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Case Number	19/01970/OUT (Formerly PP-07621419)
Application Type	Outline Planning Application
Proposal	Outline planning application for residential development of up to 67 dwellings (All matters reserved except Access) (Amended supporting submissions)
Location	Wiggan Farm 30 Towngate Road Sheffield S35 0AR
Date Received	30/05/2019
Team	West and North
Applicant/Agent	DLP Planning Ltd
Recommendation	Grant Conditionally Subject to Legal Agreement

## **Time Limit for Commencement of Development**

1. The development shall not be commenced unless and until full particulars and plans thereof shall have been submitted to the Local Planning Authority and planning approval in respect thereof including details of (a) Appearance, (b) Landscaping, (c) Layout and (d) Scale (matters reserved by the permission) shall have been obtained from the Local Planning Authority.

Reason: Until full particulars and plans of the development (including details of the matters hereby reserved) are submitted to and approved by the Local Planning Authority they cannot agree to the development proceeding.

2. Application for approval in respect of any matter reserved by this permission must be made 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.

3. The development shall be begun not later than whichever is the later of the following dates:- the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

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

Planning Act.

**Approved/Refused Plan(s)**

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

Redline application site plan published 31st May 2019  
Site access Plan and Highways works ref: YK976-2M.1

Reason: In order to define the permission.

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

5. Any intrusive investigation recommended in the Phase I Preliminary Risk Assessment Report shall be carried out and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

6. Any remediation works recommended in the Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

7. The works of demolition hereby authorised shall not be carried out before a contract for the carrying out of the works of redevelopment of the site has been made, evidence that such a contract has been made has been submitted to and approved by the Local Planning Authority and planning permission has been granted for the redevelopment for which the contract provides.

Reason: To ensure that premature demolition does not take place and result in an undeveloped site, some time before rebuilding, which would be detrimental to the visual character of the locality.

8. No development shall commence until full details of the proposed surface

water drainage design, including calculations and appropriate model results, have been submitted to and approved by the Local Planning Authority. This shall include the arrangements and details for surface water infrastructure management for the life time of the development. The scheme shall detail phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided. Should the design not include sustainable methods evidence must be provided to show why these methods are not feasible for this site. The surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of a phase shall be brought into use until the drainage works approved for that part have been completed.

Reason: In the interests of sustainable development and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences in order to ensure that the proposed drainage system will be fit for purpose.

9. No development shall commence until detailed proposals for surface water disposal from the south western part of the site (occupied by buildings and structures), including calculations to demonstrate a 30% reduction compared to the existing peak flow based on a 1 in 1 year rainfall event have been submitted to and approved in writing by the Local Planning Authority. This will require the existing discharge arrangements, which are to be utilised, to be proven and alternative more favourable discharge routes, according to the hierarchy, to be discounted. Otherwise greenfield rates (QBar) will apply.

An additional allowance shall be included for climate change effects for the lifetime of the development. Storage shall be provided for the minimum 30 year return period storm with the 100 year return period storm plus climate change retained within the site boundary. The development shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of sustainable development and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences in order to ensure that the proposed drainage system will be fit for purpose.

10. Prior to any works commencing on site, full details of the following shall have been submitted to and approved in writing by the Local Planning Authority, and the construction works shall only be progressed in accordance with the approved details:
  - a. Construction method statement.
  - b. Phasing of the works.
  - c. Any temporary site access for construction traffic.

- d. Location of site compound and any temporary car parking arrangements for contractors.
- e. Hoarding locations (also in relation to the public footpath flanking the western boundary).
- f. Haulage routes.
- g. Any times when construction works and movement of construction traffic will be restricted (owing to the close proximity of pupils walking to school).
- h. Full details of equipment 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.

Reason: In the interests of highway safety and the amenities of the locality.

11. Development shall not commence until a Construction Environmental Management Plan (CEMP) has been submitted to and approved by the Local Planning Authority. The CEMP shall assist in ensuring that all site activities are planned and managed so as to prevent nuisance and minimise disamenity at nearby sensitive uses, and will document controls and procedures designed to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, air quality and pollution control measures.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

12. No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority, identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources, or agreed measures to achieve the alternative fabric first approach, shall have been installed/incorporated before any part of the development 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 equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

Reason: In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change and given that such works could be one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences.

13. Prior to the submission of any reserved matters application, an archaeological evaluation of the application area will be undertaken in accordance with a Written Scheme of Investigation (WSI) that has been submitted to and approved in writing by the Local Planning Authority.

Drawing upon the results of this field evaluation stage, a mitigation strategy for any further archaeological works and/or preservation in situ shall be submitted to and approved in writing with the Local Planning Authority and then implemented.

Reason: To ensure that the site is archaeologically evaluated in accordance with an approved scheme and that sufficient information on any archaeological remains exists to help determine any reserved matters.

14. No development shall commence until full details of measures to protect the existing TPO 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.

15. On or before submission of the Reserved Matters applications a Landscape and Biodiversity Enhancement Master Plan shall be submitted and approved in writing by the Local Planning Authority. The content of the Plan shall include:
  1. An assessment of baseline conditions set out in the ecological reports (Brindle & Green, PEA October 2020 and Protected Species Survey October 2018) and species surveys submitted with the outline application to establish if there have been any changes in the presence and/or abundance of protected species and identify any likely new ecological impacts.
  2. Provision and specification of bird nesting and bat roosts (boxes) opportunities within/adjoining the site.
  3. Where the survey results indicate that changes have occurred that will result in ecological impacts not previously considered as part of this outline application, the originally approved ecological mitigation measures shall be revised and new or amended measures, and a timetable for their implementation, shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.
  4. Aftercare and long-term management and maintenance of ecological features including an appropriate monitoring strategy.

Works shall then be carried out in accordance with the revised approved ecological mitigation measures and timetable.

Reason: To ensure the ecological interests of the site are maintained and that no offence is committed in respect of protected species legislation.

16. Prior to the commencement of the development and the demolition of buildings an up to date bat survey for the development shall be submitted to and approved in writing by the Local Planning Authority.

The report shall include the following:

- A. An up to date bat survey of the relevant buildings/trees affected to confirm the absence/presence and location of bat roosts (internal and external inspections of buildings as required);
- B. Mitigation and avoidance measures during demolition/clearance works;
- C. Time scales for the demolition and clearance of the relevant buildings.

The development shall be carried out and completed in strict accordance with the approved bat survey, mitigation and avoidance measures and agreed demolition timescales. If the relevant buildings are not demolished in the timescales agreed under part C) of this condition further bat surveys will be required in accordance with parts A), B) and C) of this condition.

Reason: To ensure that bats, a protected species, are not adversely affected by the development and to ensure that development.

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

17. No above ground works shall commence until the highways improvements (which expression shall include traffic control, pedestrian and cycle safety measures) listed below have either:

a) been carried out; or

b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before development is brought into use and the development shall not be brought into use until the highway improvements listed below have been carried out.

Highways Improvements:

1. Provision of a 2 metres wide footway across the Towngate Road frontage to the development site.
2. Provision of a new junction off Towngate Road serving the development site, with dropped kerbs and tactile paving.
3. Provision of a parking layby on the south side of Towngate Road.
4. Promotion of a Traffic Regulation Order in the vicinity of the development

site (waiting/loading restrictions) in accordance with the usual procedures, and provision of associated traffic signs and road markings.

5. Any accommodation works to street lighting columns, highway drainage, traffic signs, road markings, statutory undertakers equipment and general street furniture deemed necessary as a consequence of the development.

Reason: To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development, and in the interests of protecting the free and safe flow of traffic on the public highway.

18. Prior to the improvement works indicated in the preceding condition being carried out, full details of these improvement works shall have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety and the amenities of the locality.

19. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of proposals for the inclusion of public art within the development shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall then be implemented prior to the occupation of the development.

Reason: In order to satisfy the requirements of Policy BE12 of the Unitary Development Plan and to ensure that the quality of the built environment is enhanced.

20. Upon completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The development shall not be brought into use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to validation of capping measures and validation of gas protection measures.

Reason: In order to ensure that any contamination of the land is properly dealt with.

21. Before any above ground works a detailed Employment and Training Strategy, which is designed to maximise local opportunities for employment from the construction phase of development, has been submitted to and approved by the Local Planning Authority.

The Strategy shall include a detailed implementation plan, with arrangements to review and report back on progress achieved to the Local Planning Authority. Thereafter the Strategy shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the economic and social benefits for local communities from the proposed development.

22. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of the provision, distribution and specification of electrical car charging facilities within the development shall be submitted and approved in writing. Thereafter the electrical car charging facilities shall be provided in accordance with the approved details and retained.

Reason: In the interest of sustainability and minimising the impacts of climate change.

