity. The cruck blades shown in photographs are no longer in situ.

Heritage England state that the farm range has been altered with additional windows included, much of the walling rebuilt, and that the ground floor of the original cottage was also thought to have been remodelled around this time with the removal of the internal wall between two principle rooms, the reconstruction of the two fireplaces and insertion of timbers to create a beamed ceiling, room divisions and joinery on the upper floor appear less altered consistent with an C18 date. External photographs of the cottage taken before the alterations show it to have had stone slate roofs and taller chimneys.

The Vernacular Architecture Group (VAG) which maintains a Cruck Database describes the record of Bennett Cottage as 'crucks removed 2017'.

The South Yorkshire Archaeology Service has no objections to the proposal subject to conditions to secure the archaeological investigation and recording of the building prior to demolition.

In this instance, the site and existing buildings at Bennett Cottage are not a designated heritage asset. Whilst the outward appearance of the building is of a traditional form and materials which have a moderate contribution to the character of the locality, the cottage and former barn have been substantially altered.

On balance, the building has a less than moderate significance as a non-designated heritage asset, and that with regard to the scale of harm, its loss and significance as a heritage asset, it is considered that its loss would not be significant and that it would not significantly harm the character and appearance of the Mayfield Valley Area of Special Character, also an undesignated heritage asset.

The listed buildings at Fulwood Hall are approximately 340 metres to the east of Bennett Cottage, West Carr Cottages 350 metres, Hole In The Wall Farm 450 metres, Douse Croft Farm 400 metres, and Swallow Farm 340 metres, each with open fields between them and the application site. It is considered that, given the treed setting and limited scale of the proposed development, the immediate and extended environment of the listed buildings, and the distances between the proposed development and these listed buildings, the proposal would not harm the special architectural or historic interest or the setting of listed buildings in the locality.

The proposal complies with UDP Policies BE15, BE17, BE18 and BE20, and NPPF paragraphs 184 to 202.

Highway and Transportation Issues

NPPF paragraph 109 states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

There are no changes proposed to the existing access off Mayfield Road.

The proposal would generate traffic including heavy goods vehicles during demolition and construction works. The impact of increased traffic during demolition and construction works would be for a temporary period and would not significantly harm highway safety. Conditions are recommended to secure appropriate management of demolition/construction traffic. The proposed development once completed and occupied would not generate a significant increase in vehicular traffic.

There are no highway objections to this proposal.

Design

UDP Policy BE5 seeks good design and the use of good quality materials in new developments and Core Strategy Policy CS74, relating to design principles, also expects high quality development which respects and takes advantage of distinctive features of the city and including its townscape and landscape character and its heritage.

NPPF paragraphs 124 to 132 relate to achieving well designed places. NPPF paragraph 124 states that good design is a key aspect of sustainable development, creates better places in which to live and work and helps make developments acceptable to communities. NPPF paragraph 127 states that planning decisions should ensure that developments will function well and add to the overall quality of the area, are visually attractive, are sympathetic to local character and history while not preventing or discouraging appropriate innovation or change, establish and maintain a strong sense of place, optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and create places that are safe, inclusive and accessible.

Policies BE5 and CS74 are consistent with the NPPF and have significant weight.

The contemporary design approach to the new build is acceptable in principle. The scale of harm resulting from the construction of a contemporary dwellinghouse on a discreet site within the Mayfield Valley Area of Special Character, an undesignated heritage asset, would not be significant.

The quality of the proposed design is considered to be good. The proposed building, as amended, uses natural stone for the external facing material and incorporates a green planted sedum roof. The main feature windows would have zinc surrounds, whilst the remaining windows would have aluminium frames. Timber boarding is used on doors and in recessed panels which compliments the use of natural materials.

The front elevation is the dominant elevation of the building although its massing is reduced on the eastern side beyond the main entrance by the staggered recessing of the upper floor. The main entrance projects approximately 0.5 metres above the surrounding parapet and is a positive yet subordinate element which, along with

the subdivision of the large areas of glazing, provides some welcome verticality to the front facade.

It is considered that the proposed building would be complementary in scale, form, appearance and materials to its setting. The proposal therefore complies with UDP Policy BE5 and Core Strategy Policy CS74, and NPPF paragraphs 124 and 127.

