
Case Number	19/03221/REM (Formerly PP-08034894)
Application Type	Approval of Reserved Matters
Proposal	Erection of 284 dwellings (Use Class C3) with means of site access and associated landscaping and infrastructure works (Application to approve layout, scale, appearance and landscaping as reserved under planning permission no. 18/04258/OUT)
Location	Oughtibridge Mill Sheffield Site 22 - 24 Main Road Wharnccliffe Side Sheffield S35 0DN
Date Received	02/09/2019
Team	West and North
Applicant/Agent	Lichfields
Recommendation	Res Mats App Conditionally Legal Agreement

Time Limit for Commencement of Development

Approved/Refused Plan(s)

1. The development shall be carried out in accordance with the following drawings:

BDWH Drawings

Drawing No. 1929.01 Rev V (Planning Layout)
Drawing No. 1929.02 (Location Plan)
Drawing No. 1929.03 Rev J (Materials layout)
Drawing No. 1929.04 Rev G (Street Scenes)
Drawing No. 1929.05 Rev D (Cross Sections)
Drawing No. 1929.06 Rev G (Boundary Treatment Plan)
Drawing No. 1929.12 Rev F (Storey Heights Plan)
Drawing No. 1929.18 (Ancient Woodland Buffer Identification Plan)

Drawing No. 1929.B.01 Rev B (Planning Layout)
Drawing No. 1929.B.02 (Planning Layout)
Drawing No. 1929.B.03 Rev B (Planning Layout)
Drawing No. 1929.B.06 Rev A Planning Layout)
Drawing No. 1929.B.07 (1200mm Estate Railings)

Drawing No. 1929.B.08 (900mm Dry Stone Wall)

Drawing No. 1929.DG.02 (Large Double Garage)

Drawing No. 1929.DG.02 (Large Single Garage)

Drawing No. 1929.H349.01 (Abbydale - H349 (AS))

Drawing No. 1929.H349.02 (Abbydale - H349 (OP))

Drawing No. 1929.H349-S.01 (Abbydale - H349 (AS))

Drawing No. 1929.H403.01 (Ingleby - H403 (AS))

Drawing No. 1929.H403.02 (Ingleby - H403 (OP))

Drawing No. 1929.H403-S.01 (Ingleby - H403 Stone (AS))

Drawing No. 1929.H403-S.02 (Ingleby - H403 Stone (OP))

Drawing No. 1929.H411.01 (Millford - H411 (AS))

Drawing No. 1929.H411.02 (Millford - H411 (OP))

Drawing No. 1929.H411-S.01 (Millford - H411 Stone (AS))

Drawing No. 1929.H417.01 (Bradgate - H417 (AS))

Drawing No. 1929.H417.02 (Bradgate - H417 (OP))

Drawing No. 1929.H417-S.02 (Bradgate - H417 Stone (AS))

Drawing No. 1929.H431.01 (Shenton - H431 (AS))

Drawing No. 1929.H431.02 (Shenton - H431 (OP))

Drawing No. 1929.H431-S.01 (Shenton - H431 (AS) Stone)

Drawing No. 1929.H469.01 (Holden - H469 (AS))

Drawing No. 1929.H469.02 (Holden - H469 (OP))

Drawing No. 1929.H469-S.01 (Holden - H469 Stone (AS))

Drawing No. 1929.H469-S.02 (Holden - H469 Stone)

Drawing No. 1929.P341.01 (Hadley - P341 (AS))

Drawing No. 1929.P341.01 (Hadley - P341 (OP))

Drawing No. 1929.P341/P382.01 (Hadley/Archford - P341/P382)

Drawing No. 1929.P341/P382.02 (Hadley/Archford - P341/P382)

Drawing No. 1929.P341/P382.03 (Hadley/Archford - P341/P382)

Drawing No. 1929.P341-S.01 (Hadley - P341 Stone (AS))

Drawing No. 1929.P341-S.02 (Hadley - P341 Stone (OP))

Drawing No. 1929.P382.01 (Archford - P382 (Pair))

Drawing No. 1929.P382.02 (Archford - P382 (Terrace)
Elevations)

Drawing No. 1929.P382.03 (Archford - P382 (Terrace)
Floorplan)

Drawing No. 1929.P382-S.01 (Archford - P382 (Pair) Stone)

Drawing No. 1929.P382/P341.01 (Archford/Hadley - P382/P341)

Drawing No. 1929.T321.01 (Cannington - T321 (Pair))

CODA Drawings

Drawing No. (90)001 Rev H (Proposed Site Plan)
Drawing No. (90)002 Rev C (Landscaping Reference Plan)
Drawing No. (90)003 Rev A (Proposed Landscaping Plan 1)
Drawing No. (90)004 Rev A (Proposed Landscaping Plan 2)
Drawing No. (90)005 Rev A (Proposed Landscaping Plan 3)
Drawing No. (07)001 Rev B (House Type 1)
Drawing No. (90)002 Rev A (House Type 2)
Drawing No. (90)003 Rev A (House Type 2A)
Drawing No. (90)004 Rev A (House Type 3)

published on the 2 September 2019, 26 November 2019, and 9 December 2019 from Lichfields

Reason: In order to define the permission

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

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

2. Full landscape details for the area of central public open space (as indicated on dwg ref 3548-1 Rev F) including a timetable for the phasing and implementation of the landscaping shall be submitted to and approved in writing by the Local Planning Authority within six months of the commencement of development, or an alternative timeframe to be agreed in writing by the Local Planning Authority. Thereafter the landscaping shall be implemented in accordance with the approved details, or an alternative timeframe to be agreed in writing by the Local Planning Authority.

