
Case Number	17/03904/FUL (Formerly PP-06369569)
Application Type	Full Planning Application
Proposal	Erection of three/four storey building to be used as retirement living accommodation in 43 apartments, with communal facilities, landscaping and car parking (amended plans)
Location	Hare And Hounds 77 Church Street Stannington Sheffield S6 6DB
Date Received	15/09/2017
Team	West and North
Applicant/Agent	The Planning Bureau
Recommendation	G Conditional Subject to Legal Agreement

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 NE-2288-3.2 AC-01 Rev C Site Location and Context Plan
Drawing NE-2288-3.2 AC-02.2 Rev E Proposed Site Layout
Drawing NE-2288-3.2 AC-02 Rev E Coloured Site Plan
Drawing NE-2288-3.2 AC-02 3 Rev H Boundary Treatment Plan
Drawing NE-2288-3.2 AC-02 4 Rev B Boundary Information Properties along Uppergate Road
Drawing NE-2288-3.2 AC-06.1 Rev D Site Sections
Drawing NE-2288-3.4 AC-007 3 Rev A General Arrangement Level 01 and 00 Floor Plans
Drawing NE-2288-3.4 AC-007 4 Rev B General Arrangement Level 01 and 02 Floor Plans

Drawing NE-2288-3.4 AC-005 3 Rev A General Arrangement Elevations Sheet 1 of 2
Drawing NE-2288-3.4 AC-005 4 General Arrangement Elevations Sheet 2 of 2
Drawing NE-2288-3.2 AC-6.2 Rev C Dormer Apartment Sections and Details
Drawing NE-2288-3.2 AC-04 Rev F Proposed Context Elevations
Drawing NE-2288-4 AC-064 Rev C Church Street Brick Chimney Detail
Drawing NE-2288-3.2 AC-03 Rev F Artists Impression
Drawing NE-2288-3.2 AC-8.1 Rev B 3D View 1
Drawing NE-2288-3.2 AC-8.2 Rev C 3D View 2
Drawing NE-2288-3.2 AC-8.3 Rev B 3D View 3

Design, Sustainability and Access Statement Project Ref 2288 Rev B
Phase 1 Preliminary Risk Assessment Desk Study Report (Arc Environmental - ref. 15-925; 21/01/2016)
Phase 2 Intrusive Ground Investigation Report (Arc Environmental - ref. 16-409; 17/11/2017)

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 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.

4. No development shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a 30% reduction compared to the existing peak flow based on a 1 in 1 year rainfall event have been submitted to and approved in writing by the Local Planning Authority. This will require the existing discharge arrangements, which are to be utilised, to

be proven and alternative more favourable discharge routes, according to the hierarchy, to be discounted. Otherwise greenfield rates (QBar) will apply.

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

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

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

- The programme and method of site investigation and recording.
- The requirement to seek preservation in situ of identified features of importance.
- The programme for post-investigation assessment.
- The provision to be made for analysis and reporting.
- The provision to be made for publication and dissemination of the results.
- The provision to be made for deposition of the archive created.
- Nomination of a competent person/persons or organisation to undertake the works.
- The timetable for completion of all site investigation and postinvestigation works.

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

Reason: To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated. It is essential that this condition is complied with before any other works on site commence given that damage to archaeological remains is irreversible.

6. Prior to the commencement of development, 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 contactors, fencing/hoardings.
- (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.

7. A Ground Gas Monitoring Completion Report shall be submitted for LPA approval, including a finalised assessment of risk from ground gases. Risk-appropriate ground gas protection measures shall be proposed and shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to the validation of gas protection measures.

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

8. Before development commences, including any site clearance works, the applicant shall submit to the Local Planning Authority for approval, a statement confirming that the site is not occupied by protected species and, if development is to commence within the bird nesting season, to confirm that no nesting birds will be affected by the proposed works. The statement shall be prepared by a qualified ecologist and shall include measures that will be undertaken during course of development to protect wildlife. Thereafter development shall proceed in accordance with these approved measures.

Reason: In the interest of biodiversity

9. 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.

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

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 the amenities of the location.

11. Before the development is commenced, or an alternative timeframe to be agreed in writing with the Local Planning Authority, full details of suitable and sufficient cycle parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority and the development shall not be used unless such cycle parking has been provided in accordance with the approved plans and thereafter, such cycle parking accommodation shall be retained.

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 Core Strategy.

12. Notwithstanding the details on the submitted plans, before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority, full details (where there are steps/ramps facilitating pedestrian access within the site) 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.

13. 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.

14. 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.

15. 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.

