
Case Number	22/01978/REM (Formerly PP-11252435)
Application Type	Approval of Reserved Matters
Proposal	Residential development for 69 dwellings including open space and associated landscaping and car parking spaces (Application to approve appearance, landscaping, layout and scale as reserved under planning permission no. 17/04673/OUT) (amended plans)
Location	Land At Junction With Carr Road Hollin Busk Lane Sheffield S36 2NR
Date Received	23/05/2022
Team	North
Applicant/Agent	Stonebridge Homes Ltd
Recommendation	Reserved Matters Approved Conditionally

Time Limit for Commencement of Development

1. The development shall be begun not later than two years from this reserved matters approval, in line with the time limit condition imposed on outline approval 17/04673/OUT.

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

Approved/Refused Plan(s)

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

Drawing PA-DC-LP 01 Location Plan (showing redline boundary) published 29/11/22

Drawing 21-5534-01 Rev J Site Layout published 3/2/23

Drawing 21-5534-05 Rev C Proposed Street Scenes published 3/2/23

Drawing P21-3112.001 Rev F Landscape Master Plan published 3/2/23

House Type Planning Drawings PA-DC-HT-01A published 3/2/23

Boundary Treatment Drawings PA-DC-BT-01 published 29/11/22

Reason: In order to define the permission.

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

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

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

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

4. Large scale details, including materials and finishes, at a minimum scale of 1:20 of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

- Windows including reveal depths
- Doors
- Storm porches
- Cycle storage

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

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

5. The development shall not be used unless the car parking accommodation for the dwellings as shown on the approved plans has been provided in accordance with those plans and thereafter such car parking accommodation shall be retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality it is essential for these works to have been carried out before the use commences.

Other Compliance Conditions

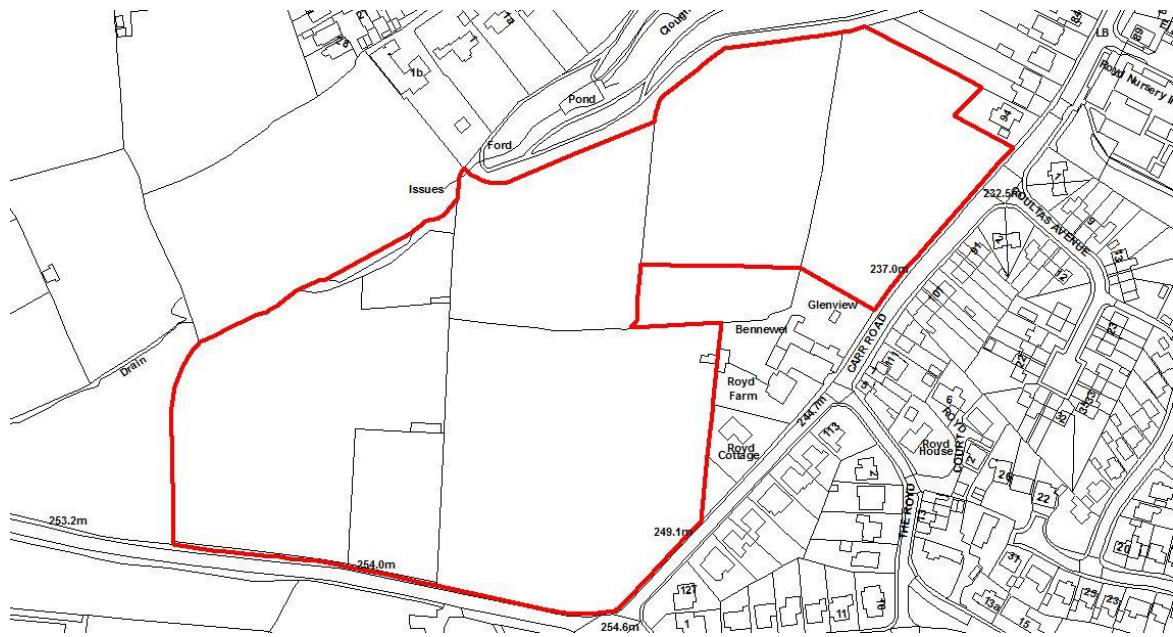
6. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2015, Schedule 2, Part 1 (Classes A to H inclusive), Part 2 (Class A), or any Order revoking or re-enacting that Order, no extensions, porches, garages, ancillary curtilage buildings,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

Reason: In the interests of the amenities of occupiers of adjoining property, bearing in mind the restricted size of the curtilage of some of the plots and to ensure that the architectural character of the development is retained and there is no visual intrusion which would be detrimental to the amenities of the locality.

