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Case Number	17/04673/OUT (Formerly PP-06524621)
Application Type	Outline Planning Application
Proposal	Outline application for up to 93 residential dwellings including open space
Location	Land At Junction With Carr Road Hollin Busk Lane Sheffield S36 1GH
Date Received	14/11/2017
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 this 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:

1701:01 - Location Plan received on 5.3.18;  
3421 SK001 004 Revision B Proposed Access Arrangement onto Carr Road received on 29.11.17

Reason: In order to define the permission.

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

5. No development shall commence until an implementation strategy for the provision of measures to protect the existing trees, shrubs and hedges to be retained, have been submitted to and approved in writing by the Local Planning Authority. 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 development shall thereafter be carried out in accordance with the approved implementation strategy. 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.

6. No development shall commence until a Landscape and Ecological Management Plan, including short, medium and long term aims and objectives, management responsibilities and maintenance schedules for all distinct areas, has been submitted to and approved in writing by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be implemented as approved.

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

7. The Landscape and Ecological Management Plan required by Condition no. 6 shall include details of the mitigations and enhancements described in Section 5.0 and in paragraphs 6.3 and 7.5 of the Ecology: Additional Information Document (rev A) dated October 2018 prepared by FPCR, and Section 6.0 of

the Water Framework Directive Assessment dated October 2018 prepared by FPCR and the details of the following matters:

- (i) a plan showing site boundary treatment and details of hedgehog friendly treatment which allows hedgehogs to traverse the site;
- (ii) external lighting design within the site.
- (iii) details of arrangements for sequentially addressing potential impacts of the proposed drainage outfall from the balancing facility to the Clough Dyke during the construction phase including details of the timeline between works commencing on site and the establishment of a managed surface water input to Clough Dyke.

Reason: In the interests of protecting the biodiversity of the site.

8. Before any works commence on site, or an alternative timeframe to be agreed by the Local Planning Authority, full details of the proposed Sustainable Drainage System drainage design (construction drawings), including calculations, design and operational details of any flow control structures and appropriate whole system model results, shall have been submitted to and approved by the Local Planning Authority. This should 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 surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of the development 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, including the control of surface water run-off and mitigate against the risk of flooding.

9. No development shall commence unless the intrusive site investigation works described in the coal mining risk assessment produced by Stage 1 Geo-Environmental Desk Study Report (Report No. HLT/09r1) dated June 2016 prepared by ARP Geotechnical Engineers Ltd have been carried out as recommended and a report of the findings arising from the intrusive site investigations is submitted to and approved by the Local Planning Authority. Where the investigations indicate that remedial works are required, a scheme of remedial works shall be submitted to and approved by the Local Planning Authority before the development commences and thereafter the remedial works shall be carried out in accordance with the approved details.

Reason: To ensure the site is safe for the development to proceed and the safety and stability of the proposed development, it is essential that this condition is complied with before the development is commenced.

10. No development shall commence until a scheme for the delivery of affordable housing equivalent to no less than 10% of the gross internal area to be provided as part of the development, or an alternative percentage figure agreed with the Local Planning Authority following an independent viability assessment has been submitted to and approved by the Local Planning Authority. The affordable housing shall be provided for sale to a Registered Provider at a transfer price stipulated by the Council as part of the approved scheme.

The scheme shall include details of:

- a) The number, type, tenure and location of the affordable housing;
- b) The timing for the construction of the affordable housing and its phasing in relation to the occupancy of the market housing;
- c) The arrangements to ensure that such provision is affordable for both first and future occupiers of the affordable housing or if not possible for the subsidy to be recycled for alternative affordable housing provision;

The affordable housing shall be provided in accordance with the approved scheme.

Reason: To ensure the provision of affordable housing to meet local housing need.

11. 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 the development being commenced. 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.

12. 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 the development being commenced. 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.

13. No development (including demolition, construction, or other enabling, engineering or preparatory works) shall take place until a Highway

Management Plan (HMP) has been submitted to and approved by the Local Planning Authority.

The HMP shall assist in ensuring that all Contractor highway / vehicle activities are planned and managed so as to prevent nuisance to occupiers and/or users of the surrounding highway environment. The HMP shall include, as a minimum:

- a. Details of the means of ingress and egress for vehicles engaged in all phases of the development.
- b. Details of the equipment to be provided for the effective cleaning of wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway; and
- c. Details of the site compound, contractor car parking, storage, welfare facilities and delivery/service vehicle loading/unloading areas, and temporary security fencing.

The development shall thereafter be carried out in accordance with the approved details.

Reason: To provide for appropriate on-site facilities during construction, in the interests of the amenities of the locality and occupiers of adjoining properties, and the protection of the free and safe flow of traffic on the public highway.

14. No development (including demolition, construction, or other enabling, engineering or preparatory works), shall take place 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 such activities are planned and managed so as to prevent nuisance to occupiers and/or users of nearby sensitive uses and damage to key assets/infrastructure within and adjacent to the site. It will document the Contractor's plans to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust and light nuisance as well as the proposed means of heritage and infrastructure protection.

As a minimum, the CEMP shall include:

1. Strategies to mitigate any residual effects from noise, vibration, and light that cannot be managed to comply with acceptable levels at source;
2. Details relating to the permitted working hours on site, and include a fugitive dust management plan;

The works shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of the amenities of the locality and occupiers of adjoining properties, and in the interests of protecting the site's valuable heritage assets.

15. 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.

16. 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 the development is brought into use and the dwellings shall not be brought into use until the highway improvements listed below have been carried out.

Highways Improvements:

1. Review/promotion of Traffic Regulation Orders in the vicinity of the development site that are deemed necessary as a consequence of the development (waiting/loading restrictions) entailing advertising, making and implementing the Order in accordance with Traffic Signs Regulations & General Directions 2002 (with provision of signs/lines as necessary).
2. Any other accommodation works to traffic signs, road markings, lighting columns, and general street furniture deemed necessary as a consequence of development.
3. The upgrade of the nearest outbound and inbound bus stops to the site on Wood Royd Road to a specification to be confirmed by South Yorkshire Passenger Transport Executive including any raised footway and tactile paving to assist boarding/alighting.

4. Provision of improvements to the management of the Manchester Road/Vaughton Hill/Carr Road junction including provision of additional sensors on Manchester Road and Carr Road and MOVA software to detect when there is queuing, and upgrade of the MOVA system to provide bus priority on all the approaches to the junction including Carr Road.
5. Footway improvements to Carr Road to tie into the existing network.
6. Improvements to walking routes to join to existing network including provision of a pedestrian crossing point on Carr Road.

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.

17. 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: 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. 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.

19. No development shall commence until detailed proposals for surface water disposal, including calculations have been submitted to and approved in writing by the Local Planning Authority. Surface water discharge from the completed development site shall be restricted to a maximum flow rate of QBar based on the area of the development. 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.

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.

20. 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 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 preservation in situ and/or further archaeological works will be 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 written scheme and that sufficient information on any archaeological remains is gathered to help determine any reserved matters applications.

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

21. 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 (and/or Core Strategy) Policies

22. The detailed Travel Plan required by condition no. 21 shall include the arrangements for provision of a scheme to provide a yearly travel pass for each householder of the development for the first year of occupation.

Reason: In the interests of delivering sustainable forms of transport.

23. 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.

24. 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.

25. No dwellings within any phase of development shall be occupied until the vehicular site access has been implemented in accordance with the details that have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety.

#### **Other Compliance Conditions**

26. The development shall be carried out in accordance with the details shown on the submitted Flood Risk Assessment and Drainage Strategy prepared by ARP Associates (Report 1265/10r1 dated 19/04/2017), unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of satisfactory and sustainable drainage.

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. The details of reserved matters required by condition no. 1 shall include details of the provision of car charging points for each dwelling. No dwelling shall be occupied unless the approved car charging points related to that dwelling have been provided in accordance with the approved details. Once installed the car charging points shall be maintained and retained for the lifetime of the development.

Reason: In the interests of mitigating the effects of climate change and to ensure sustainable development is achieved.

29. The details of reserved matters required by condition no. 1 shall be designed in general accordance with the Design Code and Parameter Plans described in Section 9.0 of the submitted Design and Access Statement Issue 6 dated December 2018 prepared by STEN Architecture.

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

Attention is Drawn to the Following Directives:

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

3. 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.

4. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines on the Council website here:

<https://www.sheffield.gov.uk/content/sheffield/home/roads-pavements/address-management.html>

The guidance document on the website includes details of how to apply, and what information we require. For further help and advice please ring 0114 2736127 or email [snn@sheffield.gov.uk](mailto:snn@sheffield.gov.uk)

Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.

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

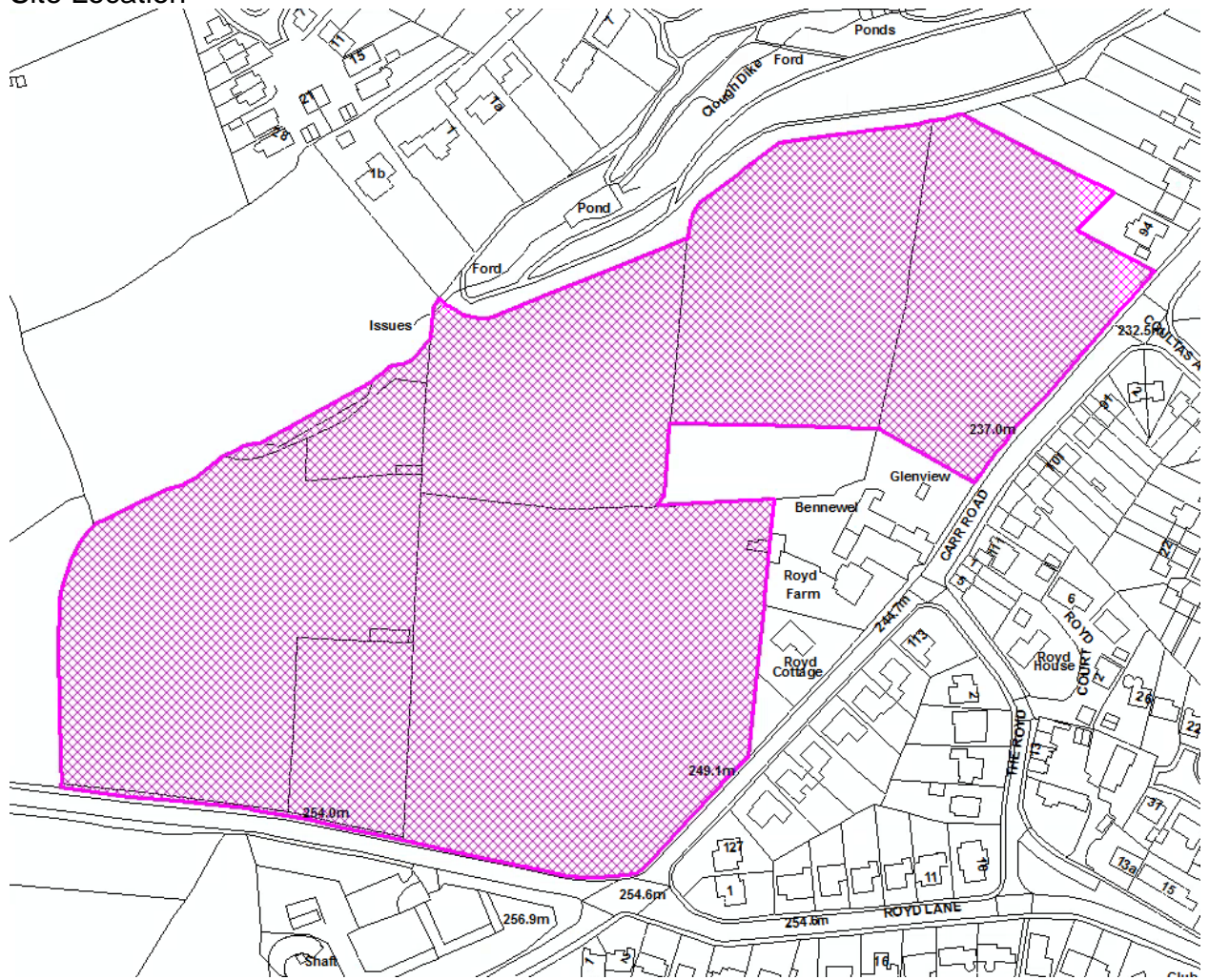
6. You are advised that any information which is subject to the Environmental Information Regulations and is contained in the ecological reports will be held

on the Local Records Centre database, and will be dealt with according to the Environmental Information Regulations (EIR). This will be subject to the removal of economically sensitive data. Information regarding protected species will be dealt with in compliance with the EIR. Should you have any queries concerning the above, please contact:

Ecology Unit  
Sheffield City Council  
West Wing, Level 3  
Moorfoot  
Sheffield  
S1 4PL  
Tel: 0114 2734481/2053618  
E-mail: [parksandcountryside@sheffield.gov.uk](mailto:parksandcountryside@sheffield.gov.uk)

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, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.

# Site Location



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## LOCATION

The application site comprises approximately 6.5 hectares of land on the west side of Carr Road in Deepcar.

The site comprises a number of open fields used as grazing land. The land has a shallow gradient generally falling from south to north.

The eastern boundary of the site partly fronts onto Carr Road and partly wraps around the rear boundaries of a group of four properties and land at and alongside Royd Farm (Glenview, Boskins, Bennewell, Royd Farm and Royd Cottage).

The site adjoins Hollin Busk Lane to the south, more open fields and Fox Glen wood to the west, and the side gardens of nos. 92 and 94 Carr Road to the north.

## PROPOSAL

The proposal seeks outline planning permission for the erection of up to 93 dwellings with details of access (shown on the submitted drawings as being off Carr Road) included for approval at this outline stage.

Matters of appearance, landscaping, layout and scale are reserved for subsequent approval.

The applicant has submitted an indicative layout in support of the application which shows a single main spine road into the site, accessed from the northern end of the site's frontage to Carr Road, which then runs through the northern and eastern parts of the site to serve the proposed residential development.

Three public open spaces are shown on the western and southern fringes of the proposed housing, and two additional larger areas of open space are proposed at the northern and western ends of the site. The open space at the northern end of the site would incorporate a sustainable urban drainage basin, whilst the open space at the western end of the site would provide an area of species rich grassland. The indicative layout includes existing dry stone walls to be retained, and proposed hedge and tree planting.

## ENVIRONMENTAL IMPACT ASSESSMENT REGULATIONS

The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 specifies the type of developments which require an Environmental Impact Assessment (EIA) to be carried out.

In October 2017, the Secretary of State for the Department for Communities and Local Government made a screening direction that the proposed development [which is now the subject of this planning application] is not EIA development within the meaning of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

Consequently an Environmental Impact Assessment is not required to accompany this planning application.

## RELEVANT PLANNING HISTORY

In 1990 outline planning permission was refused for the 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 and Broomfield Lane (application no. 89/3037P refers).