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

- A) Windows including reveals;
- B) Doors;
- C) Head, cills and any decorative features;
- D) Eaves and verges;
- E) Rainwater goods
- F) Balconies and privacy screens

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

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

17. 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.

18. 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.

19. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved 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.

20. Notwithstanding the submitted plans, prior to the commencement of development full details including elevations and details of materials of the proposed electricity substation shall be provided for approval by the Local Planning Authority. The development shall thereafter proceed in accordance with these approved details.

Reason: To ensure an appropriate quality of development.

21. Prior to the commencement of any work on site, a detailed scheme for the foundation design and all new ground works shall have been submitted to and approved in writing by the LPA and the development shall be carried out in accordance with the approved details.

Reason: To ensure that ground disturbance is restricted to a minimum and is carried out in the agreed manner to preserve archaeological remains in situ.

22. 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:

i) Remodelling of the existing vehicular access with provision of tactile paving off Uppergate Road to fit with the internal geometry of the proposed car park broadly in accordance with the submitted plans, or alternatively for vehicular access to the proposed car park to be taken from the newly constructed cul-de-sac associated with planning reference number

17/00783/FUL, all in accordance with plans that shall first have been submitted to and approved in writing by the Local Planning Authority.

ii) Reconstruction of the Uppergate Road footway across the development site frontage and down to Church Street.

iii) Reconstruction and widening of the Church Street footway across the development site frontage all the way to Uppergate Road (minimum width 1.5 metres).

iv) Any accommodation works to traffic signs, road markings, repositioning street lighting columns, highway drainage and general street furniture deemed necessary as a consequence of the footway works.

iv) Provision of pedestrian dropped kerbs with tactile paving to assist wheelchair users crossing the mouth of the Uppergate Road junction with Church Street enroute to the bus stop (also with some verge to footway conversion in the vicinity of the bench).

v) Provision of pedestrian dropped kerbs with tactile paving to assist wheelchair users cross Uppergate Road to/from the southbound bus stop opposite Bankfield Lane.

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.

23. 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.

24. Prior to first occupation of the development, or 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.

Other Compliance Conditions

25. 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.

26. The Local Planning Authority shall be notified in writing when the landscape works are completed.

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

27. Notwithstanding the submitted plans the privacy screens to the side of the patio areas are not approved.

Reason: To ensure an appropriate quality of development

28. The windows to apartment No. 9, 10, 24 and 25, as detailed on drawing No. NE228 3.4 AC 00 7-3 Rev A and NE228 3.4 AC 00 7-4 Rev B that serve as secondary windows on the northern elevation of the development facing towards the curtilage of No.61 Uppergate Road, shall be fully glazed with obscure glass to a minimum privacy standard of Level 4 Obscurity and no part of the window shall at any time be glazed with clear glass.

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

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

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. The YALPAG guidance document; Verification Requirements for Gas Protection Systems:

Technical Guidance for Developers, Landowners and Consultants, version 1.1, dated December 2016 details current Sheffield City Council adopted policy, and should be referenced in any relevant submitted verification reporting.

7. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their

document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light". This is to prevent lighting causing disamenity to neighbours. The Guidance Notes are available for free download from the 'resource' pages of the Institute of Lighting Professionals' website.

8. The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at:
www.gov.uk/government/organisations/the-coal-authority

9. The applicant is advised that agreement "in principle" of a Written Scheme of Investigation (WSI) with South Yorkshire Archaeology Service does not preclude the need to formally submit the agreed WSI to the LPA, under Part A of condition number [insert archaeological condition number]. Undertaking any site works before this has been done - and the WSI approved in writing by the planning case officer - may result in formal enforcement action.
10. 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

