
Case Number	18/03187/FUL (Formerly PP-06602632)
Application Type	Full Planning Application
Proposal	Erection of 4 dwelling houses, alterations and conversions of buildings including conversion of a grade II listed farmhouse into 2 dwellings, conversion of associated barn to form 4 dwellings, conversion of existing cart shed into 1 dwelling (11 dwellings in total), demolition of existing farm outbuildings and associated access and landscaping
Location	Totley Hall Farm Totley Hall Lane Sheffield S17 4AA
Date Received	20/08/2018
Team	South
Applicant/Agent	MHA Architects
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:

3S154-MHA-01-001 Rev P1	Site Location Plan
3S154-MHA-01-003 Rev P6	Site Plan proposed
3S154-MHA-00-101 Rev P6	New build house general arrangement
3S154-MHA-02-000 Rev P4	Farmhouse G.A.
3S154-MHA-02-001 Rev P4	Barn G.A. Level 00
3S154-MHA-02-002 Rev P4	Barn G.A. Level 01
3S154-MHA-02-003 rev P3	Cartshed G.A.
3S154-MHA-04-001 Rev P2	Farmhouse and Barn Elevations

3S154-MHA-04-002 Rev P2	Farmhouse and Barn Elevations
3S154-MHA-04-003 Rev P2	Farmhouse and Barn Elevations
3S154-MHA-04-004 Rev P2	Farmhouse and Barn Elevations
3S154-MHA-04-005 Rev P2	Cartshed Elevations
3S154-MHA-03-001 Rev P2	Site Section
3S154-MHA-03-002 Rev P2	Site Section

Reason: In order to define the permission.

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

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

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

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

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

5. No development shall commence until full details of measures to protect the existing trees to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2012 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

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

6. 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.

7. 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 post-investigation 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 has 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.

8. No development (including demolition or other enabling, engineering or preparatory works) shall take place until a phasing plan for all works associated with the development has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved phasing plan.

Reason: In order to define the permission and to assist with the identification of each chargeable development (being the Phase) and the calculation of the amount of CIL payable in respect of each chargeable development in accordance with the Community Infrastructure Levy

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

9. 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.

10. 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.

11. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, details of the proposed surfacing, layout and marking out of the car parking accommodation shall have been submitted to and approved in writing by the Local Planning Authority. The houses shall not be used unless the car parking accommodation has been provided in accordance with the approved plans

and thereafter such car parking accommodation shall be retained for the sole use of the occupiers of the development hereby approved.

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

12. The dwellings shall not be occupied unless details have been submitted to and approved in writing by the Local Planning Authority, showing how surface water will be prevented from spilling onto the public highway. Once agreed, the measures shall be put into 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 it is essential for these works to have been carried out before the use commences.

13. 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 dwellings approved are brought into use and the dwellings shall not be brought into use until the highway improvements listed below have been carried out.

Highways Improvements:

Totley Hall Lane/Site access:-

- improvements which may include localised widening or realignment of Totley Hall Lane to provide improved sight lines from the site access.

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.

14. Before the development commences a Construction Management Plan shall be submitted and approved by the LPA. The CMP shall include details of:
- i) Contractor parking arrangements;
 - ii) Construction vehicle access, parking and manoeuvring
 - iii) Measures to prevent the deposit of mud and debris on the adjacent highway

The development shall then be constructed in accordance with the agreed CMP.

Reason: In the interests of highway safety.

15. Samples of any additional stone and slates required to complete the reconstruction/conversion of the courtyard barns shall be submitted to and approved in writing by the Local Planning Authority. The works shall thereafter be carried out using the approved materials.

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

16. Samples of all proposed external materials and finishes to the new build units (Units 7-10 inclusive), including windows, heads and cills, shall be submitted to and approved in writing by the Local Planning Authority before 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.

17. 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 the commencement of development:

Windows
Window reveals
Rooflights
Doors
Eaves and verges
External wall construction
Rainwater goods
Main access gate

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

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

18. Before the development is commenced, details of the standard and specification of mortar joints and pointing to both dwellings and boundary walls shall have been submitted to and approved in writing by the Local Planning Authority.

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

19. Before the development is commenced, full details of the proposed bin stores and recycling facilities shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter the bin stores and recycling facilities shall be provided in accordance with the approved details and retained.

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

20. The design and location of all new external light fittings shall be approved in writing by the Local Planning Authority prior to installation. Thereafter the development shall be carried out in accordance with the approved details.

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

21. 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.

22. Bat boxes and bird boxes shall be provided within the site prior to occupation in accordance with details to have first been submitted to and approved in writing by the Local Planning Authority. Thereafter these features shall be retained.

Reason: To protect opportunities for wildlife.

23. 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

24. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the dwellings are occupied. The development shall be carried out in accordance with the approved details.

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

25. No development shall take place until details of the proposed means of disposal of foul and surface water drainage, including details of any balancing

works and off-site works, have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure satisfactory drainage arrangements.

26. 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.

