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Case Number	18/00162/FUL (Formerly PP-06660143)
Application Type	Full Planning Application
Proposal	Erection of sheltered housing comprising 54 dwelling units and 1 caretaker's dwelling unit and provision of associated car parking accommodation as amended 27.4.18, 4.5.18, 1.2.19
Location	Land Adjacent 14 Park Drive Way And 6 Patterson Close And At Rear Of 8 To 26 Paterson Close Park Drive Way Sheffield S36 1JF
Date Received	12/01/2018
Team	West and North
Applicant/Agent	Stephen Jenneson
Recommendation	Grant Conditionally

## Time limit for Commencement of Development

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

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

## Approved/Refused Plan(s)

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

Drawing Nos.

668 04A Upper ground and First Floor Plans

668 05A Second Floor and Roof Plans

668 08A Site Sections

668 09A One Bed Apartment Plans

668 10A Two Bed Apartment Plans

all received on 27.4.18

668 03B Street and Lower Ground Floor Plan

received on 4.5.18

668 02C Site Layout Plan  
668 06C North and West Elevations  
668 07C South and East Elevations  
all received on 1.2.19

Reason: In order to define the permission.

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

3. No development shall commence until full details of the following shall have been submitted to and approved in writing by the Local Planning Authority, and the construction works shall only be progressed in accordance with the approved details:
  - (i) Construction method statement;
  - (ii) Site compound, temporary car parking arrangements for contractors, fencing;
  - (iii) Any temporary site access for construction traffic;
  - (iv) Any times when construction works and the movement of construction traffic might be restricted;
  - (v) Wheel wash facilities.

Reason: In the interests of the safety of road users.

4. 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.

5. 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.

6. Notwithstanding the submitted details, no development shall take place until details of the proposed means of disposal of surface water drainage have

been submitted to and approved in writing by the Local Planning Authority, including but not exclusive to:

- (a) evidence to demonstrate that surface water disposal via infiltration or watercourse are not reasonably practical;
- (b) evidence of existing positive drainage to public sewer and the current points of connection; and
- (c) the means of restricting discharge to public sewer to the existing rate less a minimum 30% reduction, based on the existing peak discharge rate during a 1 in 1 year storm event, to allow for climate change, or 5 litres/second whichever is the lower rate of discharge.

This shall include the arrangements and details for surface water management for the life time of the development. 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 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 development commences in order to ensure that the proposed drainage system will be fit for purpose.

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

7. 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 development shall not be brought into use until the highway improvements listed below have been carried out.

Highways Improvements:

The works:

- (i) Remodelling of the existing vehicular access off Park Drive Way to fit with new internal geometry of the private access road;
- (ii) Replacement of the bus shelter on Park Drive Way including provision of tactile paving and a raised footway to assist boarding/alighting the bus to allow for remodelling of the existing vehicular access serving the development;

(iii) Any other accommodation works to traffic signs, road markings, lighting columns, and general street furniture deemed necessary as a consequence of the development;

(iv) 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 statutory procedures (including the provision of signs/lines as necessary).

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.

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

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

9. Details of a suitable means of site boundary treatment shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority and the development shall not be used unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

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

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

Reason: To ensure satisfactory parking provision in the interests of traffic safety and amenities of the locality.

11. Notwithstanding the submitted details which indicate a general area for cycle parking near the entrance lobby, before the development is occupied full details of the type of cycle stand, the layout and security measures for the cycle parking shall have been submitted to and approved in writing by the Local Planning Authority. These approved details shall have been provided prior to occupation and thereafter retained and maintained for the sole purpose intended.

Reason: In the interests of delivering sustainable forms of transport in accordance with the Transport Policies in the adopted Unitary Development Plan for Sheffield and the Core Strategy.

12. The development shall not be used unless details have been submitted to and approved in writing by the Local Planning Authority, showing how surface water will be prevented from spilling into the public highway. Once agreed, the measures shall be put in place prior to the use of the development commencing, and shall thereafter be retained.

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

13. Notwithstanding the details on the submitted plans, before the development is commenced, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details (where there are steps/ramps facilitating pedestrian access) shall have been submitted to and approved in writing by the Local Planning Authority of handrails, tactile paving, corduroy paving and distinguishable nosing to the front of steps. The above-mentioned approved details shall have been provided prior to first occupation of any of the development.