The reasons for the refusal were: (1) the proposal would result in significant environmental intrusion and damage to the ecology of the area, particularly Fox Glen, thereby representing a serious reduction in the amenities currently enjoyed by a large number of people; and (2) the proposal is contrary to policy 3.2.8 of the adopted Stocksbridge District Plan and it is considered that there are other sites in the locality which are suitable for residential development involving considerably less environmental intrusion and ecological damage.

An appeal against this refusal was dismissed in August 1991. The appeal Inspector concluded that in the context of the statutory plan for the area (the Stocksbridge District Plan) there was no justification for release of the site for housing development at that time, and that the appeal proposal would be severely detrimental to the character of the area and to the quality of the environment of local residents.

This appeal decision has very limited weight in the determination of the current planning application given the age of the decision and subsequent change in national and local policy context.

## SUMMARY OF REPRESENTATIONS

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

A petition containing 23 signatures has been received objecting to the planning application on the following grounds:

- Significant new housing developments are taking place on brownfield sites at Fox Valley, off Station Road and planned in Oughtibridge, it would appear particularly inappropriate at this time to consider further development on a highly visible and scenic rural green field site;
- Fox Glen would be surrounded by housing not fields, wood contains many species of birds, special project to protect the threatened habitats of an increasingly rare bird the willow tit;
- Entrance to proposed site very close to Royd nursery and infant school an area already particularly busy with pedestrians and car driving parents at both ends of the school day;
- Hollin Busk classified as an Open Space to safeguard it from development. This is a further indication of its vital importance as open countryside and a green space between existing built-up areas of Deepcar and Stocksbridge;

- Recent resulting increase in traffic already creates problems at the Carr Road/Manchester Road junction particularly at peak times, the only alternative route into Sheffield is the narrow winding Morehall Lane or a longer rural route through Bradfield.

1 letter of support has been received relating to the following matters:

- Fully support the building of these dwellings.

1 neutral representation expressing the following comments:

- As owner of properties under which clough dyke is culverted, concerned if the proposed development water run-off is at a faster rate for which culverts are not designed, suggest that run off water either needs to be diverted into the sewage system on Carr Road or that some system is put in place on the proposed development to ensure that the rate of run off remains as it is now.

511 representations of objection including representations from Stocksbridge Community Forum, Bolsterstone Community Group, Deepcar and Stocksbridge Walking Group, Upper Don Action Group, and Friends of Hollin Busk, have been received, relating to the following matters:

Need

- Whilst there is a national need for more houses open space should not be considered while there are brownfield sites available, this proposal tips the balance the wrong way;

- No shortage of housing, more than enough houses being built in this area, plans to build over 500 properties in local area on brown site land, there are 90+ houses on the Fox Valley development and 400+ to go on the old brickworks site at Deepcar, around 1000 homes including Oughtibridge mill and infill developments, 20 homes at the Peggy Tub site, 159 homes planned on greenfield sites in Stocksbridge and Deepcar that is a significant share;

- There are still sufficient sites on the Sheffield Brownfield Register within the Stocksbridge area to accommodate future development needs (old Stein Brickworks, Steelworks Site A), derelict land opposite the Venue, valley from Oughtibridge to Stocksbridge contains a number of brownfield sites with good access to main routes and local shops;

- Not identified in house building plan for Stocksbridge;

- Too many developments in the area;

- Low level of new house building over last five years in Stocksbridge and Deepcar area are obsolete;

- Numerous attempts over the years to develop this land have been rejected for good reason, previous reasons still stand true;

- Would create a precedent, how long before 93 becomes a few hundred;

- Unnecessary, unwanted;

- Only 10% of houses being affordable will not tackle need;

- Note that in planning committee reports the declared housing land supply figure is currently 5.04 years, as Sheffield has a housing supply of over five years there is no



obligation to abandon policy of brownfield development first or allow building on green fields in protected open countryside;

### Land Banking

- Land banking has been identified as one of the causes of the housing crisis, the outline planning permission is solely to increase the financial value of the agricultural land and will at some unknown point in future sell the land, highlighted in 2017 Government housing white paper and in statement to Parliament at launch of NPPF in March 2018 which promised a crackdown on land banking developers;
- Local planning authorities should not be condoning the activities of land speculators;

### Services

- Impact on services, strain on local schools, medical services, drainage, and infrastructure cannot sustain all current applications, unknown consequences of completed brownfield developments in Fox Valley and on Station Road;
- Existing infrastructure cannot cope, no available spaces at NHS dentists within Stocksbridge and Deepcar, the bank closed in 2018;
- The development does not have a balance of land uses, residents have to leave the site for employment, shopping, leisure, recreation and other activities, main local shops are a mile away, brings no new amenities to the area;

### Open/Green Space

- Immediate location is rural, would be exact opposite if developed, no amount of screening and sympathetic design will alter this;
- Ignores Government pledges to protect green space, area is a designated open space and should be kept, inappropriate development in a protected rural location;
- Open space is taken to mean all open space of public value;
- Not sustainable to build in areas that should remain green;
- Stocksbridge and Deepcar are mainly below eye level and therefore not seen;
- Ruin rural feel of area, local community place a high value on its current high amenity value, highly values for its rural character;
- Much used for walking along and enjoying the views and rural aspect;
- Proposal would not protect and enhance the character of the existing rural open countryside, ruin beautiful countryside;
- Should remain a green corridor;
- Intrude in natural green division between Deepcar and Stocksbridge, Hollin Busk is an open space between Deepcar and Stocksbridge, a break between the two areas, part of a green corridor, closes off the top of Fox Glen and a green link, the proposed development would sever green finger running up valley sides, would sever the locally designated strategically important Green Link running up Fox Glen/Clough Dyke to open countryside;
- Natural buffer, important boundary land between Deepcar, Stocksbridge and Bolsterstone;
- The site fulfils the purpose of the green belt, site should be granted green belt status;

- The proposal is not rounding off or urban infill, it is entirely urban expansion, will be another case of urban sprawl, housing development would not achieve distinctiveness of neighbourhood, unnecessary encroachment on open space;
- Without SUDS the available public open space would be down to 34%;
- Need more green space not less;
- Need farm land;
- Negative effect on green belt, spoil green belt land, land should be re-designated green belt;
- Any development of 93 dwellings would in effect create a new village at Royd Farm and would have detrimental impact on the Green Belt on the other side of Hollin Busk Lane, the Green Belt is a core feature of the local environment;
- Object to encroachment towards Bolsterstone one of only two remaining hill top villages in Sheffield;
- Close to Peak District National Park and would add an additional urban development on the edge of the PDNP, proximity to the PDNP is a defining feature of this location, no positive tangible benefit;

### Ecology

- Land always been grazing and a place for wildlife, diverse range of species present in the fields, land is resource for wildlife including species under threat such as lapwings and curlew, many on 'red list', bat colonies, provides shelter for wildlife;
- Loss of wildlife habitat and wildlife corridor, insensitive to wildlife, the wildlife using these fields to forage would be decimated, impact could not be reversed;
- Publically accessible open space would conflict with dual role as a new habitat for wildlife;
- Fox Glen is a much valued Local Wildlife Site, would have a serious impact on biodiversity of the site and adjoining green spaces including Fox Glen, impact on current project to encourage willow tits in Fox Glen, proposed drainage into Clough Dyke in periods of heavy rainfall would destroy the habitat which is being created in the local wildlife reserve of Fox Glen, local concern that changes to surface and underground water flow into Fox Glen not adequately addressed, adverse influences of noise, flooding, pollution, litter, increased footfall, potential vandalism and disturbance from increased presence of dogs and cats are incompatible with the continued success of the local wildlife reserve;
- Would cause significant harm to the Fox Glen Wildlife site and the project to create a habitat for rare willow tits, would effectively close off access to local wildlife site of Fox Glen;
- Adverse effect on natural environment and recorded bird species;
- Mine investigations will involve intrusive work which will damage wildlife in the area;
- Insufficient assessment of impact on species using the woodland or on effects of lighting and dumping, should be more detail on habitat provision, full ecology survey should be completed;
- Relying on householders bordering the Glen to look after wildlife does not enhance the natural environment;

### Recreation

- Hollin Busk Lane used recreationally by walkers, ramblers, dog walkers, horse riders, cyclists, school children and others enjoying countryside setting, recreational

benefit is already satisfied by walking along Hollin Busk Lane without a housing estate, much valued local amenity;

- Part of one of the ten national best walking neighbourhoods;
- Reduce physical and mental wellbeing of local residents who enjoy living with countryside views;
- No environmental benefits from any increased public access to the site, harm cannot be mitigated by the layout;
- Fox Glen already has three access points;

## Landscape

- Too near Peak District boundary, the site is visible from the Peak Park, the site is in full view from Salter Hills onwards and remains a view from a further 0.6 km along the boundary of the Peak Park to the west;
- Proposed housing development will be highly visible due to lie of the land, will significantly affect the scenic value of the area;
- Obscure views from Carr Road;
- Site could be categorised as upland hay meadow which are in fast decline and should be protected;
- Proposals impacts on landscape greater than applicant has stated;

## Traffic

- Not easy access to main road network, roads over capacity, only viable route to travel is via Carr Road;
- Increase in traffic at peak times and through the day, Carr Road is already busy without the addition of potentially 200 more cars, blind bend, major increase to traffic onto Carr Road particularly in the mornings when small children will be going to school, entrance to the site too near to school to be safe, access and traffic increasing would have a detrimental effect on road safety and Royd nursery and infant school, danger to pedestrians, young people and their parents;
- Parking is critical in the morning, occasional attendance of traffic wardens to deal with the problem, incidence of coaches parked outside school;
- Parking problems on Royd housing estate where on off road parking options;
- Smell and toxic pollution from vehicles, NIHCE guidelines suggest new homes should be built away from roads to prevent high volumes of airborne pollutions;
- There has been an increase in large articulated HGVs passing the school visiting the nearby forest land;
- Increase traffic flow on Townend Lane;
- HGV construction traffic, construction site will be intolerable at peak times;
- Carr Road/Manchester Road junction already a bottle neck, junction is at capacity, already at saturation levels, road is narrow, 486 cars an hour using Carr Road, create unacceptable additional contribution to congestion at the Carr Road/Manchester Road junction especially at commuting times, drivers exiting Carr Road already dependant on drivers along Manchester Road letting them in, drivers will look for short cuts through the estates causing road safety issues, houses at Fox Valley, Deepcar brickworks, Oughtibridge mill and Hollin Busk will total 944/1000 vehicles accessing Manchester Road, increase of 1500 vehicles, any traffic surveys on Carr Road will not give a true picture of congestion these houses will create;

- Instance of queues of cars extend for a distance up Carr Road, road blocked on both carriageways due to parked cars and queuing traffic, causes vehicles to weave in and out, some cars turn down St John's Road to avoid congestion, entry into Manchester Road relies on good will, Carr Road is a courtesy junction normal occurrence no motorists give way to cars waiting to pull out;
- Topography makes it unlikely there could be any road improvement system, traffic sensors on the road to hold up the traffic will cause problems up Carr Road and along Manchester Road, the problem is road capacity not sequencing of traffic lights;
- The one way bridge at Vaughton Hill slows traffic down;
- The traffic assessment acknowledges that Carr Road/Manchester Road traffic light junction exceeds capacity at peak times, the problem is road capacity not traffic light sequencing;
- The transport assessment conducted over 12 months ago is out of date, significant changes to future traffic movements and controls at the Bloor's site would impact significantly on future traffic flows;
- Traffic speeds reach 40-45mph on Carr Road, 50-60 mph on Hollin Busk, 13 accidents on Carr Road between 2102 and 2017;
- Emergency vehicles will be delayed, when it becomes gridlocked cannot exit Deepcar via route through junction;
- Shops, supermarket, surgeries, dentists, library, post office, restaurants and takeaways are in the valley bottom 1 – 2 km away;
- Acceptable walking distances are on the limit, most are at maximum level or do not meet the criteria, Carr Road gradient is not walked up and down by local people, exasperated in bad weather, schools and shops not within walking distance, a mile from local shops, shoppers would struggle without a car;
- Public transport is poor, site does not promote sustainable travel, topography does not allow for everyday cycling, there are not several bus stops within a 5 minute walk, there is not a regular bus service near it, buses to Penistone three times a day, 600 metre walk from Penistone to station, one bus to Barnsley, bus stop 380 metres away, bus into Sheffield is hourly but does not stop near to this site, Supertram link bus reduced to one per hour, Wood Royd bus stop for Supertram link bus 600 metres away half as far again as recommended, journey is fragmented and takes time, in morning rush period bus will take 40 minutes to get to Middlewood tram stop, bus route connection with trains useless as a service for commuters, residents rely on cars, little to benefit elderly and disabled residents, no school bus;
- Increase traffic impact further afield at Middlewood and Tankersley;

#### Ground Conditions

- Hollin Busk is an area where there has previously been a coal mine and a ganister mine, undoubtedly underground workings that have not been investigated, land may not be suitable for building on;
- The location of the land on the boundary suggests it may have been used for unmarked graves;

#### Drainage

- The site is regularly waterlogged from surface water drainage and ground water and is the water feed zone at the head of Clough Dyke, the natural regulation of surface water run-off by soaking into the field is important to local flood alleviation

downstream, a SUDs scheme would be inadequate to compensate, directing water flow down Clough Dyke not a sensible option, culvert in Fox Glen often overwhelmed after heavy rain;

- Surface water runs down Carr Road at times, local roads often struggle with drainage problems;
- Sewerage system does not cope, Yorkshire Water says may only have limited spare capacity, if any, available;
- Building will reduce water absorption and increase risk of flooding in the valley, already a risk along Manchester Road;
- Potential pollution to stream that runs through Fox Glen;
- Need clear arrangements for maintenance of the SUD system;
- Likely there are underground workings which could affect drainage and stability of land;
- Will destabilise land at Glen Works;

#### Heritage

- Harm historic environment, detract from listed building one of the oldest in the area, close to outer perimeter of the farmhouse, the proposal indicates building within 5 metres of the listed stone pigsties buildings at Royd Farm and encasing listed buildings on three sides, would have a significant adverse effect on their setting, the barn and farm buildings have been converted to dwellings;
- Close to the Walder's Low burial mound;

#### Amenity

- Overlooking, indicative design solution shows proposed properties facing over Carr Road, loss of privacy and issues of overshadowing for properties adjacent to the proposed development;
- Increased noise and disturbance, loss of tranquillity;
- Increases air pollution, exacerbate harm to air quality, housing will generate greenhouse gases;

#### Design:

- The houses on Carr Road are not two-and-a-half stories, two to two-and-a half storey buildings fronting Carr Road would be grossly prominent;
- Layout does not respect the density of the local area, not in keeping with spacious plots of the surrounding properties, does not integrate into the neighbourhood;

#### Economy

- Construction phase short term benefits for a few, little or none employment generated, support and revitalising economy will be negligible compared to Fox Valley and Station Road;
- Other areas would bring greater economic, social and environmental benefits to the city;

#### Affordable Housing

- A very small proportion of affordable housing would come from this site, local house prices are below average compared to Sheffield generally, a new luxury housing estate of large expensive houses would not fulfil national housing requirements;
- New build houses building being purchased for buy-to-let increasing demand;