Impact on the Green Belt

The UDP includes policies GE1 to GE6 relating to the Green Belt.

In particular, UDP Policy GE1 relates to development in the green belt and sets out the restrictions on development in the green belt in relation to the broad purposes of green belts. UDP Policy GE2 relates to protection and improvement of the green belt landscape, GE3 relates to new buildings in the green belt, GE4 to development and the green belt environment, GE5 to housing development in the green belt, and GE6 relates to house extensions in the green belt. These policies pre-date the NPPF.

Of these, UDP Policy GE5 states that new houses in the Green Belt, other than those needed to support agriculture and other acceptable uses, will be permitted only where this would involve either: (a) infilling of a single plot within the confines of an existing village, group of buildings or substantially developed road frontage, or (b) replacement of an existing house on the same site providing that the new house is not significantly larger than the one it replaces.

In this instance, the proposal falls within the criteria under GE5(b), providing the new house is not significantly larger than the one it replaces.

UDP Policy GE5 is considered to be in part conformity with the NPPF. Whilst the terminology in part (a) of the policy goes beyond that in the NPPF (paragraph 145 (e)) which only refers to villages, not groups of buildings or substantially developed road frontages, part (b) refers to the replacement of existing houses, which would fit within the scope of brownfield sites referenced in NPPF paragraph 145 (g).

The latest version of the NPPF (Feb 2019) includes paragraphs 133 to 147 relating to protecting green belt land.

NPPF paragraph 143 states that inappropriate development is by definition harmful to the Green Belt and should not be approved except in very special circumstances.

NPPF paragraph 145 states that local planning authorities should regard the construction of new buildings as inappropriate in the Green Belt and lists the exceptions to this. The exceptions include (d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces; (e) limited infilling in villages, and (g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would - not have a greater impact on the openness of the Green Belt than the existing development [the

second test of paragraph 145(g) is not repeated here as it relates to contributing to meeting an identified affordable housing need which is not being claimed by the applicant].

The applicant has stated that this scheme is not a replacement building in the context of paragraph [145] part (d). The application site is not within a village under paragraph 145(e).

The applicant has stated (DLP letter of 12.3.19) that the proposal represents the complete redevelopment of previously developed land and should therefore be tested against paragraph 145 part (g).

The NPPF defines previously developed land as land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure and lists the exclusions to this (agricultural/forestry buildings, minerals extraction/waste disposal by landfill, land in built up areas such as residential gardens/parks/recreation grounds/allotments, and land where the remains of the structure have blended into the landscape).

The application site is not in the built up area and is not one of the exclusions specified in the NPPF definition of previously-developed land.

Therefore Bennett Cottage and its curtilage (i.e. its residential garden) constitute previously-developed land for the purposes of paragraph 145(g) of the NPPF and the development of the land is excluded from the general Green Belt policy provided the proposed development would not have a greater impact on the openness of the Green Belt than the existing development.

The Green Belt NPPG provides guidance on what factors can be taken into account when considering the potential impact of development on the openness of the Green Belt. Paragraph 001 advises that assessing the impact of a proposal on the openness of the Green Belt, where it is relevant to do so, requires a judgement based on the circumstances of the case. By way of example (and the courts), it identifies that the openness of the Green Belt has a spatial aspect as well as a visual aspect - in other words, the visual impact of the proposal may be relevant, as could the volume - and that the degree of activity likely to be generated by a development, such as traffic generation, could impact on openness.

In this case, it is noted that the proposed replacement dwelling would be sited in a similar position to the existing dwelling although its built form will be different.

The existing building is of modest scale and complements the Green Belt setting due to its traditional form, footprint, massing, use of materials and pitched roofscape.

Part of the existing dwelling cuts into the rising ground level at the rear of the site. The proposed replacement dwelling would also be partly cut into the rising ground levels on the site reducing the amount of the new building which would be visible above ground.

The existing dwelling and outbuildings have a combined volume of approximately 1,130 cubic metres.

In pure volume terms (above and below ground volumes) the proposed dwelling, as amended, would be larger than the existing dwelling.

However, a greater proportion of the proposed dwelling would be cut into the sloping bank such that the above ground volume is substantially reduced.