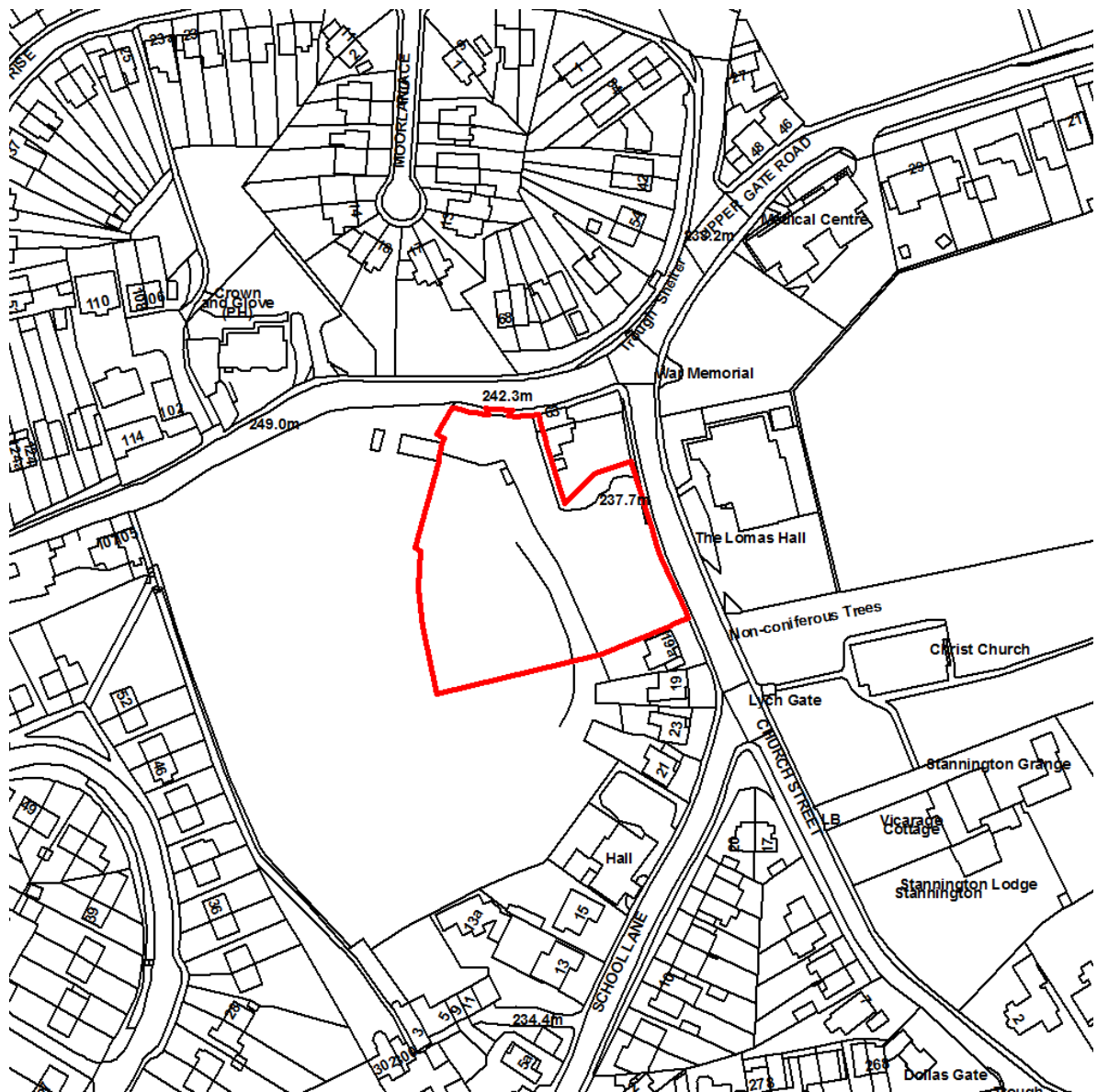
Telephone: 0114 273 6677

Email: highways@sheffield.gov.uk

11. The applicant is advised that noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0800 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from the Environmental Protection Service, Howden House, Union Street, Sheffield, S1 2SH, tel. 0114 2734651.
12. The applicant should be aware that a legal agreement has been completed in respect of this proposal.
13. Plant and equipment shall be designed to ensure that the total LAeq plant noise rating level (including any character correction for tonality or impulsive

noise) does not exceed the LA90 background noise level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.

Site Location



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LOCATION AND PROPOSAL

The application relates to a vacant piece of land that has previously been occupied by the Hare and Hounds public house.

The building has been removed as it was frequently broken into and became the subject the anti-social behaviour.

The site fronts onto Church Street, with an access to the car park from Uppergate Road. To either side of the site are residential properties. To the rear the site encroaches onto part of a former cricket pitch. This land has been disused for years and has become somewhat overgrown.

The site is elevated as the land rises to the north and west, the former cricket pitch being on an elevated plateau.

The site is identified on the Unitary Development Plan Proposals Map as being within a Housing Area, an Open Space Area and also an Area of Special Character.

Planning permission is sought for the erection of a three / four storey building (with accommodation in the roof) which would be used as a retirement living scheme. This would contain 43 private apartments as well as communal facilities in the form of a home owners lounge, guest suite and scooter store. No on-site medical care is proposed within the development. The plans indicate that there would be an office on site but no manager's residential accommodation is proposed. The development would be built and managed by McCarthy and Stone, an organisation which specialises in retirement living accommodation, which is offered to people over 60 years of age.

Vehicular access to the development would be taken from Uppergate Road, utilising the existing access to the former pub car park. 29 parking spaces would be created for the development alongside an electricity substation which would have a further space in front. From Church Street a pedestrian access is proposed with a ramp up to the development (this would allow mobility scooters direct access to the scooter store).