#### Other Comments on Submitted Information

- Omits to address all the elements of the 2018 NPPF which are detrimental to the applicant's case;
- The original illustrative plan showed only 72 dwellings;
- Incorrect identification of site boundary on Landscape and Visual Appraisal (Figure 16, viewpoint 13), incorrect location (for Figure 10 viewpoint 2);
- Stubbin and Rookery key character areas in Design and Access Statement are remote from the site;
- Anomalies in Design and Access Statement, some of photographs very old, misleading statement and photographs;
- The site is farmland;
- Walking catchments and distances inaccurate;
- Traffic survey done during bank holiday, accuracy of speed information as taken during half term, travel plan inaccurate particularly with regard to local public transport facilities, does not mention direction of travel;
- The further statement from the applicants continues to contain factual errors, misrepresentations and inaccuracies about the locality;
- Site does not slope down in a southeast direction;
- Site is not a flood-free zone;

#### Policy

- Fails to establish a case for sustainability;
- The applicant wrongly continues to dismiss all old policies as time lapsed or not framework compliant and refuses to accept the local planning authority's legal authority and duty to continue to use old policies which still fully conform to 2018 NPPF and which would still carry full statutory weight in decision making;
- The planning grounds for refusal are overwhelming, policies for local area should not be overridden by national guidance, proposal ignores local guidance, UDP and Core Plans and supporting documents are the only existing documents that can guide this decision making;
- This area should not suffer Greenfield development just because Sheffield has an out of date housing policy and cannot demonstrate a five year strategy;
- Not in the original housing plan;
- Not in line with 2017 Housing White Paper which directs future housing to brownfield sites and reaffirms strong protection for the countryside and has a key theme of the right homes in the right places;
- Core Strategy policies should be upheld;
- Key core strategy relating to Hollin Busk is CS72 protecting open countryside not in the Green Belt, it is not a generic protection of all open green space it also specifies that no land should be developed for urban land uses in the period to 2026, the spatial area is defined on the Local Plan Pre-Submissions Proposals Map, vital that policy CS72 is followed, one of only four sites in Sheffield protected as open space

and should remain so, Core Strategy Policy CS72 provides sufficient grounds to refuse this planning application, NPPF seeks to protect green spaces;

- CS33 limits new housing to previously developed land, open space at Hollin Busk is environmentally important;
- Bearing in mind NPPF is only guidance its first core principle is empowering local people;
- The presumption in favour is heavily qualified and restricted, NPPF paragraph 11(d) describes the exception for not granting permission for such cases as this where the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed;
- The NPPF explains that in the process of building more homes existing local planning controls would still be able to continue to prevent inappropriate developments in inappropriate locations;
- The protection of the countryside has become a higher priority under the NPPF, equally important objectives include the enhanced protection of the natural environment and stronger protection of the Green Belt and equivalent such as the locally designated policy area 'open countryside (non-greenbelt)';
- The application proposal is not in a sustainable location, it is not within the urban area, so does not conform to CS23 policy requirement;
- Does not conform to policy CS24 requirement, Hollin Busk is not sustainably located, there is now a housing land supply of above five years;
- Fails to adhere to 'the right homes are built in the right places';
- Fails to adhere to securing local community support before submitting applications';
- Applicant wrongly dismisses all old policies as time lapsed or not Framework compliant, applicant refuses to accept the local planning authorities can continue to use old policies which still fully conform to NPPF and which would still carry full weight in decision making, policies CS72 and CS73 carry full weight, CS72 is not a blanket protection over open countryside and is not a policy specifically related to housing supply, CS72 is supported by Policy G6A and G2 of the Pre Submissions Local Plan which allows appropriate uses in rural areas and which would not harm the rural character of the area, the proposal does not conform to this, UDP Policy LR4 protects open spaces from development;
- The proposal does not conform to policy CS73 and G2 requirements, the proposal would sever the Fox Glen Green Link from protected open countryside and will cause significant harm to Fox Glen Local Wildlife Site and the project to create beneficial habitat for rare willow tits;
- Contrary to the city's growth strategy 'regeneration not expansion';
- CS72 was created to protect Hollin Busk from inappropriate development, it has not been excluded from the Green Belt because it is not important, previous planning permission on this site have been refused at appeal;
- The NPPF does not provide a presumption in favour of unsustainable developments such as the current application even when the local planning authority is not up to date with its five year housing land supply;
- NPPF states that open space should not be built on, it is not surplus or replaced or for alternative sports and recreation, Policy CS47 would prevent this development;
- Does not meet requirements of NPPF fails to meet core principles, sustainability, fails to give due weight to existing and emerging plans, rights of local communities to shape their surroundings, arguments in favour are weak, the proposal is misleading and should be refused, many of applicant's claims are incorrect and carry no weight;

- Transformation and Sustainability Statement 2013 states Hollin Busk designated as open space outside the green belt worthy of protection for its green character;
- Omitted from Green Belt in error;
- The underlying situation has not changed since the time of the previous attempts to secure residential planning permission on this site, irrespective of Sheffield housing targets;

#### Community Involvement by the Applicant

- Any pre-application interface with community was poorly advertised and too narrowly focused in geographical area, 20 responses to community involvement, no communication with Stocksbridge Town Council;

#### Stocksbridge Town Council (STC) object for the following reasons:

- The application contravenes the policies in the Core Strategy Policy (2009) and the Local Plan due to be implemented in 2020 in particular with regard to policies CS72 and CS33;
- STC state that from this application first having been received, STC have been contacted by numerous local residents objecting to this development, no one has been in contact to support the application, STC have never received information directly from the developers wishing to engage with us;
- Background: Hollin Busk is an area at the top of Carr Road that historically was mined and then laid to agriculture, it is regularly used by people who enjoy the outdoors, it has wonderful vistas from its elevated position, it is a significant piece of land in the local community in that it separates Deepcar and Stocksbridge allowing each town its own identity, because of this since 1998 the Hollin Busk Fields have been designated as open space/open countryside not in the green belt, this came about because it was accidentally left out of the Green Belt but it was recognised that the land should be protected, this land is now only one of four sites in so designated;
- Regulations: In March 2009 Core Strategy CS72 protecting countryside not in the green belt was adopted, this regulation is still in place, it is as valid now as it was when adopted and as such Hollin Busk must remain as it is to comply with this regulation, the STC and residents have no objection to house building in the area providing it is in the right place, extensive developments underway at Deepcar (Bloors), Fox Valley (Stonebridge Homes) and just outside STC boundary at the Oughtibridge Valley site, Hollin Busk is not the right place to build, a point supported by Policy CS72;
- Transport: traffic generation, vehicle access and road safety;
- STC take issue with the developers statements regarding public transport, the 23 and 23A buses can be caught to Penistone to link with the railway station, this service has only three buses a day, trains from Penistone run only hourly, there is one bus a day to Barnsley, the 57 to Sheffield is hourly the bus stop is quite a walk from this site, the SL1A does not start until after peak times meaning the SL1 would have to be caught extending the journey time to Sheffield, the bus stop is some 600



metres away, 50% more than the recommended walk to a bus stop and would be a significant uphill walk when returning home;

- this indicates that the reality is commuters will choose to drive, already disruption to road traffic from the houses being built by Bloor Homes on Manchester Road Deepcar, a second set of traffic lights is to be added to allow access on/off this development 100 metres from the junction of Manchester Road/Carr Road/Vaughton Hill, currently this junction is at gridlock at peak times, added vehicles travelling down Carr Road to get to Sheffield, the motorway or the bypass will add to the congested area, there is a nursery and infant school on Carr Road opposite the proposed site, due to the hill that it is built on parents drive young children to school rather than walking, causes congestion at top of Carr Road with vehicles parked for the school where the entrance to the development is planned, there is no footpath on the development side of Carr Road, STC are concerned about road safety implications with an additional junction, parked vehicles and additional vehicles from this development;

- Access to Local Amenities: capacity of infrastructure, public drainage system, school places and health provision;

- While Stocksbridge and Deepcar have local shops, library GP surgeries, public houses none are realistically in walking distance, especially not on the journey home up a steep hill, in reality car journeys will be used due to the gradient and lack of nearby public transport;

- Environment: impact on nature conservation interests and biodiversity opportunities, particularly with regard to the nearby Fox Glen nature reserve;

- Effect on listed buildings Royd Farm;

- Risk of flooding;

- Landscaping;

- Water has to go somewhere, often run off from the surrounding fields floods down Carr Road and along Hollin Busk into the fields of this site, with additional foundations cutting off natural routes concern about excess water and local drainage system being able to cope with it;

- Fox Glen is a local wood that local schools enjoy as part of the Forest Schools initiative, it has much wildlife that over the years local groups have encouraged to return and seek to protect, STC concerned that local conservation projects will fail with housing built on the site;

- Also note there are significant developments already underway or proposed in the Stocksbridge and Deepcar area;

- In summary Hollin Busk plays an important role in the areas outdoor city initiative something the Town Council is keen to promote and encourage in the area, a housing estate in this location will detract significantly from that, it would also contravene Policy CS72, STC ask that the planning authority reject this proposal.

A letter from Angela Smith MP objecting to the proposal has been received:

- The Hollin Busk area is a green, open space with expansive and highly-valued views across the Stocksbridge valley, there is a high likelihood that mines'

underground workings have not been fully explored nor their effect upon drainage or land stability investigated;

- Previous attempts to develop Hollin Busk have been turned down, the character of the site is much valued by pedestrians, equestrians and cyclists due to the comparatively level topography;
- This is not and never has been considered as housing land and is not in the right place to fulfil a housing need, the loss of this valued local amenity would not serve the interests of present or future generations, the application would contravene the environmental role of the planning system as it would damage biodiversity and have an injurious impact on the environment;
- This application does not promote sustainable transport, it is not served by any bus route, and closest bus runs infrequently;
- Hollin Busk is a key integral component of the overall landscape of Stocksbridge and Deepcar, separating the two settlements, a multitude of nearby species would be disturbed by development on the land, importance of bird species to NPPF;
- The Draft Proposals Map published alongside the Draft City Policies and Sites document in 2013 shows the Council's thinking on the spatial development of the city at that time, the application site is designated as open space both in the previous adopted Local Plan and in the Draft Proposals Map demonstrates a consistency of approach to this site which should be afforded significant weight, Housing Land Map does not identify the land as an allocation or an identified site, Transformation and Sustainability document 2013 states that Hollin Busk designated as Open Space outside the Green Belt worthy of protection for its green character;
- The adopted Core Strategy rightly identifies areas of countryside around the city that are safeguarded in the spatial strategy as much as the majority of the land that is in the Green Belt and enjoy equally strong protection from development, these are greatly valued for the way in which they contribute to Core Strategy objectives for the natural environment, rural settings and opportunities for peaceful enjoyment of the countryside;
- This site has enjoyed protection from development under the Unitary Development Plan, the Core Strategy as well as the draft Local Plan and the various policies which have accompanied these strategic documents due to the recognition of the importance of the Hollin Busk site, specifically Policy CS72, the monitoring of CS72 goes further by making it explicit that no land should be developed for urban land uses in the period to 2026, Hollin Busk contributes significantly to the distinctiveness of the area by preventing the spread and merging of Stocksbridge and Deepcar;
- Proposed access virtually opposite Royd nursery and infants school would present an unacceptable highway hazard for very young children, will increase traffic on Carr Road especially near crossroads on Cockshot Lane renowned for poor visibility;
- Would exacerbate surface water flooding problems in Fox Glen should additional water be directed through Clough Dyke, drainage on Carr Road struggles to cope, drains regularly overflow, Hollin Busk would cease its current benefit as a natural soakaway;
- Open green fields are an attraction to many forms of nature, strongly encourage careful consideration of the impact of the development on the biodiversity of the site and Fox Glen;
- Whilst the site is not within the Green Belt itself, it clearly fulfils the key purposes of the Green Belt as defined in the NPPF, Hollin Busk fields should be given greenbelt status as was the original intention;

- Core planning principles in the NPPF also emphasises the importance of taking account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving communities within it.

R. Crowther (at the time of commenting the Councillor for Stocksbridge and Upper Don Ward) objects:

- Economic role: as this is not currently and never has been considered as housing land, it is clearly not in the right place to fulfil a housing need;
- Social role: loss of this valued local amenity would not serve interests of present of future generations
- Environmental role: would contravene environmental role as it would damage biodiversity and have an injurious impact upon environment;
- Application does not promote sustainable transport as site is not served by any bus route, the closest bus runs infrequently, does not fulfil criteria giving priority to pedestrian and cycle movements;
- The site fulfils the fundamental aim of the Green Belt as well as its five purposes;
- Hollin Busk is a key integral component of the overall landscape of Stocksbridge and Deepcar, separating the two settlements, a multitude of nearby species would be disturbed by the development on this land, particular importance of nearby willow tit habitat;
- The 2013 Draft City Sites and Policies document and Draft Proposals Map shows Council's thinking on spatial development at that time, whilst it could be argued that the Draft Proposals Map has limited weight in planning terms as it has not been subject to public examination, the site's designation as open space in the previous adopted local plan and in the Draft Proposals Map demonstrates a consistency of approach to this site which should be afforded significant weight;
- It is not a proposed allocation or identified site in the Housing Land Map, the Transformation and Sustainability document (July 2013) states that Hollin Busk designated as Open Space outside Green Belt worthy of protection for its green character;
- The Green Belt enjoys a degree of permanence, however the Core Strategy rightly identifies areas of countryside around the city that are safeguarded in the spatial strategy to the same extent as the majority of land in the Green Belt and enjoy equally strong protection from development, greatly valued for their contribution to Core Strategy objectives for the natural environment, rural settings and opportunities for peaceful enjoyment of the countryside;
- The application site is specifically identified in Policy CS72 as one such site, making it explicit that the target for compliance with CS72 is that no land should be developed for urban uses in the period to 2026;
- Hollin Busk contributes significantly to the distinctiveness of the area by preventing the spread and merging of Stocksbridge and Deepcar;
- Hollin Busk is a green, open space with wide and highly valued views across the Stocksbridge valley, high likelihood that mines' underground workings have not been fully explored, nor their effect upon drainage or land stability investigated;
- Previous attempts to develop Hollin Busk have all been turned down, the open character of the site is much valued by pedestrians, equestrians and cyclists in part due to its comparatively level topography;

- Proposed access for construction lorries and new residents is virtually opposite the school, this would present an unacceptable highway hazard for very young children particularly around the start and end of the school day when there are high numbers of stationary vehicles, additional housing so far from public transport will increase traffic flows on Carr Road, inappropriate and unwise to further increase traffic flows on Carr Road, especially near crossroads with Cockshut Lane renowned for their poor visibility;
- Surface water already causes significant problems in Fox Glen during periods of heavy rainfall and would be exacerbated should additional water be directed through Clough Dyke, drainage on Carr Road also struggles to cope with high rainfall, drains regularly overflow, plans to develop would cease its current benefit as a natural soakaway and further exacerbate the problem;
- Open green fields are an attraction to many forms of nature, studies have shown breadth and depth of biodiversity at this location;
- Fox Glen Local Wildlife Site is a wooded area of environmental importance gifted to the local community, new development would sever green access to this local wildlife site currently the location of a funded project to support a local population of willow tit involving cultivation of correct habitat and careful control of water drainage through the Glen;
- Consider impact of the development of Hollin Busk on the biodiversity of the application site and the nearby Fox Glen;
- In conclusion the site has been rightly protected from development under the Unitary Development Plan, Core Strategy and draft Local Plan, whilst the site is not green Belt itself it clearly fulfils the key purposes of the Green belt, Hollin Busk should be given greenbelt status, Core planning policies emphasise importance of taking account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belt around them, recognising the intrinsic character and beauty of the countryside and supporting thriving communities within it.