Reason: To ensure ease of access and facilities for disabled persons at all times and in the interests of pedestrian safety.

14. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been installed and thereafter retained. Such scheme of works shall:

- a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey;
- b) Be capable of achieving the following noise levels:  
Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours);  
Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours);  
Other Habitable Rooms: LAeq (16 hour) - 40dB (0700 to 2300 hours);  
Bedrooms: LAFmax - 45dB (2300 to 0700 hours).
- c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

Before the scheme of sound insulation works is installed full details thereof shall first have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of the amenities of the future occupiers of the building.

15. Before the use of the development is commenced, Validation Testing of the sound attenuation works shall have been carried out and the results submitted to and approved by the Local Planning Authority. Such Validation Testing shall:

- a) Be carried out in accordance with an approved method statement.
- b) Demonstrate that the specified noise levels have been achieved. In the event that the specified noise levels have not been achieved then, notwithstanding the sound attenuation works thus far approved, a further

scheme of sound attenuation works capable of achieving the specified noise levels and recommended by an acoustic consultant shall be submitted to and approved by the Local Planning Authority before the use of the development is commenced. Such further scheme of works shall be installed as approved in writing by the Local Planning Authority before the use is commenced and shall thereafter be retained.

Reason: In order to protect the health and safety of future occupiers and users of the site it is essential for these works to have been carried out before the use commences.

16. 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.

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

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

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

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

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

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

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

- (i) windows and reveals
- (ii) doors;
- (iii) eaves and verges;
- (iv) roof, ridge and valleys;
- (v) rainwater goods;
- (vi) stone and brickwork detailing;
- (vii) balconies;
- (vi) entrance canopy.

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

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

21. 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.

22. Before the lighting columns are brought into use, a means of preventing the overspill of light to adjacent properties shall be installed details of which shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter approved means of preventing the overspill of light to adjacent properties shall be retained.

Reason: In the interests of the amenities of adjoining occupiers.

23. The 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, as outlined in the Standard Assessment Procedure Specification prepared by Plasmor dated 11.6.18, 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, 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 the new development makes energy savings in the interests of mitigating the effects of climate change.

#### Other Compliance Conditions

24. The gradient of shared pedestrian/vehicular access shall not exceed 1:12 unless otherwise approved by the Local Planning Authority.

Reason: In the interests of the safety of road users.

25. 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.

26. Surface water and foul drainage shall drain to separate systems.

Reason: To ensure satisfactory drainage arrangements.

27. No piped discharge of surface water from the application site shall take place until surface water drainage works including off-site works have been completed in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure satisfactory drainage arrangements.

28. The development shall be carried out in accordance with the recommendations contained in Section 13.2.6 of Report No. 3776 Phase 1 Geoenvironmental Risk Assessment and Phase 2 Ground Investigation prepared by Michael D Joyce Associates LLP.

Reason: To ensure the site is safe for the development to proceed.

#### 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. It is noted that your planning application involves the construction or alteration of an access crossing to a highway maintained at public expense.

This planning permission DOES NOT automatically permit the layout or construction of the access crossing in question, this being a matter which is covered by Section 184 of the Highways Act 1980. You should apply for permission, quoting your planning permission reference number, by contacting:

Ms D Jones  
Highways Development Management  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

Tel: (0114) 273 6136  
Email: dawn.jones@sheffield.gov.uk

3. 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

4. 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.

5. 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.

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

To arrange the dilapidation survey, you should contact:

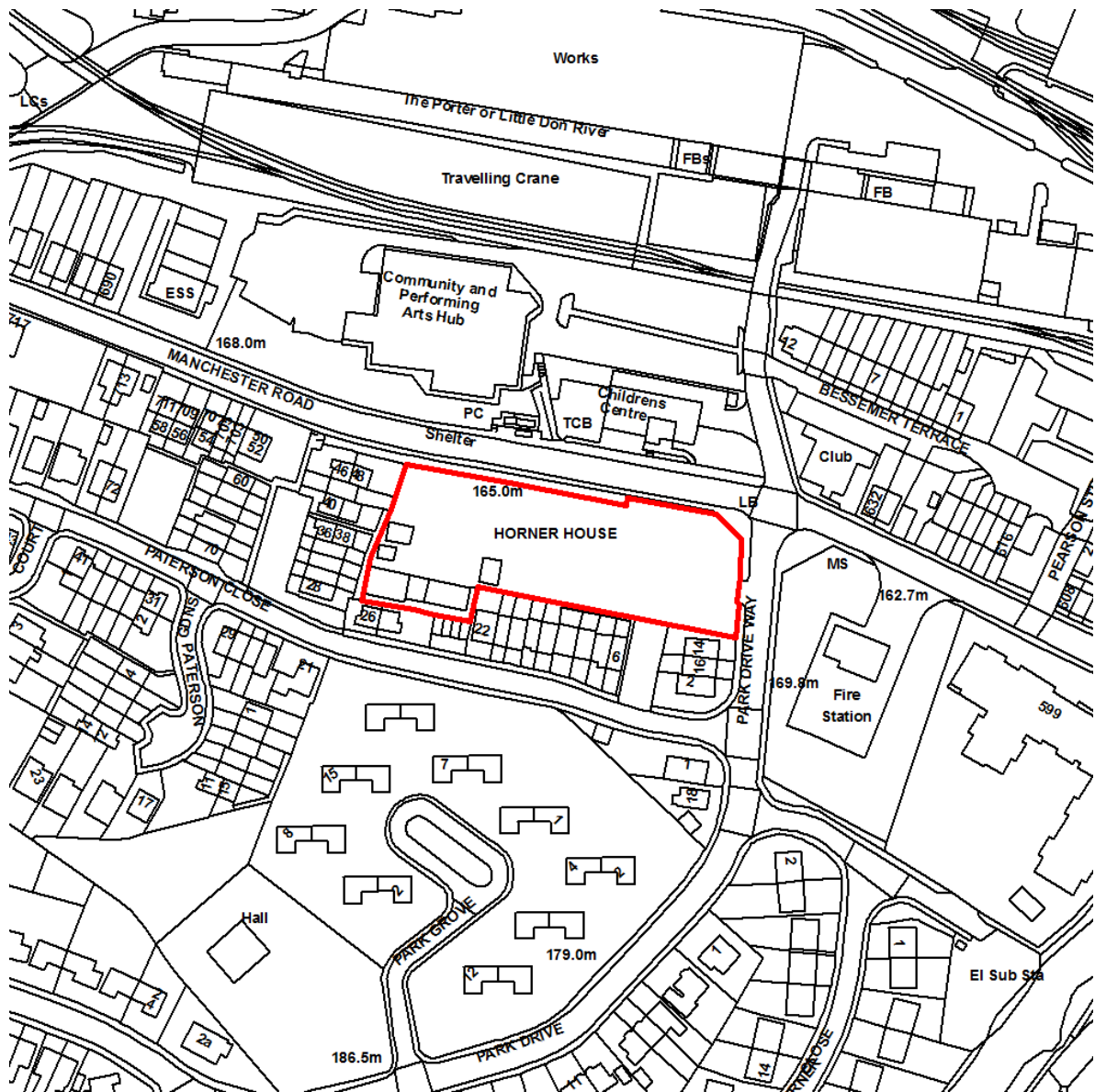
Highway Co-Ordination

Telephone: 0114 273 6677

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

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 site is located on the southwest side of the junction of Manchester Road with Park Drive Way in Stocksbridge.

The site is opposite the fire station which is on the east side of Park Drive Way, and the Venue Community Centre and the Children's Centre which are on the north side of Manchester Road with the steel works beyond. The surrounding area to the west and south is predominantly residential.

The site comprises approximately 0.37 hectares of vacant land formerly used as a car park in connection with the steel works. The majority of the site is hard surfaced. Some former small buildings/garages in the southwest corner of the site were used for storage purposes. The site is currently accessed from Park Drive Way.

The site is on the lower part of a north facing hillside which rises up from Manchester Road.

## PROPOSAL

The proposal seeks full planning permission for the erection of sheltered housing comprising 54 apartments and 1 caretaker's apartment and provision of associated car parking accommodation with vehicular access from Park Drive Way.

Some minor revisions to the design details of the proposed building and clarifications of the proposal have been made during the course of the application. The alterations have not significantly changed the substance of the proposed development.