The existing dwelling has a ground floor level of approximately 277 AOD with a small flat courtyard in front of it raised above the falling ground level to the south. The external levels alongside the southern gable of the eastern wing of the existing dwelling which projects further forward than the earlier cottage and drops downwards are approximately at 276 AOD.

The proposal as originally submitted indicated a floor level of the lower storey of the proposed dwelling to be set at 275 AOD coinciding with the existing external ground level at the front of the proposed dwelling and resulting in most of the lower storey of the proposed dwelling to be below adjacent ground level to the sides and rear, hence the upper floor of the building appearing as single-storey at the rear.

The extent of cutting the proposed dwelling into the bank, as originally submitted, resulted in the flat parapet roof of the proposed building being at a height equivalent to the eaves of the original cottage.

As amended, the proposed dwelling is to be set lower down into the site by approximately 1.7 metres resulting in the floor level of the lower storey being set at 273.3 AOD and the overall height in comparison to the existing dwelling being reduced to below the eaves level of the cottage. The height of the proposed dwelling would be similar to the ridge height of the lowest ridge on the range of buildings forming the eastern wing of the existing dwelling, and lower than the remaining ridges of the eastern wing which rise in sections up the slope.

The amendments to the projecting entrance stair tower has reduced its projection down from 6.6 to 2.6 metres in comparison to the original submission. As amended, this feature element is now considered to be a positive yet subordinate element on the proposed dwelling.

The volume of the proposed building above the lowered ground would be approximately 1,442 cubic metres (28% larger than the existing buildings). Compared to the existing ground plane the above ground volume of the proposed dwelling would be approximately 1,323 cubic metres (17% larger than the existing buildings).

As regards siting, the foot print of the proposed building would be rectangular (approximately 28 metres by 23 metres) rather than the existing 'L-shape' footprint of the existing dwelling. The front elevation of the proposed dwelling would be sited in a similar position to the current gable at the southern end of the cottage wing. The proposed rear elevation would be in a similar alignment to the rear walls

of the existing dwelling. The proposed western elevation would align with the existing west elevation of the cottage, and the proposed staggered eastern elevation would extend beyond the eastern side of the existing dwelling by between 4.5 and 7.5 metres approximately but would only partly extend across the adjacent outbuilding that is also to be demolished.

The landscape of this part of the Green Belt is generally characterised by predominantly stone walled agricultural fields interspersed with some small areas of woodland. Settlement in this area is generally restricted to farmsteads and scattered dwellings.

The UDP identifies the site and surrounding land as being within an Area of High Landscape Value.

UDP Policy GE8 seeks to protect and enhance Areas of High Landscape Value (AHLV). In addition UDP Policies GE2 and GE4 also seek to maintain and enhance areas with a generally high landscape value.

UDP Policy GE15 seeks to encourage and protect trees and woodlands, while UDP Policy BE6, which applies to all areas of the city and its surrounding countryside, expects good quality landscaping in new developments.

UDP Policy GE8 is broadly consistent with the NPPF, which states that policies should protect and enhanced valued landscapes, though the evidence base for the AHLV designations is now dated. GE4 aligns but uses terminology more consistent with good design. Policy GE15 is less strategic and more specific than the NPPF with regard to tree habitats. Policies GE8, GE4 and GE15 are therefore in part conformity with the NPPF and have moderate weight. UDP Policies GE2 and BE6 are in conformity with the UDP and can be given significant weight.

NPPF paragraph 170 states that planning policies and decisions should contribute to and enhance the natural and local environment by (a) protecting and enhancing valued landscapes ... (b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services - including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland.

The proposal as amended would result in the loss of 12 trees (identified on the submitted tree survey as trees T43, T44, T45, T46 (a group of 4 trees adjacent to the realigned drive), trees T53, T54, T55 (close to the northeast corner of the proposed dwelling), trees T88, T90 (on the western side of the proposed dwelling), tree T81 (half way up the western boundary) and trees T9, T21 (on the edge of a group of trees at the southern entrance to the site).

Of these: T9 (Norway maple), T21 (Scots Pine), T53 (Goat willow), T81 (Wild cherry) are classed as Category U trees unsuitable for retention; T43, T44, T45, T54 (4 x Cypress), T46 (Cherry), T90 (Common Yew) are suppressed, leaning, damaged and are Category C2 low quality trees; and T88 (Sycamore) is a mature Category A2 high quality tree but has some dead wood.