23. No building or other obstruction including landscape features shall be located over or within 3 metres either side of the centre line of the water main i.e. a protected strip width of 6 metres, that crosses the site. Trees shall not be planted within 5 metres either side of the centre-line of the aforementioned water main.

If the required stand-off distance is to be achieved via diversion or closure of the water main, the developer shall submit evidence to the Local Planning Authority that the diversion or closure has been agreed with the relevant statutory undertaker and that prior to construction in the affected area, the approved works have been undertaken. Furthermore, if the water main is to remain in situ, no construction works in the relevant area(s) of the site shall commence until measures to protect the public water supply infrastructure that is laid within the site boundary have been implemented in full accordance with details that have been submitted to and approved by the Local Planning Authority. The details shall include but not be exclusive to the means of ensuring that access to the pipe for the purposes of repair and maintenance by the statutory undertaker shall be retained at all times.

Reason: In the interest of public health and maintaining the public water supply

24. Should the clearance of site vegetation and/or trees take place within the bird nesting season (March to August inclusive) a pre site clearance check shall be carried out by a suitably qualified ecologist no more than 48 hours before works commence to establish the presence of nesting birds. If active bird nests are present clearance works can only proceed once all chicks have fledged.

Reason: In order to ensure that nesting birds are not adversely affected by the development.

25. The submitted framework travel plan is approved. Prior to the occupation of any part of the development, a detailed Travel Plan(s), designed to: reduce the need for and impact of motor vehicles, including fleet operations; increase site accessibility; and to facilitate and encourage alternative travel modes, shall have been submitted to and approved in writing by the Local

Planning Authority. Detailed Travel Plan(s) shall be developed in accordance with a previously approved Framework Travel Plan for the proposed development, where that exists.

The Travel Plan(s) shall include:

1. Clear and unambiguous objectives and modal split targets;
2. An implementation programme, with arrangements to review and report back on progress being achieved to the Local Planning Authority in accordance with the 'Monitoring Schedule' for written approval of actions consequently proposed;
3. Provision for the results and findings of the monitoring to be independently verified/validated to the satisfaction of the Local Planning Authority;
4. Provisions that the verified/validated results will be used to further define targets and inform actions proposed to achieve the approved objectives and modal split targets.

On occupation, the approved Travel Plan(s) shall thereafter be implemented, subject to any variations approved in writing by the Local Planning Authority.

Reason: In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield

26. Within 3 months of the commencement any phase of the development the applicant shall submit a lighting scheme, giving details of the lighting scheme (building and free standing) and the impact of light from the development. The report shall demonstrate that the lighting scheme is designed in accordance with The Institution of Lighting Professionals document GN01: 2011 'Guidance Notes for the Reduction of Obtrusive Light' and shall be designed with specific reference to protecting trees and any light sensitive ecological mitigation measures from obtrusive lighting.

The development shall be carried out and thereafter retained in accordance with the approved details. [The guidance notes are available for free download from the 'resources' pages of the ILE website.]

Reason: In the interests of ecology, the amenities of the locality and occupiers of adjoining property.

### **Other Compliance Conditions**

27. All development and associated remediation shall proceed in accordance with the recommendations of the approved Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works should cease and the Local Planning Authority and Environmental Protection Service (tel: 0114 273 4651) should be contacted immediately. Revisions to the Remediation

Strategy shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

Reason: In order to ensure that any contamination of the land is properly dealt with.

28. Surface water discharge from the eastern section (green field part of the site) of the completed development shall be restricted to a maximum flow rate of (3.5 litres per second).

Reason: In order to mitigate against the risk of flooding.

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. The developers' attention is drawn to the attached extract from the South Yorkshire Act 1980, regarding access for the Fire Brigade.
3. Where highway schemes require developers to dedicate land within their control for adoption as public highway an agreement under Section 38 of the Highways Act 1980 is normally required.

To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact:

Mr S Turner  
Highway Adoptions  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

Tel: (0114) 273 4383  
Email: [stephen.turner@sheffield.gov.uk](mailto:stephen.turner@sheffield.gov.uk)

4. The applicant is advised that noise and vibration from demolition and

construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0800 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from the Environmental Protection Service, Howden House, Union Street, Sheffield, S1 2SH, tel. 0114 2734651.

5. Before commencement of the development, and upon completion, you will be required to carry out a dilapidation survey of the highways adjoining the site with the Highway Authority. Any deterioration in the condition of the highway attributable to the construction works will need to be rectified.

To arrange the dilapidation survey, you should contact:

Highway Co-Ordination

Telephone: 0114 273 6677

Email: [highways@sheffield.gov.uk](mailto:highways@sheffield.gov.uk)

6. Section 80 (2) of the Building Act 1984 requires that any person carrying out demolition work shall notify the local authority of their intention to do so. This applies if any building or structure is to be demolished in part or whole. (There are some exceptions to this including an internal part of an occupied building, a building with a cubic content of not more than 1750 cubic feet or where a greenhouse, conservatory, shed or pre-fabricated garage forms part of a larger building). Where demolition is proposed in City Centre and /or sensitive areas close to busy pedestrian routes, particular attention is drawn to the need to consult with Environmental Protection Services to agree suitable noise (including appropriate working hours) and dust suppression measures.

Form Dem 1 (Notice of Intention to Demolish) is available from Building Control, Howden House, 1 Union Street, Sheffield S1 2SH. Tel (0114) 2734170

Environmental Protection Services can be contacted at Development Services, Howden House, 1 Union Street, Sheffield, S1 2SH. Tel (0114) 2734651

7. 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.

8. The applicant is advised that 'Talent Sheffield' is a Sheffield City Council initiative delivered through the Invest Sheffield and Opportunity Sheffield teams, to ensure that investors and developers in the City receive the support required to meet the commitments in the Inclusive Employment and Development Plan and deliver the maximum possible benefits to Sheffield people and its communities.
9. The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CEMP should include, as a minimum:

- Reference to permitted standard hours of working;
- 0730 to 1800 Monday to Friday
- 0800 to 1300 Saturday
- No working on Sundays or Public Holidays
- Prior consultation procedure (EPS & LPA) for extraordinary working hours arrangements.
- A communications strategy for principal sensitive parties close to the site.
- Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for;
- Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
- Vibration.
- Dust - including wheel-washing/highway sweeping; details of water supply arrangements.
- A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.
- A noise impact assessment - this should identify principal phases of the site preparation and construction works, and propose suitable mitigation measures in relation to noisy processes and/or equipment.
- Details of site access & egress for construction traffic and deliveries.
- A consideration of potential lighting impacts for any overnight security lighting.

Further advice in relation to CEMP requirements can be obtained from SCC Environmental Protection Service; Commercial Team, Fifth Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at [eps.commercial@sheffield.gov.uk](mailto:eps.commercial@sheffield.gov.uk).

10. The development should be designed and be built to Secured by Design standards. Please see link to SBD New homes 2019. Registration for Secured by Design Developer's award can be found at [www.securedbydesign.com](http://www.securedbydesign.com)

Should you wish to discuss these recommendations, please contact:

Dene Tinker  
Designing Out Crime Officer  
South Yorkshire Police

Snig Hill Police Station  
Sheffield S3 8LY  
Tel: 011142964929  
e-mail: Dene.tinker@southyorks.pnn.police.uk

11. You are required, as part of this development, to carry out works within the public highway. You must not start any of this work until you have received formal permission under the Highways Act 1980 in the form of an S278 Agreement. Highway Authority and Inspection fees will be payable and a Bond of Surety required as part of the S278 Agreement.