Other Compliance Conditions

27. All rooflights shall be conservation style whereby no part of the rooflights shall project above the surface of the roofing slates unless otherwise approved in writing by the Local Planning Authority.

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

28. The development shall not be occupied unless the hardstanding areas of the site are constructed of permeable/porous materials. Thereafter the approved permeable/porous surfacing material shall be retained.

Reason: In order to control surface water run-off from the site and mitigate against the risk of flooding.

29. Before the first occupation of the new build dwellings hereby permitted the windows at first floor level in the rear elevations (serving the bathrooms) shall be fitted with obscure glazing to a minimum privacy standard of Level 4 Obscurity and any part of the windows that is less than 1.7 metres above the floor of the room in which it is installed shall be non-opening. The windows shall be permanently retained in that condition thereafter.

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

30. Before the first occupation of the new build dwellings hereby permitted the windows at second floor level in the gable ends of Units 7 & 8 shall be fitted with obscure glazing to a minimum privacy standard of Level 4 Obscurity and any part of the windows that is less than 1.7 metres above the floor of the room in which it is installed shall be non-opening. The windows shall be permanently retained in that condition thereafter.

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

31. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (and any order revoking and re-enacting the order) no additional windows or other openings shall be formed in the elevations of the buildings hereby permitted without the prior written consent of the Local Planning Authority.

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

32. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995, Part 1 (Classes A to E inclusive), Part 2 (Class A), or any Order revoking or re-enacting that Order, no extensions, porches, garages, ancillary curtilage buildings, swimming pools, enclosures, fences, walls or alterations which materially affect the external appearance of the dwellings shall be constructed without prior planning permission being obtained from the Local Planning Authority.

Reason: To ensure that the traditional architectural character of the dwellings is retained and there is no visual intrusion which would be detrimental to the amenities of the locality.

33. 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.

34. Unless otherwise indicated on the approved plans no tree, shrub or hedge shall be removed or pruned without the prior written approval of the Local Planning Authority.

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

35. All removal of hardstandings within the root protection zones of trees to be retained shall be conducted using hand tools only

Reason: In order to limit the damage to retained tree root systems

36. Unless otherwise approved by the Local Planning Authority the site shall be developed with separate systems of drainage for foul and surface water on and off site.

Reason: To ensure satisfactory drainage arrangements.

37. Unless otherwise approved in writing by the Local Planning Authority, there shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works and no buildings shall be occupied or brought into use prior to completion of the approved foul drainage works.

Reason: To ensure satisfactory drainage arrangements.

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. 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.

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. You are required as part of this development, to carry out works within the public highway: as part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Highway Co-Ordination
Sheffield City Council
Town Hall
Sheffield
S1 2HH

Telephone: 0114 273 6677

Email: highways@sheffield.gov.uk

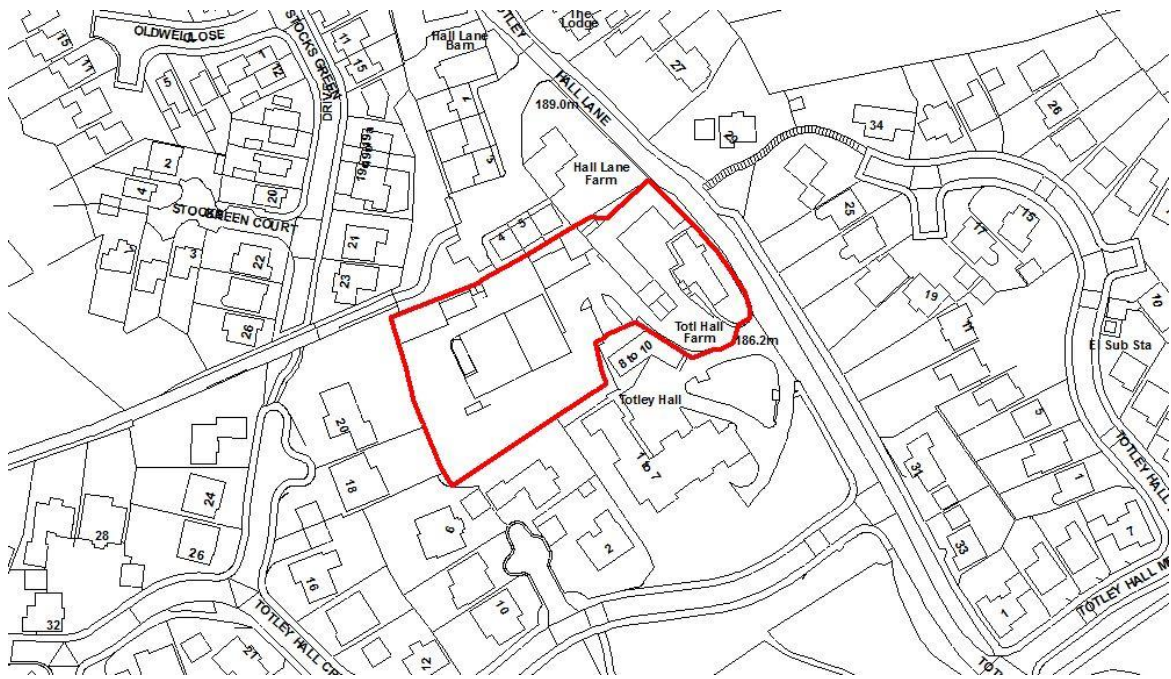
Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

Where the notice is required as part of S278 or S38 works, the notice will be submitted by Highways Development Management.

5. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process.

Please note: You must not start work until you have submitted and had acknowledged a CIL Form 6: Commencement Notice. Failure to do this will result in surcharges and penalties.

Site Location



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INTRODUCTION

This report relates to applications for planning permission (18/03187/FUL) and Listed Building Consent (18/03188/LBC) . Both applications are assessed within this single report.

LOCATION AND PROPOSAL

The site is a parcel of land previously forming a small farmyard complex occupying approximately 0.41 hectares. The site is located on the western side of Totley Hall Lane within the Totley Conservation Area. The site rises quite steeply from Totley Hall Lane towards Totley Hall Croft.

The buildings currently on the site comprise:

- a two-storey stone-built Grade 2 Listed farmhouse behind the stone-built retaining wall to Totley Hall Lane
- an original stone built farmyard complex of barn/stables effectively forming an enclosure of the original farmyard to the north and west of the farmhouse
- a pair of large adjoining post-war two-storey height barns located centrally within the site these being constructed in a combination of materials including profile sheeting and blockwork
- a single storey utility building (of indeterminate age) located on the northern boundary just to the west of the Listed farmhouse
- a small cart shed in the north west corner of the site parts of which likely date back to C19th

To the north of the site is a combination of farm conversion/new build complex of dwellings, formerly Hall Lane Farm, and now known as Totley Mews. This development received permission in 2006.

To the west are late C20th two-storey dwellings of Totley Hall Croft, the rear elevations of which are approximately 15 metres from the site boundary

To the south lies a converted Manor House (Totley Hall) and a series of modern additions within its curtilage accessed from Totley Hall Croft

The applications seek permission for:

- the conversion of the original farmhouse into two dwellings,
- the conversion of the original stone built barns/stables into a further 4 dwellings,
- the conversion of the north west corner cart shed into one dwelling and
- the erection of 4 additional dwelling houses
- the demolition of the large centrally located barns and utility building described above.

The site is to be accessed from Totley Hall Lane. The new build dwellings are to be provided with independent off-street car parking (garages and driveways) with the balance of the development served by surface car parking located throughout the site but primarily located to the south and west of the original farm complex.

RELEVANT PLANNING HISTORY (Post adoption of the UDP)

An application seeking permission to erect a 20 metre high monopole mast was withdrawn in 1997 (97/01617/FUL)

Permission was granted in 2006 (06/04773/FUL) for the erection of boundary fences.

SUMMARY OF REPRESENTATIONS

Letters of objection have been received from Cllr Colin Ross and Martin Smith

Cllr Colin Ross comments:

The proposal represents an over-development of the site and the houses to the rear of the site are too tall.

Cllr Martin Smith comments:

The proposal represents an over-development of the site.

14 further letters of representation have been received from residents adjoining the site in response to the originally submitted plans.

Objection

The 13 submitted objections are summarised below:

Design/Scale/Layout

- the proposal is an overdevelopment of the site and the height of some of the proposed new build houses will adversely impact on the setting of the Listed farmhouse and the old village of Totley;
- the proposals are not in keeping with the original buildings;
- the height and density of the proposals are unsympathetic and will dominate the old house and barn;
- the proposals will manicure the rural heart of Totley village;
- the Council's Informal Planning Advice Note (IPAN) issued for the site said a maximum of 4 dwellings could be included on the site due to highways concerns;
- the design of the westernmost new build properties is unsympathetic to the Conservation Area;
- the IPAN states that development should be limited to two to two and a half storeys;

Highways

- the development will increase vehicular movement to the detriment of road safety;
- an offloading plan for construction vehicles should be located within the site to prevent problems in the public highway;
- the internal road layout is a concern;

Living Conditions

- the proposal will impact on the privacy of houses to the west (No.18 Totley Hall Croft);
- the proposal will adversely impact on the amenity of a neighbouring property (4 Totley Hall Croft) by virtue of overbearing;

Community

- the proposal would not deliver a mix of housing or respond to the needs of the community;
- a gated community will not promote meetings between different members of the community;
- none of the houses will be 'affordable';
- why does the development need a gated access when this is an area of low crime?;

Landscape

- there is no comprehensive landscape plan accompanying the scheme;
- there are concerns that Plots No. 8, 9 and 10 will adversely impact on trees on the boundary with properties to the west;
- there are already congestion difficulties on Totley Hall Lane as it is used as a drop off point for local schools and by those attending church;

Other Issues

- is there a need for more housing in the locality?
- it is suspected that bats roost on the cart shed;

Neutral

A further representation (the 14th) is neutral in tone but can be summarised as follows:

- will there be a condition requiring a landscaping scheme on any permission?
- construction hours should be limited
- construction traffic will need to be managed in order to minimise vehicular/pedestrian conflicts on Totley Hall lane
- dust and wheel cleaning should be managed

Representations have been received from Historic England for both applications stating that they have no comments to make and that they are satisfied the applications can be appropriately assessed by Council Conservation Officers

A representation from the Conservation Area Group was received commenting on the initial proposals:

'The Group considered the conversion of the farmhouse to be acceptable and had no objection to the conversion of the outbuildings subject to the design being less suburban. The Group felt that the scale and quantity of the new development was unacceptable and in particular the three-storey houses would have an adverse impact on the surroundings. The Group expressed concern at the treatment of the site and the extent of parking'.