The applicant's landscape masterplan identifies 34 new trees to be planted on the site, some in similar locations to those to be felled.

It is considered that the removal of the trees specified is acceptable subject to appropriate new tree planting.

The appearance and character of the new building will be different from the traditional character of the existing buildings. A substantial part of the new building will be below ground. It is considered that the visual impact of this change upon the surrounding landscape will be negligible.

The applicant's Landscape and Visual Assessment (LVIA) is an appraisal of the local landscape in and around the proposed site to ascertain the potential visual impacts of the proposed dwelling from the principal viewpoints. The LVIA notes that the landscape character of the area is (at national level) within the 'Yorkshire Southern Pennine Fringe'.

The LVIA identifies principal viewpoints in the Mayfield Valley within 1.5 km of the site including: from the southwest, south and southeast direction Douse Croft Lane (PV1), Foxhill Lane/Harrop Lane/Cough Lane junction (PV2), Foxhill Lane (PV3), Greenhouse Lane (PV4), footpath from Ringinglow Road (PV5), Hangram Lane (PV6), footpath from Hangram Lane (PV7), footpath from Mayfield Road (PV8) and from the northeast direction Harrison Lane (PV9).

The LVIA states that the proposed new building will result in no change, in terms of landscape impact, on the surrounding area.

The LVIA report identified that the most significant visual impacts of the scheme, as originally submitted, were on receptors at Harrison Lane (PV9,) which were of moderate magnitude with moderate adverse significance during the construction phase which were expected to reduce to slight adverse significance once construction work is completed.

Views from two private residential properties off Harrison Lane (Fulwood Hall and Bole Hill Farm) were considered to be similar to PV9. Lesser impacts (negligible and minor) were identified at PV1 to PV7 during the construction phase which were expected to reduce to no change once construction work is completed.

In mitigation the LVIA notes that the landscape masterplan proposes additional planting within the site. The LVIA concludes that due to the steeply sloping topography, scattered shelter belts and woodlands, the visual envelope of the site is limited to small areas within the surrounding Mayfield Valley, mainly to the south, and that once building is complete there would be no visual impact on the majority of principal receptors, and with tree planting on the eastern boundary as mitigation, the slight adverse visual impact at Harrison Lane (PV9) would reduce in the long term.

The proposed scheme, as amended, retains more of the existing vegetation and trees along the eastern boundary further screening views of the proposed development. The magnitude of visual impacts on receptors at Harrison Lane

(PV9), Fulwood Hall and Bole Hill Farm are considered to be negligible with no change in significance. As the proposal as amended is smaller in scale with lower eaves height the impacts from all the viewpoints are reduced further.

The Council's Preliminary Landscape Character Assessment (2011) of the countryside around the city identifies the application site as being within an 'Upland Character Area: UP3 Upland Rolling Slopes and Valleys to the West' and describes these areas as where these Pennine foothills have an undulating and, in places, steeply sloping topography with interlocking pattern of fields, including blocks of woodland [with] patches of semi-improved and acid grasslands on steeper slopes with permanent pasture in small fields enclosed by dry stone walls.

It is considered that the applicant's LVIA has assessed the appropriate landscape and principal viewpoints and that this reflects the Council's 2011 Assessment. Overall, it is considered that the conclusions of the LVIA regarding the magnitude and significance of the landscape and visual impacts of the proposed development as amended are sound.

The proposed landscaping masterplan indicates that any temporary disturbance to the site due to construction activities will be remediated by the implementation of a soft landscaping scheme. It is considered that the proposal would not significantly intensify activity on the site post construction and that the permanent impacts of activity generated by the proposed development following construction are likely to be negligible.

Overall, it is considered that whilst the volume of the proposed dwelling would be greater than the existing buildings on the site, much of the new volume would be below the existing ground plane. The 'squaring' of the new building's mass compared to the existing buildings generally 'L-shaped' form, whilst representing a different design approach, has kept the extent of the proposed building to similar parameters of siting, overall width and depth as the existing spread of buildings and has resulted in a significantly lower height of building. The visual impact of the proposed development would be negligible. The contemporary design approach to the new build is acceptable in principle and the quality of the proposed design is good. The proposed building, as amended, uses natural stone for the external facing material and incorporates a green planted sedum roof.