Reason: In the interests of developing a high quality and sustainable landscape setting for the development.

3. Full landscape details for the area of public open space associated with the Pump Station (as indicated on dwg ref 3548-4 Rev A) including a timetable for the phasing and implementation of the landscaping shall be submitted to and approved in writing by the Local Planning Authority within six months of the commencement of development, or an alternative timeframe to be agreed in writing by the Local Planning Authority. Thereafter the landscaping shall be implemented in accordance with the approved details, or an alternative timeframe to be agreed in writing by the Local Planning Authority.

Reason: In the interests of developing a high quality landscape setting for the development.

4. Full landscape details for the area of public open space at the site entrance (as indicated on dwg ref 3548-2 Rev B) including a timetable for the phasing and implementation of the landscaping shall be submitted to and approved in writing by the Local Planning Authority within six months of the

commencement of development, or an alternative timeframe to be agreed in writing by the Local Planning Authority. Thereafter the landscaping shall be implemented in accordance with the approved details or an alternative timeframe to be agreed in writing by the Local Planning Authority.

Reason: In the interests of developing a high quality landscape setting for the development.

5. Roads, other than agreed shared private drives, shall be constructed to an adoptable standard and offered for adoption on completion under (the provisions) Section 38 of The Highways Act (1980). Prior to occupation, engineering and surface water drainage details shall be submitted for inspection and approval in writing by the (Local Planning Authority) Highways Authority.

Reason: In accordance with Barnsley Local Plan Policy T4 (New Development and Transport Safety).

6. Prior to the occupation of each dwelling, driveways serving that dwelling shall be surfaced in either a bound material or block pavers. These areas of hard surfacing will be designed with zero surface water discharge onto the highway network.

Reason: To ensure adequate provision for the disposal of surface water and to prevent mud/debris from being deposited on the public highway and to prevent the migration of loose material on to the public highway to the detriment of road safety.

7. Before each phase of the development is brought into use, that part of the site within that phase to be used by vehicles excluding private drives within the curtilage of dwellings shall be surfaced, drained and where necessary marked out in a manner to be approved in writing by the local planning authority.

Reason: To ensure adequate provision for the disposal of surface water and to prevent mud/debris from being deposited on the public highway and to prevent the migration of loose material on to the public highway to the detriment of road safety.

Other Compliance Conditions

8. The gradient of individual vehicular accesses/driveways shall not exceed 1 in 12 for the first 5m into the site as measured from the edge of adjacent carriageway.

Reason: In the interests of the safety of persons using the access and users of the highway.

9. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2015, or any Order revoking or re-enacting that Order, no development of Plots 14, 15, 16, 17, 18,

106, 107, 108, 109, 142 and 241 as shown on Planning Layout dwg ref. 1929.01 Rev V hereby approved shall take place under Schedule 2 Part 1, Class A without prior planning permission being obtained from the Local Planning Authority.

Reason: In the interests of the amenity of occupiers of the dwellinghouse and to prevent the overdevelopment of the plot.

10. The garages hereby permitted shall be positioned not less than 5.5m from the highway boundary at the point of access and shall thereafter be maintained and used for the parking of vehicles in connection with the dwellinghouse.

Reason: To avoid obstruction and danger arising for users of the highway and to ensure that the site has sufficient on-street parking..

11. The riverside walkway/cycleway shall be laid out in accordance with the approved details as set out on Drawing No. 1929.01 Rev V (Planning Layout) prior to the occupation of 150 dwellings, or an alternative timeframe to be agreed in writing by the Local Planning Authority, and retained thereafter. The riverside/cycleway shall continuously connect Point (A) and Point (B) as shown on Drawing No. 1929.100. Construction details of the riverside walkway/cycleway shall be submitted to and approved in writing by the Local Planning Authority prior to its construction.

Reason: In the interests of accessibility and permeability.

12. Notwithstanding the details submitted 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 prior to occupation, or within an alternative timeframe to be agreed in writing by the Local Planning Authority. The landscaping shown on the plan(s) shall be provided, retained and maintained for the lifetime of the development.