Sheffield and Rotherham Wildlife Trust object:

- The site is not allocated for housing, it is allocated as open space, site separates Stocksbridge and Deepcar and prevents urban sprawl, large numbers of housing in the upper don valley have already been granted planning permission, previous applications at this site have been turned down including an appeal;
- Wildlife concerns, reports of lapwing, curlew and bats using the site, potential impact on birds needs to be adequately assessed;
- It would mean development on all sides of the Fox Glen local wildlife site isolating it as an island the opposite of trying to achieve ecological networks, reducing green access to the local wildlife site, the Steel Valley Project have been working to make the site more suitable for willow tit birds whose decline have made it a red list species, possible impacts on water levels at Fox Glen;
- Concerns that a development here would sever a 'green finger', disagree that limited weight should be given to policies relating to green networks and nature conservation (GE10, GE11);
- Refer to Policies G1 and G2 in the City Policies and Sites pre-submission document and NPPF policies 174 and 175;
- If outline application is to be recommended for approval, note that the design does incorporate a species rich grassland area, a buffer to Fox Glen LWS, a SUDS and

Landscape and Ecological Management Plan are features S&RWT would recommend in a scheme such as this, would like the details included/conditioned of protecting LWS from small road/driveway in the northwest of the development, how the species rich grassland would be created and managed, play area to be a natural play area, native species in landscaping design, additional ecological features bat and bird boxes, avoidance of solid fences or holes for hedgehogs, green roofs;

- Objections submitted needs considerable weight.

The Campaign to Protect Rural England (South Yorkshire) object:

- The proposals are completely at odds with both the spirit and detail of the adopted Core Strategy, and would therefore constitute unsustainable development;
- The landscape impact would be unacceptable;
- Not appropriate to grant planning permission on unallocated Greenfield sites contrary to adopted development plan when there are so many permissions in the pipeline;
- It should be consistent with policies for countryside areas (Core Strategy Policy CS23);
- Application site is Greenfield on periphery of the area therefore not compatible with Policy CS33;
- Policy CS72 specifically identifies Hollin Busk as an area of non-Green Belt countryside where the green, open and rural character on the edge of the built-up area will be safeguarded through protection as open countryside, CS72 is only indirectly about housing supply, do not accept that housing land requirements would reduce weight of CS72 indeed they should increase its weight because if Stocksbridge and Deepcar are to grow sustainably then it is all the more important that their character and distinctiveness and quality of life can be supported, to develop this site would directly undermine the spatial strategy of the statutory development plan;
- From Cockshot Lane and Hollin Busk Lane the development would present as a stand-alone incursion into an otherwise open rural landscape which breaches the established boundaries of built development, from the existing development at Royd Lane not just the immediate visual break with Stocksbridge but any connection to the wider landscapes to the north and west would all but disappear;
- This is a prominent site and built development there would be a profound change to the local landscape, a decision to do away with this openness would constitute a major landscape change.

## PLANNING ASSESSMENT

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

The Government's planning policies contained in the National Planning Policy Framework (NPPF) is a material consideration in planning decisions. The NPPF has been revised twice since the submission of this application, firstly in July 2018, and more recently in February 2019.

## The Presumption In Favour Of Sustainable Development

The NPPF states (at paragraph 7) that the purpose of the planning system is to contribute to the achievement of sustainable development, and (at paragraph 10) so that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

NPPF (paragraph 8) states 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).

NPPF (paragraph 11) states that for decision making the presumption in favour of sustainable development means ... (c) approving development proposals that accord with an up-to-date development plan without delay; or (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless: (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed [these are defined in a footnote to the NPPF as outlined below], or (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

There are two relevant footnotes to NPPF Paragraph 11. Firstly, a footnote in relation to 'out-of-date policies' states that this includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 73 [of the NPPF], or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years. The transitional arrangements for the Housing Delivery Test (set out in NPPF paragraph 215) state that delivery of housing which was substantially below the housing requirement means where the Housing Delivery Test results published in November 2018 indicate that delivery was below 25% of housing required over the previous three years.

Secondly, a footnote in relation to 'policies in this Framework that protect areas or assets of particular importance' states that the policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites [these are defined in Annexe 2 of the NPPF and also includes those listed in paragraph 176 of the NPPF], and/or designated as [amongst others] Sites of Special Scientific Interest, land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park, irreplaceable habitats, designated heritage assets (and other heritage assets of archaeological interest [non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets], and areas at risk of flooding.

## The Development Plan

The Sheffield Local Plan includes the Core Strategy (adopted in 2009) and the saved policies and proposals map of the Unitary Development Plan (UDP) (adopted in 1998).

The Pre-Submissions version of the City Policies and Sites (CPS) Document and Proposals Map (2013) are also a material consideration albeit with very limited weight given that the documents are not to be submitted to the Secretary of State.

The Unitary Development Plan Proposals Map

The UDP Proposals Map identifies the site as being part of a larger Open Space Area which also extends to the west and north of the application site.

The application site is not within the Green Belt.

Hollin Busk Lane is one of the boundaries to the Green Belt. Land on the south side of Hollin Busk Lane, opposite the site, is part of the Green Belt.

Alongside the site to the northwest, the UDP identifies an Area of Natural History Interest (ANHI) centred on Fox Glen Wood. The north-western boundary of the application site runs alongside this ANHI, and in part overlaps slightly into the ANHI at its southwestern end.

Land to the east of the site off Carr Road is identified as part of a Housing Area. There are further Housing Areas beyond the Open Space Area to the north and west.

UDP Policy LR5 relates to development in Open Space Areas and lists the criteria where development in Open Space Areas will not be permitted. UDP Policy H16 relating to open space in new housing developments seeks to ensure the provision of sufficient open space to meet the needs of people living there.

The relevant policies of the UDP include Policies BE5, BE15, BE19, GE10, GE11, GE12, GE13, GE15, GE17, GE22, GE23, GE26, H16 and LR5. These are assessed below.

Core Strategy

Core Strategy Policy CS47 seeks to safeguard open space and sets out criteria where development of open space will not be permitted. It also sets out criteria to determine whether development that would still result in the loss of open space will be permitted.

The Core Strategy defines open space as a wide range of public and private areas that are predominantly open in character and provides, or have the potential to provide direct or indirect environmental, social and/or economic benefits to communities. The Core Strategy lists the types of formal and informal open space that this comprises. The types of informal open space include 'natural and semi-

natural urban open spaces – including accessible natural green space, grasslands (e.g. downlands, commons and meadows).

Core Strategy Policy CS72 which seeks to protect countryside not in the Green Belt states the green, open and rural character of areas on the edge of the built-up areas but not in the Green Belt will be safeguarded through protection as open countryside including ... (d) the area south of Stocksbridge (at Hollin Busk).

The relevant Policies of the Core Strategy include Policies CS22, CS23, CS24, CS26, CS33, CS40, CS47, CS51, CS53, CS63, CS64, CS65, CS67, CS72 and CS74. These are assessed below.

#### The Pre-Submissions City Policies and Sites Proposals Map

The Pre-Submissions version of the Draft City Policies and Sites (CPS) Document and Draft Proposals Map has been subject to public consultation (most recently in 2013), however, this document was not submitted to the Secretary of State for public examination, and whilst it is a material consideration it has very limited weight.

The Draft Proposals Map identifies the site, together with further land to the west, as being within a Countryside Area (Non Green Belt).

Draft CPS Policy H1 states that, in Countryside Areas, Core Strategy Policy CS72 is relevant, and that development proposals will be determined in accordance with [Draft CPS] policy G6A and the NPPF.

Draft CPS Policy G6A relating to development in Countryside Areas including the Green Belt states that the openness, distinctive character and quality of the countryside around the city will be protected and where possible enhanced and lists the criteria where development in Countryside Areas will be permitted.

#### Emerging Plans

The Council is working towards a new Sheffield Plan and in 2015/16 consultation took place on the Citywide Options For Growth to 2034 document. Whilst the Sheffield Plan will ultimately replace the Core Strategy, the UDP, and the Pre-Submissions version of the CPS document, at present, the Sheffield Plan carries no weight in determining planning applications.

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 has no weight in determining planning applications.

#### Housing Land Requirement and Supply

The development plan and the NPPF seek to ensure that the local planning authority delivers a sufficient amount and variety of land for homes where it is needed.



NPPF paragraph 59 states that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed ...

Since the adoption of the UDP and the Core Strategy, the Government has refined its guidance on the strategic policies for delivering housing. The consequences of this being that the current local plan strategy for delivering housing is out of date, and that at present Sheffield cannot demonstrate a 5-year supply of deliverable housing sites.

NPPF paragraph 213 states 'however, existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework', and that 'due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)'.

Regarding housing land requirement, since the adoption of the UDP and Core Strategy, the Government's strategic guidance on housing requirement for the city has changed. NPPF paragraph 73 confirms that where strategic policies for housing requirement are more than five years old, local housing need is to be calculated using the standard method set out in national planning guidance. This has implications for the pre-existing policies relating to housing land requirements contained in the UDP and the Core Strategy.

The policies in the UDP (Policies H1 to H3) relating to land needed for housing were superseded by the Core Strategy on its adoption in 2009. The relevant policy in the Core Strategy is Policy CS22.

Core Strategy Policy CS22 relating to the scale of the requirement for new housing, sets out Sheffield's housing targets including ... (b) a requirement for an average of 1,425 net additional dwellings per year over the period 2008/9 to 2025/6.

The scale of the requirement for new housing in the Core Strategy and outlined in Policy CS22 was largely determined by the Regional Spatial Strategy which specified the number of additional homes needed over the plan period.

However, as noted above, Sheffield's housing requirement is now based on the Government's standard methodology for calculating Local Housing Need contained in its planning practice guidance Housing and Economic Needs Assessment (MHCLG Guidance 2015 updated February 2019).

Based on the Government's guidance, Sheffield's current local housing need is a requirement for 2,124 new homes per year (calculated April 2019).

It is considered that Core Strategy Policy CS22 is out of date given the significant increase in the housing land requirement for the city.

The Council is now required to plan to deliver significantly more homes than previously identified and planned for in its development plan. This significant increase in Sheffield's local housing need means that the current local plan strategy

for delivering 1,425 dwellings per year is also out of date. This mismatch between the new goal of creating significantly more homes to meet a housing shortage and the existing strategy significantly reduces the weight that can be attached to the policies that make up a now out of date strategy.

Regarding housing land supply, NPPF paragraph 73 relating to maintaining supply and delivery of housing states that local planning authorities should identify and update annually a supply of specific deliverable sites, including a buffer, sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old unless these strategic policies have been reviewed and found not to require updating.

The Government has recently published (February 2019) the results of the Housing Delivery Test 2018 measurement. The '2018 measurement' for Sheffield is 110%. This indicates that the Council is only required to provide a 5% buffer when calculating its 5 year land supply as set out in NPPF paragraphs 11 and 73.

NPPF paragraph 74 states that a five year supply of deliverable housing sites, with an appropriate buffer, can be demonstrated where it has been established in a recently adopted plan, or in a subsequent annual position statement which: (a) has been produced through engagement with developers and others who have an impact on delivery, and been considered by the Secretary of State; and (b) incorporates the recommendation of the Secretary of State, where the position on specific sites could not be agreed during the engagement process.

In this respect, there is no recently adopted plan, and there is no annual position statement that has been considered by the Secretary of State.

The Local Planning Authority is in the process of updating its 5-year housing land supply position, however given the changed assessment regime identified in the revised NPPF (2018 as updated in 2019) and associated Practice Guidance, further detailed work is required. The Local Planning Authority will therefore be undertaking additional work, including engagement with stakeholders, to reflect the requirements of national policy and guidance before publishing its conclusions in a monitoring report later this year. At the current time, the Local Planning Authority cannot therefore demonstrate a five year supply of deliverable housing sites.

The Local Planning Authority's most recent assessment of supply, is that contained in the Sheffield Housing Land Availability Assessment (SHLAA) Interim Position Paper (November 2017), which stated that there is a shortfall between 5-year net requirement and 5-year net supply of 1,185 dwellings and represents a 4.5 year supply of housing sites.

The proposal would make a positive contribution to the provision and supply of housing land.

In the absence of a deliverable housing supply, paragraph 11 of the NPPF requires a tilted balance to be applied. These matters are considered below.

## Core Strategy Spatial Policies

As noted above, Core Strategy Policy CS22 relating to the scale of the requirement for new housing is now out of date. This policy has significantly reduced weight.

There is a clear link in the Core Strategy between the housing requirement numbers and the strategy to deliver them. Some of the other relevant policies of the Core Strategy have spatial elements which seek to direct housing towards and away from certain locations in the city and which seek to meet the scale of the requirement for new housing outlined in Core Strategy Policy CS22.

Core Strategy Policies CS23 (locations for new housing), CS24 (maximising the use of previously developed land for housing), CS33 (jobs and housing in Stocksbridge/Deepcar) and CS72 all have spatial elements to them. These policies have significantly reduced weight in light of Policy CS22 being out of date.

Core Strategy Policy CS72 relates to protecting countryside not in the Green Belt and states that the green, open and rural character of areas on the edge of the built-up areas but not in the Green Belt will be safeguarded through protection as open countryside, including the following locations ... (d) south of Stocksbridge (at Hollin Busk). The supporting justification to this policy states that 'the land at Hollin Busk is a large and integral part of the countryside south of Stocksbridge, prominent in local views and providing an important visual break between the settlements of Stocksbridge and Deepcar. Its rural character is greatly valued locally and there is no need to develop it as new housing can be provided on previously developed land within the urban area. Indeed protection of the area makes a significant contribution to the character and distinctiveness of Stocksbridge'.

The proposed development on part of the open countryside south of Stocksbridge would not safeguard the green, open and rural character of the area and would be contrary to Policy CS72.

However, Policy CS72 is a restrictive policy to protect land as part of the development plans spatial strategy to deliver the then housing requirement. The justification for this policy states that its rural character is greatly valued locally and there is no need to develop it as new housing can be provided on previously developed land within the urban area. It states that protection of the area makes a significant contribution to the character and distinctiveness of Stocksbridge. Given the significant increase in Sheffield's local housing need and the now out of date housing land requirement in the development plans, it is considered that this policy carries significantly reduced weight in light of the Policy CS22 being out of date.