It is considered that the proposed development including the design of the building, its setting within the immediate landscape on the site and its use of natural stone, are acceptable and would not harm the appearance and character of the immediate or surrounding landscape or the Area of High Landscape Value. The proposal complies with UDP Policies GE2, GE4, GE15 and BE6 and NPPF paragraph 170.

In respect to UDP Policy GE5(b), which has moderate weight, the proposed house would be significantly larger than the existing house it replaces.

However the more appropriate test in this case is paragraph 125 (g) of the NPPF, and it is considered that the proposed development would not have a greater impact on the openness of the Green Belt than the existing development, either

visually or spatially. Therefore the proposal, as amended, complies with NPPF paragraph 145(g).

Ecology

UDP Policy GE11 seeks to protect and enhance the natural environment and promote nature conservation.

GE11 conforms in part with the NPPF, which focuses on biodiversity net gain, and so has moderate weight.

NPPF paragraph 170 states that planning policies and decisions should contribute to and enhance the natural and local environment by, amongst other measures, (d) minimising impacts on and providing net gains for biodiversity including by establishing coherent ecological networks that are more resilient to current and future pressures.

NPPF paragraphs 174 to 177 relate to habitats and biodiversity. NPPF paragraph 175 identifies the principles that apply when determining planning applications regarding impact on biodiversity and habitats.

The applicant's submitted Bat Survey reports state that a survey in 2016 identified two small Common Pipistrelle roosts in the detached outbuilding to the east side of Bennett Cottage, and as a result a further daytime and dusk emergence bat survey of the site was carried out in 2017. A repeat survey was undertaken in 2020. The 2017 and 2020 surveys identified no bat field signs around the roof of the outbuilding or around the interior of the outbuilding. Overall the outbuilding was assessed as providing a very low potential for roosting bats with no signs of existing roosts.

The dwelling was identified as having a moderate roosting potential due to occasional voids around the eaves, however no roosts were identified in the 2017 survey. No bats were identified emerging from the outbuilding or from the dwelling in the 2017 survey. No bats were identified emerging from the outbuilding in the 2020 survey.

The 2017 and 2020 surveys did record high levels of bat foraging activity on the site.

The 2017 report assesses that the outbuilding is used as an occasional day roost for small numbers of Common Pipistrelle and that works to demolish this outbuilding will potentially have a high impact on roosting bats if suitable precautions are not put in place. The site as a whole provides a moderate value foraging habitat for bats. It states that with a sensitive lighting scheme the proposed development will have minimal impact on foraging or commuting bats and won't fragment foraging habitats. The report outlines a mitigation strategy for working methods, timing and mitigation including the installation of two habitat boxes incorporated into the walls of the building and faced with stone. The 2020 survey concurred that the previous findings that the outbuilding contains an

occasionally used day roost of Common Pipistrelle bats remain accurate and recommended that the previously outlined mitigation strategy be adhered to.

It is considered that the proposed removal of 12 trees identified will not harm or sever the tree belt around this site and will not have a significant impact on habitat or wildlife corridors.

The Council's Ecology Unit has no objections to the proposed development. Conditions will be required to secure the mitigation strategy, bat licence, and incorporation of appropriate planting in the landscape scheme.

It is considered that the proposed development would not significantly harm matters of ecological interest and provides appropriate mitigation. The proposal complies with UDP Policy GE11 and NPPF paragraphs 170 and 174 to 177.

Effect on the Amenities of Nearby Residents in Locality

Mill Lane Farm and Cottage Mill are on the south side Mayfield Road opposite the entrance to the application site. To the north, there are residential properties at Bennett Grange, the row of houses at Jeffrey Green and at Birks Farm off Harrison Lane and Brown Hills Lane. To the east are Fulwood Hall on Harrison Lane, a group of several properties around the junction of Harrison Lane/Blackbrook Road, and there is a group of properties at the junction of Mayfield Road/David Lane.

The southern end of the grounds of Bennett Grange adjoin the application site. The house at Bennett Grange is approximately 90 metres to the north of Bennett Cottage. The tree belt on the northern boundary of the application site between these two properties is to be retained. It is considered that the proposed development would not overlook or otherwise harm the living conditions of occupants of Bennett Grange. The substantial separation distances of 100 metres and over to other nearby houses in the locality would ensure that the proposal would not harm the amenities of occupiers of those buildings.