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

Site Location



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LOCATION

The application relates to a series of fields which extend to 6.5ha, located on the southern fringe of Deepcar. The site is to the north of the junction of Carr Road and Hollin Busk Lane and falls away from the highway towards Fox Glen Wood to the north. The fields are separated by low dry stone walls and have been used for grazing. To the south east of the site, accessed from Carr Road is a cluster of properties. Some of these properties are Grade II Listed (Royd Farmhouse and a barn and farm buildings).

The site is allocated as an Open Space Area (OSA) on the Sheffield Unitary Development Plan Proposals Map and forms the eastern part of a larger OSA allocation which extends to the west and north west. The existing properties on Carr Road are within a Housing Area and Fox Glen Wood to the north is an Area of Natural History Interest (ANHI) and a Local Wildlife Site (LWS).

Outline planning permission has been granted (at appeal) for the erection of up to 85 houses with associated landscaping, car parking and open space on the site under application reference 17/04673/OUT. The application gained approval for the means of access, to be taken from Carr Road, but all other matters were reserved for subsequent approval. The principle of development has therefore already been established.

PROPOSAL

The current application seeks approval for the remaining reserved matters (appearance, landscape, layout and scale). Detailed plans have been submitted which show the site to be developed with 69 dwellings. These are a mixture of detached and semi-detached dwellings ranging in size from one bedroomed to five bedroomed properties. Each is shown to have off street parking and private garden areas. The properties are accessed via a single estate road (with spurs off it), with the sole vehicular access point for the development being taken from Carr Road (as has already been approved by the outline permission). Two further pedestrian accesses into the development from Carr Road are also proposed.

Within the development, in the north eastern corner a surface water attenuation basin is proposed. Along the northern boundary with Fox Glen Wood further areas of open space are proposed to act as a buffer with enhanced landscaping to provide separation between the development and the woodland.

Along the western boundary of the site is an area that will be managed as predominantly undisturbed wildlife habitat with no pedestrian access. This area equates to around 2.2ha of the site. Adjacent to this, again acting as a buffer between the development and the area designated for wildlife, runs an area of public open space with landscaping, seating and a children's play area. A further area of open space is also proposed within the development to the rear of the listed buildings at Royd Farm. This provides some separation between the development and the listed buildings with further seating and informal planting. Drystone walls within the site are to be maintained wherever possible as are existing trees. Additional hedge and tree planting is also proposed throughout the

development.

RELEVANT PLANNING HISTORY

As previously set out, planning permission was granted at appeal in August 2021 for the development of up to 85 dwellings on the site by application reference 17/04673/OUT. The application was in outline with all matters except for the access reserved for subsequent approval. (The appeal reference is APP/J4423/W/21/3267168).

Prior to that in 1990, outline planning permission was refused for residential development and construction of new roads and sewers on 17.4 hectares of land (which included the current planning application site) at Carr Road, Hollin Busk Lane.

Alongside the current application several applications have been submitted to discharge the planning conditions attached to the outline consent. The following applications have been determined.

17/04673/COND1 - Application to approve details in relation to condition number(s): 11 (Written Scheme of Investigation (WSI)) imposed by planning permission 17/04673/OUT. This was found to be acceptable and the condition part approved.

17/04673/COND2 Application to approve details in relation to condition number(s): 10. (Intrusive Site Investigation Report) & 16. (Phase II Intrusive Site Investigation report) imposed by planning permission 17/04673/OUT. Condition 10 has been discharged. The details provided for Condition 16 were found to be acceptable; however the condition remains in force.

17/04673/COND3 Application to approve details in relation to condition number(s): 11 (Written Scheme of Investigation (WSI)) imposed by planning permission. The detail provided were considered to be acceptable. The WSI satisfies the first part of Condition 11 and so enabled a reserved matters application to be made without being in breach of this condition. The condition however remains in force to ensure that the WSI is complied with.

The second part of the condition requires the submission of details confirming that the requirements of the WSI have been fulfilled. This part of the condition remains outstanding.

The following conditions applications are still being considered:

17/04673/COND4 Application to approve details in relation to condition number 8. Landscape and Ecological Management Plan, 18. Details of Species Rich Grassland, 21. Details of Open Space, and 28. Hard/Soft Landscape Scheme; Relating to planning permission 17/04673/OUT

17/04673/COND5 Application to approve details in relation to condition nos. 14 (CEMP), 15 (Construction Method Statement) and 17 (remediation works) imposed by planning permission 17/04673/OUT

17/04673/COND6 Application to approve details in relation to condition nos. 7 (Levels), 9 (Arboricultural Method Statement) and 12 (Surface Water Drainage) as imposed by planning permission 17/04673/OUT

17/04673/COND7 Application to approve details in relation to condition nos. 13 (Energy Report) and 20 (Broadband) imposed by planning permission 17/04673/OUT

17/04673/COND8 Application to approve details in relation to condition no. 19. Inclusive Employment and Development Plan V1.0; relating to planning permission 17/04673/OUT

17/04673/COND9 Application to approve details in relation to condition numbers: 23 & 24 (Highway Improvements) relating to planning permission 17/04673/OUT

SUMMARY OF REPRESENTATIONS

The application has been publicised by newspaper advert, display of site notices and by letters of notification to nearby occupiers. As a result of the initial round of consultation 16 representations were received from members of the public as well as a representation from Stocksbridge Town Council.