You should contact the S278 Officer for details of how to progress the S278 Agreement:

Mr J Burdett  
Highways Development Management  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

Tel: (0114) 273 6349  
Email: james.burdett@sheffield.gov.uk

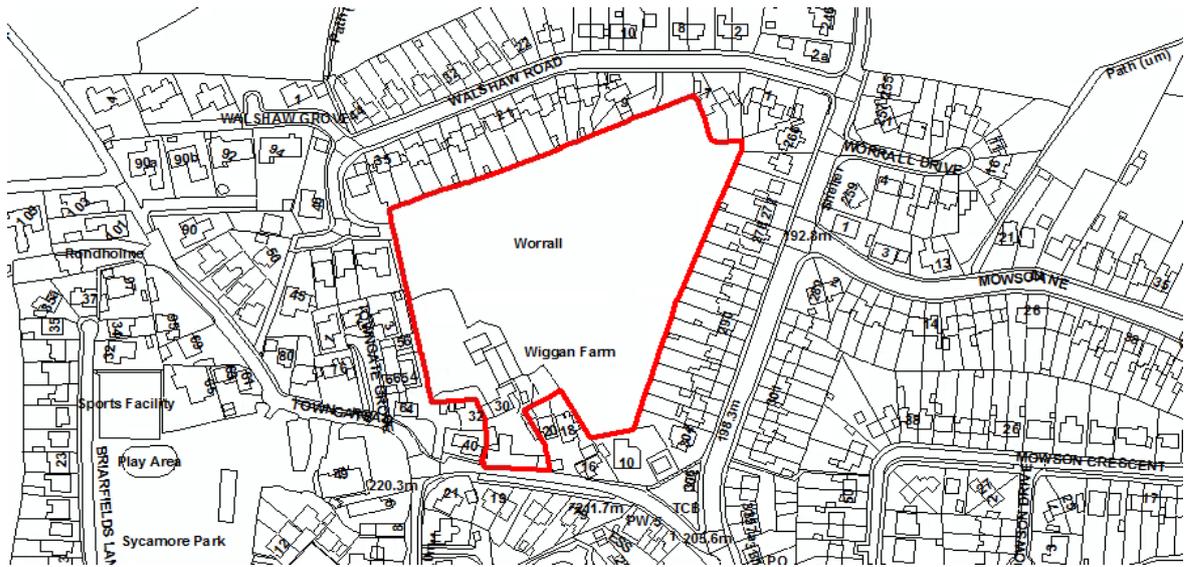
12. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group prior to commencing works:

Telephone: 0114 273 6677  
Email: highways@sheffield.gov.uk

They will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.

13. The applicant should be aware that a legal agreement has been completed in respect of this proposal.
14. A 4" live water main is located partially along inside edge of the site boundary and could be affected by landscaping works and the vehicular access. Reserved matters submission(s) must take account of the presence of the pipe. For further information about the water main, the developer should contact: tech\_support.engineer\_south@yorkshirewater.co.uk

## Site Location



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## LOCATION AND PROPOSAL

This application relates to approximately 2 hectares of land located in the centre of the Village of Worrall. Approximately 1.7 hectares of the site is a steeply sloping field, the remaining 0.3 hectares is occupied by a farmhouse, ancillary farm buildings and hardstanding. A covered silage mound and a large quantity of wrapped hay bales are also present on site.

The site is in a Housing Area as defined in the adopted Sheffield Unitary Development Plan (UDP) and is surrounded by residential properties. All existing buildings within the site including the stone built farmhouse and barn which sits parallel to and alongside Towngate Road are to be demolished to form the site access.

There are several mature trees along the eastern site boundary which are protected by a Tree Preservation Order (TPO).

Outline permission for up to 67 dwellings is proposed. Means of access is the only matter under consideration. The appearance, landscaping, layout and scale (reserved matters) of the development are reserved for subsequent approval.

## PLANNING HISTORY

99/01599/FUL – Erection of 47 dwelling houses with garages and provision of associated roads and drainage – Refused.

## SUMMARY OF REPRESENTATIONS

The application was advertised by letter, site notices and a newspaper advert. 130 letters of objection have been received. The issues raised are summarised as follows:

### Highways

- The existing road network cannot cope with the volume of traffic and additional demands of this development.
- Haggstones and other surrounding roads are congested at busy times.
- The majority of Towngate Road is single carriageway and residents park making it hazardous for cars to pass each other, it is also used as a cut through to get to Kirk Edge Road.
- There is poor visibility to and from the proposed access.
- Safety issues on Towngate Road especially in bad weather, Top Road is only single width.
- Public transport services are inadequate, are already stretched, and have been reduced to an hourly frequency.
- The lack of public transport services will not help with the Council's aim of reducing single occupancy car journeys.

- There is only a footway on one side of Towngate Road creating safety issues for pedestrians, children accessing Bradfield School and the elderly attending the Worrall Memorial Hall.
- Roads are poorly maintained and there is a lot of commuter traffic in Worrall as drivers attempt to avoid congested areas of the city.
- An alternative access from Walshaw Road would be preferable from a safety and capacity perspective.
- There will be an increase in traffic accidents and deaths.
- Inadequate parking is provided for future residents and there would be a loss of parking for local people.
- The transport assessment is inaccurate – speed limits on nearby roads have not been recorded correctly, surveys were not carried out at the correct times (during half term) and there is no recognition of the volume of Heavy Goods Vehicles that use the surrounding roads.
- The development is contrary to CS23 of the Core Strategy as it is not a sustainable development.
- The development would exacerbate parking issues at Oughtibridge Primary School.
- It is unclear if the existing public footpath to the west of the site will be affected, it is an important route for local people.
- The travel plan measures will have little impact.
- The gradients around the site are very steep and do not encourage walking.

#### Design and layout

- There will be a loss fields and farm which contain historic building that contribute to the rural character of the village.
- Development is out of character with existing dwellings and should be constructed in a rural style.
- The density is too high and results in an overdevelopment of the site.
- A previous application for 47 houses was refused for overdevelopment and because it did not retain the existing farmhouse.
- Size, height and positioning of dwellings is unacceptable, particularly considering the sloping topography of the area.
- Previous cabinet reports states that the site can only accommodate 40 dwellings, why is the density now being increased?
- The presence of the farm and the open fields creates a sense of openness.
- Minimal gaps are left between properties to enhance views, contrary to the guidance in the South Yorkshire Residential Design Guide.
- New buildings should be constructed in natural stone, red brick, slate roof coverings and have high quality boundary treatment.

#### Ecology and Landscape issues

- Inadequate consideration of the impact on wildlife.
- Sheffield City Council have a legal obligation to protect bat roosts and habitat. They cannot be removed without a relevant European Bat license.
- There are bats living in the barn and foraging in the area.
- Barn owls hunt on the fields and live in the barn which is to be demolished.

- Several other species including birds, hedgehog's, badgers, shrews, voles etc. are present on the site.
- Trees on the site boundary are protected by TPO and will be affected.

#### Amenity

- Adjoining properties would be overlooked and privacy reduced.
- Large dwellings would be overbearing because of the topography of the site.
- Noise would increase and air quality would be affected by increase vehicle movements
- The construction process, associated traffic generation and movement of plant and equipment would have a negative impact on the amenities of residents.
- Lighting would affect the amenity of neighbours.

#### Other issues

- Planning consent has been refused on this site before.
- Infrastructure in the village is inadequate to cope with additional demand.
- Extra pressure has already been put on local services from other recently built or planned developments.
- School places are limited, or oversubscribed, and local health care facilities are operating above capacity. Existing infrastructure cannot support this development.
- Expansion of local schools would be detrimental to the quality of teaching/education offered.
- The proposal will reduce opportunities for other children in the area to access local schools.
- Affordable housing is not being provided for young people.
- Properties should not be allowed to be bought to let; they should be for local people.
- Surface water run off causes waterlogging of adjoining properties garden.
- Not enough information to determine the green or sustainability credentials of the proposal.
- Cumulative loss of green space in the Upper Don Valley when the development is considered alongside other developments.
- There are more suitable Brownfield sites elsewhere.
- Houses should be built where there are existing services.
- A smaller development would be more appropriate.
- Worrall will be nothing more than another suburb of the city.
- Increased demand on surface and sewage infrastructure.
- The development does not benefit local people who want to stay in the area.
- Farming should be encouraged for food production and biodiversity.
- Insufficient consultation has been carried out and the Council does not take account of resident's views.
- There has been no meaningful engagement with residents in advance of the submission of the application.
- Who would be responsible for maintaining trees on the site boundary?
- The farm is still used, grass is grown, cut and bailed and used for feed.
- Loss of value of surrounding houses.

- The development will affect property values.
- Retaining wall between house and garden and house foundations could be affected by heavy lorries and machinery.
- Who will take responsibility for the maintenance of trees on site?  
The development should have been more widely publicised in the community by the developer.
- Increase in waste.
- Cynical exercise to make a profit on a small piece of land for a few people.
- Houses will be bought by investors to let.
- Time frame to submit comments is inappropriate for the size of development
- Loss of views.

Worrall Environmental Group object on the following grounds:

- Substantial increase in traffic far in excess of the capacity of the roads to cope and will cause safety issues.
- The loss of the buildings, dating from the 1700's, will harm the heritage of the village.
- Destruction of the natural environment of bats and hedgehogs.
- Impact on local services – education, medical, emergency services and public transport.
- Local school children cannot get places at the local school already.
- There are no affordable houses and few bungalows.
- Overdevelopment of the site.

Councillors David Baker and Penny Baker have objected to the proposal. The grounds for objection are:

- Overdevelopment of the site.
- Loss of infrastructure.
- Impact on the biodiversity of the site.
- Insufficient school places in the area.