To the rear of the development (southern side) an outdoor communal area is proposed. A number of the ground floor apartments would also have small patio areas that would be semi-private and some of the apartments on the upper floors would have small balconies.

The proposed building would step up from Church Street as the land rises across the site and would be of a high quality red brick construction with a slate roof.

During the course of the application changes have been made to the scheme, increasing the number of proposed dwellings from 38 to 41 and then to 43. No significant changes have been made to the overall height or massing of the development; the additional units being largely absorbed within the envelope of the originally proposed scheme.

RELEVANT PLANNING HISTORY

Planning permission was previously sought to redevelop the site, alongside the rest of the cricket pitch, under application 10/01135/OUT. This was an outline application with indicative plans which proposed to develop around the periphery of the site for housing purposes and to re-instate the cricket pitch. In order for the cricket pitch to be re-instated, high ball stop fencing would have been required. It was considered that this would have had a detrimental impact upon the character and appearance of the area as well as upon the amenity of occupiers of surrounding property. As no agreement could be reached the application was not determined and was disposed of.

More recently planning permission has been granted for the erection of 19 dwellings with associated amenity space, access and landscaping as well as a pumping station (application 17/00783/FUL refers) on the site of the former cricket pitch, adjacent to but outside of the redline boundary of this application. The properties are in the form of detached 3, 4 and 5 bedroomed dwellings with access for the properties taken either directly from Uppergate Road or from a new access road, again from Uppergate Road. As part of this application a legal agreement has been signed to ensure that the developer makes a financial contribution towards the provision of a replacement cricket pitch as well as affordable housing.

SUMMARY OF REPRESENTATIONS

Prior to submitting the application the applicant engaged in their own neighbour consultation exercise. This involved contacting local residents and holding a public exhibition in the neighbouring village hall (Lomas Hall on the opposite side of Church Street).

Neighbours were consulted by the Local Planning Authority when plans were initially submitted and site notices displayed. More recently in December 2018 neighbours were again notified and invited to comment following receipt of amended plans.

Bradfield Parish Council have no objections in principle to this application, but have raised the following concerns:

Traffic - Parish Councillors would wish to see a comprehensive study of potential traffic issues pertaining to this development.

The current suggested use of brick would be out of keeping with the area and stone should be used.

Concerns regarding the potential for overshadowing of the Church.

An affordable housing requirement should be included.

Loxley Valley Protection Society have set out that the concept of retirement living accommodation in Stannington is a good idea in principle, and would be welcomed

by many, though the cost of purchase plus additional service charges for this particular development, may be beyond the means of a lot of local residents.

The site is within the Stannington Village Area of Special Character, and as such there are concerns that the design of the proposed will be out of character with the street scene and a dominant feature among the modest old stone buildings, and suburban houses.

The 3 storey height and massing of the proposed could overlook and overbear both the existing neighbouring houses and their amenity spaces as well as the dwellings and amenity spaces of the proposed Newett houses, if granted. Both the existing and proposed houses being mostly 2 storey. The development is also opposite to the listed church.

No affordable housing is to be provided on site.

Part of the site to the rear falls into the green open space of the cricket pitch, meaning loss of green open space. If this application was granted but the 19 houses refused, the open space would be considerably reduced, making a return to its previous use impossible.

The developer's agreement with Newett, to put money into a cricket pitch at Norton Woodseats although laudable does not improve the open space facilities in Stannington.

There could be road safety issues with the access of this development being onto the same part of the narrow Uppergate Road as the Newett developments main access, opposite the Crown and Glove Public House, & drives for 4 of the houses. The construction of both these developments, if granted would need to be carefully conditioned to prevent total mayhem with development traffic.

In addition representations have been received from 36 interested parties. Of these 14 are in support of the proposal and 22 have raised objections.

The 14 representations that have been received in support of the development make the following comments:

- The site needs improving as it has been an eyesore for many years.
- The development would enhance the character and appearance of the area and is of good design.
- Other elements of the housing market have been addressed excessively and it would be beneficial to have such a development.
- The development will allow local people to downsize, freeing up family homes within the area.

22 representations objecting to the development have been received and these set out the following issues:

- The height of this 3 storey development will overpower and overshadow Stannington church – which is a Grade II Listed Building and the houses on either side.
- The development would reduce any privacy neighbouring properties currently possess.
- It is out of keeping with the local area.
- This development will also increase traffic flow to an already busy area.
- The planned development of the area needs to be considered as a whole rather than two separate developments.
- The surrounding land is used by protected species.
- As residents of Stannington we should be investing in the youth with sports facilities and training facilities.
- The diversion of the footpath to accommodate the development would be detrimental to pedestrian safety.
- The development would place greater demand for local medical services in an area already blighted by new developments.
- The development would increase rainwater run-off and the potential for an increased risk of surface water flooding.
- Issues of loss of view and devaluation of property have also been cited; however these are not planning considerations.