Taking on board some of the comments received from neighbours as well as comments from other consultee, amended plans were received and further consultation letters were sent. As a result 7 representations were received. 4 of the representations were from people that had written in previously and the remaining 3 were from new contributors (in total representations from 20 contributors, including Stocksbridge Town Council have been received).

Stocksbridge Town Council raise concerns regarding changes to the site layout along Carr Road and behind Royd Farm which will interfere with the heritage of the area and impact upon the Grade II listed building. The layout reduces the width of the green space [within the centre of the development], restricting visibility and bringing one of the larger houses closer to the listed building. The layout prevents access from an existing gate to the green space and there are concerns about boundary planting and the effect this could have upon the residents of the Royd Farm properties.

Representations from members of the public raise the following issues:

Is the housing going to be sustainable and affordable? How does the development fit with the Greener Sheffield initiative?

Are there going to be single storey homes/ bungalows for older and disabled people as required in Sheffield councils own plans?

Are the local school and GP services going to be expanded?

Question whether the junction at the bottom of Carr Road is going to be able to cope with the extra traffic

Access to the area is generally via Carr Road. This is a narrow road given the number of cars that habitually park there and, at busy times, this will cause traffic issues and pollution.

The access is close to the school which will cause issues. The pavement along Hollin Busk is not wide enough given existing traffic levels and will be worsened by the development.

The area is used by cyclists which will be in conflict with the additional traffic generated by the development.

The current open grassland is good for the environment and is frequented by many species of birds and bats. Covering it in houses will have a detrimental effect on the area. The inclusion of nesting boxes does not compensate for the loss of habitat for ground nesting birds.

The development will lead to increased surface water run off, exacerbating existing drainage issues.

Why build on the top of the hill and on green belt when there is a massive area of land already with planning approval that has not yet been built on.

The development restricts visibility across the green space in contradiction with what was discussed at the Planning Inquiry.

It brings one of the larger houses closer to the listed buildings.

There is an existing field gate in the back wall of the garden of Royd Farm that would be now closed off by the new layout preventing access to the rear of Royd Farm buildings for maintenance. It would also prevent access from this gate onto the proposed green space that is presumably intended for public access.

Tall boundary planting could obscure the setting sun.

The public consultation exercise carried out by the developer did not provide adequate information.

Development of this site and the wider area has previously been refused planning permission and there are now further plans to develop more of the open space area (applications 22/02302/OUT and 22/02303/OUT).

The limited access into Deepcar, poor public transport links, the pressure on schools, doctors and dentists must be considered.

The development will lead to a loss of light and overshadowing and will result in overlooking/loss of privacy.

The development will result in noise and disturbance.

Devaluation of property due to loss of view

STATUTORY PLANNING POLICY CONTEXT AND OTHER MATERIAL CONSIDERATIONS

The Statutory Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications should be determined in accordance with the statutory Development Plan unless material considerations indicate otherwise. The statutory Development Plan for the area comprises the Sheffield Core Strategy (2009) and the saved policies of the Sheffield Unitary Development Plan (UDP) (1998). The Proposals Map forms part of the Sheffield UDP. The National Planning Policy Framework (NPPF or the Framework) is also a material consideration. The most recent version of the NPPF is dated July 2021 and therefore post-dates the preparation and adoption of both the Sheffield UDP and Core Strategy.

Paragraph 12 of the Framework makes it clear that where a planning application conflicts with an up-to-date development plan, permission should not usually be granted.

The Framework (paragraph 219) 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:

(d) 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:

- i) 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
- ii) 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 the policies which are most important for determining the application will automatically be considered to be out of date.

The Council has released its revised 5-Year Housing Land Supply Monitoring Report. This new figure includes the updated Government’s standard methodology

which includes a 35% uplift to be applied to the 20 largest cities and urban centres, including Sheffield.

The monitoring report published in December 2022 sets out the position as of 1st April 2022 –31st March 2027 and concludes that there is evidence of a 3.63 year supply of deliverable housing land. Therefore, the Council is currently unable to demonstrate a 5-year supply of deliverable housing sites.

Consequently, the most important Local Plan policies for the determination of schemes which include housing should be considered as out-of-date according to paragraph 11(d) of the NPPF. The so called 'tilted balance' is therefore triggered, and as such, planning permission should be granted unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

The principle of developing the site has been established through the approval of outline planning permission. However, for completeness, the relevant policies of the statutory Development Plan are set out below.