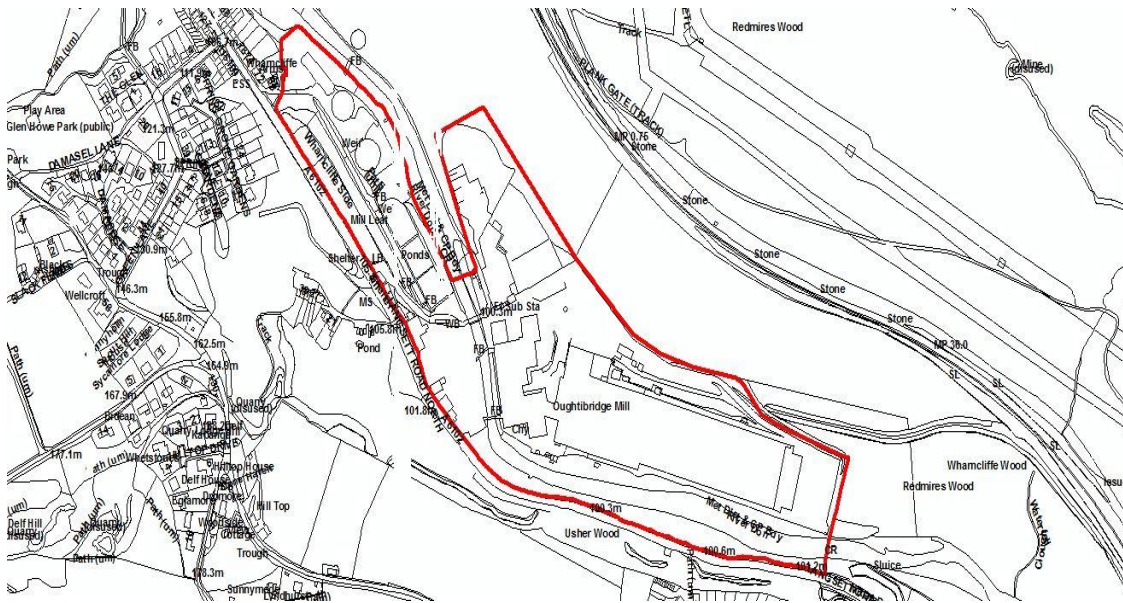
Reason: In the interests of the visual amenities.

Attention is Drawn to the Following Directives:

1. The Environmental Permitting (England and Wales) Regulations 2016 require a permit to be obtained for any activities which will take place:
 - on or within 8 metres of a main river (16 metres if tidal)
 - on or within 8 metres of a flood defence structure or culvert (16 metres if tidal)
 - on or within 16 metres of a sea defence
 - involving quarrying or excavation within 16 metres of any main river, flood defence (including a remote defence) or culvert
 - in a floodplain more than 8 metres from the river bank, culvert or flood defence structure (16 metres if it's a tidal main river) and you don't already have planning permission.

For further guidance please visit <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits> or contact our National Customer Contact Centre on 03708 506 506. The applicant should not assume that a permit will automatically be forthcoming once planning permission has been granted, and we advise them to consult with us at the earliest opportunity.

Site Location



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INTRODUCTION

The application relates to the site of Oughtibridge Mill, a former paper mill that lies on the eastern side of Main Road/Langsett Road North (A6102).

Outline planning permission with all matters reserved except for access was conditionally approved in October 2016 for the demolition of the site's existing buildings and structures and the development of the site for residential use (Use Class C3). A condition was attached to the outline that restricted the site to a maximum of 320 dwellinghouses.

Following the grant of outline planning permission, the applicant has submitted further applications that included a full application for the erection of a vehicular bridge over the River Don, a S73 application to remove Condition No. 22 (delivery of affordable housing), and most recently a S73 application seeking to remove and vary a number of conditions that were attached to the earlier outline approval.

The latest outline approval was granted subject to a legal agreement that secured a financial contribution of £1.75m for the delivery of affordable housing, a financial contribution towards primary and secondary education, £737,427 for the delivery of a pedestrian bridge to the east of the site and £20,000 for improvements to two bus stops. The legal agreement also includes the requirement to enter into a Traffic Regulation Order (TRO) to reduce the speed limit along Langsett Road North from 50mph to 40mph.

In addition to these planning approvals, four applications seeking approval of details reserved by planning condition have been submitted and approved by the local planning authority.

Full details of all the planning history of the site is set out below.

PROCEDURAL ISSUES

Oughtibridge Mill is located in both the administrative boundaries of Barnsley Metropolitan Borough Council (MBC) and Sheffield City Council. On account of this, discussions between the two authorities took place in advance of the outline application being submitted in order to establish the procedural matters relating to the cross boundary nature of the site. It was agreed between the two authorities that the decision making authority in respect of the application (and all subsequent applications for the approval of reserved matters, S73 applications, NMAs and applications to discharge conditions) be delegated to Sheffield City Council. Despite the largest part of the site being within Barnsley, the site's location along Langsett Road North adjoining the two settlements of Wharnccliffe Side and Oughtibridge, and its remoteness from the main built up areas of Barnsley, would mean that it will function and draw mainly if not entirely upon the services located in Sheffield and not Barnsley.