PLANNING ASSESSMENT

Principle of Development

The site is identified on the Unitary Development Plan Proposals Map as being largely within a Housing Area. Within such areas UDP Policy H10 sets out that housing is the preferred use and this includes retirement living schemes such as the one proposed. As such residential development on part of the site is acceptable in principle.

Open Space

A proportion of the site is also within an open space area, the previous use being as a cricket pitch. The principle of development within this open space area has been established through the granting of planning application 17/00783/FUL for the redevelopment of the majority of the cricket pitch with 19 dwellings, estate road and pumping station. As the cricket pitch was disused; in private ownership and not capable of being re-instated without the need for high ball stop fencing (which would have an adverse impact upon the amenity of local residents as well as the character and appearance of the area); a pragmatic approach was taken.

It was considered that the loss of the cricket pitch and provision of a financial contribution for a better facility to be provided elsewhere within the city, would be deemed to be appropriate, in accordance with Core Strategy Policy CS47 and the NPPF (para 56 sets out that planning obligations must only be sought where they are necessary, related to the development and fairly and reasonably related in scale and kind to the development).

The applicant for that scheme (Newett Homes) has agreed to make a financial contribution to pay for the provision of a cricket pitch elsewhere within the city. This has been secured by way of a legal agreement (s106 agreement) that was signed on 17th December 2018. The total cost of a replacement cricket pitch would be £265,000. The Newett Homes scheme would cover 86.5% of the area of the cricket pitch and so they have agreed to fund the lion's share of a replacement pitch (£229,225).

The 106 agreement attached to the Newett Homes consent has been worded so that in the event that a scheme to redevelop the remainder of the site (i.e. the land covered by this McCarthy and Stone scheme) does not come forward, Newett Homes would pay the full costs of the replacement pitch (with the opportunity to redeem any excess from the Council if the neighbouring site is developed).

The applicant for the current scheme (McCarthy and Stone) have agreed in principle to compensate for the loss of the cricket pitch that falls within the redline boundary of their scheme. This equates to 13.5% of the cricket pitch and in monetary terms a contribution of £35,775 would be required.

As with the Newett Homes legal agreement, there would be a clause within the McCarthy and Stone legal agreement requiring the developer to pay the full cost of the replacement pitch, should the neighbouring scheme not come forward (again with the opportunity to redeem any excess payment from the Council). This is because once the land has been built upon, no matter how small a percentage, the cricket pitch and any chance of re-instatement is effectively lost.

Subject to the signing of a satisfactory legal agreement it is considered that the development on the open space portion of the site would be acceptable, in accordance with UDP Policy CS47 and paragraph 56 of the NPPF (2018). Sport England have also indicated their acceptance of this approach. The applicant has agreed in principle to the signing of such a legal agreement and has been provided with a draft of the proposed s106.

Policy Issues

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.

Paragraph 68 of the revised NPPF also sets out that 'Small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a

good mix of sites local planning authorities should... support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes’.

Policy CS24 seeks to prioritise the redevelopment of previously developed sites. The site is partially on previously developed; however part of the site has not been previously developed and is considered to be greenfield land. This does not raise any issues, particularly in light of the consent on the neighbouring cricket pitch site (which is entirely greenfield) and the fact that the Council is well below the 12% dwelling completion rate on greenfield site, and the site is within a sustainable location within an existing urban area. It is considered that on balance the development complies with the aims of policy CS24.

The development would make a positive contribution to the 5 year supply of housing (as required by the NPPF) and is considered to be within a sustainable location, relatively close to local shops and services in an established residential area. In this respect the development would accord with Core Strategy Policy CS22, CS24 and paragraph 68 and 73 of the NPPF (2018).

Density of Development

The submitted plans seek to develop the site with 43 dwellings. The density of development would equate to around 98 dwellings per hectare. This is above the aspirations of Core Strategy Policy CS26 which sets an appropriate density range for this location of between 30 -50 dwellings per hectare. However the policy does set out that densities outside these ranges will be allowed where they achieve good design, reflect the character of an area or protect a sensitive area.

Para122 of the NPPF sets out that planning policies and decisions should support development that makes efficient use of land, taking into account:

- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- b) local market conditions and viability;
- c) the availability and capacity of infrastructure and services –both existing and proposed –as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
- d) the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
- e) the importance of securing well-designed, attractive and healthy places.