The proposed units would be provided in a four storey building which would have frontages to Park Drive Way and to Manchester Road.

The proposal would provide 26 one-bedroomed apartments and 29 two-bedroomed apartments (including a manager's apartment) plus two guest rooms and a range of ancillary facilities for the residents including a resident's lounge, laundry, IT suite, health and beauty suite, and rooms for various crafts.

Within the site a landscaped outdoor amenity area and 47 on-site car parking spaces (including a row of 13 garages inset into the rear elevation of the building) are proposed.

## RELEVANT PLANNING HISTORY

Prior to 1998 various planning applications were submitted relating to the former storage uses on the site.

In 2003 outline planning permission was granted for the erection of 24 dwellings on the site. No applications seeking approval of reserved matters were submitted and

this permission subsequently lapsed in 2006 (application no. 03/02048/OUT refers).

In 2008 full planning permission was granted for the erection of 39 apartments on this site. Whilst this permission was commenced (excavation works to accommodate foundations were undertaken on part of the site) and relevant conditions discharged the development subsequently stalled and has not been recommenced. The approved development comprised a detached building on the corner of Manchester Road and Park Drive Way (up to four storeys mainly faced in re-constituted stone), two linked buildings along the Manchester Road frontage (both four storeys mainly faced in brick) and car parking and amenity space in the rear yard (application no. 06/02638/FUL refers).

## SUMMARY OF REPRESENTATIONS

This application has been publicised by site notice, newspaper advertisement, and by letters to neighbouring properties.

8 representations of objection have been received relating to the following matters:

- already perfectly adequate provision for assisted living at Newton Grange on Manchester Road 100 yards from the proposed development as well as nearby bungalows for the elderly;
- add to difficult parking facilities, extra traffic from 54 units will be a hazard at an already busy junction, any vehicle turning in that has to wait for access be causing an obstruction and an accident waiting to happen, crossing at the bottom of Park Drive Way is not fit for purpose if there are elderly residents trying to cross, level of traffic around the estate is already high with cars parked on streets, night time activity, if there is not adequate parking this will further increase the number of cars parking on Paterson Close which is already congested, impact on safety of children in the area;
- the bus stop will have to be re-sited;
- four storeys over the height of buildings in this area, the site is a raised area to start with, the development is not in keeping with the character of existing properties in the area, oversized for the small area, overbearing, would have negative adverse visual impact on the landscape and the locality;
- overlooking gardens to rear of the development and children's nursery to the front, loss of privacy unacceptable, privacy of residents on Paterson Close will be affected, the height of the north elevation will reach roof of houses on Paterson Close;
- the location is not rear of no. 6 Paterson Close it is in front of no. 6 which is a back to back end terrace;
- the development will overshadow properties on Paterson Close, natural light to homes will be greatly reduced, block out light particularly in summer to property on Park Drive Way;
- the resubmission of the plans with no alterations is not good progress;

- more buildings, more cars increasing the level of noise and traffic pollution, constant disturbance from residents and visitors car park;
- the area allocated for parking and refuse collection point makes it an environmental health hazard being in such a small confined area;
- potentially 65 plus people placing demands on local overstretched health and other services, infrastructure and amenities need to be addressed before any more planning applications are given the go-ahead in and around Stocksbridge, will have an impact on people's well being;
- the Design and Access Statement states that the car parking area below the building could be turned into more dwellings in the future, where do these extra people and visitors park;
- two previous proposals with far less units have been rejected by the Council, first application for 24 units was refused, a two-storey building would be more acceptable although not ideal as long as traffic management is sensibly considered at an already busy junction;
- only 30 letters were sent out to immediate residents when it affects more.

1 neutral representation received requiring further information on type of sheltered dwellings.

## 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 states that the purpose of the planning system is to contribute to the achievement of sustainable development (NPPF paragraph 7).

The NPPF (paragraph 10) states that 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 11 states that for decision making this means approving development proposals that accord with an up-to-date development plan without delay; or 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: the application policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed, or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

## Policy Issues

The relevant development plans are the Sheffield Local Plan, and the Pre-Submissions version of the Draft City Policies and Sites (CPS) Document and Draft Proposals Map.

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

The UDP identifies the site as being within a Housing Area where housing is the preferred use (UDP Policy H10 refers).