Core Strategy Policy CS23 relating to locations for new housing states that new housing development will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure and in the period to 2020/21 the main focus will be on suitable, sustainably located, sites within, or adjoining: (a) the main urban area of Sheffield (at least 90% of additional dwellings), and (b) the urban area of Stocksbridge/Deepcar. Core Strategy Policy CS23 also states that outside the urban areas and larger villages, housing development will be limited to that which is consistent with policies for the Green Belt and countryside

areas. The supporting justification to this part of Policy CS23 references Core Strategy Policy CS72 relating to protecting countryside not in the Green Belt.

The proposed development is not consistent with Policy CS72 relating to countryside areas, and as such is also contrary to Policy CS23.

However, in referencing Policy CS72 which itself carries significantly reduced weight in light of the Policy CS22 being out of date, the reference to countryside areas in Policy CS23 also carries significantly reduced weight.

Core Strategy Policy CS24 relating to maximising the use of previously developed land for new housing states that priority will be given to the development of previously developed sites and no more than 12% of dwelling completions will be on greenfield sites. This policy describes where housing on greenfield sites will be developed which includes ... (d) in sustainably located larger sites within or adjoining the urban areas and larger villages, if annual monitoring shows that there is less than a 5-year supply of deliverable sites.

Core Strategy Policy CS24 reflects the approach to promote an effective use of land.

The SHLAA Interim Position Paper 2017 indicates that approximately 5% of gross dwelling completions since 2004/5 have been on Greenfield sites.

In this instance, whilst the application site is not a previously developed site, there have been no more than 12% of dwelling completions on Greenfield sites since 2004/5, the site adjoins the urban area, and there is less than a 5-year supply of deliverable sites. Consequently the proposal complies with Core Strategy Policy CS24 subject to the site being sustainably located.

Whilst Core Strategy Policy CS24 is a restrictive policy, it also includes a positive element (criterion (d)) for housing delivery in the absence of a 5-year supply of deliverable sites and carries some weight.

Core Strategy Policy CS33 relates to jobs and housing in Stocksbridge/Deepcar. For jobs this policy states that industrial land in Stocksbridge/Deepcar identified as surplus to operational requirements that could still provide employment and business opportunities for local people will be safeguarded for business development, and that new housing will be limited to previously developed land within the urban area. Whilst there is more prescriptive than Core Strategy Policy CS24 which identifies circumstances where housing on green field land will be developed, the justification for the approach taken by Policy CS33 recognises that Stocksbridge is identified in the Core Strategy as a location for employment (Core Strategy Policy CS5) and that this approach has to be tempered by the greater market demand for housing than for employment-related development and the willingness of many still to travel pointing to an increasing commuter function (Core Strategy Policy CS23). The justification states that market demand is not expected to be sufficient to justify keeping all the employment land that is released so some will be made available for housing and related land uses if good conditions can be achieved without constraining adjacent industry.

The proposed development of this Greenfield site is contrary to Core Strategy Policy CS33.

However in light of the Policy CS22 being out of date, Core Strategy Policy CS33 is a restrictive policy to protect land as part of the development plans spatial strategy to deliver the then housing requirement. Given the significant increase in Sheffield's local housing need and the now out of date housing land requirement in the development plans, it is considered that this policy is a restrictive policy which carries significantly reduced weight.

Thus, in respect of these spatial policies, the proposal complies with Core Strategy Policy CS24 subject to the site being sustainably located, and is contrary to Core Strategy Policies CS23, CS33 and CS72. However, as noted, Core Strategy Policies CS23, CS33 and CS72 have significantly reduced weight.

### Effective Use of Land

The environmental objective in NPPF paragraph 8 is to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land.

NPPF paragraph 117 (and a footnote to it) states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions, and that strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or brownfield land except where this would conflict with other policies in this Framework, including causing harm to designated sites of importance for biodiversity.

NPPF Paragraph 118 states that planning policies and decisions should (a) encourage multiple benefits from both urban and rural land, including through mixed use scheme and taking opportunities to achieve net environmental gains - such as developments that would enable new habitat creation or improve public access to the countryside; (b) recognise that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk management... or food production, and (c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs.

### Open Space Area (UDP Policy Area Designation)

The UDP Proposals Map identifies the site as being part of a larger Open Space Area.

The UDP defines open space as a wide range of public and private areas and states that this includes, amongst others, informal areas of green space.

UDP Policy LR5 relating to development in Open Space Areas states that development in Open Space Areas will not be permitted where it would cause damage, harm or significantly detract from a list of specified environmental features

and assets, including where ... (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 (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; ...

Amongst the reasons for this policy, the UDP states that some open spaces are valuable in their own right and cannot easily be replaced elsewhere and that others are essential to the character of an area.

The applicant's proposals would result in, the loss of part of this Open Space Area to housing development, and, the provision of three accessible public open spaces on the western and southern fringes of the proposed housing, and two additional larger open spaces at the north and western ends of the site.

The application site is part of a privately owned area of open countryside, used as grazing land, which is not accessible to the public. Its main value to the local community is the visual amenity afforded by its open character and appearance. This visual amenity benefit is enhanced by the public being able to walk past the site along and opposite its road frontages which given its context heightens the feeling of being in the rural countryside and the areas sense of place because of its openness which allows extensive views across it. The recreational benefit is enjoyed without the public having access onto the site.

The lack of public access does not diminish the site's value to the community as an open space area. The site's intrinsic value as open space land remains. It provides indirect environmental and social benefit. Its value as an open space area relies on its natural state as open countryside. It does not require physical improvement or physical access to maintain its value as an open space area. It is considered that the site is an open space area of public value that acts as a visual amenity.

Adjacent to the site, Royd Farmhouse and the 'Barn and Farm Buildings' approximately 15 metres to the northeast of Royd Farmhouse are grade 2 listed buildings. The value of the setting of the listed buildings is not reliant on the Open Space Area. The applicant's illustrative layout submitted with this application provides space between the listed building and the proposed buildings.

It is considered that the views across the site, and those across the wider Open Space Area, to and from the immediate adjacent roads will be significantly affected by the proposed housing development. Other more distant views are less likely to be affected.

The site's openness, regularity and consistency of upland pasture is a key part of the character of this Open Space Area.

The site forms part of a wider extent of open land on the edge of the built up area between the housing areas of Stocksbridge and Deepcar with this green wedge also extending into the built up area along Clough Dyke. Whilst the proposal would not result in the loss of the total extent of this wedge of open land the extent of the loss despite some replacement open space provision would significantly impact on its

character. The proposed development on part of this land will adversely affect the rural character of this wedge of open countryside.

In respect of UDP Policy LR5(e), the proposal would not harm the setting of a listed building, however it would have a significant impact on the important views across the site and as such the proposed development would be contrary to UDP Policy LR5(e).

The proposed development would alter the appearance of the site which forms a substantial and important part of the wider Open Space Area to such an extent that the proposal would cause harm to the character of the area contrary to UDP Policy LR5(i) and (j).

## Open Space

Core Strategy Policy CS47 relates to safeguarding of open space. The justification to this policy in the Core Strategy defines open space as a wide range of public and private areas that are predominantly open in character and provides, or have the potential to provide direct or indirect environmental, social and/or economic benefits to communities. It states that this comprises formal open space and informal open space and outlines the types of such open spaces that are explicitly included. The types of informal open spaces outlined includes 'natural and semi-natural urban open spaces - including accessible natural green space, woodlands, urban forestry, scrub, grasslands (e.g. downlands, commons and meadows), wetlands, open and running water, wastelands and derelict open land and rock areas'.

This definition explicitly includes public and private areas that are predominantly open in character. Whilst the 'natural and semi-natural urban open spaces' referred to in the informal open space definition includes accessible spaces, this is not to the exclusion of such spaces that have no public access.

Core Strategy Policy CS47 relating to safeguarding open space states that development of open space will not be permitted where: ... (b) it would result in the loss of open space that is of high quality or of heritage, landscape or ecological value; or ... (d) it would cause a break in the city's Green Network.

When Core Strategy Policy CS47 was adopted the relevant Government planning guidance was contained in 'PPG17: Planning for open space, sport and recreation'. PPG17 (Annexe) defined open space, stating that open space should be taken to mean all open space of public value, including not just land, but also areas of water such as rivers, canals, lakes and reservoirs which offer important opportunities for sport and recreation and can also act as a visual amenity. It defined visual amenity as even without public access, people enjoy having open space near to them to provide an outlook, variety in the urban scene, or as a positive element in the landscape. However, PPG17 has since been superseded by the NPPF.

The NPPF annexe 2 similarly defines open space as all open space of public value, including not just land, but also areas of water which offer important opportunities for sport and recreation and can act as a visual amenity. Unlike its predecessor (PPG17), the NPPF does not define visual amenity.

NPPF paragraph 92 states that planning policies and decisions should, amongst other matters, (a) plan positively for the provision of ... open space.

NPPF paragraph 97 states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless: (a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements, or (b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location, or (c) the development is for alternative sports and recreation provision, the benefits of which clearly outweigh the loss of the current or former use.

It is considered that Core Strategy Policy CS47 is consistent with the NPPF and can be given full weight.

The open space on the site has landscape value. The openness, regularity and consistency of this upland pasture landscape are key parts of the value of the landscape of the site.

In respect of Core Strategy Policy CS47 (b), housing development as proposed is not compatible with maintaining the landscape value of the site. Given a significant part of the site would be occupied by the proposed housing, associated infrastructure and domestic landscape features, this would have a major effect on the landscape value of the site. The loss of this open space that is of landscape value would conflict with Core Strategy Policy CS47(b).

The UDP identifies a Green Corridor running northwest - southeast across part of the site and as part of a Green Link running northeast - southwest across part of the site). Whilst reducing the effectiveness of the green link, the proposal will not result in a break in the green link, and as such complies with Core Strategy Policy CS47(d).

#### Quantitative Open Space Assessment

Core Strategy Policy CS47 relating to safeguarding open space also states that development of open space will not be permitted where: (a) it would result in a quantitative shortage of either informal or formal open space in the local area;

NPPF paragraph 97 states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless: (a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements, or (b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location ...

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 ...

An assessment of accessible open space in the catchment area has been undertaken. This assessment identifies that there is currently a surplus in the overall provision of accessible open space (formal and informal) in the catchment area of the site (4.47 ha/1000 population compared to a requirement of 4 ha/1000 pop). However there is an imbalance between the levels of provision of formal and informal open space which results in a current shortage of accessible informal open space (2.06 ha/1000 pop compared to a requirement of 2.70 ha/1000 pop).

The site currently does not provide accessible open space whether formal or informal. The proposal would provide new accessible informal open space which would make a positive contribution to the quantitative provision of accessible informal open space in the catchment area. The proposed on-site provision of open space exceeds the minimum 10% provision in Guideline GOS1. In this instance the proposal is not contrary to Core Strategy Policy CS47(a) and complies with Guideline GOS1 of the Council's SPD.

#### Impact on Landscape

The site is not within an Area of High Landscape Value as identified in the UDP.

The Council's Sheffield Preliminary Landscape Character Assessment (2011) identifies the application site as part of an Upland Character Area (Upland Pastoral Hills and Ridges sub area) which are characterised by an enclosed upland landscape with wide views, where landform consists of high, gently undulating uplands and broad ridge summits and its characteristic features include isolated stone farmsteads, straight roads and regular fields enclosed by dry stone walls. The dominant land use is pastoral farmland but includes some arable areas.

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

The applicant's Landscape and Visual Appraisal (LVA) assesses the landscape and visual impacts of the proposed development. It notes the site context as six gently sloping agricultural fields that are open in character bounded by gritstone walls of varying condition, with Fox Glen woodland and the wider urban area to the north, further grazing fields and housing to the west, gently rising agricultural land to the south, and the properties at Royd Farm and Royd Cottage and the wider built up area of Deepcar to the east.

The applicant's LVA notes that the site is not subject to any landscape designation at national or local level and considers there is no significant visibility of the site from the Peak District. It considers the visibility between the site and the designated

landscape of the Peak Park to the south and west is restricted by a ridge in the vicinity of Bolsterstone and whilst there are some opportunities to view from more distant higher vantage points within the Peak District the site is hidden by vegetation and the built up area of Stocksbridge.

At local level the nearest part of the Area of High Landscape Value is on the south facing slopes above the Ewden valley approximately 450 metres to the south of the application site. It considers the scenic quality of the wider landscape to be one that is pleasant and attractive but, not remarkably distinctive such that it is out of the ordinary, or one that is rare. It judges the site and immediate landscape to be of medium landscape value.

The applicant's LVA considers the magnitude of the landscape effects to be negligible on the Yorkshire Southern Pennine Ridge, 'medium - low' on the upland character area and 'high - medium' on the site itself as a result of the alteration from agricultural use to built development. It concludes that the loss of the agricultural fields would be adverse, permanent and irreversible albeit they are commonplace elements within this landscape. It states that environmental benefits include new accessible green space, introduction of new habitats and their long term management.

The applicant's LVA judges that on completion of the proposed development the impact on the site would result in a moderate adverse landscape effect which would reduce to 'moderate - minor' adverse in the longer term as the green infrastructure is delivered.

The applicant's LVA does not consider it to be a valued landscape in the context of the NPPF and, as stated above, the site is not identified as an Area of High Landscape Value in the UDP but, in Core Strategy policy CS72, the land at Hollin Busk is identified as worthy of protection as it provided an important visual break between Stocksbridge and Deepcar and is an integral part of the countryside and so is greatly valued locally.

The Council's assessment of the applicant's submissions considers the openness, regularity and consistency of upland pasture enclosed with stone walls to be a key part of this landscape. Housing development on a large scale is not compatible with maintaining these characteristics. Given the majority of the site would be occupied by housing associated infrastructure and domestic landscape features, this and would be a major landscape effect on completion. The magnitude of landscape change is considered to be greater than stated by the applicant's LVA and would still result in a moderate adverse effect when the proposed mitigation is taken into account.

The applicant's LVA assessment of visual amenity has noted that there are views of the site from residential properties, from public footpaths and highway users. It states that there are clear views from residential receptors opposite the site on Carr Road, Royd Lane and nearby on Hollin Busk Lane, Broomfield Lane and Broomfield Grove; from right of way users on the footpath in Fox Glen Wood (albeit limited in extent) and the footpath heading south from Bolsterstone; and from highway users travelling past the site or in close proximity to it on Hollin Busk Lane, Carr Road,

Royd Lane and Cockshot Lane. The applicant's LVA notes that the proposal would include provision of a green infrastructure framework (landscape habitats, new planting, accessible green space).

Regarding visual impact, the applicant's LVA judges that, on completion of the proposed development, the impact on residents on Carr Road would be 'major to moderate adverse impact reducing to moderate adverse', and on Hollin Busk Lane/Broomfield Lane as 'moderate adverse lessening to moderate - minor adverse' impact. In respect of rights of way users in Fox Glen the visual impact is judged to be 'moderate adverse reducing to 'minor adverse'; and elsewhere as 'moderate/minor adverse reducing to negligible'. For highway users the visual impact of the proposed development is judged as 'moderate-minor adverse reducing to minor adverse'.