Sheffield Unitary Development Plan - UDP (1998)

The site forms the north and western part of a wider Open Space Area (OSA) allocation on the Sheffield UDP Proposals Map (1998).

The relevant policy is saved policy LR5 'Development in Open Space Areas' of the UDP.

Policy LR5 states: Development in Open Space Areas will not be permitted where: (a) it would cause damage to nature conservation sites, Scheduled Ancient Monuments or other archaeological sites; or (b) it would cause damage to mature or ancient woodland or result in a significant loss of mature trees; or (c) it would significantly detract from the green and open character of the Green Network; or (d) it would make an open space ineffective as an environmental buffer; or (e) it would harm open space which forms the setting for a Listed Building or other historic building, or is needed to maintain an important view or vista; or (f) it would damage the character of a Historic Park or Garden; or (g) it would harm the character or appearance of a Public Space; or (h) it would result in the loss of open space which is of such quality that it is of City-wide importance; or (i) it would result in over-development or harm the character of an area; or (j) it would harm the rural character of a wedge of open countryside; or (k) the proposed use would be incompatible with surrounding land uses.

Open space is defined within the UDP as 'a wide range of public and private areas'. This includes parks, public and private sports grounds, school playing fields, children's playgrounds, woodland, allotments, golf courses, cemeteries and crematoria, nature conservation sites, other informal areas of green space and recreational open space outside the confines of the urban area.

The application site is part of a privately owned area of open countryside. This is used as grazing land and is not accessible to the public. The site's value to the local community is the visual amenity afforded by its open character and appearance from public vantage points located outside the site (including road frontages and users of PROWs) along with views from private residential properties, providing a feeling of being in the rural countryside due to the site's openness which allows views across it.

At the public inquiry held to determine the outline planning permission it was agreed that the site does not comprise open space as defined in Annex 2 of the Framework.

Notwithstanding the fact that the site is not open space within the context of the Framework, parts (i) and (j) of the policy are essentially countryside protection policies and seek to resist any harm to rural character.

Paragraphs 130(c) and 174(b) of the Framework require development proposals to recognise the intrinsic value of the countryside and be sympathetic to local character.

The Inspector recognised that the consideration of harm to the character of the countryside retains some degree of alignment with the Framework and attached moderate weight to these parts of policy LR5. However in determining the application the harm caused to the rural character from developing the site for housing was far outweighed by the public benefits of the development, through the provision of much needed housing.

The outline application was granted planning permission at appeal and so the principle of residential development, as well as the access into the site has been established and cannot be debated further in the context of this planning application. What the current application seeks to establish is whether the proposed layout, scale, appearance and landscaping are acceptable (these are the reserved matters). As such the relevant UDP policies used to assess the application are as follows:

Policies BE5 (Building design and siting), GE10 (Green Network), GE11 (Nature Conservation and Development), GE13 (Areas of natural history interest and local nature sites), GE15 (Trees and woodland), and H16 (Open space in new housing developments). These policies generally conform to the requirements of the NPPF so can be given weight in the determination of the application. These policies are addressed within the planning assessment below where relevant.

Sheffield Core Strategy (2009)

Key policy considerations relating to the principle of development the site are contained with Core Strategy Policies CS72 (Protecting Countryside not in the Green Belt), CS23 (Locations for New Housing), CS24 (Maximising the Use of Previously Developed Land for New Housing) and CS33 (Jobs and Housing in Stocksbridge/Deepcar). As these policies all relate to the general principle of developing the site for housing and outline planning permission has been allowed at appeal, it is not considered necessary to assess the current reserved matters application against these policies.

The following policies are relevant to the determination of this reserved matters application: Policies CS26 (Efficient use of housing land and accessibility), CS40 (Affordable housing), CS51 (Transport priorities), CS53 (Management of demand for travel), CS64 (Climate change, resources and sustainable design of developments), CS65 (Renewable energy and carbon reduction), CS67 (Flood risk management), CS73 (The strategic green network) and CS74 (Design principles). These policies generally conform to the requirements of the NPPF. These policies can be given weight in the determination of the application and are addressed within the planning assessment below where relevant.

National Planning Policy Framework (2021)

The National Planning Policy Framework (NPPF) contains the Government's planning policies for England; it promotes sustainable growth and gives significant weight to supporting housing delivery through the planning system. Paragraph 7 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development.

Paragraph 8 explains that achieving sustainable development means that the planning system has three overarching objectives: economic, social and environmental, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the three different objectives).

Paragraph 10 explains that at the heart of the NPPF is a presumption in favour of sustainable development to ensure that sustainable development is pursued in a positive way. This presumption in favour of sustainable development is set out in NPPF paragraph 11 and has already been touched upon above.