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

There is an extant planning permission for the provision of apartments on this site.

The proposal complies with UDP Policy H10. There are no policy objections to the principle of the development currently proposed.

## Housing Land Supply

NPPF paragraph 73 requires local authorities to identify a supply of specific deliverable sites sufficient to provide a minimum of 5 years' worth of housing against their housing requirement with an additional 5% buffer.

Core Strategy Policy CS22 relating to the scale of the requirement for new housing sets out Sheffield's housing targets until 2026 and identifies that a 5 year supply of deliverable sites will be maintained. However, the NPPF now requires that where a Local Plan is more than 5 years old, the calculation of the 5-year housing requirement should be based on local housing need calculated using the Government's standard method. Using this method, the latest monitoring shows that the city has a 5.04 year supply of deliverable housing sites.

## Core Strategy

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 the main urban area of Sheffield (at least 90% of additional dwellings), and the urban area of Stocksbridge/Deepcar.

The proposed development of this site complies with Core Strategy Policy CS23.

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.

The proposal complies with Core Strategy Policy CS24.

Core Strategy Policy CS33 relates to jobs and housing in Stocksbridge/Deepcar. The housing part of this policy states that new housing will be limited to previously developed land within the urban area.

The proposal complies with Core Strategy Policy CS33.

The NPPF (paragraph 117) also promotes 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 NPPF Paragraph 118(d) states that planning policies and decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs.

The proposal complies with NPPF paragraphs 117 and 118(d).

#### Highway and Transportation Issues

UDP Policy H14 relates to conditions on development in housing areas including matters of highway safety. It seeks to ensure that that new development or change of use would provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians.

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 site is sustainably located with regard to local facilities and public transport.

There are bus stops adjacent to and opposite the site. Bus route 57 provides an hourly service through Stocksbridge town centre and onwards to the city centre. The supertram link bus (route SL1) provides three buses an hour from Stocksbridge town centre to the Middelwood tram terminus.

The site is located approximately 250 metres from the western edge of Stocksbridge town centre. The footpath gradients along Manchester Road to the town centre are relatively low. It is considered that the site is within easy walking distance of Stocksbridge town centre.

Vehicular access to the proposed development would be from Park Drive Way, in a similar position to the existing access arrangements. The proposed access would require slight re-positioning of the existing access and bus shelter.

The proposal makes provision for 47 on-site car parking spaces (34 surface car parking spaces and 13 garages).



The principle of residential development on this site utilising the existing access off Park Drive Way albeit with slightly modified geometry has already been established.

The current proposal for sheltered housing is considered to generate much less peak hour vehicle movements in and out of the site than the previously approved development on this site. Whilst the amount of surface car parking for the proposed development is above the parking ratio generally applied to this type of development, in this instance, there are no highway objections to this level of over provision.

There are no highway objections to the proposed development subject to appropriate conditions.

#### Impact on the Amenities of the Locality

UDP Policy H14 relating to conditions on development also includes matters of design and amenity. 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.

NPPF paragraph 127 states that decisions should ensure that development will function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, are sympathetic to local character and history including the surrounding built environment and landscape setting while not preventing or discouraging appropriate innovation or change, maintain a strong sense of place, optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development, and create places that are safe, inclusive and accessible and which promote health and well-being.

The site adjoins the side and rear gardens of bungalows and houses off Park Drive Way and Paterson Close which wrap around the south and west boundaries of the site. These houses predominantly have short and rear gardens. The houses on the west side step up the hillside whilst the bungalows fronting Park Drive Way and the houses along the southern boundary are set at a higher level than the application site.

The northern fringe of the existing car park on the application site is approximately 1 metre above the street level on Manchester Road. The rising levels across the site result in the southern boundary being generally about a further 4 metres higher. A retaining wall along the southern boundary supports the higher garden levels of properties adjacent to it.

The proposal seeks to site the building close to the Park Drive Way and Manchester Road frontages in front of which would be with soft planting and a low boundary wall. On the Manchester Road frontage the ground floor level of the proposed building (at the central part of this elevation) would be approximately 2 metres above the adjacent street level. The two end blocks on this elevation and this central part would have a double ridged roof on top of these four storey blocks.

The two intervening blocks either side of the central block would have a lower eaves and ridge heights with their upper (fourth) storeys being within this roofspaces.