Councillor Vicky Priestly objected on the following grounds:

- Overdevelopment of the site.
- Development removes and does not enhance the character of the area.
- New properties are too dominant and will cause a loss of privacy.
- Development will create drainage issues for residents below the site from increased hardstanding.
- Winter weather can cause the bus service to stop and some drivers take their cars off the steep hills or they cannot get out. Roads are not gritted so cars park near the main roads to prevent being snowed in. This will worsen with the new development and will also affect the residents living at the bottom of the proposed development who will have to drive up the hill to exit the site.
- Worrall has limited public transport so car trips will increase. Exits onto the main road are already difficult and the development will create increased use of the junctions worsening the problems.

- Towngate Road is unsuitable for the amount of traffic that will be using it.
- There will be increased competition for school places and children will need to be driven to other areas to access facilities.
- There will be an increase in the demand for doctor's appointments.
- There will be a loss of habitat for bats and birds of prey.
- The application creates nothing positive for Worrall. It is an overdevelopment resulting in loss of privacy, open space, wildlife historic buildings and will increase traffic problems. It will spoil the character of the village.

Bradfield Parish Council have objected on the following grounds:

- Overdevelopment of the site.
- Loss of privacy to existing houses due to land levels.
- Loss of green space.
- Loss of historic buildings.
- Impact on wildlife. The wildlife corridor should be preserved.
- Application not advertised properly.
- Single track access to site unsuitable, increase in traffic accessing the site including delivery vehicles.
- Reduction in pedestrian safety.
- Loss of village character.
- Infrastructure (education and health) unable to cope with increased demands
- Concern over flooding in exceptional circumstances.

Hallamshire Historic Buildings has objected on the following grounds:

- The barn and farmhouse are valued heritage assets that make a significant contribution to the local historic environment and the setting of the listed buildings, 64 and 66 Towngate Road and Fox House.
- Demolition would harm the setting of the listed buildings and erase the remaining record of farming which brought the village into existence.
- The character of the area is defined by the older buildings including the barn and farmhouse at Wiggan Farm. The barn is highly visible, creates a characteristic streetscape preserving an agricultural use and is also an attractive building.
- The Heritage Statement fails to examine the significance of the building contrary to the guidance in the NPPF and UDP policies BE5(i) and BE20 which for the re-use of good buildings and encourage the retention of local historic buildings.
- The Planning (Listed Buildings and Conservation Areas) Act 1990 required LPA's to have special regard to the desirability of preserving the building or its setting and when considering if the public benefits outweigh that presumption, should give the preservation considerable importance and weight. NPPF para 194 requires any harm to have clear and convincing justification.

- The presumption in favour of sustainable development does not apply where other framework policies including heritage protection policies provide a reason to refuse, as defined in NPPF para 8 and para 11) d) (i).
- Where there is harm, there is an obligation to consider alternatives. In this case there is an alternative which is to take access from Walshaw Road which is preferable in highway safety terms.
- If in highway terms the application is acceptable, any permission should make it clear that approval has not been granted for the impact on heritage and that reserved matters approval is unlikely to be given to the proposal due to the effect on heritage assets.
- A condition should be imposed prohibiting any demolition until all reserved matters have been approved.

Sheffield and Rotherham Wildlife Trust has commented as follows:

- House sparrows are mentioned briefly on the submitted report but there is no mention of barn swallows. A repeat survey should be carried out for this species and adequate owl surveys.
- There is no adequate mitigation or compensation for birds, or any ecology or green infrastructure included so the development is unlikely to provide a biodiversity gain. As well as tree planting, there could be ecological enhancement for birds and bats and a range of high-quality roosting features built into all the buildings. Porous boundary treatments should be used to allow the passage of hedgehogs and other small mammals
- The recommended additional bat surveys are supported and should be commissioned as soon as possible surveys prior to any demolitions should also take place.
- Additional green infrastructure should be provided such as native tree and shrub planting and/or wildflower areas.
- An Ecological Design Strategy should be required as a condition should permission be granted.

In support/neutral comments:

- The development will enhance the village if infrastructure is enhanced.
- More bungalows could be provided so people wishing to downsize can stay in the village.
- It would be great to consider affordable housing for local people.
- Several village businesses would benefit from the development.
- All homes should be provided with electric charging points to encourage greener cars and getting the homes more sustainable and future proofed.

A second round of public consultation was undertaken in November 2020 following updates to the heritage, ecology and planning statements.

An additional 44 comments were received, 43 objections and 1 letter of support.

Only new issues raised have been summarised:

- All previous objections should be considered.

- The amended reports do not address residents' concerns.
- A housing development has been refused on this site before.
- The site is in the Green Belt.
- It is optimistic to assume that residents would only have one car.
- Comments made during the pre-application consultation were not taken seriously by the developer.
- Public transport enhancements are required.
- Fencing and boundary treatment will harm the character of the area.
- There is continuing evidence of bat activity in the trees on the site edges.
- Fences and boundary treatment will stop the passage of wildlife.
- The importance of historical buildings is increased as a result of previous development.
- Increased hard surfacing will increase flood risk for surrounding properties.
- A road safety audit should be carried out.
- The destruction of heritage assets will damage the character of the area.
- The ecology surveys are inaccurate, several different species have been seen on the site.
- Impacts on the quality of life of residents.
- There will be an overwhelming impact on the wider communities of Oughtibridge, Worrall and Stocksbridge from all the recent development that has been permitted.
- The re-opening of the pub has increased on-street parking.
- Loss of property values.

#### Hallamshire Historic Buildings

- Previous objections reiterated.
- The demolition of a heritage asset of great local significance will cause harm to the setting of listed buildings. This is sufficient to engage the strong presumption against granting permission contained in the Planning (listed Building and Conservation Areas) Act 1990 s66 (1) and the courts requirement to rigorously consider alternatives that avoid harm.
- Council officers have already identified an alternative access to the site and as the applicants continue to decline this offer the application should be refused.
- As buildings are not being reused no claim can be made of environmental sustainability. It does not support the NPPF aims that the planning system should support a transition to a low carbon future, which encourages the reuse of existing resources including buildings.

#### Neutral/Support

- A fantastic addition to the area where housing is needed and avoids development on flood plains.

#### Olivia Blake MP objects on the following Grounds:

- Overdevelopment. Worrall is a small village and cannot accommodate a development of this size.

- Concerns with the loss of the historic barn and which would entail the destruction of a heritage asset that makes an important contribution to local history.
- Demolition is costly and wasteful, and it is disappointing that the buildings could not be reused.
- Loss of valuable green space that is of ecological value resulting in a loss of wildlife.
- Worrall is surrounded by Green Belt and there is concern that this development pave the way for future developments on sites we should be protecting.
- There will be a negative impact on local infrastructure particularly schools.
- There is insufficient transport infrastructure to support the development.
- Highways safety concerns as a result of 67 houses being built, Towngate Road is narrow as are the footpaths. There are tight bends and these factors have not been adequately considered.
- The development does not address affordable housing needs and a revised application for less dwellings, reused existing buildings and reduced carbon emission would be more welcome.

## PLANNING ASSESSMENT

### Policy Context

The National Planning Policy Framework (NPPF/Framework) sets out the Government's planning priorities for England and describes how these are expected to be applied. The key principle of the Framework is the pursuit of sustainable development, which involves seeking positive improvements to the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

The documents comprising of the Council's Development Plan (UDP and Core Strategy) date back some time and substantially predate The Framework. Paragraph 12 of the Framework does however make it clear that a presumption in favour of sustainable development does not change the status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan, permission should not usually be granted.

The Framework (paragraph 213) also identifies that existing development plan policies should not simply be considered out-of-date because they were adopted or made prior to its publication. Weight should be given to relevant policies, according to their degree of consistency with the Framework. The closer a policy in the development plan is to the policies in the Framework, the greater the weight it may be given.

The assessment of this development also needs to be considered in light of paragraph 11 of the Framework, which states that for the purposes of decision making, where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date,

planning permission should be granted unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development, or
- Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

This is referred to as the “tilted balance”.

In addition to the potential for a policy to be out of date by virtue of inconsistency with the Framework, paragraph 11 makes specific reference to applications involving housing. It states that where a Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites with the appropriate buffer (which for SCC is 5%, pursuant to para 73 of the Framework) the policies which are most important for determining the application will automatically be considered to be out of date.

Set against this context, the development proposal is assessed against all relevant policies in the development plan and the Framework below.

#### Land Use

The entire site is in an allocated Housing Area as defined in the UDP. The development accords with Policy H10 of UDP which identifies housing (use class C3) as the preferred use of land in the policy area.

Policy CS23 states that in the larger villages of Oughtibridge, Worrall and Wharnclyffe Side housing development will be limited to suitable, sustainable sites within the existing built-up. The site is clearly within the built up area of Worrall. The sustainability of the site is considered elsewhere in the report. The principle of the development is acceptable subject to compliance with relevant local and national policies and material considerations.