The sections of the NPPF that are relevant to the assessment of this application include: - Section 2: Achieving Sustainable Development, Section 5: Delivering a sufficient supply of homes, Section 8: Promoting healthy and safe communities, Section 9: Promoting sustainable transport, Section 11: Making effective use of land, Section 12: Achieving well-designed places, Section 14: Meeting the challenge of climate change, flooding and coastal change and Section 15: Conserving and enhancing the natural environment.

Relevant paragraphs from the NPPF are referred to within the planning assessment below.

Neighbourhood Plan

A Stocksbridge Neighbourhood Area has been designated under the Government's National Planning (General) Regulations 2012 as amended, however Stocksbridge Town Council have advised that work on the preparation of the Stocksbridge Neighbourhood Plan is not being progressed and as such carries no weight in the assessment of this planning application.

Other Material Considerations

Guideline GOS1 of the Council's Supplementary Planning Document (SPD) on Community Infrastructure Levy and Planning Obligations (2015) states that for residential developments over four hectares, a relevant proportion (a minimum of 10%) of the site should be laid out as open space, except where provision of recreation space in the local area would continue to exceed the minimum guideline after the development has taken place or it would be more appropriate to provide or enhance recreation space off-site within the local area. The SPD also provides guidance on affordable housing. The proposed development exceeds the 15 or more dwellings threshold and lies within an area where there is a required level of contribution of 10% identified in Guidelines GAH1 and GAH2 of the Planning Obligations document.

PLANNING ASSESSMENT

In determining the outline application the Planning Inspector imposed conditions. Condition 6 set out that any reserved matters application shall be designed in general accordance with the following plans and documents:

Parameter Plan 01 rev B - Uses
Parameter Plan 02 rev B – Movement
Parameter Plan 03 rev B – Storey Heights
Parameter Plan 04 rev B – Density
Parameter Plan 05 rev B – Landscape and Open Character
Parameter Plan 06 rev C – Character Areas

These documents impose restrictions on how the site should be developed and will be taken into consideration in the assessment below.

Design (Reserved Matters: Layout, Scale and Appearance

Policy

UDP Policy BE5 and Core Strategy Policy CS74 seek good quality design. NPPF, paragraph 126, states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve, and that good design is a key aspect of sustainable development. Paragraph 130 states that, amongst other things, planning policies and decisions should ensure that developments function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.

Layout

The development will be served by a single access road (the access point having been previously agreed) which curves around the existing residential properties on Carr Road at Royd Farm. Areas of green space are to be retained along the northern and western boundaries with wildlife corridors cutting through the site in both a north south and east west direction, following the line of the existing dry stone walls which are to be retained. This will provide views through the site and enhance the

attractiveness of the development.

Emanating from the main access road through the development are a number of smaller spurs providing access and turning points to the dwellings. These will be surfaced using different materials, helping to define the main route through the site.

Two separate pedestrian accesses onto Carr Road are also proposed at the northern and southern ends of the site as well as a children's play area at the southern end of the development.

The properties, which are to be a mixture of detached and semi-detached two and two and a half storey dwellings are arranged so that in many cases each has a small area of open space to the front with a larger private garden area to the rear. Where possible parking is located to the side of the properties, so the layout is not overly car dominated. Bin stores are to the rear or side of the properties which will further enhance the street scene.

Different materials are proposed for different areas of the site enabling a sense of place and distinctiveness to be created.

In terms of distance between properties within the development as well as the distance from existing dwellings on Carr Road at Royd Farm, the layout shows that adequate separation can be provided to prevent unacceptable levels of overlooking, overshadowing or loss of light from occurring.

The layout provides a degree of separation between the development and the listed buildings at Royd Farm and so does not impinge upon their setting.

Affordable housing is to be provided on site and this is to be spread through the development.

It is considered that the general layout of the development conforms with the parameter plans submitted with the original outline application.

The layout is in accordance with UDP Policy BE5 and Core Strategy Policy CS74 and the relevant paragraphs of the NPPF.

Scale

The scale of development will see 69 dwellings erected on the site. The majority of the dwellings are to be two-storeys in height with a smaller number being two and a half storeys, i.e. having residential accommodation within the roof space. These properties are spread through the development.

Core Strategy Policy CS26 states that housing development will be required to make efficient use of land but the density of new developments should be in keeping with the character of the area and support the development of sustainable balanced communities, and gives a density range of 30 to 50 dwellings per hectare for developments in 'remaining parts of the urban area'. The policy states that densities outside these ranges will be allowed where they achieve good design and reflect the character of an area.

The density of development will equate to around 26 dwellings per hectare which is below the range set out in Core Strategy Policy CS26. The scheme being for 69 dwellings rather than the 85 that could be provided under the outline permission, is less dense than it could have been; however it is felt that the density of development reflects the local character which predominantly comprises of detached and semi-detached dwellings. Furthermore the scheme retains a large amount of green and open space which reduces the density but is viewed positively from a design and character perspective.