This articulation of the variation in eaves and ridge heights together with the slight recessing of some of the blocks suitably breaks up the elevation into individual blocks providing depth and modelling to this elevation. An accessible pedestrian entrance is also proposed on this frontage with lift access to all floors.

The corner elevation and the shorter elevation to Park Drive Way continues the four storey block wrapping round from Manchester Road with the corner elevation incorporating twin gables in the roof.

The rear (south) elevation, due to the rising ground levels, appears as a three-storey elevation facing onto the car park.

Manchester Road forms a long spine through the centre of Stocksbridge and, whilst there is a range of building forms, uses and facing materials with some buildings on levels raised above the road, its general sense of cohesion comes from the generally modest scale of buildings flanking it which are predominantly stone faced with red brick prevalent as a secondary material. There are some larger non-residential buildings within this part of Stocksbridge including the fire station, the Venue community centre, the children's centre and the various steel works buildings. The nature of the topography of the surrounding area results in residential properties along the valley bottom and on the steeply rising land on the south side of the valley. Whilst much of the surrounding residential area comprises buildings of a smaller scale, the nature of their location on this hillside results in many of them being on much higher ground levels.

The proposed building is a substantial building that will have a considerable impact on the locality. This is a large site with a long frontage to Manchester Road. The design approach taken breaks up the form of the building providing variation to the roofscape, a degree of hierarchy to the fenestration, and setting part of the building into the rising ground levels achieves a scale and massing of the building that can be accommodated on this part of the street frontage without appearing significantly out of scale with its surroundings.

The use of external materials of an appropriate quality is important to ensure the appearance of the building sits comfortably within the locality. It is considered that to achieve an appropriate quality, the use of a natural stone on the key part(s) of the building and red brick elsewhere is the preferred approach. Following discussions with the applicant, a condition is recommended to require the submission and approval of external materials including a sample panel.

Whilst the proposal represents a different form of development to the adjacent residential properties, the proposed layout, massing and design would achieve an acceptable form of development for this site and its surroundings.

The proposal complies with UDP Policies H14 and BE5, Core Strategy Policy CS74 and Paragraph 127 of the NPPF.

## Impact on the Amenities of Residents

UDP Policy H14 relating to conditions on development in housing areas seeks to ensure that the site would not be overdeveloped or deprive residents of light, privacy or security.

On Park Drive Way, there is a row of three bungalows stepping up Park Drive Way close to the application site (nos. 14 and 16 Park Drive Way, and no. 2 Paterson Close). The side garden boundary of the end property at no. 14 adjoins the application site alongside the proposed access. This side elevation of no. 14 which contains no main windows faces across the access towards part of the rear elevation of the proposed building. There would be a separation distance of approximately 16 metres between the side elevation of the bungalow at no.14 and the proposed building. Views from the rear elevation of no. 14 to the rear elevation of the proposed building would be at an oblique angle. The proposed layout shows that part of the surface car park and a small landscaping area would be immediately adjacent to the boundary of no. 14 with the access off set from it. The access rises slightly into the site such that only part of the lower ground level of the proposed building is above this ground level. Due to the rising ground level up to no.14, the proposed building sited on the lower level appears as approximately two stories higher than no. 14. This part of the rear elevation of the proposed building has smaller windows to the ancillary rooms (laundry, IT suite) on the lower partly submerged floor, and has staircase, landing, bedroom and living room windows (with balconies) on each of the upper three floors.

It is considered that the noise and disturbance from the movement of vehicles and people entering and leaving the site would not be significant and would not cause harm to the living conditions of adjacent and nearby residents. The proposed building would be sufficiently off-set from no. 14 to ensure that there would no significant overlooking, overbearing or overshadowing of no. 14 and the other properties on Park Drive Way.

On Paterson Close, there is a row of single-storey and two-storey terraced houses and a pair of semi-detached two-storey houses (nos. 4 to 26) alongside the southern boundary of the application site. These houses are on land at a higher level than the application site. The house at no.4 has its front elevation facing northwards towards the application site (this is the only elevation of this house that has windows). No. 6 has its main windows facing onto Paterson Close. The houses at nos. 8 to 26 have their rear elevations facing towards the application site.