#### Brownfield/Greenfield Issues

The section of the site that accommodates the existing farmhouse building is classed as brownfield land. The field is a greenfield site. Land last occupied by agricultural buildings including the barn, sheds and related structures on site are excluded from the definition of previously developed land (Annex 2 of the Framework) and are therefore greenfield.

Core Strategy Policy CS24 identifies that no more than 12% of dwelling completions will be on greenfield sites between 2004/05 and 2025/26. In the period to 2025/26, greenfield sites should also only be developed for housing in certain circumstances, including on small sites in urban areas or larger villages where it can be justified on sustainability grounds, and on sustainably located larger sites within or adjoining urban areas provided annual monitoring shows that there is less than a five year supply of deliverable sites.

Completions of properties on greenfield sites have not reached the 12% stated in CS24 and are closer to 5%. Moreover, this is considered to be a reasonably sustainably located site, which makes efficient use of land and is not considered to harm the character of the area.

Unlike CS24, which stipulates a proportionate prioritisation of brownfield land, the Framework actively promotes the reuse of brownfield (previously developed land) but does not specifically advocate a 'brownfield first' approach. Given this, policy CS24 carries reduced weight.

Nevertheless, the proposals are considered to comply with both CS24 and the Framework, which places great emphasis on boosting the supply of homes and attaches great weight to the development of suitable windfall sites within existing settlements such as this for the important contribution they can make to meeting housing requirements.

### Housing Land Supply

The Framework requires local authorities to identify a 5-year supply of specific 'deliverable' sites for housing. CS22 of the Core Strategy sets out Sheffield's housing targets until 2026; identifying that a 5-year supply of deliverable sites will be maintained. However, as the Local Plan is now more than 5 years old, the Framework requires the calculation of the 5-year housing requirement to be undertaken based on local housing need using the Government's standard method.

Sheffield has updated its housing land supply based on the revised assessment regime, and now has a 5.1-year supply of deliverable housing units in accordance with the requirements of the Framework. The government still however attaches significant weight to boosting the supply of new homes. Up to 67 dwellings would make a positive contribution to the City's obligation to maintaining a 5-year supply of deliverable housing. This is attributed weight in the balance of this decision, particularly given how narrow the 5-year supply is.

### Housing Density

Core Strategy Policy CS26 encourages making efficient use of land to deliver new homes at a density appropriate to the location depending on relative accessibility.

The highest density of development is promoted in the most sustainable/accessible locations.

CS26 is consistent with paragraph 122 of the Framework which promotes the efficient use of land subject to the consideration of a variety of factors including housing need, availability of infrastructure/sustainable travel modes, desirability of maintaining the areas prevailing character and setting, promoting regeneration and the importance of securing well designed and attractive places.

The site is approx. 2 hectares and if 67 dwellings are developed this would equate to a density of approximately 33.5 dwellings per hectare. This is reflective of the

density and varied pattern of development in the locality. The density of the scheme is therefore acceptable.

### Loss of Agricultural Land

The site contains 1.7 hectares of agricultural land primarily used for grazing.

Policy GE7 of the UDP is concerned with the protection of the rural economy and agriculture. The permanent loss of the best and most versatile agricultural land should not be permitted and neither should development that seriously harms agricultural activities or the viability of a farm. More up to date policy in the Framework (paragraph 170) requires the wider benefits of natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land - to be recognised.

Footnote 53 of the Framework clarifies that where significant development of agricultural land is demonstrated to be necessary, areas of poorer quality land should be preferred to those of a higher quality. The best and most versatile agricultural land lies in grades 1, 2 and 3a of the Agricultural Land Classification (ALC). The weight attributed to GE7 is reduced as a result of the more flexible approach advocated by the Framework.

Considering the sites limited size and location in the centre of a village there would be no significant loss of agricultural land. Farming activities at the site have dwindled over the years. Only some of the building are used for storage and the field for occasional grazing. The economic impact of the loss of the site is therefore low and to an extent counterbalanced by the economic benefits derived from the proposed development. Furthermore as the land is grade 4 (poor quality) in accordance with the ACL, the development would not result in the loss of the best and most versatile agricultural land that the Framework seeks to protect.

There are no policy objections to the loss of this small parcel of agricultural land.

### Design and Layout

Chapter 12 of the Framework is concerned with achieving well-designed places and paragraph 124 identifies that good design is a key aspect of sustainable development.

Paragraph 127 of the Framework which is concerned with design sets out a series of expectations including ensuring that developments:

- add to the quality of the area;
- are visually attractive as a result of good architecture, layout and landscaping;
- are sympathetic to the local character and surrounding built environment;
- establish and maintain a strong sense of place;
- optimise the potential of a site and create places that are safe, inclusive and accessible.

Policies CS74 of the CS and UDP policies BE5, H14 and H15 all seek to secure high quality developments which are of an appropriate scale and which enhance the character and appearance of the area. These policies are reflective of the aims of the Framework and are considered to carry substantial weight.

The detailed design of the scheme including the layout, scale, external appearance and landscaping are reserved for separate approval. An indicative site layout drawing has been submitted along with formal details of the access from Towngate Road.

This site is enclosed by development on all sides and whilst the site slopes steeply new dwellings will be read in the context of surrounding built form and so will not appear prominent or visually harmful.

The mature trees, which are protected by TPO should be retained and a layout can be designed to avoid the root protection areas.

There are a variety of styles of housing of differing character and appearance in the locality. A self-contained development such as this is not considered to harm the character and appearance of the area.

Impact on Heritage Assets.

The Framework attaches great weight to the conservation, protection and preservation of heritage assets (Chapter 16 of the Framework). They are identified as irreplaceable resources that should be conserved in a manner appropriate to their significance.

Annex 2 of the Framework provides a definition of a 'designated heritage' asset. It includes listed buildings, conservation areas, ancient monuments.

The more important the designated heritage asset, the greater the weight should be given to its protection. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to the asset's significance.

Clear and convincing justification is required for any development that causes harm to, or the loss of significance of a designated heritage (including its setting).

Permission should be refused where development results in substantial harm to a designated heritage asset, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss, subject to the criteria a to c of paragraph 195 of the Framework.

Where a development results in less than substantial harm to a designated heritage asset, the harm must be considered against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

There are no designated heritage assets within the site. There are however three Grade II listed buildings (dwellings) within the vicinity. Nos 64 and 66 Towngate

Road are located immediately to the west of the site and Fox House is some 50 metres to the south west on Top Road. The effect on the setting of these designated heritage assets must be considered.

The Framework distinguishes how the effect on a designated (including its setting) and non-designated heritage asset should be considered. In weighing up if a proposal directly and indirectly affects a non-designated heritage asset the Framework requires a balanced judgement be made, having regard to the scale of harm or loss of significance of the asset.

The existing late 17<sup>th</sup> or early 18<sup>th</sup> century Farmhouse and 18<sup>th</sup> Century stone barn with 19<sup>th</sup> and 20<sup>th</sup> century additions proposed for demolition are non-designated heritage assets. The other more modern utilitarian farm structures are not heritage assets.

At a local level UDP policy BE19 aims to protect the setting and appearance of listed buildings. BE20 identifies that the retention of other historic building which are of local interest but not listed will be encouraged wherever practicable. BE15 seeks to preserve and enhance buildings which are important parts of the Sheffield's heritage.

Policy CS74 of the Core Strategy also identifies that high-quality development is expected and development should respect the distinctive heritage of the city including historic village centres and the city's rural setting. The aims of these policies are considered to be consistent with the Framework and are afforded weight.

In addition to identified local and national policy requirements when making a decision on a planning application for development that affects a listed building or its setting, the local planning authority must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Preservation in this context means not harming the interest in the building, as opposed to keeping it utterly unchanged. These obligations are set out in sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and have been considered in the determination of this application.

In accordance with the requirements of Paragraph 189 of the Framework the applicants have submitted a Heritage Statement. As amended the statement considers the impact of the demolition of the barn and farmhouse (non-designated heritage assets) and the significance of the impact on the setting of the Grade II listed buildings (designated heritage assets) nearby.

The farmhouse and barn do not appear on a local listing and do not benefit from any local conservation/heritage designation or protection. Historic England rejected an application to list the buildings (individually and as a group) in 1998 as they had been substantially altered and modified.

The applicant's heritage assessment concludes that the total loss of the farm buildings (barn and farmhouse) and potential below ground archaeology would

correspond to a very negative effect from the loss of their local heritage significance.

The loss of the associated open land is also determined to have a negative effect on the setting of the grade II listed buildings, nos. 64 and 66 Towngate Road and Fox House on Top Road from the loss of the positive contribution these assets make to historic landscape character.