The proposal would achieve a highly efficient use of land; providing housing for older people that is lacking within the area. It is considered that the development has been well designed, of a scale and massing which would not be particularly out of keeping with surrounding properties. The proposal is considered to comply with Core Strategy Policy CS26 and para 122 of the NPPF.

Affect Upon Character and Appearance

The proposed development would take the form of a T shaped building which would front onto Church Street and would step up onto the higher plateau of the former cricket pitch to the west.

The building would be of a high quality red brick construction with stone heads and cills to windows and doors. The building would have areas that are recessed to break up the overall mass and dormers within the roof space to reduce the overall height of the development. Chimneys have also been added to break up the roofscape.

Surrounding residential properties are largely two-storeys in height; however given the level changes the proposed scale and massing of the building are considered to be appropriate, particularly as the development steps down where it abuts the residential properties to either side and fronts Church Street.

Several objectors have called for the development to be of stone construction. There are a mix of stone and brick properties within the area. Neighbouring residential properties to the south are largely of brick and it is considered that a high quality red brick would be an appropriate material for this location.

The site is within an Area of Special Character. On the opposite (east) side of Church Street is Christ Church which is a Grade II Listed building. Being located some 50m to the south east of the proposed development, and on the opposite side of the road, it is considered that the proposed building would not detract from the setting of the church and so would not be harmful to its character and appearance. There would be enough separation to prevent the development from being overbearing upon the church.

The former pub was not of any architectural merit, being a fairly modern two storey property with a rendered finish. Along the site frontage to Church Street is a drystone wall which does contribute to the character of the area and is proposed to be retained/reinstated.

A stone wall is also proposed along the Uppergate Road frontage and railings along the western boundary which will adjoin the proposed estate road for the neighbouring development.

Adjacent to Uppergate Road an electricity substation is proposed. It is recommended that full details of this be required to ensure that this is constructed from appropriate materials and would not be harmful to the character and appearance of the area.

It is considered that the development would conform with UDP Policy BE5 which sets out that 'Good design and the use of good quality materials will be expected in all new developments. The development would also accord with UDP Policy BE17 which sets out that 'in Areas of Special Character a high standard of design using traditional materials and a flexible and sensitive approach to layouts will be expected.'

The development would also be in accordance with Core Strategy Policy CS74 which sets out that high-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city.

In terms of design it is also considered that the development would satisfy the NPPF. Paragraph 127 of the revised NPPF sets out that decisions should ensure that development will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change.

Impact Upon Residential Amenity

UDP Policy H14 seeks to ensure that the site would not be overdeveloped or deprive residents of light, privacy or security.

UDP Policy H15 (Design of New Housing Developments) expects the design of new housing developments to provide good quality living accommodation. This includes adequate private garden space or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met. It also expects that walls or fences are provided around rear garden areas next to roads, footpaths or other open areas.

The proposed development would be sited to roughly line through with the existing residential properties to either side on the Church Street elevation. The new building would occupy the footprint of the former public house whilst also extending further to the north and west. It is considered that the development would not give rise to unacceptable levels of overshadowing or loss of light that would affect occupiers of neighbouring dwellings (both existing and proposed). The development would be significantly higher than No.19A Church Street, however it would be sited to the north of this property and so would not result in excessive overshadowing. A gap of around 5.5m would be maintained between the two properties and so it is considered that the proposed development would not be unduly overbearing upon this property.

There would be sufficient separation between main windows within the development and neighbouring properties (around 27m from the closest windows on the southern elevation to windows on the rear of No.19A Church Street). In addition the windows on the south are at an angle to the neighbouring dwellings and so direct window to window overlooking would not occur.

To the north of the site No.61 Uppergate Road backs onto the access road for the development. There is also approval for a dwellinghouse to be erected within the curtilage to the side between No.61 and the new development (application 18/00409/FUL refers). This proposed dwellinghouse would have windows on the side elevation, looking towards the retirement living scheme.

A distance of at least 12m would separate the two proposed developments and so neither would result in unacceptable levels of overshadowing or loss of light.

There are windows proposed on the gable of the new development that could potentially overlook the garden and windows of the proposed dwellinghouse to the side of 61 Uppergate Road. These would be secondary windows and would serve living areas within apartments 9, 10, 24 and 25. It is thereby recommended that a condition be attached to any consent requiring these windows to be obscure glazed. The apartments in question would still have adequate outlook, these rooms being served by other windows on the western elevation.