The surrounding dwellings are also largely two-storeys in height and it is considered that the development would sit comfortably in the context of the existing scale of built form. On balance the scale of development is appropriate and complies with the aims of UDP Policy BE5, Core Strategy Policy CS74 as well as paragraph 126 and 130 of the NPPF.

Appearance

The development will utilise a variety of house types and building materials to add interest and distinctiveness. The predominant building material is to be brick with a small number of the dwellings closest to the neighbouring Royd Farm having a natural stone finish. Windows and doors are to have contrasting heads and cills. Amended plans have been received altering some of the proposed dwellings that were to have a rendered finish to be brick instead.

Some of the properties have gable features on the front elevation and some have bay windows, there are also a variety of porches to the front elevations.

Low hedges are proposed to define many of the front gardens along the main street through the development and the inclusion of trees and areas of open space throughout the scheme all add in a positive way to the appearance of the development.

Between rear gardens timber fencing is proposed; however other boundaries are to comprise of brick walls, some with piers and timber infill panels, timber knee rails and planting. Existing dry-stone walls will also be retained.

In terms of appearance it is considered that the proposal would comply with UDP Policy BE5, Core Strategy Policy CS74 as well as paragraph 126 and 130 of the NPPF.

Landscape

It is acknowledged that overall the development will have an impact upon the wider landscape, placing dwellings on an area of land which is currently open; however, as was established through the granting of the outline planning application, the overall effect upon the landscape would be moderate – minor adverse. Over time as the landscaping matures some of the adverse effects will be mitigated and the development itself will make its own contribution to the landscape.

When weighed in the balance the overall harm that development would have upon the landscape character was far outweighed by the provision of a significant number of new dwellings, including affordable housing to meet a demonstrable housing need. As has been set out previously the principle of development has been established and so what needs to be considered here is whether the development complies with the principles outlined through the parameter plans in terms of landscape.

The development will incorporate large areas of landscaping and open space both around the periphery of the development as well as running through the site itself.

Along the western boundary of the site a sizeable area of land (approximately 2.2ha) will be set aside as an area to be managed predominantly as undisturbed wildlife habitat with no pedestrian or dog access. This area follows existing field boundaries and will effectively be managed and maintained in a similar manner to the existing site, providing habitat for ground nesting birds.

Beyond this, providing a buffer between the dwellings and the wildlife area is to be swathe of public open space which will incorporate seating areas, landscaping and a formal children's play area. This is the primary area of open space within the development.

At the northern end of the site another large landscaped area is proposed which will also incorporate a SUDS drainage basin. This again will provide areas of seating as well as interpretation boards.

Along the northern fringe further hedge planting and landscaping is proposed to provide both separation as well as a transition from the developed area to Fox Glen Wood to the north. It is acknowledged that in places this is somewhat narrow; however on balance, the current proposed layout with a private driveway with low-level bollard lighting along this northern edge is preferable to having back gardens facing the woodland edge.

The layout of the driveway does respect root protection areas of trees and so the development will not impact upon Fox Glen Wood.

Within the development two landscaped areas are proposed running in a north south direction following the line of the existing dry stone walls. These will enhance the character of the site, providing a nod to the previous landscape character as well as providing wildlife corridors.

Fairly centrally within the site is a further landscaped area and wildlife corridor, this time running in an east west direction connecting the field to the rear of Royd Farm to the wildlife area to the west. Part of this area is to have pockets of ornamental planting alongside seating and a possible community book exchange, with the remainder being informal planting.

As well as these areas of open space, throughout the development tree and hedge planting are proposed all of which will contribute to the landscaping of the development.

In terms of landscape the development is considered to comply with UDP Policy BE5, Core Strategy Policy CS74 as well as paragraphs 130 and 174 of the NPPF.

OTHER CONSIDERATIONS

Residential Amenity

UDP Policy H14 requires that sites are not over developed or deprive residents of light, privacy or security. Paragraph 130 (f) of the NPPF is also relevant and states that development should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

The submitted plans indicate that the development will be set away from all nearby residential dwellings including the closest properties at Royd Farm by sufficient distances to ensure there is no unacceptable impact to the amenities of existing residents.

All dwellings within the new development will benefit from main habitable rooms with windows ensuring adequate light and outlook to dwellings. Separation distances and relationships between dwellings comply with relevant guidelines, ensuring that dwellings benefit from adequate living conditions and unacceptable overlooking will not occur between dwellings. Furthermore, all dwellings will benefit from private outdoor amenity space.

It is concluded that the layout will ensure that adequate residential amenity is achieved in accordance with UDP Policy H14 and Paragraph 130 of the NPPF.

Ecology

The site is crossed in part by a Green Corridor and Green Link as identified in the UDP (Map 4 The Green Network). Although the map is, diagrammatic in form, it does show that the land is important for linking together areas of open space.