However, the harm arising from the loss of the positive contribution made by the site is considered to amount to no more and a low negative effect, resulting in less than substantial harm to their significance and towards the bottom end of that scale.

The setting of the designated heritage assets makes a low contribution to their significance, largely due to the substantial loss of historic landscape character that has occurred over the years through modern infill development. The legibility of the assets historic surroundings is already negatively affected by modern development as is its contribution to their significance. Given this the assets sensitivity to further change is low.

Considering the existing harm, the sensitivity of the setting of the listed buildings to further change is reduced, to an extent that it is less than substantial harm and towards the bottom end of that scale.

The Council's Conservation Officer considers that a robust assessment of the impact on designated and non-designated heritage assets has been conducted in accordance with policy guidance and concurs with the conclusions of the heritage statement.

A balance judgement must be reached having regard to the scale of harm or loss of and the significance of the barn and farm buildings (non-designated heritage assets) in accordance with paragraph 197 of the Framework.

Special regard and great weight is afforded to the conservation of a listed building and its setting. However, as impacts are considered less than substantial, the harm must be weighed against the public benefits of the scheme in accordance with paragraph 196 of the Framework.

The Council has a 5-year supply of deliverable housing sites. However, given the importance the Government attaches to boosting the supply of housing and how narrow the supply position is (5.1 years) the delivery of up to 67 homes is afforded substantial weight in the balance of this decision. As is the commitment to deliver affordable housing (10%) without further viability assessment, which will contribute towards meeting identified housing needs in the Rural Upper Don.

Economic growth is a strong theme of the Framework. The scheme has the potential to deliver economic benefits at the construction phase, including local employment opportunities in liaison with Talent Sheffield, an increase in Council tax, the provision of the new homes bonus and increased economic activity and expenditure from new occupants of the dwellings.

Given the low heritage significance of Wiggan Farm and the low impact on the designated assets of nos. 64 and 66 Towngate Road and Fox House the public benefits of the scheme outlined above are considered to outweigh the less than substantial harm to the setting of the listed buildings and total loss of the undesignated farm house and barn.

The applicant does not control additional land that could afford alternative access to the site, mitigating the need to demolish the existing buildings on site. The current proposal has therefore been considered on its merits.

Any potential for below ground archaeological interests can be dealt with by condition.

The scale and design of the houses positioned closest to the listed buildings will need to be considered at reserved matters to ensure an appropriate visual relationship between the heritage assets and the development.

Paragraph 198 of the Framework seeks to protect heritage assets from unnecessary demolition without taking reasonable steps to ensure that the new development will proceed. A suitable planning condition is recommended to prevent demolition works from taking place without evidence (contracts) being provided for the redevelopment of the site.

Considering the above the public benefits of the scheme are considered to outweigh the less than substantial harm afforded to the setting of the listed building and the loss of the non-designated heritage assets. The proposal is considered to be acceptable from a heritage and design perspective.

#### Highway Issues

The Framework (paragraphs 102 to 111) promotes sustainable transport. Paragraph 108 specifically requires that when assessing applications for development it should be ensured that a) appropriate opportunities have been taken up to promote sustainable transport modes given the type of development and the location, b) safe and suitable access to the site can be achieved for all users and c) any significant impacts from the development on the transport network or highway safety can be cost effectively mitigated.

Policy CS51 'Transport Priorities' within the CS sets out six strategic transport priorities for Sheffield and CS53 'Management of Demand for Travel' identifies a variety of ways in which increased demand for travel will be managed across the City.

Policy H14 part (d) requires development to not endanger pedestrians, provide safe access to the highways network and appropriate off-street parking. Policy H15 (Design of New Housing Developments) identifies that easy access to homes and circulation around the site for people with disabilities or with prams should be provided.

The Framework (paragraphs 102 to 111) promotes sustainable transport and as

such these local plan policies can be considered to have substantial weight in this context. Paragraph 109 of the Framework does however make it clear that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

### Access

The site is currently accessed from Towngate Road. Outside the site entrance and just to its west the carriageway is narrow, the impact of which can be compounded by on-street parking. In order to accommodate access for a 12 metre long refuse/removal vehicle, a parking layby is to be constructed in the grass verge on the opposite side of the road (with porous paving) which would allow existing residents to park their cars completely clear of the carriageway. To accommodate the access the farm buildings including the barn which sits on the northern edge of the carriage way is to be demolished.

Officers asked the applicant if access could be taken from the eastern end of Walshaw Road, where there is a gap in the housing. However, this land is not within the applicant's control and the proposed access arrangements must be considered on their merits. The proposed access road would be 7 metres wide for the initial 10 metre length, before tapering down to 5.5 metres. 2 x 2-metre-wide footways would be provided each side of the access road and a section of new 2.0m wide footway provided across the site frontage to Towngate Road.

Speed measurements have been taken along Towngate Road and visibility splays from the site of 2.4 metres x 32 metres are required. Greater than 32 metres has been achieved as 2 metres wide footways are proposed along the site frontage on Towngate Road.

Personal injury accidents have been reviewed for the years 2014 to 2017. During that period, 1 accident occurred on Walshaw Road and no serious injuries were recorded. No accidents were recorded on Towngate Road, which has a continuous footway to the rear of the grass verge for pedestrians and pupils should they chose to use this route. Given the modest increase in traffic generated by the development, there is no reason to believe that the safety of pupils walking to school or other pedestrians would be compromised.

The design of the access when considered alongside the proposals to provide off street parking in the verge opposite the site is considered safe and meets highways standards.

### Traffic Generation

The application is supported by a Transport Statement and Framework Travel Plan. The applicant's Transport Assessment (TA) has assessed (informed by surveys) the likely levels of vehicular traffic generated by the existing and proposed use for both the AM and PM peak periods. Calculations are made for the peak periods as these will be the periods when the development has the greatest impact.

Traffic generation for up to 67 dwellings has been derived by undertaking traffic surveys of movements into and out of Towngate Road and also Walshaw Road as it provides access to 57 family sized houses. Based on data from these surveys (factored for 67 houses at Wiggan Farm) the AM weekday peak hour would be 27 departures, 11 arrivals (38 two-way movements). The PM weekday peak hour would be 13 departures, 24 arrivals (37 two-way movements). This level of traffic generation would not materially affect the safe and efficient operation of the local highway network.

### Sustainable Access

A good range of facilities are available within the village, including a local shop and post office, hairdressers, Worrall Community/Memorial Hall, the Blue Ball Public House and Bradfield School, all of which are within acceptable walking distances of the site. The continued viability of these facilities is likely to be supported by the development.

There is no primary school in Worrall. Children will have to attend school in adjoining areas as existing residents do. Bradfield secondary school is located to the west within walking distance of the site.

The nearest bus stops are located on Haggstones Road which is approximately 200m from the centre of the site. The 57/57A provides an hourly service to Stocksbridge (via Oughtibridge) and Sheffield city centre. Supertram services in Hillsborough also provide onward connections to the City Centre. SYPTC have confirmed that the current public transport network is wholly funded to provide 100% of the pre covid mileage even while passenger levels and revenue have been significantly reduced. Post covid future service provision city wide will be dependent on what funding is available locally and nationally. However, it could be argued that a further 67 dwellings could generate an uptake in bus use that helps to sustain existing services.

There is a public footpath running along part of the western boundary of the site. A spur would be created into the site from it, offering a second route to the bus stops via Walshaw Road. There are gradient differences between the site, bus stops and some local facilities on Haggstones Road. This occurs as a result of the area's natural topography and the gradients are not considered to be so significant that they represent a major impediment to access.

A Framework Travel Plan has been submitted with the application, upon which a detailed travel plan will be based, and operated upon occupation.

### Parking

No details of vehicle parking are provided as part of this application; however suitable provision for future residents will need to be accommodated within the site.

### Highways Conclusion

The amount of traffic generated by the development can be readily accommodated on the adjoining highways without threatening highway safety or giving rise to any residual cumulative impacts on the road network that are considered to be severe (Framework paragraph 109). The proposal is considered to be acceptable from a highway perspective.

#### Impact on the Amenities of Neighbouring Property and Potential Occupiers

Paragraph 127(f) of the Framework identifies that development should create places with a high standard of amenity for existing and future users. Development should also be appropriate for its location taking account of the effects of pollution on health and living conditions, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development (paragraph 180). Policies H14 (Conditions on Development in Housing Areas) and H15 (Design of New Housing Developments) are considered to align with the Framework as they expect new housing developments to provide good quality living accommodation to ensure that basic standards of daylight, privacy, security and outlook are met for existing and future residents.