The applicants' agent has asked that the description of the application not include the total number of dwellinghouses proposed, stating that by doing so, it would not be possible for the applicants to then amend the 'approved' scheme through a S73 application following recent case law that prevents a description of an approved scheme to be amended through this route. However, in officers' opinion, it is considered appropriate to include the number of dwellinghouses within the description on account of this reserved matters (RM) application seeking layout approval for the number of houses proposed. Should the applicants wish to

amend the scheme post decision, then officers suggest that this could be done either through a Non-Material Amendment application (NMA) or alternatively through a subsequent RM application.

LOCATION AND PROPOSAL

The Oughtibridge Mill site is located relatively equidistant between Wharncliffe Side to the north and Oughtibridge to the south. The site covers an area of approximately 13.79 hectares and is bisected by the River Don. The land to the south and west of the River Don is located within the administrative boundary of Sheffield City Council, and is designated a General Industry Area (without Special Industries), whilst the land to the north and east of the River Don is located within the administrative boundary of Barnsley MBC. The land located within Barnsley's area was formerly designated as Green Belt, but was changed into a Housing Allocated Site (Policy HS88) through the adoption of the Barnsley Local Plan in January 2019.

The application site sits on the valley floor with the main area of the site either side of the river being relatively flat, ranging from 90m (AOD) to 102m (AOD). This is in contrast to the steep valley sides and surrounding undulating landform.

The application comprises previously developed land that included a number of industrial buildings that have been demolished as part of the site's enabling and remediation works following the recent grant of outline planning permission. The only evidence of the site's previous industrial use is a small collection of traditional 19th Century stone buildings that front onto Langsett Road North.

The site is extensive and comprises four parcels of land that include an area of land that fronts onto Langsett Road North/Main Road that extends eastwards of the Wharncliffe Arms Public House; a lower plateau to the north of this that is separated by a mature tree embankment; a hardstanding area around the existing stone mill buildings; and an extensive area of land on the valley floor that housed the former industrial sheds and metalled roads. The site spans across both sides of the River Don along the valley floor and stretches from east to west for some 800m.

The site benefits from individual tree specimens and several tree groups, many of which are protected by TPOs. The site is bounded by woodland to its north, east and west, which includes ancient woodland. Wharncliffe Woods, which is partly designated as both Ancient and Semi-Natural Woodland and Ancient Replanted Woodland, is located beyond the site's northern and eastern boundaries, areas of woodland are located along the southern boundary between the Langsett Road North and the River Don and woodland and the existing built form of Wharncliffe Side are found along its western boundary.

A number of trees have been felled in connection with the site's remediation and enabling works, which has reduced the abundance of trees that once stood on the site. Most, but not all felling, has been approved as part of previous tree application approvals, the others have been felled during remediation, with the applicant's agent providing justification through the submission of this RM application.

The applicant is seeking Reserved Matters approval in respect of layout, scale, appearance and landscaping. The proposed scheme would provide a total of 284 dwellinghouses

across the site. The proposed scheme would be developed by two house builders, the larger part of the site by Barratt David Wilson Homes (249 dwellinghouses) and a much smaller part of the site to the north of the former mill buildings by Sky House Company Limited (35 dwellinghouses).

The applicant has also submitted an application to change the use of the existing mill buildings to form 13 dwellinghouses that is pending consideration (19/03222/FUL). This is being considered under a separate application as it involves a change of use of existing buildings that falls outside the remit of a RM application.

RELEVANT PLANNING HISTORY

16/01169/OUT - Demolition of existing buildings and structures and erection of residential development (Use Class C3) with means of site access including a new vehicular bridge and a pedestrian/cycle bridge across the River Don, and associated landscaping and infrastructure works (As amended by drawings received on the 11 and 16 August 2016) – Approved 28 October 2016

16/01676/FUL - Erection of a new pedestrian/cycle bridge over River Don onto Langsett Road North (As amended by drawings received on the 17 November 2016 and 1 December 2016) – 5 December 2016

16/01677/FUL – Erection of a vehicular bridge over River Don – Approved 18 October 2016

16/04679/OUT – Application to remove requirement for provision of affordable housing (Application under Section 73 to remove condition 22 (Affordable Housing) – Refused 8 March 2017 – Withdrawn

17/02624/OUT - Application to remove requirement for provision of affordable housing (Application under Section 73 to remove condition 22 (Affordable housing provision) from planning permission 16/01169/OUT) – Approved 20 November 2017

17/05134/FUL - Demolition of existing structures, removal of trees and erection of new site access, spine road and vehicular bridge with associated infrastructure – Approved 23 February 2018

17/02624/COND1 - Application to approve details in relation to condition numbers 5. (Advanced Infrastructure and Enabling Works) 6. (Construction Method Statement) 10. (Phase II Intrusive Site Investigation Report) 11. (Tree Protection/Barrier Details and Arboricultural Method Statement) and 23. (Remediation Strategy Report) relating to planning permission 17/02624/OUT – Decided 21 February 2018

17/02624/COND2 - Application to approve details for condition 12. (Written scheme of archaeological investigation) imposed by planning permission 17/02624/FUL – Decided 16 May 2018