The applicant's LVA concludes that the proposed development would not result in any unacceptable long term landscape and visual harm on landscape character and visual amenity.

The Council's assessment of the applicant's submissions considers that relative to existing open views of upland pasture, the visual effect of development from locations adjacent to and with clear views of the site would be greater than stated and that it would have a major adverse impact on completion. It is considered that visual impacts from Hollin Busk Lane would remain as moderate adverse as despite new planting the site would still appear as residential development.

Overall, it is considered that the magnitude of the landscape change and visual impact of the development is greater than stated by the applicant's LVA and does involve the loss of part of a valued landscape

The weight that can be given to this then has to be considered against the lack of a 5 year housing land supply and the implications arising and that the impacts would be much the same for other greenfield sites in similar locations albeit that the landscape is valued locally and was not considered to be required for development when the Core Strategy was adopted.

As the impacts would not be greater for this specific site, the weight given to this factor has to be reduced.

#### Impact on Trees and 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. The proposal, which incorporates open space, will reduce the effectiveness of the green link but will not result in a break in it.

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 complimented 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 GE15 seeks to encourage and protect trees and woodland, and UDP Policies GE17 and GE26 seek to protect and enhance streams and rivers and water quality.

The assessment of the impact on the natural environment and ANHI concluded that the proposal was not contrary to these policies for the reasons set out below.

NPPF paragraph 175 states that when determining planning applications, local planning authorities should apply the following principles: (a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused; ... (c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists, and (d) ... opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity.

Habitats and species are also subject to other legislation including the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2010 (as amended)

Section 41 of the Natural Environment and Rural Communities Act 2006 lists species which are of principle importance for the conservation of biodiversity in England; the non-statutory Red and Amber lists of Birds of Conservation

In respect of those areas or assets of particular importance identified in the NPPF, the application site is not a Special Protection Area (SPA) or a potential SPA, is not a Special Area of Conservation (SAC) or a possible SAC, is not a listed or proposed Ramsar site, and is not identified as or required as compensatory measures for adverse effects on such habitats. The application site is not a Site of Special Scientific Interest. It is not an irreplaceable habitat as defined in the NPPF.

Alongside the application site is an Area of Natural History Interest and Local Wildlife Site (ANHI and LWS) centred on Fox Glen Wood. The north-western boundary of the application site runs alongside this ANHI, and in part overlaps slightly into the ANHI at its southwestern end.

Whilst the site is open in character, there are trees sporadically located mainly along the field boundaries within and on the edge of the site. Alongside the eastern

boundary of the site there is a group of mixed deciduous trees in the gardens of the houses at and close to Royd Farm which are the subject of a tree preservation order. A watercourse runs through Fox Glen Wood.

The applicant's Arboricultural Assessment noted that there are few trees of merit within the field parcels and the boundary trees provided the highest quality specimens including some veteran trees. The northern boundary trees and the highest category trees on Carr Road are to be retained. Most other trees are also proposed to be retained, except for, two low quality trees (T28, T29 as identified on the applicant's tree survey) on the Carr Road frontage which would be removed in order to accommodate the proposed site access, and three further low quality trees within the site (T37, T38, T41). The proposed surface water drainage route to Clough Dyke will impact on some trees with the removal of a group of young hawthorn/sycamore and holly trees (G1) and impact on the root protection area of four further trees. Replacement tree planting and new tree planting is proposed.

A Winter Bird Survey (WBS) and two Spring and breeding bird surveys were carried out in 2017. The Spring surveys did identify a number of species of which 17 and eight respectively were on the Amber and Red list. 7 were considered possible breeders on the site. The assessment concluded that the site did not support a significant population or provide a significant resource for species in the SPA and SSSI designations

The WBS recorded a number of species of which 11 were on the Red and Amber listed but it was confirmed that all the species were common and abundant in South Yorkshire and no significant populations were registered. The site was considered to be of local value during winter for the notable species.

The Reports note the impacts arising from the proposed development are habitat loss and change and disturbance during construction and operation, and states that the retention of existing vegetation and new areas of tree planting, drainage balancing facilities, open space and new residential gardens will provide adequate compensation for the loss of suitable winter habitats for many of the recorded species. The WBS Report states that there would be a minor negative residual impact on redwing (new shrub planting would provide alternative foraging) and meadow pipit (a common amber list species) will be lost from the site. The report identifies the opportunity to retain and improve the hedgerows, and provide new planting and nesting boxes.

The applicant's Ecology Assessment concludes that the potential impact to the nature conservation status of the South Pennine Moors SAC/SPA are likely to be neutral, no impacts on the conservation value of Fox Glen Wood LWS are anticipated, that the habitats are of no more than local nature conservation value for birds, that low levels of bat activity from common and widespread species were recorded, and that any areas of grassland lost can be mitigated for within a landscape scheme to create more species diverse grassland.

The City Council's Ecology Unit has assessed the surveys and the findings and advised that these are acceptable and has confirmed that the residual concerns for the two bird species of conservation concern, i.e. Lapwing and Meadow Pipit have

been further considered but set against the regional populations and assessing the quality of habitat meant that the development would not have a significant impact on these populations.

The proposals involve a surface water rock outfall within Fox Glen wood that would require the loss of a small area of Willow Tit habitat. To mitigate this and compensate for the loss, complimentary Willow Tit habitat management for the woodland and stream bed is recommended.

The Ecology Unit has also recommended that consideration be given to widening the buffer with the woodland edge. The applicant has also indicated the possibility of new woodland planting to overlap with the southern end of the ANHI. Subject to the use of compatible planting, this is not considered to be likely to cause harm to the ANHI.

The applicant has stated that additional detailed mitigation strategies can be provided to the local planning authority at the detailed design stage, including managing the retained land for lapwing and meadow pipit.

The proposed development would have no significant impact on matters of ecology and tree loss. Should planning permission be granted, conditions are recommended to secure appropriate ecological improvements and management.

The proposal complies with UDP Policies GE11, GE13, GE15, GE17 and GE26, and NPPF paragraph 175.

#### Habitats Regulations Assessment

Under the Conservation of Habitats and Species Regulations 2017 the Council must establish whether or not the proposed development will have any likely significant effects on any European site that might require further assessment. Permission for the development can only be granted if the development will not adversely affect the integrity of any European site. A Habitats Regulations Assessment (HRA) starts with a screening stage followed by an appropriate assessment stage if necessary.

The Council's Ecology Unit has carried out an HRA screening assessment for the proposed development.

The relevant conservation designations are the European Sites designations at South Pennine Moors Special Area of Conservation and the Peak District Moors (South Pennine Moors Phase 1) Special Protection Area, and the Dark Peak SSSI, Canyad Hills SSSI, Wharnccliffe Crags SSSI.

The development proposal is not directly connected with or necessary to the management of the European site. The HRA screening exercise considers the potential impacts of the proposal on the designated sites conservation objectives and their significance, including increase in population, visitor pressure, domestic pets, local and construction traffic, air quality, and on supporting habitat on functionally linked land, and in combination.

Natural England and the Peak District National Park Authority have been consulted.

Natural England has no objection to the proposed development. Natural England considers that the proposed development will not have significant adverse impacts on designated sites The South Pennine Moors (Phase 1) Special Protection Area (SPA), Dark Peak Site of Special Scientific Interest (SSSI), and the designated landscape Peak District National Park. Natural England advised the local planning authority under the Habitats Regulations to have regard for any potential impacts that a plan or project may have.

The Peak District National Park Authority has stated that they have no objections to the development as they consider it would not impact adversely upon the setting of the Peak District National Park.

Following assessment of the likely significant effects of the proposed development on any European site, the HRA concludes that the proposal is unlikely to have a significant effect on any European site/SSSI and can therefore be screened out from any requirement for further assessment.

#### Highway and Transportation Issues

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

Paragraphs 102 to 111 of the NPPF promote sustainable transport. The NPPF, paragraph 109, states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

The application site has frontages to Carr Road and Hollin Busk Lane both subject to 30 mph speed limits. Carr Road is a classified road (C324) and runs up the hillside through Deepcar from Manchester Road to its junctions with Hollin Busk Lane where the gradients are less steep.

Just to the north of the site on Carr Road there is an uncontrolled pedestrian crossing point with 'school keep clear' road markings and kerb buildouts close to the Royd Nursery Infant School.

There is currently no footpath on most of the application site's frontage onto Carr Road. A footpath runs alongside the Hollin Busk Lane frontage. There are no public rights of way on the application site.

There have been no recorded road traffic accidents within 100 metres of the proposed site access within the last five years. 1 slight injury accident was recorded at 50 metres south of the Cockshut Lane/Hollin Busk Lane/Carr Road/ Royd Lane

junction, and three slight injury accidents at the Manchester Road/Vaughton Hill junction mainly due to driver error.

The proposed vehicular access to this development would be off Carr Road between the properties at Glenview and no. 94 Carr Road. The application site's frontage between these properties is approximately 107 metres with the proposed access to be sited approximately 35 metres north of the property at Glenview. The proposed access would have a 6 metre carriageway width, 2 metre wide footpaths, and visibility splays of 2.4 metres by 52 metres (north) and 44 metres (south). The Council's Highway Services have no objection to the site access design.

The applicant's Transport Assessment states that new footways would be provided from the site access northwards to tie in with the existing footway and southwards for a short distance with a new uncontrolled pedestrian crossing (i.e. dropped kerbs and tactile paving) providing a connection to the existing footway on the eastern side of Carr Road.

The indicative layout plan shows two additional proposed pedestrian accesses to the site off Carr Road.

The applicant's Transport Assessment has assessed the likely travel characteristics of the site with regards to accessibility by public transport and the configuration of the local highway network with a baseline mode share of trips of 69.8% by car, 11.3% by bus, 9% on foot for journey's to work.

For the proposed development, this modal split has journeys by car as the dominant mode of travel.

The applicant's submitted Travel Plan has aims to reduce the number of vehicle trips.

The Travel Plan and the local provision of public transport will influence whether journeys by car can be reduced, and journeys by means other means can be promoted.

In the vicinity of the site there are bus stops on Royd Lane (approximately 66 metres from the southeast corner of the application site), St Margaret Avenue (approximately 210 metres from the proposed access to the application site) and Wood Royd Road (approximately 430 metres from the proposed access), and on Carr Road north of its junction with Wood Royd Road (approximately 460 metres from the proposed access). None of these bus stops have shelters.

These distances are to the proposed access on the application site frontage. There is approximately a further 180 metres from the proposed access position to the central part of the application site.

Guidelines for walking distances to bus stops and services have been published in a range of documents. A summary of these documents is listed below:



The Institute of Highways and Transportation (IHT)

'Guidelines for Public Transport in Developments (1999)' states that the maximum walking distance to a bus stop should not exceed 400 metres and preferably no more than 300 metres, that direct and simple bus routes are more important than walking distances a little more than 400 metres for a few passengers and destinations.

'Guidelines for Providing Journeys On Foot (2000)' suggests, for planning and evaluation purposes, desirable walking distances to some common facilities of 500 metres for commuting/school (1000 metres acceptable with 200m being the preferred maximum), and 400 metres elsewhere (800 metres acceptable with a preferred maximum of 1200m). The IHT guidelines also note that the quality of the route is also a factor in encouraging walking.

'Buses in Urban Developments' (Jan 2018) notes that custom and practice for many years suggest a maximum walking distance of 400 metres from a bus stop however various factors demand a more rigorous approach. For single high-frequency routes (every 12 minutes or better) the document recommends a maximum walking distance of 400 metres and 300 metres for less frequent routes.

The Department of Transport's Manual for Streets (2007) advises that walkable neighbourhoods are typically characterised by having a range of facilities within 10 minutes (up to 800 m) walking distance but this is not an upper limit and walking can replace short car trips, particularly under 2km.

The South Yorkshire Residential Design Guide (SYRDG) (2011), designated as best practice guide in Sheffield, sets out design guidelines for levels of accessibility for smaller towns as a 5 minute walk to local services, 5-10 minute walk to bus/tram stops depending on destination, and a 20 minute walk/30 minute journey to primary health/education. The SYRDG suggests as a general rule of thumb a 5 minute walk equates to a distance of 400 metres for non-disabled people and account must be taken of topography.

The Core Strategy in relation to the efficient use of housing land and accessibility (Policy CS26) defines 'near to' as within easy walking distance, being 400 metres to a high frequency bus route or 800 metres to a Supertram stop taking into account barriers.

The Royd Lane and St Margaret Avenue bus stops would be within the 400/500 metres easy walking distance of the centre of the application site, whilst the Wood Royd Road and Carr Road bus stops are beyond 400/500 metres but within the 800 metres distance.

The walk to the bus stops on Royd Lane, and from the bus stops on St Margaret Avenue, to the application site along Carr Road are up slight but not significant inclines. The walk from Wood Royd Road includes walking up a steeper part of Carr Road to the application site which would reduce its attractiveness but this is not considered to be to a significant degree.

Locally, bus route SL1/SL1a provides the most frequent service. The service runs between the Middlewood tram terminus and Stocksbridge and passes along Carr Road and Wood Royd Road past Deepcar centre and close to the schools providing mainly three buses an hour on Mondays to Saturdays and two buses an hour on Sundays in one direction, and two buses an hour (Monday to Saturdays) and one bus an hour (Sundays) in the other direction.

It is also timetabled to run a very limited service onto St Margaret Avenue providing three late evening in-bound buses on Mondays to Fridays, and an hourly inbound and outbound service on Sundays.

Bus route 57 on St Margaret Avenue/Wood Royd Lane is timetabled to provide an hourly service (Monday to Saturdays) from early morning till evening to and from Stocksbridge town centre, and on to the Hillsborough and the city centre interchanges.

Bus route 23/23a on Royd Lane/Wood Royd Road provides a two-hourly service in the morning and early afternoon (two buses in-bound, four out-bound over this period) and two buses in-bound and one out-bound in the late afternoon/early evening (Mondays to Saturdays). This limited service runs between Stocksbridge and Penistone/Barnsley passing through Stocksbridge town centre and Deepcar.

The overall provision of bus services (SL1/SL1a and 57) is therefore generally 3 to 4 buses an hour mostly using the Wood Royd Road bus stop, and whilst this bus stop is within 800 metres the walk from Wood Royd Road up to the application site includes walking up a steeper part of Carr Road.

There are local shops and a community centre at Lee Avenue/Knowles Avenue. Whilst these are approximately 900 metres away (by footpath links) they are also served by the above bus routes. Deepcar Village Hall is approximately 500 metres away to the east and is on bus route 57. There are local schools (nursery/infant and junior schools) are on the eastern side of Carr Road approximately 100m to the northeast of the indicated application site entrance readily accessible by foot or cycle. .

The walking distance figures given above are indicative but do show that the site is broadly within the range of acceptable distances. It is considered that the site is in a reasonably accessible location albeit that the proximity to bus services is not the sole factor in assessing sustainability. The uphill walk from the bus stop on Wood Royd Road is a barrier to the attractiveness of this route in assessing the sustainability of the site but this is not considered to alter the overall assessment.