Policy H15 (Design of New Housing Developments) expects developments to provide adequate private gardens or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met for all residents. These local policies retain weight as they seek to ensure existing and future users are offered a good standard of amenity which accords with the aims of the Framework. The indicative layout plans show that the site is large enough to accommodate up to 67 dwellings without being overdeveloped.

The site slopes steeply from west to east as does Walshaw Road and Towngate Road. A residential development could be devised that protects the amenities of existing residents from overlooking, overshadowing, overbearing while providing suitable living conditions for future residents.

Traffic movements associated with the scheme are not significant. There is adequate separation between the proposed access road and adjoining properties to minimise any noise and disturbance from vehicle movements.

This is an established residential area and the site is not affected by any noise or other environmental conditions. The removal of farming activities which can cause odours, traffic, noise and general disturbance could benefit the amenities of existing residents.

Noise and general disturbance during the construction and demolition phase can be managed by a Construction and Environmental Management Plan (CEMP) secured by condition.

A more detailed assessment of amenity issues will be carried out at reserved matters stage when the proposed layout, scale and external appearance of development is known.

The proposal is acceptable from a residential amenity perspective.

## Landscape and Ecology Issues

Policy CS74 of the Core Strategy expects high-quality development that respects and enhances the distinctive features of the city including its Green Networks, important habitats, waterways, woodlands, and other natural features.

Policy GE11 of the UDP seeks to protect and enhance the natural environment and promote nature conservation. UDP Policy BE6 requires new development to provide a suitable landscape scheme with regards to new planting and/or hard landscaping and details of existing vegetation that is to be removed or retained

Paragraph 170 (a) and (d) of the Framework identifies that planning decisions should contribute to and enhance the natural and local environment, mitigating harm on and provide net gains in biodiversity. If significant harm to biodiversity resulting from a development cannot be avoided, adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.

It is considered that the local policy aims of protecting and enhancing ecology are compatible with the Framework and therefore retain substantial weight.

The application is accompanied by an Ecology Assessment which identifies those habitats and species present on site and assesses the potential impact on the identified habitats. A bat survey of the vacant buildings has also been carried out.

The ecology assessment was updated in October 2020 as the initial assessment was over 24 months old.

The conditions relating to habitats and species have been identified through desktop surveys, national and local databases and through supplementary field survey work.

The reports have been considered by the Council's Ecology Section and the survey and assessment methods used are acceptable.

The site is not covered by any specific ecological or landscape designations in the UDP. The site is characterised by poor semi improved grassland, building and associated hardstanding and is deemed to be of low ecological value.

Site survey work has identified that no protected species including badger, bats or reptiles would be harmfully affected by the development. No evidence of Barn Owls was recorded. Several of the buildings were considered to have the potential to support bat roosts and have been the subject of further detailed survey work. A single transitional bat roost was identified in the barn that requires a Natural England European Protected Species License or Bat Low Impact Class License to be secured if planning permission is granted. Bats were noted to be foraging in the locality of the buildings. Bats are highly mobile and roost locations can change. As such it is recommended that a further survey is carried out prior to demolition work taking place, details of which can be secured by condition. Further reptile surveys did not identify the presence of any species on site.

The submitted ecology reports recommend that a series of standard precautionary measures are put in place, to prevent species that may have entered the site from being harmed during the construction phase of the development, details of which can be secured by condition. No evidence of hedgehogs was recorded.

The Wildlife and Countryside Act gives general protection to wild birds and it is illegal to disturb wild birds while they are nesting. There is limited tree cover and nesting potential on the site. The trees on the eastern site boundary are protected by TPO and any nesting potential they offer is unlikely to be affected by the development. Clearance of breeding bird habitat should take place outside of the breeding bird season and should be the subject of a pre-clearance survey. Bird (swallow and sparrow) nesting boxes, bat boxes and new landscaping should be provided within the site.

Considering the above the development is considered to be acceptable from an ecology perspective.

### Sustainability

Chapter 14 of the Framework deals with the challenges of climate change and identifies the planning system as playing a key role in reducing greenhouse gas emissions and supporting renewable and low carbon energy. Paragraph 153 of the Framework makes it clear that new development should comply with local requirements for decentralised energy supply unless it is not feasible and viable, and that buildings are designed to minimise energy consumption.

The Climate Change and Design Supplementary Planning Document and Practice Guide 2011 supports Policy CS63 of the Core Strategy which sets out the overarching approach to reducing the city's impact on climate change which includes prioritising sustainably located development well served by public transport, development of previously developed land and the adoption of sustainable drainage systems.

Policy CS64 of the Core Strategy seeks to ensure that new buildings are designed to reduce emissions of greenhouse gases through high standards of energy efficient design. Policy CS65 promotes renewable energy and carbon reduction and requires developments to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy. An equivalent reduction in energy demands via a fabric first approach is now also accepted.

These local policies are considered to robustly align with the Framework and are afforded substantial weight.

The site is sustainably located within the existing built up area of Worrall. As this is an outline application the applicant has not provided any detailed information on how they intend to meet the requirements of CS65. Details will therefore be secured by condition.

Facilities to enable the charging of plug in and other ultra-low emission vehicles

which are encouraged to be provided by Paragraph 110 e) of the Framework, will also be secured by planning condition.

The failure to reuse existing buildings within the site is a negative aspect of the scheme, however it is not afforded significant weight in the context of the overall planning balance.

The development is considered to be acceptable from a sustainability perspective.

#### Drainage and Flooding

Core Strategy Policy CS 67 (Flood Risk Management) seeks to reduce the extent and impact of flooding and requires the use of Sustainable Drainage Systems or sustainable drainage techniques, where feasible and practicable. Policy CS 63 (Responses to Climate Change) also promotes the adoption of sustainable drainage systems (SuDS).

The Framework seeks to ensure that areas at little or no risk of flooding are developed (Flood Zone 1) in preference to areas at higher risk (Flood Zones 2 and 3). It also seeks to reduce the effects of flooding through the use of sustainable drainage systems. CS 63 and 67 are considered to be compatible with the Framework in terms of reducing the impacts of flooding and therefore retain substantial weight.

The site is in Flood Zone 1 (the lowest risk of flooding). The management of surface water is therefore the primary consideration. The Environment Agency's surface water flooding maps show that a small part of the site, where some of the existing buildings are located, is at low risk of surface water flooding.

The applicant's FRA identifies that the use of SUDS is not appropriate for this site.

The Lead Local Flood Authority (LLFA) concur with the applicant's assessment that ground conditions (infiltration), site gradients and the absence of watercourses rule out the use of SuDs.

Surface water is proposed to discharge, at a restricted rate, to the combined sewer on Walshaw Road. Below ground tanks are indicated to provide surface water storage. Yorkshire Water has no objection to the scheme subject to conditions requiring the discharge of surface water to be reduced, the submission of detailed drainage design and for further detailed assessment of all available SuDs methods.

The proposal is acceptable in principle from a drainage perspective. Conditions will be imposed to secure the management of surface water.

#### Archaeology

The assessment has not identified any known archaeological resources within the site, although a review of records in the wider area has identified a low to moderate potential for evidence of medieval to early post-medieval activity due to the location of the site within the historic core of Worrall, any evidence of which would

potentially be of local significance for its value in increasing understanding of the origin and nature of earliest phases of settlement in the area.

Details of appropriate archaeological investigations can be secured by condition.

#### Land Contamination

Para 178 of the NPPF identifies that planning decisions should ensure that a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. This includes risks arising from natural hazards or former activities such as mining.

As part of this application, a Phase 1 site investigation report has been submitted which recommends that further site investigations are required to establish potential of ground contamination. The report confirms that the development is unlikely to be influenced by ground gas associated with coal seams or historic landfill. The Council's Environmental Protection Service recommend that a series of conditions are attached to secure further site investigations and any remediation measures necessary to protect future residents.

#### Affordable Housing

The site falls in the Rural Upper Don Housing Market Area. The Council's CIL and Planning Obligations Supplementary Planning Document (SPD) requires 10% of the gross internal floor area of the development to be transferred to a Registered Provider at the Transfer Price, subject to viability. Affordable housing should be delivered on site unless a robust justification for an off-site financial contribution is made in accordance with the Framework (Paragraph 67).

As this application has been submitted in outline with all matters, except access reserved, the exact number of dwellings, design and layout of the scheme is not known. The applicant is however committed to the delivery of affordable housing and willing to sign a section 106 that forgoes further assessment (at reserved matters stage) of the scheme's viability. The weight that can be attributed to the delivery of affordable housing at this outline stage is therefore substantial.

The Council's housing section have identified the main priority for affordable housing is two- and four-bedroom homes. Shared ownership and equity tenure are identified as suitable for some of the units. The types and tenures of the affordable housing will need to be considered more thoroughly at reserved matters stage.