Other matters raised that are not material

- the loss of the farm would result in a loss to the community with the absence of gritting of Totley Hall Lane and the removal of snow off the surrounding streets;
- the roofs of the barns may contain asbestos and the HSE should be involved in demolition;
- a tree of public amenity value was removed without permission in 2017
- construction traffic would be disruptive
- there have already been other developments in the locality and adding another is unacceptable.

PLANNING ASSESSMENT

The National Planning Policy Framework

The key consideration to be taken from the NPPF is a 'presumption in favour of sustainable development'. The document summarises delivering sustainable development as planning for prosperity (economic role), for people (social role), and for places (environmental role).

Specifically with regard to Housing, the NPPF confirms the Government's key objective as being to increase significantly the delivery of new homes. The housing delivery should include increasing the supply of housing; delivering a wide choice of high quality homes and opportunities for home ownership; and creating sustainable, inclusive and mixed communities.

In addition, the NPPF attaches great importance to the design of the built environment. It seeks to ensure planning decisions optimise site potential to accommodate development, whilst responding to local character and the identity of local surroundings.

Local Policy

The site lies within a Housing Area as designated in the adopted Unitary Development Plan (UDP). It also lies within the Totley Conservation Area. The farmhouse on the site is a Grade 2 listed building. For the purposes of planning, all buildings within the curtilage of listed buildings are subject to listed building controls.

The most relevant UDP policies to be referred to in considering the merits of the application are:

- BE5 (Building Design and Siting)
- BE9 (Design for Vehicles)
- BE15 (Areas and Buildings of Special Architectural or Historic Interest)
- BE16 (Development in Conservation Areas)
- BE19 (Development affecting Listed Buildings)
- BE20 (Other Historic Buildings)
- H10 (Development in Housing Areas)
- H14 (Conditions on Development in Housing Areas)
- H15 (Design of New Housing Developments)

H16 (Open Space in New Housing Developments)

Relevant Core Strategy Policies are:

- CS22 Scale of the Requirement for New Housing
- CS23 Locations for New Housing
- CS24 Maximising the Use of Previously Developed Land for New Housing
- CS26 Efficient Use of Housing Land and Accessibility
- CS74 Design Principles

Principle of Development

Land Use and Housing Supply

The site is in an allocated Housing Area as defined in the adopted UDP. Policy H10 (Conditions on Development in Housing Areas) identifies housing (use class C3) as the preferred use of land in the policy area. As such the principle of the redevelopment of this now vacant site for housing purposes is considered to accord with policy H10.

Policy CS22 - Scale of the Requirement for New Housing of the Sheffield Development Framework Core Strategy (CS), sets out Sheffield's housing targets until 2026. The NPPF 2019 provides more up to date guidance on this matter and requires local authorities to identify a 5 year supply of specific 'deliverable' sites for housing.

The Council is the process of updating its 5-year housing land supply position and in light of the recently changed assessment regime identified in the revised NPPF (2019) and associated Practice Guidance, further detailed work is required. The Council will therefore be undertaking additional work, including engagement with stakeholders, to reflect the requirements of national policy and guidance before publishing its conclusions in a monitoring report later this year (2019). The Council cannot currently demonstrate a five year supply at this time and the Council's most recent assessment of supply, contained in the SHLAA Interim Position Paper (2017), showed a 4.5 year supply of sites. This development of 11 dwellings will make a small but positive contribution towards the Council's housing land supply of deliverable sites and this should be afforded appropriate weight as a material consideration.

Paragraph 11 of the NPPF makes specific provision in relation to applications involving the provision of housing and provides that where the Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites with the appropriate buffer (which for SCC is 5%, pursuant to para 73 of the NPPF) the housing supply related policies which are most important for determining the application will automatically be considered to be out of date.

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’.

The proposal accords with Core Strategy Policy CS23 (Locations for Housing Development) as this is considered to be suitable and sustainable site which is located in the existing urban envelope.

Sustainable use of land

The application site has previously been defined as ‘greenfield’ land for the purposes of national planning guidance relative to housing. This was due to the agricultural use of the site. However, given the abandonment of the agricultural use, the nature of the site, and the lack of impact on the open nature of the Green Belt land beyond the Housing Area, it is considered reasonable to treat the site as ‘previously developed’ (brownfield) land.