18/04258/OUT - Application under Section 73 to vary condition numbers: 4 (Approved Plans), 5 (Advance Infrastructure and Enabling Works), 8 (Sustainable Travel), 10 (Phase II Intrusive Site Investigation), 12 (Written Scheme of Investigation (WSI)), 23 (Remediation Strategy Report) and 31 (Landscape Buffer) and removal of condition 14 (Footway

Widening Scheme) imposed by planning permission 17/02624/OUT - Granted 31 January 2019

18/04258/COND1 - Application to approve details in relation to condition 9. Vehicle crossing over River Don; Relating to planning permission 18/04258/OUT – Decided 2 October 2019

18/04258/COND2 - Application to approve details in relation to Condition No. 24 (Remediation Strategy) relating to planning permission 18/04258/OUT – Pending

CONSULTATION

The application has been advertised as a departure in the Sheffield Telegraph and six site notices were posted within the vicinity of the site as part of the consultation process.

SUMMARY OF REPRESENTATIONS

Two letters has been received in response to neighbour consultation from the residents of 74 and 76-78 Main Road. These are summarised below:-

- Object to the building of 3-storey houses. The proposed 3-storey houses are out of character with the local area and will be a prominent eyesore from a number of views within the area. The dwellinghouses will obscure the view looking down the valley. The 3-storey design looks unsightly, overbearing and out-of-scale; and
- A higher standard of design should be expected within this area of natural beauty.

PLANNING ASSESSMENT

It is considered that the main issues relevant to this application are as follows:-

- i. The Principle of Development – Policy and Land Use
- ii. Highway;
- iii. Design and its effect on the character and appearance of the surrounding area;
- iv. Landscaping;
- v. Drainage;
- vi. Flooding;
- vii. Effect on the residential amenity of neighbouring properties; and
- viii. Other Issues

i. Principle of Development – Policy and Land Use

The application site has the benefit of an outline planning permission to erect up to 320 dwellinghouses. This was granted in October 2016, under planning reference No. 16/01169/OUT. Following the initial grant of outline approval, the applicant has submitted two S73 applications, the first seeking to remove condition No. 22 (Affordable Housing) that was approved in November 2017, and the second seeking to vary/remove a number of conditions that were imposed on the previous approval. This was granted in January 2019, under 18/04258/OUT subject to the imposition of 39 conditions. The grant of outline planning permission included a condition that listed a number of parameter plans that the development should be carried out broadly in accordance with and included parameter plans on density, storey heights, landscaping and open space.

Inspection of the submitted plans shows that the proposed development would be laid out broadly in accordance with the approved parameter plans.

ii. Highways

On account of the site falling within two administrative boundaries, and the fact that Barnsley MBC would be responsible for adopting the site that lies within the boundary of Barnsley post construction, from a highway perspective, an assessment of the application has been carried out by highway officers from both authorities specific to their respective boundaries.

The application has undergone a number of revisions that have sought to resolve a number of issues including highway related issues. As previously discussed, the River Don forms the boundary between the two administrative areas with only the land to the south of the river being within Sheffield, with the much larger parcel of land to the north of the river being within Barnsley. For purposes of clarity, this section of the report is separated between the two authorities.

Sheffield

The proposed scheme proposes a total of thirteen properties (13) that would be accessed directly from the A6102 (Langsett Road North). Parking for the properties will be provided in two parking courts, each of which will have a new access onto the A6102. It is proposed that these two parking courts be private from the back of the footway. Adequate parking and turning is provided within each court, such that vehicles will be able to drive onto the highway in a forward gear. It is recommended that a condition be attached that would restrict the erection of gates at each of the accesses.

A scheme of double yellow lines is proposed that would cover the frontage of the site (on both sides of A6102) and extending down both sides of the new access road and across the new bridge over the river. This scheme of restrictions would protect visibility both at the new accesses, and at the new junction onto the A6102.

New stretches of highway are to be constructed to serve properties to the south of the river. Due to the constraints of the site, the proposed 5.5m wide carriageway will have a 1.8m footway to one side only, with a service margin provided to the opposite side of the carriageway. The footway will correspond to the position of properties and informal crossings will be provided where the footway jumps from one to the other side of the carriageway. For some plots south-west of the bridge, parking spaces will be provided under the tree canopy.

The road serving the new build properties in the vicinity of the Mill, south-east of the bridge, is to be private from the junction with the new spine road. This new road will still be constructed to adoptable standards, and should gates be provided, they will be located such that satisfactory turning facilities are provided.

It is felt that, given the constraints of the site, the layout and solutions presented are acceptable, will provide adequate levels of off-street parking, turning facilities, and do not raise any highway safety concerns.

Barnsley

North of the river the proposed layout includes a main vehicular spine road extending east-west with several access spurs, terminating in cul-de-sacs that run perpendicular from this road and at its eastern end. The housing is laid out along both sides of the spine road and access spurs, with the main spine including both kinks in the road and traffic tables as part of the proposed road calming measures.