#### Health Facility Issues

Residents and the NHS trust have raised concerns with the existing capacity of medical practices and their ability to cope with additional service demands associated with this and other recently permitted schemes in the Oughtibridge area.

The perceived capacity issues are acknowledged however a development such as this, for up to 67 dwellings, falls well below the threshold (1000 dwellings) identified

in the CIL and planning obligations SPD where financial contributions, beyond those secured through CIL, are required for health-related infrastructure. Any enhancement of local health care facilities will need be delivered through the Community Infrastructure Levy.

### Education Issues

The School Organisation Team have identified that the site is in the catchment area for Oughtibridge Infant and Junior School (primary) and Bradfield School (secondary).

Oughtibridge Primary School is currently full and oversubscribed in all year groups. The potential additional yield of school age children generated from this development is anticipated to exacerbate existing capacity issues. Forecasts show there will be continuing capacity issues at primary level in the catchment in the coming years.

The situation is slightly different at secondary level. Bradfield Secondary School is currently full and oversubscribed, and forecasts show this trend is likely to continue.

However, most of the pupils accessing the school are from within its own catchment area and forecasts suggest the school would continue to be able to accommodate catchment demand when this development is accounted for. Pupils from out of catchment who may want a place at Bradfield may be unable to access one.

Forecasts suggest that these out of catchment pupils can however be accommodated at other local schools.

Education capacity issues are acknowledged however the development of this site falls well below the thresholds (500+ dwellings for primary and 1000+ for secondary) set out in the CIL and Planning Obligations SPD whereby section 106 education contributions are required. Any additional education provision will therefore need to be funded through CIL or other funding streams.

### Community Infrastructure Levy (CIL)

Sheffield has an adopted Community Infrastructure Charging schedule. The site falls within CIL Charging Zone 3. Within this zone there is a CIL charge of £30 per square metre, plus an additional charge associated with the national All-in Tender Price Index for the calendar year in which planning permission is granted, in accordance with Schedule 1 of The Community Infrastructure Levy Regulations 2010. The funds generated through CIL will be used in connection with strategic infrastructure needs.

### Employment, Regeneration and Training Strategy

The Council promotes local employment and training as part of developments in order to maximise the economic and social benefits of the development. A Local Employment Strategy will be secured by conditions to encourage the developer to

work with Talent Sheffield to deliver local employment and training opportunities during the construction phase.

#### Public Art

Policy BE12 of the UDP identifies that public art should be an integral part of the design of major developments. Details will be secured by condition.

#### Statement of Community Involvement

The Council, in its Statement of Community Involvement (SCI), and the Government (in paragraphs 39 to 42 of the NPPF) encourage applicants to undertake pre-application discussions with the Local Authority and to engage with the local community and statutory and non-statutory consultees before submitting an application. The applicant engaged in the Council's paid pre application service in August 2018.

In addition, the applicant sought to engage with the local community, Ward Members and Bradfield Parish Council through a letter drop carried out in September 2018.

140 addresses were notified, and responses requested within a three-week period. 39 electronic responses were received covering a wide variety of issues including, traffic and highways, impact on local services and infrastructure, ecology and wildlife, design and loss of heritage, amenity concerns, flood risk and drainage, affordable housing, opens space and devaluation of property.

The applicant's pre-consultation exercise broadly accords with the guidance in the SCI and complies with the advice in paragraphs 39 to 43 of the Framework.

#### RESPONSE TO REPRESENTATIONS

The previous application was refused in 2000, 12 years prior to the publication of the Framework, which is a material consideration.

Measures to mitigate the impacts of the construction phase can be secured by requiring the submission of a Construction Environmental Management Plan (CEMP).

Any impact on property values, whether perceived to be positive or negative, is not a planning matter.

The application was advertised in accordance with the Council's adopted Code of Best Practice for consultation on planning application. Individual letters of notification were sent out, notices were posted on site and a press notice was published in the Sheffield Telegraph.

In planning legislation there is no right to a view across another person's land.

Adjoining residents will have the opportunity to raise further comments at the

detailed design stage should a reserved matters application be submitted.

The structural stability of boundary walls is a private matter.

The transport assessment is robust and representative of the impact of the development. It has been based on traffic surveys of the highways adjoining the site.

The development falls below the threshold where an air quality assessment is required.

All other issues are covered in the main body of the report.

## SUMMARY AND CONCLUSION

Outline planning permission to erect up to 67 dwelling houses is proposed. Access is the only matter under consideration. The external appearance, layout, scale and landscaping (reserved matters) of the site are reserved for subsequent approval.

The site comprises of poor-quality agricultural land. Its redevelopment does not therefore conflict with local or more up to date national policy which seeks to protect the highest quality agricultural land.

The site is in an established Housing Area in the UDP where the principle of housing development is supported. The site is in part previously developed land but is largely a greenfield site. However it is located within the built up area of Worrall where development is supported by policy CS24 and as completions of properties on greenfield sites have not reached the 12% stated in CS24 and are closer to 5%, there are no objections to the principle of the scheme. The redevelopment of suitably located windfall sites such as this is also supported by the Framework as they can make an important contribution to boosting the supply of new housing.

The amount of traffic generated by the development can be readily accommodated on the adjoining highways without harming highway safety or giving rise to any severe highway impacts. Additional off-road parking will be provided for properties on the southern side of Towngate Road. The design of the site access is considered to be safe.

There is a reasonable level of local facilities including a community hall, post office and shop, public house and hairdressers and an hourly bus service link to Stocksbridge and the City Centre. The development is not therefore considered to be unsustainably located.

From a highways perspective the development complies with the requirements of paragraphs 108 and 109 of the Framework.

The site is not affected by any significant amenity issues and it is considered that the suitable living conditions for residents adjoining the site and future occupants can be provided.

The mature trees on the eastern site boundary are protected by a Tree Preservation Order and will need to be considered as part of the detailed design and layout of the site. The ecological impacts of the development can be suitably mitigated by condition.

The exact details of how 10% of the development's energy needs are to be provided is not known at this outline stage details will be secured by condition, as will the provision of electrical vehicle charging points.

The development does not give rise to any flooding or drainage issues.

The submitted ecology reports demonstrates that the development will not have a detrimental impact on biodiversity and some simple protection measures during the construction phase, the provision of bird and bat boxes and the retention of trees will enhance the site.

The site is surrounded by housing development and it is considered that the site is capable of accommodating a self-contained development such as this, without negatively affecting the character and appearance of the area.

An existing barn, farmhouse and a series of other agricultural buildings within Wiggan Farm are to be demolished. Some of the buildings on site are non-designated heritage assets that have a high local heritage value. There are also three grade II listed buildings in the vicinity. The submitted heritage assessment concludes that the harm to the heritage assets amounts to less than substantial harm and towards the bottom end of that scale. Primarily as a result of the fact that the buildings have been extensively altered and the sensitivity of the setting of the nearby listed buildings to new development is low given the loss of historic character from modern infill development.

The loss of the barn and farm building is a negative element of the scheme, however as less than substantial harm is considered to occur the harm should be weighed against the public benefits of the scheme.

The public benefits of the scheme are considered in this case to outweigh the harm caused.

67 additional dwellings would boost the supply of housing which is a priority of the government. It would also contribute towards the city's obligations of maintaining a 5-year supply of deliverable housing sites. This is particularly important given how narrow the supply position is (5.1 years) is.

The delivery of the required 10% of affordable housing is afforded substantial weight as the applicant has committed to sign a section 106 agreement without the need to revisit scheme viability. This will go some way to addressing identified housing needs in the Rural Upper Don.

Economic growth is a strong theme of the NPPF. This proposal will deliver employment through the construction phase, the potential increase in Council tax

income, the provision of the new homes bonus and economic activity associated with future occupants which could support existing local facilities including the post office, public house and potentially local bus services.

Local concerns about the capacity of education and health facilities are acknowledged. Any necessary improvements will however have to be secured through CIL. The site falls well below the thresholds where section 106 contributions towards the facilities are required in addition to CIL.

For the above reasons the development is not considered to give rise to any adverse impacts which would significantly and demonstrably outweigh the benefits of redeveloping this site for housing purposes. In accordance with paragraph 213 of the NPPF the scheme is considered to be compliant with relevant local policies that continue to be consistent with the NPPF and complies with other relevant policy guidance contained in the NPPF that are material to the determination of the application.

The most important local policies in the determination of this application, which in this case revolve around housing land supply, highway related impacts, design, amenity and landscape impacts, do, when considered as a collection, align with the Framework. As such section d) of paragraph 11 is not applied in this instance.

It is recommended that outline planning permission is granted conditionally and subject to a legal agreement.

#### HEADS OF TERMS

10% of the gross external floorspace to be provided as affordable housing without the need for further viability assessment at reserved matters stage

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