UDP Policy GE10 states that a network of Green Corridors and Green Links will be (a) protected from development which would detract from their mainly green and open character or which would cause serious ecological damage, and (b) enhanced by encouraging development which increases their value for wildlife and recreation.

Core Strategy Policy CS73 relating to the strategic green network states that within and close to urban areas, a Strategic Green Network will be maintained and where possible enhanced, which will follow the rivers and streams of the main valleys. The valleys and corridors listed in this part of the policy does not include Hollin Busk/Fox Glen/Clough Dyke. However, the policy goes on to say that "These Green Corridors will be complemented by a network of more local Green Links and Desired Green Links."

UDP Policies GE11 and GE13 seek to protect the natural environment and enhance areas of natural history interest. UDP Policy GE12 states that development which

would damage Sites of Special Scientific Interest or Local Nature Reserves will not be permitted.

Paragraph 174 of the NPPF states that planning decisions should contribute to and enhance the natural and local environment, mitigating harm and providing net gains in biodiversity. Paragraph 180 goes on to state that 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 NPPF and therefore weight can be attributed to the local policies.

A number of updated ecology reports have been provided in support of this reserved matters application. These are 'technical updates' to previous surveys to provide an assessment of whether there have been any changes to baseline conditions. The 'Update Walkover Survey' (November 2022) concludes that habitats within the site remain unchanged and management is largely as it was when the site was first surveyed in 2016. Results of species specific surveys are assessed as having largely remained unchanged.

A Biodiversity Impact Assessment (November 2022) is provided which confirms that the development is expected to achieve a net gain of 10.91 habitat units (82.66%) and 0.78 hedgerow units (388.76%). As such the development could result in significant gains for bio-diversity.

Further consideration of the ecological benefits of the scheme shall be dealt with through the discharge of Condition 8 of the outline approval.

The proposal complies with Core Strategy Policy CS73, UDP Policies GE10, GE11, GE12 and GE13, all of which carry weight in the decision making process, and NPPF paragraphs 174 and 180.

Flood Risk and Drainage

Core Strategy Policy CS67 relating to flood risk management seeks to reduce the extent and impact of flooding.

NPPF paragraph 159 states that inappropriate development in areas at risk from flooding should be avoided by directing development away from areas at highest risk and NPPF paragraph 169 states that major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate.

The local and national policies are generally aligned and so weight can be attributed to the local policies.

The application site lies within flood zone 1 where there is a low probability risk of flooding.

The submitted plans indicate that a surface water attenuation tank would be provided beneath the centrally located area of open space as well as a SUDs drainage basin at the northern end of the site. The incorporation of a SUD's scheme is welcomed. The full details of this will be considered through the discharge of Condition 12 of the outline approval.

In principle the development complies with Core Strategy Policy CS67, which carries weight in the decision making process, and the Government's planning policy guidance on flood risk in the paragraphs 167 and 169 of the NPPF.

Affordable Housing

Core Strategy Policy CS40 states that in all parts of the city, developers of all new housing schemes will be required to contribute towards the provision of affordable housing where this is practicable and financially viable.

The Council's Community Infrastructure Levy and Planning Obligations Supplementary Planning Document (December 2015) includes guidance on affordable housing.

The proposed development exceeds the 15 or more dwellings threshold and lies within an area where there is a required level of contribution of 10% identified in Guidelines GAH1 and GAH2 of the Planning Obligations document.

The applicant has confirmed that in terms of floor space just over the required 10% of the development would be for affordable housing. This would equate to 12 dwellings, 2 having one bedroom, 6 being two bedroomed properties and 4 having 3 bedrooms. The location of the affordable housing units is indicated on the site layout plan and are dispersed throughout the site.

The provision of the affordable housing has been secured through the S106 Agreement that was signed at the outline application stage.

The development will help meet the ongoing need for affordable housing across the city and is a benefit of the development attracting significant weight.

The proposal would, therefore, comply with Core Strategy Policy CS40 which carries weight in the decision making process.

Highways

Applicable policies are Core Strategy Policies CS51 and CS53. CS51 relates to the strategic priorities for transport, and includes maximising accessibility, containing congestion levels and improving air quality and road safety. Policy CS53 relates to the management of demand for travel, which includes implementing travel plans for new developments to maximise the use of sustainable forms of travel and to mitigate the negative impacts of transport, particularly congestion and vehicle emissions.

Paragraphs 104 to 113 of the NPPF promote sustainable transport. The NPPF, paragraph 111, states that development should only be prevented or refused on

highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

The outline application established the location of the access for the development and found the effect that development would have upon the surrounding highway network to be acceptable.

The submitted plans indicate that the development will be served by a spine road, built to adoptable standards, with secondary roads and private driveways coming from this. Turning heads have been provided where necessary as well as tracking information to demonstrate that these would be useable.

