

2021/0456

Demolition of existing public house and erection of 2 no. detached dwellings with associated garages and landscaping

The Monkey, Hollin Moor Lane, Thurgoland, Sheffield

Background

2015/0433 - Residential Development (4 dwellings) (outline) including demolition of existing building – Approved with conditions

2017/0297 - Demolition of existing public house and erection of 2 no. detached dwellings with associated garages and landscaping – Approved with conditions (Permission expired 28/04/2020)



Approved plans



Approved plans and elevations, plots 1 and 2

Description

The Monkey is a two storey white rendered public house which has been closed for a number of years. The site has a large triangular shaped curtilage, which includes a former bowling green, previously used in connection with the public house. Surrounding the building are tarmacked car parking areas and a single storey brick built garage.

Trees screen the northern boundary of the curtilage of the public house, and to the south adjacent to Hollin Moor Lane is Hollin Moor Farm.



Proposed Development

Permission is sought to demolish the public house building and to develop the site for two stone built detached dwellings. As with the previous proposals, the area of land to the north west of the site currently used as a car park is proposed to be landscaped and used as a garden area to plot number 2.

The properties have been designed as two storeys with plot one having a detached garage to the front and plot 2 having an attached double garage with room above. Two separate accesses are proposed with parking and turning areas provided to the front of the dwellings. The dwellings have been provided with garden area within the area of the car park. Areas currently used as hardstanding and car park will be made into green garden areas, however no formal landscaping plan has been submitted. Dry stone walling is proposed to the highway frontage and 1.8m high timber fencing is proposed to the central boundary with post and rail fences to the other boundaries. Material samples have not been submitted at this stage

however the application form indicates high quality materials such as coursed stone and stone slates to the roof, with aluminium windows and wooden doors/aluminium patio style doors.

Plot 1 is a 5 bedroom property with a detached double garage

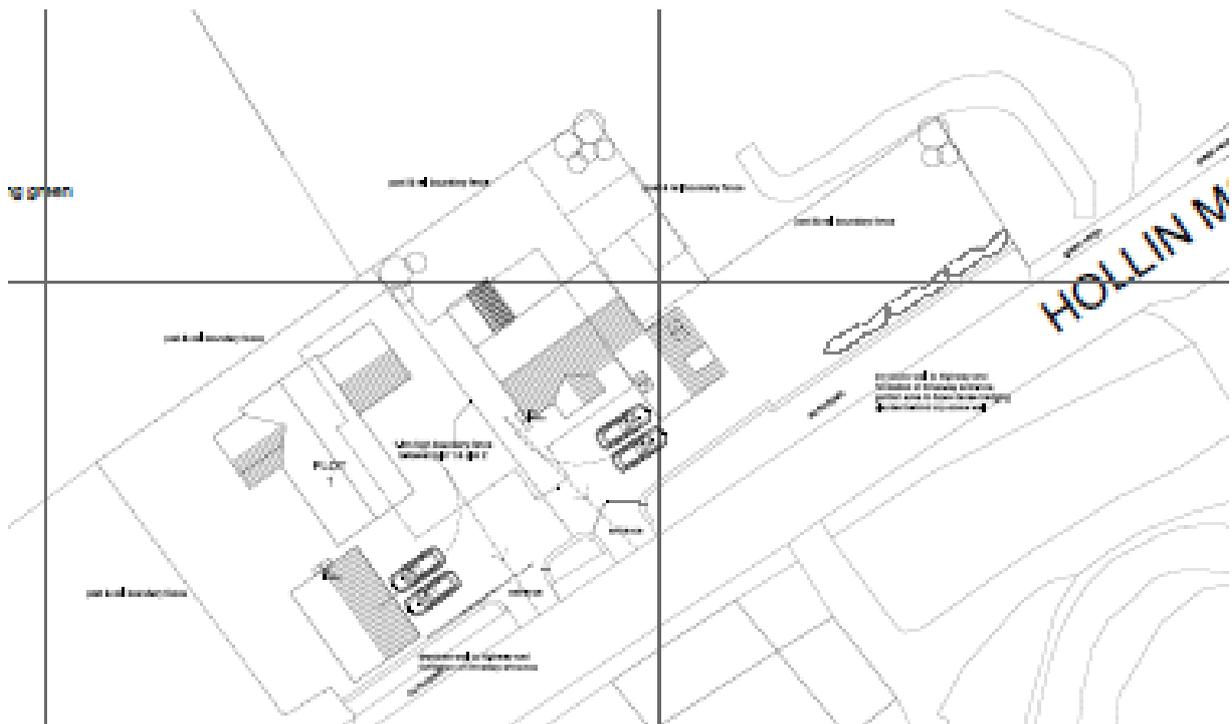
Plot 2 is a 5 bedroom property with an attached double garage and room above

The plans have been amended during the course of the application and the floor areas reduced by approx 50sqm.