Barnsley MBC have inspected the proposed layout and have undertaken their own assessment stating that the layout presented is acceptable. Tracking has been carried out which confirms that a large refuse vehicle can navigate the site and has sufficient turning space. Parking numbers are in accordance with the standards set out within Barnsley's parking SPD and access arrangements are also acceptable. Barnsley officers have suggested some means of separation between vehicular areas (including private drives) and the proposed pedestrian connection/future right of way which runs adjacent to the water course throughout the site. This, they say, could be in the form of a low fence to prevent vehicles from parking and blocking the footway and to provide a level of protection for pedestrians.

With regards to garage sizes, inspection of the plans show that they meet the minimum required size of 6m x 3m. Some of the properties' driveways however fall short of the required 6m forecourt length and as such, Barnsley MBC has suggested that a condition be attached that requires garages to be positioned not less than 5.5m from the highway boundary at the point of access and fitted with a roller shutter type door to prevent vehicles over-sailing the adopted highway. They have also recommended that further conditions be attached that require gradients of accesses and driveways not to exceed 1:12 for the first 5m and that they be surfaced in a bound permeable material to prevent/reduce the discharge of surface water spilling onto the highway.

Similar to the Sheffield side, the applicant will have to enter into a S38 Agreement with Barnsley MBC as part of the adoption process.

iii. Design and its effect on the character and appearance of the surrounding area

Policy BE5 of the UDP seeks to ensure good design and the use of good quality materials in all new and refurbished buildings and extensions. The principles that should be followed include encouraging original architecture where this does not detract from the scale, form and style of surrounding buildings, the use of special architectural treatment on corner sites and that designs should take advantage of the site's natural features.

Core Strategy Policy CS74 sets out the design principles that would be expected in all new developments. It states that high quality development should respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

Government guidance is contained within the National Planning Policy Framework (NPPF). Chapter 12 of the NPPF states that the creation of high quality places is fundamental to what the planning and development process should achieve, while paragraph 127 states that, amongst other things, planning policies and decisions should ensure that developments function well and add to the overall quality of the area, are visually attractive

as a result of good architecture, layout and appropriate and effective landscaping. Sites should also sustain an appropriate amount and mix of development (including green and other public space).

This application has been subject to lengthy negotiations with officers, culminating in a number of amendments in order to secure a scheme of high design quality. The general design principles of the scheme are discussed below.

General Principles

The scale of this site, located between Wharnccliffe Side and Oughtibridge, is substantial; to the extent that it is effectively establishing a new neighbourhood. This combined with the relatively secluded position of the majority of the housing – set at the bottom of the river valley and enclosed by trees – provides an opportunity to form a new place with a distinctive character that is identifiable in its own right, but is clearly rooted in the local area. There have been extensive pre-application discussions that have sought to ensure that the development responds to these opportunities, while using the developer's standard house types.

Layout

The key feature of the site is the river, which provides a focus, a unifying element, opportunities for leisure activities and an attractive setting. Consequently, the layout is predominantly orientated around the Don, with the area to the north of the new vehicular bridge providing a focus at its heart. This area should give a strong sense of arrival with open space concentrated to form a waterside 'village green' and the start of the riverside foot and cycle path. Housing has been orientated to provide a sense of enclosure, passive surveillance and to take advantage of the outlook. The housing along the northern bank has been arranged to provide a positive frontage to the river, and secure overlooking for the associated cycle and pedestrian routes.

Housing to the south of the river is split into two character areas. To the north-west of the access the layout responds to the pronounced topography and the retention of existing trees. This results in clusters of units along a single access road which, while it necessitates some extended walking distances, will benefit from the instant character that retained mature vegetation can provide.

To the south-east of the access road a series of four terraces of contemporary housing (Sky Houses) have been arranged to respond positively to both the river and the retained former industrial buildings on the road frontage (subject to separate proposals). The use of natural stone and the footprints of the new buildings will provide a visual link to the retained industrial buildings that will give this part of the site a cohesive character. The blocks have been orientated to provide a positive response to the river, affording views from within the site and establishing a dramatic built form – the staggered arrangement – when seen from the riverside path. Parking is concentrated in a small number of areas, largely screened by buildings.

House types

This is a scheme being developed by a well-known volume housebuilder. The desire to use standard house types is understood and does not preclude the development of a good quality scheme where people choose to live and which makes a positive contribution to the local area. The manner in which these properties are arranged is critical in achieving this, something which in this instance has been given considerable thought, to positive effect.

The inclusion of an area of contemporary townhouses is welcomed. Their scale and density reflect the parameters agreed at the outline stage. The townhouses complement the forms of the retained historic properties and add to the mix of housing, establishing a distinctive character area at the heart of the development and contributing to the variety on which most successful places thrive.

Materials

The majority of the proposed housing will be clad in brick, which is common in the area, with the limited number of brick types concentrated in certain locations to support the hierarchy of streets and spaces and avoid the random, incoherent appearance often associated with large new-build housing schemes. Artificial stone is used in isolated pockets to mark the junctions along the main spine road. This is well within the body of the site where it will not be seen in relation to the natural stone finish of the retained buildings and boundary wall. However, natural stone will be used in the construction of the terraces to the south of the river, where it will help the new buildings to form a cohesive townscape with the retained structures. Natural stone is further used in the boundaries around the central part of the scheme, reflecting the stone walls characteristic of the wider area.