National Planning Policy Framework (NPPF) at paragraph 123 identifies the importance of making sure developments make optimal use each site and promotes increased densities in city and town centre sites and other locations that are well served by public transport. Para 123 c) states that local authorities should refuse applications which they consider to do not make efficient use of land, taking into account the policies contained in the NPPF.

Policy CS23 seeks to focus at least 90% of new dwellings in the main urban area and Policy CS24 gives priority to previously developed sites. The proposals are considered in accordance with these policies.

It should be noted that even were the site to be considered ‘greenfield’ policy CS24 states that no more than 12% of dwelling completions will be on greenfield sites in the period between 2004/05 and 2025/26. It goes on to state that housing on greenfield sites will only be developed in certain circumstances, including within or adjoining urban areas, as long as annual monitoring shows that there is less than a five year supply of deliverable sites.

Completions of properties have not reached the stated 12% threshold. Policy CS26 specifies density ranges for new housing developments. Subject to protecting the character of an area, at least 40-60 dwellings per hectare are normally expected in Housing Areas such as this (the site lies within 400 metres of high frequency bus route in an urban area).

The proposals represent a density of approximately 27 units per hectare. The proposed density therefore lies just outside the accepted range parameter specified in the Core Strategy. However, the policy allows for departure from these expectations should the site constraints (or a necessity to more closely follow existing patterns of development/grain/density) be significant considerations. This is felt to be the case here where the density in the locality is much lower than that prescribed and the site constraints limit more dense development that would fail to be in character/adversely impact on the setting of the Listed Building.

The character of the area is discussed in more detail below. However, overall, the area is characterised by two storey residential buildings interspersed with much older cottages and farmhouses, several of which are listed buildings. The scheme is considered to reflect the general character of the area and it is considered to represent an appropriate balance between efficient use of land and the existing context of the built environment.

The proposal in this respect is considered to be satisfactory with regards to policy CS26.

Housing Mix

The proposal provides for two, three and four and five bedroom houses and whilst there is no specific policy requirement for mixed house types in this scale of development the variation in house types is welcomed.

Demolitions

The buildings identified for demolition in order to enable the development process are not considered to have any architectural merit and their loss would not impact adversely on the character of the locality or the wider Conservation Area. In terms of the setting of the Listed Building the loss of the two largest sheds/barns located centrally within the site would be a positive.

Scale and Character (Context)

The NPPF advises at Paragraph 127 that planning policies and decisions should ensure that developments:

- a) 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; and
- b) Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; and
- c) Are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); and
- e) Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development.

Policy BE5, BE15 and BE16 of the UDP states that the new buildings should complement the scale, form and architectural style of surrounding buildings as well as preserve and enhance the conservation area within which they are sited.

Policy H14 states that new development should be (a) well designed and in scale and character with neighbouring buildings, and (c) not result in the site being over-developed.

Policy H15 reinforces policy H14 and emphasises the need for good layouts of new residential developments.

Policy CS 74 (Design Principles) within the Core Strategy states that high quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods. The locality is almost exclusively residential and characterised by older stone built buildings of character (that form the cornerstone of the Conservation Area status) intermixed with more modern housing development which has taken place over the last 30-40 years. The latter tends to consist, in the main, of good quality, stone built detached dwellings with slate roofs set in well sized curtilages. The great majority of these modern dwellings are two domestic storeys in height as are the more historic buildings.

On the adjacent site to the north a conversion of the original farmhouse and associated curtilage buildings has been accompanied with new build elements in a manner not dissimilar to that proposed in this application (Totley Mews) excepting that the new build elements are in terraced house format and therefore of slightly higher density.

Conservation Area and the Listed Building (Impacts)

Relevant Policy

Policy BE 15 states that buildings and areas of special architectural or historic interest which are an important part of Sheffield's heritage will be preserved or enhanced and that development which would harm the character or appearance of Listed Buildings, Conservation Areas or Areas of Special Character will not be permitted.

Policy BE 16 states that in Conservation Areas permission will only be given for proposals which contain sufficient information to enable their impact on the Area to be judged acceptable and which comprise development which would preserve or enhance the character or appearance of the Conservation Area.

Policy BE 17 states that In Conservation Areas and Areas of Special Character a high standard of design using traditional materials and a sensitive and flexible approach to layouts of buildings and roads will be expected.

BE 19 states that proposals for internal or external alterations which would affect the special interest of a Listed Building will be expected to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest.

In addition it states that proposals for development within the curtilage of a building or affecting its setting, will be expected to preserve the character and appearance of the building and its setting.

BE20 states that the retention of historic buildings which are of local interest but not Listed will be encouraged wherever practicable.

Listed Farmhouse

The intention here is to divide the existing farmhouse into two dwellings. This conversion is very light-touch in approach and has been agreed in consultation with Council Conservation Officers. Additional/varied openings are limited and are considered to have been introduced in a sympathetic manner.

Barn Courtyard Buildings

This element of the scheme will result in a subdivision to form 4 dwellings. Significant amendments have been made during the course of the application in order to retain as much of the character of the original agricultural buildings as possible. Whilst some compromise has been made in order to enable appropriate amenity for future occupants it is considered the final scheme should achieve an appropriate balance between visual aesthetics and residential amenity. This conversion has also been agreed in consultation with Council Conservation Officers.