The proposal retains sufficient open land within its curtilage and would not result in overdevelopment of the site.

It is considered that there would be sufficient separation distances between the proposed dwelling and nearby residential properties to ensure that there would be no overbearing, overshadowing, overlooking or other adverse impacts on the living conditions of residents in the locality.

Community Infrastructure Levy

The Community Infrastructure Levy (CIL) is applicable to this development.

In this instance the applicant is seeking self-build exemption relief from the levy.

SUMMARY

The site and existing buildings at Bennett Cottage are not a designated heritage asset.

The Mayfield Valley Area of Special Character is not a designated heritage asset.

In weighing applications that directly or indirectly affect non-designated heritage assets, the NPPF advises that a balanced judgement will be required, having regard to the scale of any harm or loss and the significance of the heritage asset.

Whilst the outward appearance of the building is of a traditional form and materials which have a moderate contribution to the character of the locality, the cottage and former barn have been substantially altered.

On balance, the building has a less than moderate significance as a undesignated heritage asset, and with regard to the scale of harm, its loss and significance as a heritage asset, it is considered that its loss would not be significant and would not significantly harm the character and appearance of the Mayfield Valley Area of Special Character.

There are designated heritage assets (listed buildings) at 5 nearby properties. It is considered that, given the treed setting and limited scale of the proposed development, the immediate and extended environment of the listed buildings, and the distances between the proposed development and these listed buildings, the proposal would not harm the special architectural or historic interest or the setting of listed buildings in the locality.

The contemporary design approach to the new build is acceptable in principle. The quality of the proposed design is good. The proposed building, as amended, uses natural stone for the external facing material and incorporates a green planted sedum roof. The proposed building would be complementary in scale, form, appearance and materials to its setting.

In respect to UDP Policy GE5(b), which carries moderate weight, the proposed house would be significantly larger than the existing house it replaces.

However the more relevant test under the NPPF is paragraph 145(g). It states that the redevelopment of previously developed land is not inappropriate provided the proposed development would not have a greater impact on the openness of the Green Belt than the existing development.

Bennett Cottage and its curtilage comprises previously-developed land for the purposes of paragraph 145(g) of the NPPF.

Overall, whilst the volume of the proposed dwelling would be greater than the existing buildings on the site, much of the new volume would be below the existing ground plane. The 'squaring' of the new building's mass compared to the existing buildings generally 'L-shaped' form, whilst representing a different design approach, has kept the extent of the proposed building to similar parameters of siting, overall width and depth as the existing spread of buildings and has resulted in a significantly lower height of building. It has been ascertained that the visual

impact of the proposed development would be negligible. The contemporary design approach to the new build is acceptable in principle and the quality of the proposed design is good.

It is considered that the proposed development would not have a greater impact on the openness of the Green Belt than the existing development. Therefore the proposal is not inappropriate development in the Green Belt and complies with NPPF paragraph 145(g).

It is considered that the visual impact of this change upon the surrounding landscape will be negligible. In this instance, the proposed development including the design of the building, its setting within the immediate landscape on the site and its use of natural stone, are acceptable and would not harm the appearance and character of the immediate or surrounding landscape or the Area of High Landscape Value.

The proposed development would not significantly harm matters of ecological interest and provides appropriate mitigation.

There would be sufficient separation distances between the proposed dwelling and nearby residential properties to ensure that there would be no significant adverse impact on the living conditions of residents in the locality.

There are no highway safety implications.

In relation to paragraph 11 of the NPPF, as Sheffield can demonstrate a five year housing supply the most important policies in the determination of this application are not automatically considered to be out of date. The most important local policies in the determination of this application, which in this case revolve around the Green Belt, design, ecology, landscape and heritage impacts, do, when considered as a collection, align with the NPPF. As such section d) of paragraph 11 is not applied in this instance.

In addition to complying with NPPF paragraph 145(g), the proposal complies with UDP Policies GE2, GE4, GE11, GE15, BE5, BE6, BE15, BE17, BE18 and BE20, Core Strategy Policies CS74, and the Government's planning policy guidance contained in the NPPF in particular paragraphs 109, 124, 127, 170, 174 to 177, and 184 to 202.

RECOMMENDATION

It is recommended that planning permission is granted subject to conditions.