Overall, it is considered that the proposed development is of acceptable design quality and that it will make a positive contribution to the character and appearance of the area. While a greater use of natural stone would have been preferable, for example on some of the houses proposed, this was resisted by the house builder, and it is considered that this does not diminish the overall design quality of the scheme, with the facing brickwork being an acceptable alternative given the prevalence of red brick along Main Road.

It is considered that the proposed development accords with UDP Policy BE5, Core Strategy Policy CS74 and chapter 12 of the NPPF.

iv. Landscaping

UDP Policy BE6 relates to Landscape Design and sets out that good quality landscape design will be expected in new developments. Applications for planning permission for such schemes should, where appropriate, include a suitable landscape scheme with details of new planting and existing vegetation to be removed or retained and which provides an interesting and attractive environment that integrates existing landscape features into the development, including mature trees, hedges and water features.

UDP Policy GE15 states that trees and woodland will be encouraged and protected by planting, managing and establishing trees and woodland, by requiring developers to retain mature trees and to replace any trees which are lost, and by not permitting development which would damage existing mature and ancient woodlands.

Condition 21 of the outline planning permission requires a minimum of 1.38ha of open space to be provided across the development, including facilities for children's play. In accordance with this requirement the proposed layout provides a number of areas of public open space within the site, including a central area of open space, the riverside walk, and an area of open space at the site entrance.

During determination of the application the area of central open space has been enlarged and re-orientated in order to address comments made by officers. The applicant has also prepared a number of indicative landscaping schemes showing the intended approach to landscaping at the entrance public open space and the area around the pumping station. In addition to the existing landscaping conditions attached to the outline permission, it is recommended that conditions be attached to any grant of planning which require detailed landscaping schemes, alongside timescales for implementation, to be submitted for approval in respect of the site's key open space areas.

Condition 38 of the outline planning permission requires a 5m buffer zone from the edge of the defined Ancient Woodland to be provided within parts of the site. This buffer zone was shown on approved Parameter Plan 01. This has been incorporated into the scheme design and is shown on the detailed layout plan (Drawing No. 1929.18 Revision V). In addition, a wider management plan of both the buffer zone and parts of the Ancient Woodland will also be provided in accordance with Condition 25 of the Outline Planning Permission. This will secure further ecological and biodiversity benefits to the Ancient Woodland and its habitat.

The applicant has provided updated tree survey information reflecting the now remediated site, which has been agreed with officers. From this, the applicant has submitted a revised plan that shows the loss of one parking space where this would encroach a root protection area (RPA). Additional trees will be provided within landscaped areas and public open. The applicant will be required to provide details of tree protection measures and an arboricultural method statement detailing all works to trees in accordance with Condition 11 of the outline planning permission in order to protect existing trees within the site during construction.

The proposed layout includes parking of 22 vehicles underneath the canopies of trees along the southern side of the western access road serving House Plots 25-29 and 35-40, and the loss of approximately 10 semi-mature trees to provide a turning head to Plot 66. Landscape officers consider that the loss of these trees can be justified and would be mitigated through replanting and woodland management improvements, and that parking provision is unlikely to place the trees at unnecessary risk given that the area of land around the embankment has already been cleared as part of the site's remediation works. The outline planning permission includes a condition (No. 11) that would require the submission of an Arboricultural Method Statement that would ensure that appropriate measures are put in place to protect the site's existing trees and if necessary, the requirement for non-mechanical dig construction within the proposed 22 space parking area, and also in the area around the turning head to Plot 66 to minimise risk to these trees.

Overall, it is considered that the revisions secured throughout the course of the application will ensure a high quality landscape scheme with measures in place to protect the site's existing trees and ancient woodland. The proposed scheme includes new tree planting and in response to officers' concerns, it now includes a larger central area of open space that

would provide a much improved landscaped area to the betterment of the development. The proposed layout also accounts for the 5m buffer zone along the back edge of the houses to protect the ancient woodland. It is acknowledged that one of the house plots (Plot No. 65) slightly encroaches into the buffer zone, but given that this only relates to one plot, which would form a small part of the garden, this can be justified and would not in officer's opinion compromise or undermine the protection and preservation of the ancient woodland.

v. Drainage

The applicant has submitted a drainage strategy for both administrative boundaries with Sheffield incorporating SUDS (sustainable drainage system) within the part of the site that is within its control.

The details of the drainage on the Sheffield side of the site are set out on the Drainage and SUDS Layout Plan (Drawing No. 43174/005 Revision A) prepared by Eastwoods. This indicative plan, specific to the Sheffield side, includes bio-retention areas that would clean and store surface water run-off from the development before entering the River Don. The plan has been inspected by the Lead Local Flood Authority and found to be acceptable. It is acknowledged that the plan is indicative only as drainage is covered by an existing condition on the outline approval, with the proposed bio-retention areas requiring agreement from the highway authority.