The Cart Shed

This building was considered to have some heritage value and its retention was advised at pre-application stage. However, there is limited structure present, as might be expected given the original function of the building. The approach has therefore been to introduce large areas of glazing on the front elevation and to clad the remainder of the elevation in timber. Because of the requirement to subdivide the internal spaces an earlier proposal to completely glaze the front elevation was considered impractical.

The New Build Dwellings

The number of new build units has been reduced during the lifetime of the application. The initial scheme included three, three storey dwellings at the rear of the site (west). These were considered to relate poorly to the site constraints and, in particular when viewed from Totle Hall Lane in juxtaposition with the listed farmhouse, would overly dominate that building. The scheme has therefore been amended such that these three dwellings have been replaced by two houses of lower eaves and ridge height. These will still likely be viewed in juxtaposition with the Listed Building but this will be as a result of the significant level differences across the site rather than because of a fundamental design flaw. The revised designs and layout for the new build elements are therefore considered acceptable in terms of impact on the setting of the Listed Building.

Overarching Design Considerations

All new build dwellings will be constructed in stone with stone heads and cills. Windows and doors will be timber.

Historic boundary walls are to be retained and new retaining walls will be constructed to match in order to maintain a coherent design aesthetic.

Hard standings will need to be constructed in appropriate paving, an approach consistently approved by the Local Planning Authority across Conservation Areas in the city.

Appropriate details with regard to all external materials can be secured by condition.

Given all of the above the scale, massing, built forms and details of the amended scheme are considered responsive to the setting of the listed building and the scheme is considered to preserve the wider heritage of the area. Accordingly, the proposal is considered to be satisfactory with regards to policies BE5, BE15, BE16, BE18, H15 and CS74.

Paragraph 196 of the National Planning Policy Framework requires that where a development results in less than substantial harm to the significance of a designated heritage asset, such as a Listed Building or Conservation Area, this harm should be weighed against the public benefits of the proposal.

There is some public benefit arising from the scheme in terms of economic/employment benefits of construction, and the provision of a new dwellings to add to the city's housing stock. Given that it is not felt that the proposals will result in any significant harm to the heritage assets it is considered that such impact is more than balanced by the accrued public benefit.

Living Conditions

Policy H14 seeks to protect the existing amenities of the neighbouring properties, whilst ensuring that the amenity provided for the future occupants is of a high standard. Further guidance which helps interpret this policy can be found in the Supplementary Planning Guidance: Designing House Extensions. The guidance is relevant to this proposal as it provides clarity as to what the main amenity issues are and what can be considered to be acceptable.

Existing Residents

All of the below comments relate to the new build elements of the scheme. The conversion of the existing buildings raise no concerns with regard to overlooking, overshadowing or overbearing of existing residents.

Nos. 18 & 20 Totley Hall Croft

The originally submitted scheme proposed three storey houses at the western end of the site with rear elevations within 10 metres of the rear boundary and these properties may have introduced something of an overbearing/overlooking potential towards existing properties to the west. The amended plans now indicate two, two storey houses in this location that achieve a separation to boundary of 10 metres or more. It is considered that the revised layout and design satisfies Supplementary Planning Guidance and will not result in any overbearing/overlooking.

No. 4 Totley Hall Croft

The reduction in the number of properties at the western end of the site has also resulted in the two storey gable end of the nearest proposed property to No. 4 Totley Hall Croft being relocated further from windows in the north elevation of that property. This separation distance would marginally exceed the 12 metres required

by Supplementary Planning Guidance. There is an attached garage associated with the proposed dwelling that would lie closer to the boundary but this is a single storey structure and despite the rising ground level towards the proposal it is not considered that the proximity of this garage to the windows in No. 4 Totley Hall Croft represents a robust reason for refusal.

No. 6 Totley Mews

The internal layout of Unit 10 (northern boundary) has been amended to ensure that first floor windows in the rear elevation closest to No.6 Totley Mews serve non habitable spaces and the glazing can therefore be fixed and obscure glazed. This should negate any overlooking potential.

The house at Plot 10 is also significantly offset from the rear elevation of No. 6 Totley Mews and given the difference in ground levels the proposed dwelling should not introduce any greater overbearing/overshadowing implications above and beyond those already present due to the rising ground and intervening boundary treatment.

Future Occupants

The Farmhouse Conversion

Both dwellings within this conversion should benefit from appropriate outlook and natural light to main habitable spaces. Amenity space for the easternmost unit is appropriate and the westernmost unit will benefit from shared external amenity space with the occupants of the courtyard dwellings.

The Courtyard Conversion Dwellings

The units should all benefit from acceptable levels of light and outlook from main habitable rooms.

The external amenity space provided for these units is shared with the former farm yard being landscaped to provide a shared garden. This approach is considered acceptable in this conversion as the site constraints preclude the setting out of individual gardens without excess boundary treatments that would adversely impact on the setting of the Listed Building.