Floorspace calculations have been submitted by the applicant and are as follows:-

- The floor area and outbuildings of the public house are approx. 512sqm (excluding rooms in the roof and basement)
- Plot 1 and garage is approx. 283sqm (excluding rooms in the roof and basement)
- Plot 2 and garage is approx. 215sqm (excluding rooms in the roof and basement)
- Total for plots 1 and 2 - 498sqm

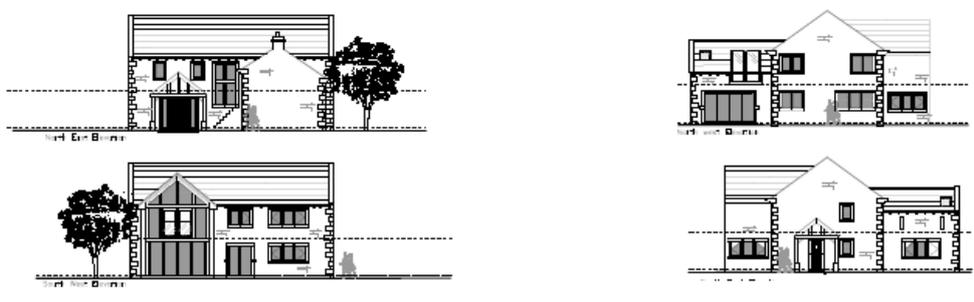
A Bat Survey by Witcher Wildlife Ltd dated 16th August 2021 has been submitted with the application which has surveyed the public house and outbuildings.



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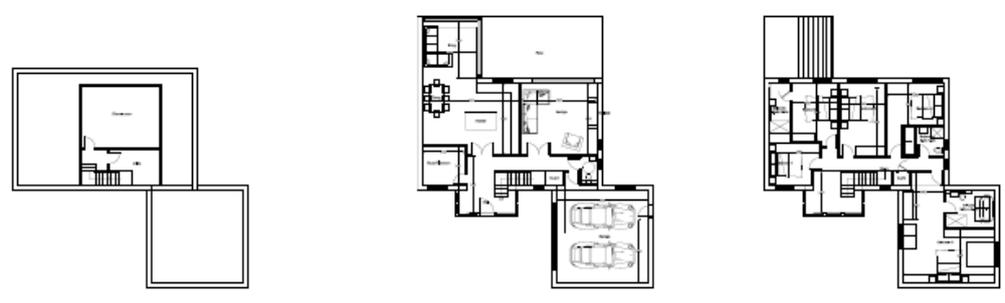


LOWER GROUND FLOOR PLAN GROUND FLOOR PLAN FIRST FLOOR PLAN

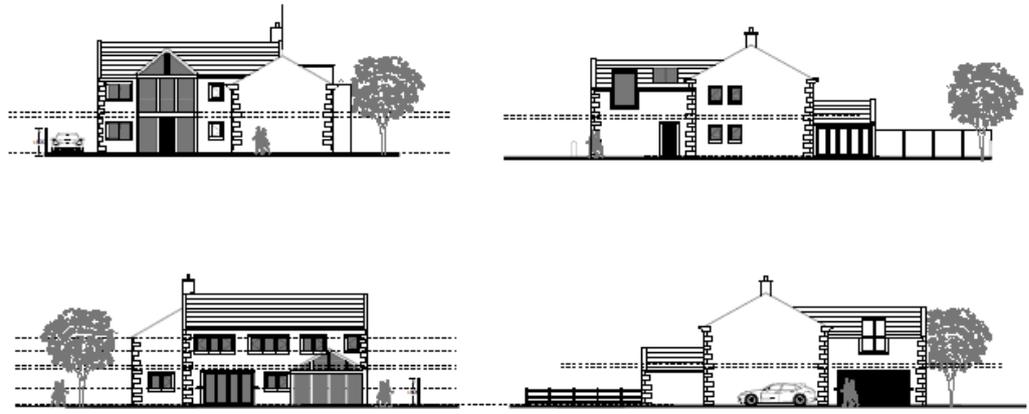


Project Name	
Client	
Site Address	
Scale	
Drawn By	
Checked By	
Date	

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BASEMENT FLOOR PLAN GROUND FLOOR PLAN FIRST FLOOR PLAN



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Policy Context

The new Local Plan was adopted at the full Council meeting held on the 3rd January 2019 after it was found to be sound by the appointed Planning Inspector following the examination process. This means that it now takes on full weight for decision making process in planning law terms as the development plan for the Borough, superseding the remaining saved policies from the Unitary Development Plan (adopted in the year 2000) and the Core Strategy (adopted in 2011).