From the main north facing elevation of no. 4 Paterson Close to the south facing elevation of the proposed building there would be separation distances of approximately 22 metres to the main rear elevation of the proposed building and 19.8 metres to a projecting gable which is slightly off-set from no.4. It is considered that due to the projecting gable being slightly off-set from no. 4, there would be no significant overlooking of no. 4.

There would be a separation distance of approximately 22 metres between the rear elevations of nos. 8 to 26 and the rear elevation of the proposed building. The lowest level of the proposed building is cut into the rising ground levels such that its rear elevation appears as three-storeys, with main windows (some with balconies) on all three floors and garages on part of the visible lower storey. The intervening area between these opposing buildings is proposed to be laid out as car parking and vehicle circulation areas and at the western end of the site as an outdoor amenity area for the future residents. Due to the rising ground levels to the rear, the eaves and ridge of the proposed building would be lower than those of the two-storey houses on Paterson Close (nos. 4, 8, 10, 14 to 20, 24 and 26), and slightly above those of the single-storey houses (nos. 10 and 22).

It is considered that the noise and disturbance from the movement of vehicles and people moving within the car parking area and from the turning manoeuvres of service vehicles would not be significant so as to cause harm to the living conditions of these adjacent and nearby residents. The proposed building would be sufficiently off-set from nos. 4 to 26 Paterson Close to ensure that there would be no significant overlooking, overbearing or overshadowing of these properties.

On the western boundary of the site are properties at nos. 28 to 48 Paterson Close, some of which (nos. 28 to 34, 38, 42, 44 and 48) have their rear elevations facing towards the application site. The western end of the proposed building is also partly cut into the hillside and has no side facing windows to the accommodation on the front range of the building, landing windows centrally positioned on each of the four storeys, and living and kitchen room windows on the three upper floors of the rear range of the building. The proposed building is between one and one-and-a-half storeys higher than the nearest properties to the west on Paterson Close. There would be respective separation distances of approximately 16 metres between the rear elevation of no. 48 and the blank part of the proposed end elevation, and approximately 20 metres to the proposed landing windows, and approximately 22 metres between the opposing rear elevation of no. 44 Paterson Close and the proposed kitchen and living room windows. Windows on the rear elevations of the other houses on this western boundary are off-set from the windows on this end elevation of the proposed building.

The majority of the intervening land between the rear boundaries of these adjacent properties and the proposed building is a proposed landscaped amenity area. The properties at nos. 28 to 36 are alongside the end of the proposed car park. It is considered that the noise and disturbance from the car parking and amenity areas would not be significant so as to cause harm to the living conditions of these adjacent and nearby residents. The proposed building would be sufficiently off-set from these properties to ensure that there would be no significant overlooking, overbearing or overshadowing of these and other properties on Paterson Close.

The proposal achieves satisfactory separation distances and would not significantly harm the living conditions of adjacent and nearby residents. The proposal complies with UDP Policy H14.

The proposed building achieves sufficient separation distances across Manchester Road to ensure there would be no significant harm to the occupiers of the buildings on the north side of Manchester Road.

The Council's Environmental Protection Service has recommended that a condition be imposed to secure a scheme of sound insulation works within the proposed building.

External lighting is proposed to the car park with 7 lighting columns positioned on the southern boundary. It is considered that subject to the installation of a baffle system to limit the overspill of light to the adjacent properties, the proposed lighting arrangements are acceptable.

The proposal complies with UDP Policy H14.

### Density

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 character of the surrounding area is varied ranging from low density bungalows, to detached, semi-detached and terraced properties, and to higher density apartments (such as the 55 apartments for elderly persons on the Newton Grange site (equivalent to a density of 101 dwellings/hectare).

The proposal would achieve a highly efficient use of land (equivalent to 148 dwellings per hectare) which is significantly above the range in Core Strategy Policy CS26, however, in this instance the proposed development is well designed, takes advantage of the sloping site by cutting part of the new building into the slope, and would not be out of keeping with the character of the area. The proposal complies with Core Strategy Policy CS26.

### Coal Mining Legacy

The site lies within a Development High Risk Area as defined by the Coal Authority. The applicant has submitted a Site Investigation Report and a Phase 1 Geotechnical Risk assessment and Phase 2 Ground Investigation Report with this application and a letter providing details of excavation works undertaken within the site to locate evidence of recorded shafts or adits present on the site together with a plan and photographs.