Furthermore, it is also considered that the location, which is very close to the Peak District National Park, would provide good local facilities which would ensure that the living conditions of those in the apartments is satisfactory.

The Cart Shed

The occupants of this conversion should benefit from appropriate outlook and natural light to main habitable spaces. An area of external amenity space is located to the front of the dwelling.

The New Build Dwellings

All of the proposed dwellings are relatively spacious units and the internal arrangements should provide good quality living conditions for the future occupants.

These detached properties have reasonable sized gardens and these are considered to be laid out in a way which are both private and usable.

In view of the above, the proposals are considered to comply with UDP Policy H14 and supporting Supplementary Guidance with regard to residential amenity

In summary therefore, in terms of living conditions for existing neighbouring and future residents, the proposals are considered acceptable and accord with the aims of policy H14 and para 127 of the NPPF.

Sustainability Considerations

CS65 requires the provision of a minimum of 10% of a development's predicted energy needs to be from decentralised and renewable or low carbon energy. The proposed development is constrained by various features of the site such as existing drains, public footpaths and policy designation of the area as a Conservation Area.

The only viable renewable energy would be solar panels to the roofs of the properties. This alone would not be unlikely to provide sufficient energy returns and such provisions would also be potentially harmful to the character of the Conservation Area/setting of the Listed Building. The benefits gained from the use of such technologies are not considered to be critical when weighed in the balance with the visual harm that might be created.

The Climate Change Supplementary Planning Document, in Guideline CC1, requires developments exceeding 10 dwellings to incorporate a green roof which covers at least 80% of the total roof area, where it is compatible with other design and conservation considerations and where viable.

A significant portion of this application relates to the conversion of existing heritage buildings with pitched roofs and the installation of green roofs is not therefore feasible. Furthermore, to respect the local architectural vernacular, pitched roofs are required on the new build elements which are not conducive to the installation of green roofs.

Green/Brown roofs are not therefore viable in this instance for aesthetic reasons and it is considered that the benefits would not outweigh the design considerations in this case.

Policy CS67 seeks to minimise surface water run-off from sites such as this by 30% compared to existing

Due to the sloping topography and urban nature of the site, soakaways are deemed to be an unsuitable means of disposal of surface water.

No watercourses exist in proximity to the site and therefore this option has been discounted as a viable disposal route.

The existing large areas of hardstanding and buildings are drained by a surface water network which discharges into a Yorkshire Water sewer to the east of the site.

The appropriate mechanism for dealing with surface water run-off will therefore be a pipe network. A flow restriction device on the outlet should be capable of limiting peak discharge to the existing connection to 70 % of the peak run-off existing rate thereby complying with Policy CS67. The use of permeable surfacing throughout the site should assist in surface water run-off compared to the existing expanses of concrete hardstanding

The detailed design of the surface water drainage and a suitably detailed maintenance programme can be secured through an appropriately worded planning condition.

Highways Issues

The Vehicular Access

Representations have noted that the Council IPAN for this site suggested a limitation on the number of dwellings that could be accommodated. This specification was determined by the current access arrangements to the site.

In discussion with the applicant, officers have determined that this restriction need not apply if measures are taken to implement road widening/re-alignment

The proposals will require localised widening of Topley Hall Lane in the vicinity of the site access, this will allow the kerb line to be moved forward which in turn will ensure that acceptable sight lines can be provided for vehicles egressing the site. This proposal has been subject to a RSA Stage 1 (Road Safety Audit) and also discussed with the Councils Road Safety Audit team who agree that the proposal is an acceptable way in which to ensure safe access to the site.

Subject to a condition requiring these works and their implementation it is considered that the visibility at the site access can achieve a specification whereby the likely traffic generation from the site can be accommodated without an adverse impact on road safety and in compliance with UDP Policies BE9 and H14(d).

Car Parking Provision

The New Build Houses

Each of the two new dwellings towards the western boundary has provision for two off-street spaces (one surface, one garage) with the two more centrally located houses having two garage spaces. This provision is acceptable.

The Cart Shed

A single car port space is provided for this two bedroom unit and this is considered satisfactory.

The Farmhouse and Courtyard Complex

Unit 1 is a two bedroom unit and has a single surface car park space. Units 2, 4 and 5 are two bedroom units and have two surface car park spaces each. Unit 3 is a four bedroom unit and has two surface car park spaces. Unit 6 is a two bedroom unit and has a single surface car park space.

All of the above provision is considered acceptable.

Landscape Considerations

Policy BE6 'Landscape Design' states that good quality landscape design will be expected in new developments.

The scheme would not result in the loss of any trees of significant public amenity value. There will be some losses of lesser specimens but there is some scope within the scheme for replacement planting. The arboricultural assessment submitted with the application suggests that works will occur within the root protection zone of tree T12 (adjacent the cart shed) and that micro-piling should be employed. However, since the intention is to retain the walls of the Cart Shed a condition requiring such measures is not felt to be appropriate.

A full landscape scheme can be secured through conditions.