Each property would have parking for at least a single car (with the larger properties having 2 -3 spaces) as well as a secure bike store within the curtilage to encourage travel by means other than the private car.

Two separate pedestrian routes into the site are also proposed.

It is considered that the development would have no adverse effect upon highway safety and complies with Core Strategy Policy CS51 and CS53 as well as the relevant paragraphs of the NPPF (104 -113).

Sustainability

Core Strategy Policies CS63, CS64 and CS65 of the Core Strategy, as well as the Climate Change and Design Supplementary Planning Document (SPD), set out the Council's approach to securing sustainable development.

Policy CS63 gives priority to developments that are well served by sustainable forms of transport, that increase energy efficiency, reduce energy consumption, carbon emissions and that generate renewable energy.

Policy CS64 sets out a series of actions to reduce the city's impact on climate change. Policy CS65 relates to renewable energy and carbon reduction, and states that all significant developments will be required, unless this can be shown not to be feasible and viable to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy. An equivalent 10% reduction in a development's energy needs from a fabric first is also acceptable (although not referenced in the policy).

These policies are considered to be consistent with government policy contained in the NPPF and should be afforded significant weight. Paragraph 157 confirms new development should comply with development plan policies for decentralised energy supply unless it is not feasible or viable having regard to the type and design of development proposed. Landform, layout, building orientation, massing and landscaping should also be taken into account to minimise energy consumption.

The site is considered to be in a sustainable location, being on the fringe of the existing urban area. This was the view taken at appeal when the principle of residential development on the site was established.

The plans include secure cycle stores to encourage sustainable modes of travel.

A sustainable urban drainage system is also proposed.

Further consideration of the sustainable measures that will be incorporated into the site will be considered through the determination of condition 13 of the outline approval.

Community Infrastructure Levy

The Community Infrastructure Levy (CIL) is applicable to this development. The site is located within a CIL Charging Zone with a residential levy 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.

The development is not of a large enough scale to require payments to be made through a s106 agreement to contribute towards health and education facilities. In this respect the adopted Supplementary Planning Document entitled Community Infrastructure Levy and Planning Obligations sets the following thresholds: Education contributions for sites of 500+ dwellings; Health contributions for sites of 1000+ dwellings.

The effect that the development may have upon schools and health facilities was considered to be acceptable through the granting of the outline planning application. The reserved matters application does not alter this, if anything pressure for the services is likely to be reduced with the number of dwellings proposed for the site having been reduced to 69 from 85.

RESPONSE TO REPRESENTATIONS

The majority of the issues raised have already been covered elsewhere within the report. This is a reserved matters application with the principle of residential development having already been established.

In response to the question as to why more housing is needed in Stocksbridge, given the number of developments that are currently under construction or have consent, the Council are unable to demonstrate a five-year supply of land for housing and so in line with the Government's objective to significantly boost the supply of homes set out at NPPF paragraph 60, further housing development is encouraged rather than precluded in order to boost housing supply.

The site is not located within the Green Belt and therefore does not fulfil the purpose of Green Belt and the development cannot be assessed against Green Belt policy.

With regard to representations concerning the loss of a well loved area for local residents, the proposed development will retain a large area of the site largely as it is at present and will also provide public access to an area of open space where

currently there is none thus increasing accessibility for local residents. Furthermore, the principle of developing the site has been established through the appeal decision.

Issues of noise and disturbance during construction works, loss of view and devaluation of property are not planning considerations.

SUMMARY AND RECOMMENDATION

Planning permission has been granted for the development of around 6.5ha of open land for residential purposes by application 17/04673/OUT. This current application seeks approval for matters which were not considered at the outline stage. These are the site layout, appearance, scale and landscaping.

The proposed development would see the erection of 69 dwellings. These would be arranged around a spine road which curls through the site, accessed from a single point on Carr Road (which has already been agreed as part of the outline application).

The dwellings would be largely two-storeys in height with some of the properties also providing accommodation within the roof space. A mixture of house types are proposed as well as a mix of materials although the predominant material is to be brick. Properties close to the neighbouring listed buildings are to be finished in natural stone.

Extensive landscaped areas are proposed alongside a sizeable area which will be maintained as an open grassland wildlife area with no public access.

The tilted balance is in play in the absence of the Council having a 5 year supply of housing. In this instance the benefits of the scheme included the provision of housing and affordable housing, contribution to the local economy, social benefits of provision of housing to the local community and a net gain for biodiversity. It is considered that there are no adverse impacts that would outweigh the benefits of the scheme

It is considered that the submitted details regarding the site layout, appearance, scale and landscaping are acceptable and accord with the relevant UDP and Core Strategy policies. Furthermore the development does not conflict with the aims and objectives contained with the National Planning Policy Framework.

RECOMMENDATION

When assessed against the policies in the NPPF taken as a whole, and in line with NPPF paragraph 11dii) it is recommended that planning permission be granted.