In the light of all supporting information submitted in relation to coal mining legacy, the Coal Authority has advised that an appropriate assessment of the coal mining risks associated with the site has been carried out. The Coal Authority has no objection to the proposal subject to the imposition of a planning condition to secure specific foundation solutions are incorporated into the development.

## Land Contamination

The applicant has submitted a Phase 1 Geo-environmental Risk Assessment and Phase 2 Ground Investigation Report. At the time of the report the results of ground gas monitoring was being awaited. The report concludes that there are no significant land contamination risks on this site and recommends appropriate measures being taken during site and construction works. Conditions are recommended to secure the reporting of ground gas monitoring and any appropriate remediation.

## Drainage

The applicant proposes to incorporate an on-site attenuation tank beneath the proposed car park to enable the rates of discharge of surface water drainage to be restricted.

Yorkshire Water Services Ltd has no objections to the proposed development subject to conditions to secure provision of appropriate means of drainage including restricting the rate of discharge.

## Public Art

UDP Policy BE12 encourages the provision of works of public art as an integral part of the design of major developments. A condition is recommended to secure provision of public art within the proposed development.

## Sustainability

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

The application site is sustainably located close to local services and public transport routes.

The applicant proposes to achieve energy savings through a fabric first approach and also includes installing photovoltaic panels on the south facing roof slopes of the proposed building. A condition is recommended to secure installation of the sustainable measures.

## CIL

The Council's Community Infrastructure Levy (CIL) Charging Schedule (June 2015) sets the levy rates applicable to certain developments. This document states that retirement/extra care/sheltered housing/assisted living developments are excluded from the types of development to which the CIL charge is applicable.

It is considered that the proposed 54 sheltered housing units are not CIL chargeable.

The proposed caretaker's apartment has no such occupant restrictions and will be CIL chargeable. 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 needs.

### 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 submitted an Affordable Housing Statement which states that the expected contribution will not be made.

An independent review has been undertaken of the ability of the proposed development to make an affordable housing contribution. This independent appraisal has concluded that the scheme is unable to viably support the affordable housing provision, and recommends that the affordable housing provision is reduced to zero.

### SUMMARY

The proposal seeks full planning permission for the erection of sheltered housing comprising 54 apartments and 1 caretaker's apartment and provision of associated car parking accommodation with vehicular access from Park Drive Way.

There are no policy objections to the principle of the development currently proposed. The UDP identifies the site as being within a Housing Area where housing is the preferred use (UDP Policy H10 refers). There is an extant full planning permission granted in 2008 for the erection of 39 apartments on this site.

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

The proposal is a suitable use of brownfield land within Stocksbridge.

The site is sustainably located with regard to local facilities and public transport.

The principle of residential development on this site utilising the existing access off Park Drive Way albeit with slightly modified geometry has already been established.

There are no highway objections to the proposed development subject to appropriate conditions.

Whilst the proposal represents a different form of development to the adjacent residential properties, the proposed layout, massing and design would achieve an acceptable form of development for this site and its surroundings. A condition is recommended to require the submission and approval of external materials including a sample panel.

The proposal achieves satisfactory separation distances and would not significantly harm the living conditions of adjacent and nearby residents. There is sufficient separation distances across Manchester Road to ensure there would be no significant harm to the occupiers of the buildings on the north side of Manchester Road.

The proposal would achieve a highly efficient use of land (equivalent to 148 dwellings per hectare) which is significantly above the range in Core Strategy Policy CS26, however, in this instance the proposed development is well designed, takes advantage of the sloping site by cutting part of the new building into the slope, and would not be out of keeping with the character of the area.

Conditions are recommended to secure satisfactory details of land remediation, drainage, and public art.

The proposed caretaker's apartment will be CIL chargeable.

An independent review has been undertaken of the ability of the proposed development to make an affordable housing contribution. This independent appraisal has concluded that the scheme is unable to viably support the affordable housing provision, and recommends that the affordable housing provision is reduced to zero.

Overall, the proposed development is acceptable and would make a positive contribution to locality. The proposal complies with UDP and Core Strategy Policies and the Government's planning policy guidance contained in the NPPF.

## RECOMMENDATION

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