On the western gable of the proposed development windows are proposed which would look onto the access road to the neighbouring development. These windows would provide a degree of natural surveillance to the access road and would not result in significant overlooking to the proposed dwellings (Newett Homes development) on the former cricket pitch. The windows would serve bathrooms and secondary living room windows and would not be the main source of outlook.

The proposed development would have a communal garden area on the southern side of the building. In addition the ground floor apartments would have paved patio areas immediately outside the apartments. These would be made semi-private with a screen to the side making it clear that these are not communal areas. It is recommended that a condition be attached to any consent requiring further details of this screening to ensure an appropriate quality of development.

Several of the upper floor apartments would have small balcony areas and some would have Juliette balconies. On the northern elevation there would be a distance of 21m from the closest balcony (serving apartment No.23) to the proposed dwelling within the curtilage of No.61 Uppergate Road, which would also be set at an angle to the proposed balcony. As such it is considered that unacceptable levels of overlooking in this direction would not occur.

On the southern side, at the closest point, the proposed balconies would be some 16m from the boundary with the garden of No.19A Church Street and around 27m from windows in the rear of that property (again at an angle). As such it is considered that the balconies within the development would not result in unacceptable levels of overlooking in this direction either.

It is considered that, on balance, the development would not be harmful to the amenity of occupiers of neighbouring residential property and would be complicit with UDP Policy H15 and Core Strategy Policy CS74 as well as para 127 of the NPPF.

Land Contamination Issues

The application site falls within the Coal Mining High Risk Area; therefore within the application site and surrounding area there are potentially coal mining features and hazards which need to be considered.

The planning application is supported by a Phase 1: Desk Top Study Report (21 January 2015, prepared by Arc Environmental Ltd). The report concludes that there is a potential risk posed to the development by past shallow coal mining activity and further survey work would be required

Accordingly, site investigations were undertaken, the results of which are reported in the accompanying Phase 2: Ground Investigation Report (17 November 2016, prepared by Arc Environmental Ltd). The Report confirms that only thin intact coal seams were encountered. As such the Coal Authority is satisfied that the issue of the potential for coal mining legacy to affect the proposed development has been adequately addressed.

With regard to land contamination the findings of the submitted reports are that the soils across the site are determined to be suitable for use and without a requirement for remedial works. However, preliminary results from ground gas monitoring show some elevation of CO₂ levels, and a current recommendation for CS₂/Amber 1 gas protection measures.

As such it is recommended that pre-commencement condition be attached to the consent requiring further survey work to be carried out.

Land Drainage

In principle, the proposed development is considered to be acceptable to the Local Lead Flood Authority. Conditions are recommended to limit the rate of surface water run-off.

Archaeology

The applicants have submitted a heritage assessment in support of their application (prepared by Woodhall Planning and Conservation). This looks at the site in context with the neighbouring Grade II Listed Christ Church, on the opposite (east) side of Church Street. The report finds that the development would not be harmful to the setting of the Listed Building.

The proposed development site lies within the medieval core of Stannington and occupies land which has remained largely undeveloped for the past 200 years bar the creation of a sports pitch and the erection of the public houses within the site.

There is potential for archaeological remains of medieval date to occur within the proposed development site based on the known medieval assets in close proximity to the proposed development and its location in the historic core of Stannington.

It is thereby recommended that prior to any development commencing, further archaeological work is undertaken. This can be secured by way of a planning condition and would be necessary to comply with UDP Policy BE22 which sets out the need for sites of archaeological interest to be preserved, protected and enhanced. Para 199 of the NPPF sets out that Local Planning Authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.

Highways

Core Strategy Policy CS53 'Management of Demand for Travel' sets out a variety of ways in which the increased demand for travel will be managed across the city including applying maximum parking standards to all new developments to manage the provision of private parking spaces.

The scheme would provide 29 spaces for occupiers of the development. Historically retirement schemes have not generated a large amount of traffic with many of the occupiers not having a car. The level of parking proposed is considered to be adequate and in the spirit of Core Strategy Policy CS53. In addition the development would have a dedicated room for the parking of mobility scooters securely within the building and the site is within a relatively sustainable location close to bus routes and local services.

The development would utilise an existing vehicular access, the use of which raises no highway safety concerns.

The development would be in accordance with paragraph 109 of the revised NPPF which sets out that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. As such it is considered that a highways based refusal cannot be justified.

A public footpath currently crosses the red-line boundary of the application site, which also crosses the adjoining recently approved residential development for 19 houses. Councillors may recall reports being presented to previous meetings of the Planning and Highways Committee on 19/12/2017 and 16/01/18 respectively, where approval was granted to make and advertise formal footpath diversion orders under Section 257 of the Town & Country Planning Act 1990, relating to the path as it crosses each of the sites.