The location within a reasonable distance of local facilities would also make the use of cycling more attractive even though some of the routes are on an incline. There are no objections to the proposal on the basis of accessibility from the Highway Authority.

Taking all the above into account, it is considered that the site is locationally sustainable being within reasonable distances of local facilities and accessible by foot and cycle as well as being within a reasonable distance of bus routes.in line with the NPPF paras 102-111 and the Core Strategy Policy CS5.

The applicant has stated that they would be willing to consider a contribution towards the provision of bus shelters if the lack of shelter provision is seen as a barrier to encouraging more residents to use public transport. The applicant's submitted Travel Plan includes implementing a range of sustainable travel measures including providing new residents with information on sustainable travel opportunities to the site.

It is considered that the provision of bus shelters and the provision of subsidised travel passes to householders for the first year would improve the attractiveness of using the Wood Royd Road bus services although it is acknowledged that this would not directly ease the uphill walk back from the bus stop to the application site. A condition(s)/legal agreement would be required to secure these enhancements to public transport.

The applicant's Transport Assessment states that the proposal would generate a total of 59 and 49 two-way vehicle trips during the weekday morning and evening peak hours. The vehicle trip distribution predicts the majority of trips (approximately 88%) to be to destinations using routes north of Carr Road. The existing (2017) traffic flows on Carr Road are 201 vehicles in the AM peak and 191 in the PM peak.

The Transport Assessment has considered the capacity of the proposed access junction, and existing junctions including the Manchester Road/Vaughton Hill/Carr Road junction. The assessment included modelling of the junctions using software packages for priority junctions and traffic signals.

The proposed site access is predicted to operate well within the junction's operational capacity. The nearby junctions along Carr Road are also predicted to operate within capacity with minimal queues during peak periods.

The Manchester Road/Vaughton Hill/Carr Road junction includes the signalised junction of Manchester Road/Vaughton Hill and the priority junction of Manchester Road with Carr Road. The priority arrangement is such that vehicles turning right from Carr Road do so either during gaps in queues along Manchester Road or through courtesy gaps. The signalised junction currently operates vehicle-actuated control. The Transport Assessment identifies that all three arms of the signalised junction are operating close to 90% degree of saturation during the weekday PM peak hour.

The modelling has included accounting for the traffic flows associated with the committed Bloor Homes and Fox Valley developments. With future growth in background traffic and the traffic flows associated with the committed developments all arms of the junction are predicted to be approaching the 90% degree of saturation during the weekday AM peak hour and above 100% degree of saturation during the weekday PM peak hour.

The Transport Assessment states that when accounting for the proposed development traffic the operation of the junction is further intensified. It highlights that the proposed development generates a smaller proportion of the traffic growth compared to the committed developments.

In mitigation, the Transport Assessment notes that the operation of the traffic signals is to be updated (under a microprocessor optimised vehicle actuation package - MOVA) which is likely to improve the operational capacity of the junction by 10% to 15%. This is accepted by the Highway Authority, the increase in traffic as a result of the development, when taken on its own and cumulatively with other developments, is expected to be less than the expected increase in capacity at the junction and so is considered acceptable. The Transport Assessment proposes further mitigation measures through provision of additional detectors on Manchester Road and Carr Road to detect when there is queuing to enable re-optimising the green time given to this arm of the signal control, and upgrade the MOVA system to provide bus priority on the approaches to the junction including Carr Road.

The Council's Highway Services has advised that the proposed site access is located on a stretch of Carr Road that is widely used by parents dropping off and picking up children at the two local schools. The proposed addition of a priority junction (i.e. the proposed site access) has the potential for significant disruption, from increased vehicle movements and displacement of on-street parking, further affecting the flow of traffic at school times albeit over short periods of the day as a result of the loss of parking due to the formation of the access. The site itself is not considered to generate additional traffic from school trips due to the proximity of the school so the potential is solely from the displaced parking as a result of the siting of the access. However, it is not considered that this would significantly worsen the free and safe flow of traffic on Carr Road and no objections are raised to this aspect. The proposed provision of the extended footway on the site frontage instead of the current grass verge will enable children being dropped off to alight onto a footway improving pedestrian safety.

It is considered that the siting and design of the proposed site access is acceptable in principle.

The potential impact on air quality is discussed below.

It is considered that one of the key vehicle movements arising from the proposed development is, for cars traveling north on Carr Road, the right turn from Carr Road onto Manchester Road. The Transport Assessment indicates an extra 33 vehicles attempting to make this manoeuvre in the AM peak. Design work on the MOVA software package for the Manchester Road/Vaughton Hill junction has been undertaken (following developer contributions from other schemes) and its installation usually results in a 10 to 15% increase in junction capacity.

It is considered that the increase in traffic movements can be accommodated on this part of the highway network subject to improvements being carried out to the management of the Manchester Road/Vaughton Hill/Carr Road junction. Conditions (and or legal agreement) would be required to secure the developer contribution to the improvements to the management of the Manchester Road/Vaughton Hill/Carr Road junction. The residual cumulative impacts on the road network are not considered to be severe.

The proposal complies with Core Strategy Policies CS51 and CS59, and the Government's planning policy guidance on promoting sustainable transport contained in the NPPF in that the development overall does not result in an unacceptable impact on highway safety and the impact on the road network is not assessed as severe.

### Flood Risk and Drainage

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

NPPF paragraph 155 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 165 states that major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate ...

The application site lies within flood zone 1 where there is a low probability risk of flooding. Clough Dyke lies to the northwest of the site and is in a deeply incised channel running through Royd Wood.

The applicant's Flood Risk Assessment and Drainage Strategy incorporates a sustainable urban drainage system (SUDs). Surface water from the site would drain to a SUDs balancing facility, essentially a shallow hollow, at the northern end of the site, with any overflow being discharged by pipe to the western boundary and by cascade into the Clough Dyke within Fox Glen Wood.

Foul water drainage would discharge to the public foul sewer in Carr Road.

Yorkshire Water Services Ltd has raised no objections to the proposed development and requested conditions to ensure the development is carried out in accordance with the submitted flood risk assessment and drainage strategy. Yorkshire Water has stated that the submitted Flood Risk Assessment and Drainage Strategy is acceptable.

The Council's Flood and Water Management Service as local drainage authority has raised no objections to the principle of the proposed surface water drainage arrangements subject to conditions to secure satisfactory details of the sustainable drainage system.

The applicant's Flood Risk Assessment and Drainage Strategy includes a screening assessment of the impact of the drainage proposals on the ecological status of the water environment (Water Framework Directive Assessment). The WFDA concludes that the proposals are, with mitigation measures, compliant with the water framework directive and no further assessment is required.

The Council's Ecology Unit has advised that the Water Framework Directive Assessment document submitted by the applicant is thorough and well set out. Whilst the use of a sustainable drainage system (SUDs) is essential and this would contribute significantly to the mitigation of impacts through flow attenuation and

reduction of suspended solids, information is required about the construction phase and how potential impacts would be sequentially dealt with along with details of the timeline between works commencing on site and the establishment of a managed surface water input to Clough Dyke. These can be secured by condition should permission be granted.

The drainage proposals, as indicated in the application, are considered to be an appropriate solution to dealing with the foul and surface water run-off from the site in a sustainable manner. These should not lead to surface water being directed onto the adjoining highway. Any overflow to Clough Dyke is not considered to be sufficient to cause any drainage or ecological problems in the woodland.

It is for the developer to ensure the drainage works do not affect the stability of land.

#### Heritage Assessment and Listed Buildings

UDP Policies BE15 and BE19 seek to preserve the special interest, character and appearance of listed buildings and their setting.

Section 16(2) and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 set out a requirement to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

The NPPF states that when considering the impact of a proposed development on the significance of a designated asset, great weight should be given to the asset's conservation (NPPF paragraph 193), and harm to grade II listed buildings should be exceptional (paragraph 194).

NPPF paragraph 195 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, and NPPF paragraph 196 states that where a development will lead to less than substantial harm to the significance of a designated asset, this harm should be weighed against the public benefits of the proposal.

Whilst there are no designated heritage assets on the site, Royd Farmhouse and the 'Barn and Farm Buildings' approximately 15 metres to the northeast of Royd Farmhouse are grade II listed buildings. A further Grade II listed building (Cruck Barn) is approximately 200m to the south east and in an area of modern development. The proposal is considered to have no effect on the setting of this listed building.

Royd Farmhouse is described in the listing as 17<sup>th</sup> and 18<sup>th</sup> century possibly earlier core of coursed stone with stone slate roof. The description on the listing was done at the time when the Barn and farm buildings were undergoing conversion to three dwellings and states it is dated 1790 on a lintel, constructed of coursed gritstone, stone slate roof with 20<sup>th</sup> century elements.

The proposed development does not affect the retention of the LB's which are outside the application site. The applicant's illustrative layout submitted with this application provides space between the listed building and the proposed buildings.

The main issue is the impact on the setting of the listed buildings at Royd Farm and the Barn and Farm buildings, now converted to dwellings.

The main views of the listed buildings can be gained from Carr Road towards the fronts of the buildings; to the rear, views towards the Listed Buildings can be obtained from Hollin Busk Lane.

These building form a group along with a more modern dwelling to the southwest. Residential development runs along Carr Road opposite the listed buildings. The listed buildings are bounded by trees and hedging separating the group from the landscape to the rear and sides creating a setting more aligned with the residential development opposite.

In considering the effect on listed buildings, there is a presumption against the grant of permission where any harm is identified; that harm should be given significant weight in the planning balance.

The NPPF in para 196, sets out that where the harm to a designated heritage asset is less than substantial, the harm should be weighed against the public benefits of the proposal. This should also be in light of the general presumption against harm to the listed building or its setting.

Royd Farm is a two storey dwelling set almost centrally on the site, away from the boundary with the application site. It is surrounded on three sides by garden areas and is seem mainly in context with the adjoining listed former barn and farm buildings which form a courtyard type group.

As the main context of this building is as part of the group facing over the Carr Road and its value as part of the group, the impact on its setting of the proposed development is likely to be low given the separation distance and the intention to ensure views over the listed buildings are not dominated by the new development

To the rear of Royd Farm is a small barn/outbuilding which is also part of the listing. This is on the boundary with the proposed development and would be closer to the new development. The new development would not affect the appearance of the barn as an outbuilding in the garden of Royd Farm so the impact on the setting of this building is considered low.

The Former barns and associated building next to Royd Farm form an "L" shaped two storey courtyard type arrangement, again with the main views of it being from Carr Road.

The buildings are separated from the application site boundary by the garden areas and a substantial open area providing a significant gap between the listed buildings and the development. Hedging and tree planting is also proposed to the site

boundary near the listed buildings to provide a natural edge to the development and further soften the appearance near the listed buildings.

A key issue would be to ensure the heights of new buildings do not dominate the views over the buildings. This and other relevant material matters would also be further considered at the reserved matters stage.

It is considered that there would be sufficient land within the application site to ensure that sufficient separation could be provided to ensure the proposed development subject to satisfactory submissions at the reserved matters stage would not cause substantial harm to the setting of, or the architectural and historic interest of the listed buildings at Royd Farmhouse, and sufficient separation from other heritage assets in the locality to ensure there would be no substantial harm to other heritage assets in the locality.

There will be an impact on the setting of the listed buildings but, for the reasons given above, this is considered to be less than substantial. Therefore this harm has to be assessed against the public benefits of the proposal as required in the NPPF paragraph 196.

In this case, the economic, social and environmental benefits of the proposal fall to be considered.

The economic benefits relate to the provision of land to support the need to increase housing supply in a sustainable location plus the benefit of creating construction jobs supporting the economy. The occupiers of the development would also increase the spending power available in the locality to the benefit of the local economy.

The social benefits include the provision of a range of homes to meet the needs of future generations in a well-designed environment. The site is sustainably located in relation to services and facilities and the proximity to new public open space would support the community's health, social and cultural well-being. The development would also provide benefits via the CIL contribution.

The environmental objective is supported by the development being an effective use of land. The proposal will also not breach the objective of achieving greater than 88% of development on brownfield sites. It will reduce the pressure to develop sites in the Green Belt. Sustainable design and construction techniques are to be used in the development.

It is considered that the public benefits of the proposal outweigh the less than substantial harm caused to the setting of the listed buildings and the character and appearance of the buildings would be preserved.

The applicant's Heritage Assessment also identifies Bolsterstone Conservation Area (which includes some listed buildings) which is approximately 700 metres to the south of the application site, Bolsterstone Glassworks scheduled monument and two grade 2 listed buildings which is approximately 900 metres to the northwest of the site. The Walder's Low burial mound approximately 450 metres to the south of the site is not a scheduled monument. The applicant's Heritage Assessment considers



that the archaeological potential of the site is limited. It is considered that these heritage assets are such a distance from the development that there will be no impact on them.

The proposal complies with UDP Policies BE15 and BE19 and NPPF paragraphs 184 to 202.

## Design

UDP Policy BE5 and Core Strategy Policy CS74 seek good quality design. The Council's Supplementary Planning Guidance on Designing House Extensions is also relevant.

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. The policy states that densities outside these ranges will be allowed where they achieve good design and reflect the character of an area. The NPPF, paragraph 123, also sets out that, where there is a shortage of land for meeting identified housing need, it is important that low densities should be avoided and developments make optimal use of the potential of each site.

NPPF, paragraph 124, 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.

The applicant's submitted Design and Access Statement includes a design code for the layout and appearance of the proposed development which seeks to ensure that the important parameters are delivered in any subsequent reserved matters application.

The principles throughout the design code include ensuring the development responds to the existing landscape and setting to create distinct character relating to the rural edge, Royd Farm buildings and a central street within the site. High quality boundary treatments should be provided, dwellings should reflect the local townscape and character, and a green infrastructure network provided so that adverse impacts on landscape are minimised. A key principle for the design stage is to use an appropriate scale, mass and height for new buildings that is comparable to existing buildings. The design code includes a set of parameter plans for land use (housing, public open space, managed grasslands), movement (spine road and pedestrian routes), storey heights (2 to 2.5 storeys), density (25-30 dwellings/ha on the perimeters and 35-40 dwellings/ha along the spine road), landscape and open space, boundary treatments, and character areas within the development. The overall density of the developable area is 30 dwellings/ha which is at the lower end of the acceptable range of 30-50 dwellings/ha but does comply with Core Strategy Policy CS26

It is considered that the design code is acceptable. The site is of sufficient size to ensure that the proposal would not overdevelop the site. A condition would be required to secure the anticipated design quality is achieved.

### 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 it is the intention to meet the policy requirement for the provision of at least 10% of the development for affordable housing. A condition would be required to secure the provision of affordable housing. This 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, although it is recognised that under this policy the provision of affordable housing is subject to it being practicable and financially viable.

### Land Contamination

The applicant's Stage 1 Geo-Environmental Desk Study Report has identified potential contamination sources as possible (unlikely) made ground, possible asbestos within existing small farm sheds on the west of the site, and landfills 135 metres to the southwest and 180 metres to the northeast, and shallow coal. The existence of the possible contamination is not known. The report recommends a ground investigation is implemented.