Archaeology

No archaeological desk-based assessment was received with the application but the Heritage Statement does recognise that there may well be some impact below ground. This will need to be dealt with but can be addressed by attaching appropriate conditions.

Ecology

The Ecological Appraisal provided with the application is considered to provide a satisfactory assessment of the site, habitats present and suitability for protected species. The key considerations are bats although a precautionary approach should be taken to other non-protected species.

No evidence of bats was found, but some buildings present on site have been assessed as having potential to form bat habitats.

Two mature trees were also found to have rot holes and lifted bark assessed as potential roost features. Further survey work is proposed on buildings where access was limited and the applicant's ecologist has proposed a suite of emergence surveys to be carried out in the optimal season for bat activity, between May and September. The results of the surveys will inform the need for any further assessment, mitigation measures and/or a Natural England protected species license. Such requirements can be secured by condition.

Response to Representations

Matters relating to design, residential amenity, highways ecology and landscape have been dealt with in the main body of this report.

Other matters raised

- the loss of the farm would result in a loss to the community with the absence of gritting of Totley Hall Lane and the removal of snow off the surrounding streets.

This former portion of an agricultural holding is not considered to represent a community asset. The loss of gritting and clearance of roads in the locality by private persons is not a material planning consideration.

- none of the houses will be 'affordable'

The number of houses proposed does not trigger the Council's requirement for Affordable Housing.

- A gated community will not promote meetings between different members of the community.

Whilst the delineation created by the entrance gate flies somewhat against the overall thrust of general national policy to encourage inclusive communities it is not considered that the NPPF or Unitary Development Plan/Core Strategy has specific policies with which to resist such a proposal on the grounds of principle.

- Is there a need for more housing in the locality?

There is a clearly established need for additional housing within the city.

- the proposal would not deliver a mix of housing or respond to the needs of the community

There is no requirement for a mix of housing types within a development of this scale though this scheme delivers a mix of 2, 3 4 and 5 bed properties

- the roofs of the barns may contain asbestos and the HSE should be involved in demolition

The matter of the demolition of buildings containing potentially hazardous substances is a matter for public health legislation

Community Infrastructure Levy

The Council has adopted a Community Infrastructure Levy (CIL) to provide infrastructure to support new development. Mostly CIL replaces some previous payments negotiated individually as planning obligations, such as contributions towards the enhancement and provision of open space (UDP Policy H16) and towards education provision (Core Strategy Policy CS43).

In this instance the proposal is liable for CIL charges, at a rate of £80 per square metre (plus an additional charge associated with the national All-in Tender Price Index for the calendar year in which planning permission is granted, in accordance with Schedule 1 of The Community Infrastructure Levy Regulations 2010). The exact amount of this sum will be calculated upon receipt of detailed information regarding gross internal floor space.

PLANNING BALANCE

The assessment of this development proposal needs to be considered in light of paragraph 11 of the NPPF, which identifies that when making decisions, a presumption in favour of sustainable development should be applied.

Paragraph 11 goes on to state that where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date, as is the case here as Sheffield does not benefit from a five year housing land supply, planning permission should be granted unless any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

For the reasons described above, it is considered that it has been demonstrated that there are no significant adverse impacts as a consequence of this application being granted, and there will be a small benefit to housing supply of granting permission for eleven dwellings on the site.

Furthermore, it is considered that the relevant development policies that are most important for determining this application can still be afforded substantial weight as they accord with the corresponding sections within the NPPF.

SUMMARY AND RECOMMENDATION

The proposal seeks permission to develop 11 dwellings (7 through conversion and 4 new build) on a previously developed site which most recently formed part of an agricultural holding use which has now ceased. The provision of these units would be a helpful contribution to Sheffield's housing land supply at an appropriate density and they would contribute to the diversity of the housing stock in the area. The principle of the development therefore fully complies with UDP and Core Strategy policies H10, CS24 and CS26.

Furthermore, given the push by Local Government for diverse, high quality residential developments, the scheme is considered to fall within the overarching aims of the National Planning Policy Framework. The NPPF's presumption in favour of sustainable development supports the scheme.

The units are considered to be of an acceptable design which reflects the character of the area. They are set within acceptable landscaped grounds and the amenities afforded to the future occupants are considered to be of a satisfactory standard.

The overall architectural approach for the new build elements is considered acceptable and in terms of scale and massing the new build elements do not vary significantly from other existing examples in the locality.

The conversion of the Listed Building and retained curtilage buildings is considered sympathetic to both the setting/character of the Listed Building and the wider Conservation Area.

The amended proposals should have no significant adverse impacts on existing residential amenity.

The highways layout is adequate and the proposed widening works in the highway on Totle Hall Lane will render the access acceptable in terms of highway safety

Taking all of the above and taking into consideration as well as due consideration of the city's current shortfall in housing supply it is therefore felt that, the scheme meets the relevant requirements of the NPPF and UDP policies BE5, BE9, BE15, BE16, BE19, BE20 and H14, and Core Strategy policies CS23, CS24, CS26 and CS74.

Accordingly, it is recommended that both Planning Permission and Listed Building Consent are granted with conditions.

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