Unfortunately, the larger part of the site within Barnsley will not include any SUDS. However, the applicant has submitted a detailed response as to why SUDS has not been incorporated on the Barnsley side, but sets out that the development would be wholly compliant with adopted policies in the Barnsley Local Plan which would include run off rates to be reduced by at least 30%. To mitigate the exclusion of SUDS, and as stated above, the driveways on the Barnsley side of the site will be surfaced in a bound permeable material to prevent the discharge of surface water spilling onto the highway, which would be secured by planning condition.

The drainage strategy facilitates a significant betterment in flood risk and drainage terms in line with the approved outline drainage assessment and has been agreed by officers at SCC and Barnsley MBC.

vi. Flooding

UDP Policy GE17 requires all rivers and streams to be protected and enhanced for the benefit of wildlife and, where appropriate, for public access and recreation. The policy sets out that new development should be set back to an appropriate distance from the banks of major rivers (stated to be 8m) to allow for landscaping, and to encourage the creation of a continuous public footpath along one bank of major rivers in instances that it would not conflict with important nature conservation interests or public safety.

The Environment Agency has stated that they have no objections in principle with the RM application on the basis that their interests are covered by Condition No. 34 of the outline planning permission. They go on to state that an Environmental Permit will need to be obtained for any activities which take place on or within 8 metres of a main river, on or within 8 metres of a flood defence structure or culvert and where works involve excavation within 16m of any main river, flood defence or culvert. It is recommended that an Informative be

attached to the decision notice to inform the applicant of the requirement of the Environmental Permit.

vii. Effect on the residential amenity of neighbouring properties

The application site is remote from neighbouring properties, with the nearest residential properties to the site (Nos. 66 and 68 Main Road) located to the south east of the Wharncliffe Arms. The distance of these pairs of cottages to the nearest dwellinghouse (House Plot 44) would be in the order of 37m. This distance, together with the orientation of neighbouring houses to House Plot 44, would prevent the proposed dwellinghouses from appearing overbearing or resulting in any significant loss of outlook or loss of privacy that would be harmful to their residential amenity.

The concerns raised in terms of loss of views from the erection of the proposed three storey housing along the western end of the site is not a planning matter.

viii. Other Issues

A small number of the proposed dwellinghouses would have gardens less than 50 square metres in area, which is less than that recommended in Supplementary Planning Guidance 'Designing House Extensions. Although this SPG is used to assess extensions to existing houses, it is also used by the Council as an empirical guide to assess space standards/garden sizes for new housing developments.

An assessment of all the houses found that 11 (House Plots 14, 15, 16, 17, 18, 106, 107, 108, 109, 142 and 241) have gardens which fall short of the recommended 50 square metres. It is therefore recommended that these properties' Permitted Development Rights (Class A of the GDPO) be removed. The removal of the PD Rights on these eleven plots has been agreed by the applicant.

SUMMARY AND RECOMMENDATION

The application relates to the site of Oughtibridge Mill, a former paper mill that lies on the eastern side of Main Road/Langsett Road North (A6102). Outline planning permission was granted in October 2016 to erect up to 320 dwellinghouses on the site. This approval has been superseded by the latest outline approval which was granted in January 2019 and to which this RM application relates.

The applicants are seeking Reserved Matters approval in respect of layout, scale, appearance and landscaping. The proposed scheme would provide a total of 284 dwellinghouses across the site. The scheme would be developed by two house builders, the larger part of the site by Barratt David Wilson Homes and the smaller part of the site to the north of the former mill buildings by Sky House Company Limited.

The principle of residential development on this site has been established through the granting of outline permission. Consideration of this RM application is therefore limited to layout, scale, appearance and landscaping only.

It is considered that the proposed scheme is of acceptable design quality that would make a positive contribution to the character of the surrounding area. The layout of the scheme has

been amended following discussions with the developers, which has resulted in a scheme that would sit comfortably within the context of the site and surrounding area and respond well to the River Don that runs through the heart of the site.

Revisions have been secured that have addressed issues relating to highways, design, drainage and landscaping. While it is acknowledged that several trees would be felled as part of the redevelopment of the site, these have been kept to a minimum and would be compensated by new tree planting that in time will provide a high level of visual amenity. The proposed layout fully accounts for the location of the river as well as the ancient woodland through the provision of a 5m wide buffer zone between the outer edges of the houses and this woodland in line with the approved Parameter Plan 01.

For the reasons given in the report and having regard to all other matters raised, it is considered that the development accords with Barnsley Local Plan Policy HS88 (Former Paper Mill Site, Oughtibridge, Sheffield), Sheffield UDP Policies BE5, BE6, BE10, G11, GE15, GE17, and T28 and Core Strategy Policies CS74, CS24, CS40, and government guidance contained in National Planning Policy Framework (NPPF). The local policies cited are all considered to be consistent with the aims of the NPPF.

It is recommended therefore that Reserved Matters be granted subject to the signing of a Deed of Variation to the S106 Agreement to allow the third trigger point payment for affordable housing to be made upon occupation of the 265th dwellinghouse.

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