A written objection was received to each of the orders, by the same couple. Following a meeting with the housing developers, the couple felt sufficiently reassured as to enable them to withdraw their objection. Following a meeting with McCarthy & Stone whereby a commitment was given to widen the Church Street footway across the front of the development site all the way to Uppergate Road, again the couple agreed to withdraw their objection. Once widened, the footway will allow a pedestrian and a wheel-chair user to comfortably pass each other, which will benefit any infirm residents of the development wanting to access the bus stops just to the north of Church Street.

Sustainability

Policy CS63, 64 and 65 sets out the Councils sustainability objectives with regard to new development.

The applicants have indicated that they will be adopting a fabric first approach in order to meet the requirements of policy CS64. A sustainability statement in support of the application indicates that energy efficient measures to be integrated into the design of the development to meet the requirements (10% reduction in energy demand) of the policy. Existing stone on the site will be re-used to build the

proposed dry stone walls. The development is considered to be acceptable from a sustainability perspective.

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 and supplementary data to support their case.

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 able to provide a contribution of £300,000. This would equate to a 2.75% contribution.

The applicant has indicated their acceptance of this finding and is looking to make an off-site contribution. This would be secured by way a legal agreement (s106). This has been drafted but has not been signed.

Paragraph 62 of the NPPF sets out that where a need for affordable housing is identified, planning policies should specify the type of affordable housing required and expect it to be met on-site unless off-site provision or an appropriate financial contribution in lieu can be justified and the agreed approach contributes to the objective of creating mixed and balanced communities.

The proposed development would provide housing for older people in a location that is lacking in this kind of provision. As occupation of the development would be limited to people aged 60 or over it is considered that in this instance a financial contribution can be justified as this would benefit the wider community.

Community Infrastructure Levy (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 43 sheltered housing units are not CIL chargeable.

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.

Ecology

The proposed development would not result in the loss of habitat for any protected species. The existing building has already been demolished and the site fenced off. Trees and shrubs on the greenfield portion of the site are largely self-set and are of limited amenity value.

Following claims that protected species may inhabit the area the Council's ecology unit have visited the site. The findings of their visit were that some of the cricket pitch is used, albeit on an infrequent basis by foraging mammals. Subject to appropriate conditions requiring the developer to prepare a statement setting out how the site is to be developed with protected species in mind, there are no specific concerns relating to habitat loss.

SUMMARY AND RECOMMENDATION

Planning permission is sought for the erection of 43 retirement living apartments on the site of a former public house as well as land to the rear which has previously been used as a cricket pitch.

There are no policy objections to the principle of the development proposed. The UDP identifies the site as being within a Housing Area where housing is the preferred use (UDP Policy H10 refers). The remainder of the site is within an Open Space Area where the principle of residential development (and the provision of a financial contribution by way of a legal agreement to compensate for the loss) has been established (application 17/00783/FUL refers)

This proposal would make a positive contribution to the provision and supply of housing land and is located within a relatively sustainable location with regard to local facilities and public transport.

The development would provide parking for 29 cars and there are no highway objections to the proposed development subject to appropriate conditions.

Whilst the proposal represents a different form of development (there are no apartment schemes within the immediate vicinity) the proposed layout, massing and design would achieve an acceptable form of development for this site and its surroundings. The development would not be harmful to the setting of the nearby Listed Christ Church and would complement the Area of Special Character. It is recommended that a condition be attached to any consent requiring the submission and approval of external materials to ensure an appropriate quality of development.

The proposal achieves satisfactory separation distances to neighbouring dwellings and would not significantly harm the living conditions of occupiers of both existing and proposed dwellings.

The proposal would achieve a highly efficient use of land (equivalent to 98 dwellings per hectare) which is significantly above the range in Core Strategy Policy CS26, however, in this instance the proposed development is well designed, provides a type of housing which is lacking within the area and steps to follow the topography of the area. It is considered that the development 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.

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 able to provide a contribution towards affordable housing and the applicant has agreed in principle to a contribution of £300,000 to be secured through the signing of a s106 agreement. This is in addition to a contribution of £35,775 towards a replacement cricket pitch.

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

It is recommended that the application be granted with conditions, subject to the signing of a legal agreement to secure a financial contribution towards a replacement cricket pitch as well as affordable housing.

HEADS OF TERMS

A financial contribution in the sum of £300,000 towards the provision or enhancement of affordable housing in the local area and provided in accordance with the principles set out in the Council's CIL and Planning and Obligations SPD.

A financial contribution in the sum of £265,000 (or part thereof – if the neighbouring development comes to fruition the sum required will be £35,775) towards the provision of a replacement cricket pitch.

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