The Council's Environmental Protection Services has no objections to the proposed development subject to conditions to secure site investigations and any necessary remediation.

### Coal Mining Legacy

The site lies within a Development High Risk Area as defined by the Coal Authority.

The Coal Authority has advised that having reviewed the submitted documentation there is a potential risk posed to the development by past coal mining activity. The Coal Authority concurs with the recommendations of the Stage 1 Geo-Environmental Desk Study Report that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site. In the event that remedial works are needed, the Coal Authority has requested a condition be imposed to secure the remedial works.

The Coal Authority has no objections to the proposed development subject to the imposition of an appropriate condition(s).

#### Air Quality

UDP policies include Policies GE22 and GE23 relating to pollution and air pollution which seek to ensure development is sited so as to prevent or minimise the effect of pollution on neighbouring land uses or the quality of the environment and people's appreciation of it.

NPPF paragraph 170 also seeks to prevent new and existing development from contributing to, being put at risk from, or being adversely affected by, unacceptable levels, amongst other matters, of air pollution.

The site is located within the Sheffield city-wide Air Quality Management Area for exceedances of nitrogen dioxide and particulate matter.

For local air quality assessment of whether there are likely to be significant impacts associated with particular routes or corridors, the criteria, contained in the Council's guidance and Highways England guidance (Design Manual for Roads and Bridges), includes whether there would be more than 60 two-way vehicle trips in any hour within 200m of an area exceeding Air Quality Limitation Values, and whether the daily traffic flows will change by 1000 average annual daily trips threshold or more.

The applicant's Technical Note on Air Quality using data from the Transport Assessment and the TRICS database states that the proposed development is predicted to generate 59 two-way vehicle trips in the AM peak, and 583 two-way daily vehicle trips, which are below the relevant guidance thresholds for assessing whether there would be significant impacts. The site is also not within 200m of an areas exceeding the limitation values.

The Council's Air Quality officer has considered the submitted documents and has advised that the proposal is not likely to have a significant effect on local air quality. Condition(s) to secure a construction environmental management plan to mitigate the impact of dust during construction and measures to mitigate the impact of traffic including installation of electric vehicle charges are recommended.

The proposal complies with UDP Policies GE22 and GE23, and the Governments planning policy guidance on air pollution contained in the NPPF.

#### Effect on the Amities of Residents

UDP Policy BE5 and Core Strategy Policy CS74 seek good quality design. The Council's Supplementary Planning Guidance on Designing House Extensions is also relevant.

There are residential properties adjacent and opposite the site on Carr Road, and in the immediate surrounding area.

Whilst this is an outline planning application with details of layout, scale, design and landscaping being reserved for subsequent approval, the proposal will involve built development of dwellings and roads and the provision of drainage, open space and landscaping.

The application site is of sufficient size to ensure the proposed development can be accommodated and provide sufficient separation between proposed and existing buildings to ensure there would be no significant overlooking, overbearing or overshadowing of existing and future residents.

The proposal would cause noise and disturbance during the construction phase, and create noise and disturbance from the movements of people and vehicles during the operational phase when the dwellings are occupied, however such impacts would not be so significant as to harm the living conditions of existing residents in the locality. The impact on air quality would not be significant.

It is considered that the proposed development would not significant harm the living conditions of existing and future residents in the locality.

The proposal would, subject to satisfactory details at the reserved matters stage and the imposition of conditions, comply with UDP Policy BE5 and Core Strategy Policy CS74.

#### Community Infrastructure Levy

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

The site lies within CIL Zone 3 where there the contribution is £30 per sq. m. The funds generated through CIL will be used in connection with strategic infrastructure.  
Sustainability

NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development (NPPF paragraph 7), and achieving sustainable development means the planning system has three overarching objectives: economic, social and environmental (NPPF paragraph 8).

Core Strategy Policies CS63 to CS65 relating to climate change seek to ensure that developments reduce the impact of climate change.

The development would result in the loss of this Greenfield resource, with impacts to varying degrees on the Open Space Area and landscape.

The application site is located alongside existing housing areas and related infrastructure.

There are local shops and a community centre at Lee Avenue/Knowles Avenue approximately 900 metres away (via Carr Road/Wood Royd Road/Armitage Road).

The Deepcar Village Hall is approximately 500 metres away (via St Margaret Avenue).

There are local schools on the eastern side of Carr Road (Royd nursery/infant and Deepcar St John's junior schools) approximately 135 metres and 340 metres (via St Margaret's Avenue) respectively to the northeast of the application site.

Stocksbridge high school is approximately 1.6 km away (via Carr Road/Hollin Busk Lane/Broomfield Lane/Spink Hall Lane/Shay House Lane).

Stocksbridge town centre which provides a wide range of shops and services is approximately 1.5 km away (via Carr Road/Wood Royd Road/Hayward Lane/New Road/Manchester Road).

Deepcar Medical Centre on Manchester Road is approximately 900 metres away (via Carr Road/Wood Royd Road/Ash Lane).

As noted above, the overall provision of bus services locally (SL1/SL1a and 57) is generally 3 to 4 buses an hour mostly using the Wood Royd Road bus stop, and whilst this bus stop is 430/460 metres away the walk from Wood Royd Road up to the application site includes walking up a steeper part of Carr Road. These bus routes provide services to Stocksbridge town centre and along Manchester Road.

Whilst the site is in a reasonably accessible location the uphill walk from the bus stop on Wood Royd Road is a barrier to the attractiveness of this route. The provision of bus shelters and the provision of subsidised travel passes to householders for the first year would improve the attractiveness of using the Wood Royd Road bus services although it is acknowledged that this would not directly ease the uphill walk back from the bus stop to the application site.

The applicant's Design and Access Statement states that there are opportunities to incorporate sustainable design and construction techniques, such as using renewable/sustainable sources in construction, use of permeable surfaces as part of a sustainable drainage strategy, potential grey water harvesting, photovoltaic panels and high levels of insulation.

The proposed development would deliver employment for a temporary period during construction and contribute to the locally raised Community Infrastructure Levy. The new households would add to the total of household expenditure spent locally. The proposal would include new publically accessible open space for future and existing residents and ecological enhancements.

Conditions would be required to secure the provision of sustainable measures within the development but overall, the development is considered to be sustainable and significant weight given to this.

### Planning Obligations

A legal agreement will be required to secure contributions to bus stop upgrades, pedestrian crossing improvements and traffic signals, and to secure the land drainage scheme including on-site and off-site features, its management and

maintenance, and the species rich grassland and the open space works and their management.

### Public Sector Equality Duty

Section 149 of the Equality Act 2010 requires public authorities, when carrying out their functions, to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and other prohibited conduct;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a protected characteristic and persons who do not share it.

Protected characteristics are age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

In this context for example, due regard must be had to factors such as the site location, accessibility pedestrian and vehicular safety and the loss of part of a valued landscape.

Officers have had due regard to such factors and advise that it can be concluded that the proposed development would not have implications for persons with any particular protected characteristic to an extent that would impact on equality of opportunity between such persons and persons without that particular protected characteristic.

### Conclusions and the Planning Balance

In assessing the acceptability of a proposal, the Town and Country Planning Act requires, at S38 (6), that applications should be decided in accordance with the development plan unless material considerations indicate otherwise.

When considering the policies within the Development Plan, regard has to be given to the weight that can be given to those policies.

In this case, the housing supply policies in the Core Strategy (CS22, CS23 and CS72) have been assessed as out of date so have very limited weight attached to them. Policies LR5 and CS 47 are not housing supply policies and carry full weight.

Where housing supply policies are found to be out of date, the “Tilted Balance” has to be applied. This is the guidance set out in the NPPF that requires authorities grant permission for sustainable development unless other policies in the framework provide a clear reason for refusing permission or any adverse impacts would significantly outweigh the benefits when assessed against the policies in the framework. This is expanded on further below.

The proposals do conflict with a number of adopted policies in the UDP and Core Strategy. These are:

CS72, relating to protecting the countryside not in the Green Belt and states that the green, open and rural character of areas on the edge of the built-up areas but not in the Green Belt will be safeguarded through protection as open countryside, including the following locations ... (d) south of Stocksbridge (at Hollin Busk).

UDP Policy LR5, whilst the proposal would not harm the setting of a listed building, it would have a significant impact on the important views across the site, and would alter the appearance of the site which forms a substantial and important part of the wider Open Space Area to such an extent that the proposal would cause harm to the character of the area contrary to UDP Policy LR5 (e), (i) and (j).

CS47(b), the loss of open space that is of landscape value would conflict in part with Core Strategy Policy CS47 because of the loss of an area of valued open space within the overall area of Hollin Busk. However 3.4 ha of new accessible open space will be provided where there is a shortfall, thereby complying with Guideline GOS1 of the Council's SPD as mentioned above so the loss of visible open space is to a degree mitigated against.

CS23 relating to locations for new housing states that new housing development will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure and in the period to 2020/21 the main focus will be on suitable, sustainably located, sites within, or adjoining: (a) the main urban area of Sheffield (at least 90% of additional dwellings), and (b) the urban area of Stocksbridge/Deepcar. Core Strategy Policy CS23 also states that outside the urban areas and larger villages, housing development will be limited to that which is consistent with policies for the Green Belt and countryside areas. The supporting justification to this part of Policy CS23 references Core Strategy Policy CS72 relating to protecting countryside not in the Green Belt.

The proposed development is not consistent with Policy CS72 relating to countryside areas, and as such is also contrary to Policy CS23.

The NPPF at para 170 a) and b) seeks to protect and enhance valued landscapes, commensurate with their identified quality in the development plan and to recognise the intrinsic character and beauty of the countryside

Taking all the above into account, it is considered that the loss of part of the area of the valued landscape is contrary to the development plan. However, material considerations including the provisions of the NPPF could justify planning permission being granted.

The material considerations that need to be taken into account are set out below and include the provisions of the NPPF

NPPF paragraph 11, relating to the presumption in favour of sustainable development, includes a consideration of whether development plan policies which are most important for determining a planning application are out-of-date.

The NPPF at paragraph 59 states that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed ...

The Local Planning Authority is in the process of updating its 5-year housing land supply position, however given the changed assessment regime identified in the revised NPPF (2018 as updated in 2019) and associated Practice Guidance, further detailed work is required. The Local Planning Authority will therefore be undertaking additional work, including engagement with stakeholders, to reflect the requirements of national policy and guidance before publishing its conclusions in a monitoring report later this year. At the current time, the Local Planning Authority cannot therefore demonstrate a five year supply of deliverable housing sites. The Local Planning Authority's most recent assessment of supply, is that contained in the Sheffield Housing Land Availability Assessment (SHLAA) Interim Position Paper (November 2017), which showed a 4.5 year supply of housing sites.

Accordingly, the Council's policies relating to housing supply have to be considered out of date Given that Core Strategy Policy CS22 is out of date, it is therefore necessary to consider the tilted balance in paragraph 11 (d) of the NPPF.

This states:

(d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed<sup>6</sup>; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

The effect of a development on listed building is a factor that could weigh against the granting of permission in these circumstances but it is considered that the benefits of providing housing development outweighs the less than significant harm caused.

It is considered that the key issue, in terms of national policy for this outline planning application is the balance between the need to provide housing to meet local and national housing policy requirements and the impact of doing so on the value of the site as open space and whether the harm identified significantly and demonstrably outweighs the benefits when assessed against the relevant provisions of the NPPF as a whole. Other material considerations that have been assessed also need to be considered in the balance.

In this respect, the site would result in a noticeable loss of landscape and environmental quality. Views across the site to and from the immediate adjacent roads would be significantly affected, more distant views less so.



The proposed development would adversely affect the rural and open character of this site and its contribution to the character of the wider open area on this part of the urban fringe. This would be contrary to policies CS22, 23 and 72.

It is recognised that the relevant policy in the development plan relating to the scale of the requirement for new housing, Core Strategy Policy CS22, is out of date.

In the absence of an up to date approved local plan and the need to ensure sufficient land is made available to secure a 5 year housing land supply, significantly reduced weight can be given to Core Strategy Policy CS22. It is therefore necessary to consider the tilted balance expressed in paragraph 11 of the NPPF.

As a consequence of Core Strategy being out of date, the relevant Core Strategy Policies CS23, CS24, CS33 and CS72 relating to spatial location of new housing have significantly reduced weight.

As detailed earlier in the report, the benefits of the proposal include the provision of 93 dwellings on a sustainable site. This adds to the supply of housing land in a relatively small but positive way when the Council cannot demonstrate a 5 year supply, so helping to meet local and nation housing policy requirements

The development will provide approximately half of the overall site as publicly available open space whereas at present, no public access is provided over the site.

The development is to provide affordable housing in accordance with policy requirements which should be accorded significant weight.

It is considered that the proposal would have a neutral impact on ecology. There would be no harm to sites and species designations of national importance. The impacts on species and designations of local importance can be mitigated by appropriate measures.

There would be no substantial harm to the setting of and the special architectural and historic interest of listed building.

The proposal would incorporate a sustainable urban drainage system. There are no significant flood risks.

There are no highway objections subject to appropriate conditions. The site is reasonably accessible to public transport and local services. The detail of the proposed access is acceptable. The traffic generated by the proposal can be accommodated on the highway subject to improvements to the operation of the Manchester Road/Vaughton Hill/Carr Road traffic lights.

The site is of sufficient size to ensure the proposed development can be accommodated without, from a layout design aspect, overdeveloping the site. There would be no significant impacts on the living conditions of adjacent and nearby residents in the locality.

In terms of the proposals sustainability, the site is in a sustainable location within a reasonable distance of local facilities and transport connections. A travel plan is proposed to reduce the impacts of the development on the wider area. A Sustainable Urban Drainage System is proposed for the site. Public open space is to be provided over approximately half of the site, there is no significant harm to the listed buildings adjoining the site. There will also not be a significant impact on the ecology of the area. This application is in outline so detailed proposals are not available at this time.

The economic benefits include the increased provision of housing land and the effect on the local economy from the provision of employment and the following increase on local population. Social benefits will include the site providing a range of homes in a quality environment .it is located within a reasonable distance of local services and facilities and close to good transport links. Environmental benefits include the provision of publicly available open space along with the efficient use of the remaining land being developed at an appropriate density. This has to be set against the impact of the development on the open character of the area and the loss of long views over the site.

Overall the site is considered to be sustainable.

The NPPF (Para 170) seeks to protect and enhance valued landscapes, commensurate with their identified quality in the development plan and to recognise the intrinsic character and beauty of the countryside. However, given the sustainability of the site and the need to provide more housing in the City, the benefits of providing additional housing are considered to outweigh these NPPF provisions.

In the absence of an up to date approved local plan, and the Government's planning policy guidance seeking to significantly boost the supply of homes, it is considered that substantial weight has to be given to the delivery of housing that the proposed development would achieve.

On balance it is considered that the dis-benefits of the loss of open space and harm to the character and views of open countryside would not significantly and demonstrably outweigh the benefits of the proposal to provide open market housing and affordable housing, public open space and the associated economic, social and environmental benefits of the proposal.

## RECOMMENDATION

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