The site is set within the Green Belt as shown on the Proposals Map of the Adopted Local Plan

NPPF

In respect of this application, relevant policies include:

Section 13. Protecting Green Belt Land

Paragraph 138 of the NPPF states that: Green Belt serves five purposes:

- a) to check the unrestricted sprawl of large built-up areas;
- b) to prevent neighbouring towns merging into one another;
- c) to assist in safeguarding the countryside from encroachment;
- d) to preserve the setting and special character of historic towns; and
- e) to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Paragraph 149 states:-

A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:

- a) buildings for agriculture and forestry;
- b) the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- e) limited infilling in villages;
- f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
- g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:– not have a greater impact on the openness of the Green Belt than the existing development; or– not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

Adopted Local Plan 2019

Policy GD1 General Development

Policy H5 Residential Development on Large Non-allocated Sites

Policy H6 Housing Mix and Efficient Use of Land

Policy T4 New Development and Transport Safety

Policy BIO1 Biodiversity and Geodiversity

Policy D1 High Quality Design and Place Making

Policy GB1 Protection of Green Belt

Policy I2 Educational and Community Facilities

SPDs/Other Guidance

Designing New Housing Development
South Yorkshire Residential Design Guide

Consultations

Air Quality Officer - EVCP's required

Environment Agency – No comments received

Thurgoland Parish Council – No objections

Highways DC – No objections to additional information provided regarding visibility
splays, subject to conditions

Regulatory Services – No comments

Drainage – No objection subject to conditions

Biodiversity Officer – No objections to updated bat report

Yorkshire Water – The site is not served by the public sewerage network. The application
should be referred to Council Drainage and Environment Agency.

Representations

The application was advertised by site notice for local interest and by neighbour notification
letter to local residents.

1 comment has been received:-

'I note that the officer report in respect of the previously approved planning application,
reference 2017/0297, indicates that an increase in floorspace of 8 squares metres (over
existing) was permitted. I would wish to object to the current proposal if any further increase
in floorspace is sought.

I also note that the submitted bat survey is dated 2017. Bearing in mind that the existing
premises have been unoccupied and damaged since that date, surely the survey is now out
of date.'

Assessment

Principle of development

The site is situated within the Green Belt as allocated within the Local Plan. The NPPF states a local planning authority should regard the construction of new buildings as inappropriate in Green Belt, with certain exceptions which include limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt than the existing development; or not cause substantial harm to the openness of the Green Belt.

The site is a previously developed site, therefore classed as brownfield land and it is considered that this section of the NPPF applies. The principle of a residential development of the site has been established with the granting of outline planning permission (with all matters reserved) for the development of the site for up to 4 dwellings and then for full application for 2 dwellings in 2017. Whilst these applications have now lapsed, the policy stance has not changed significantly since this time and the principle of the development and loss of the public house is accepted as discussed below.

In terms of whether the development conflicts with any of the [relevant] purposes of including land in the Green Belt, which are deemed in this instance to be “to assist in safeguarding the countryside from encroachment” and to “prevent the unrestricted sprawl of large urban areas”, it is not considered that it would. The development has been limited to the area of the existing building and car parking/hardstanding and does not extend past the curtilage of the existing building, and as such would not further encroach into the countryside. Areas currently used as hardstanding and carpark will be made into green garden areas, however no formal landscaping plan has been submitted, these should be conditioned.

With regards to the developments impact on openness, given the previous use of the site as a public house and the level of activity associated with a public house, and as the development of the site for a maximum of 4 dwellings has been accepted previously with the outline application and full planning application, it is considered to be acceptable. The new revised dwellings are still no more than 2 storeys in height and have been designed with a similar floor area of the existing public house building.

As a result of the above, it is considered that the development in principle complies with the NPPF, paragraph 149. Very special circumstances are therefore not required in this case; only the loss of the community facility must be assessed in principle against policy I2 of the Local Plan. As with the previous outline approval, the following assessment still applies in this case:-

Loss of Community Facility

Policy I2 of the Local Plan - Educational and Community Facilities, states that we will support the provision of schools, educational facilities and other community facilities. New schools, educational and community facilities such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship, should be located centrally to the communities they serve, in places where they will be accessible by walking, cycling and public transport. Such uses will be protected from development unless it can be demonstrated that the sites and premises are no longer required by the existing or an alternative community facility.

The information submitted with the previous applications have stated that 'the public house is no longer a viable commercial enterprise due to increasing competition, its rural location and the impact of drink driving legislation on car borne business. The public house is privately owned and the owner is retiring from the trade. The nearest community at Thurgoland is served by other public houses within the village.' A letter has also been previously submitted from the accountants stating that the last 3 years trading from 2015 was not viable as a public house. The public house has stood empty ever since.

Two local property agents have previously submitted letters in 2015 explaining that there is an unlikely audience for the public house and that disposing of The Monkey as public house. A verbal opinion was also sought from a further agent (Andrew Corbett - Smith's) who stated that there was little demand for such properties in the area.

In terms of other local public house facilities, a search online of the local public houses within a 3 mile drive/walk of the site (not radius) has previously been conducted, to assess the ability of local residents to access further public houses in the area. The following public houses remain open in the following villages:-

Thurgoland

The Horse and Jockey, Roper Lane, S35 7AA – 1.2 miles
The Green Dragon, Cote Lane, S35 7AE – 1.6 miles
Bridge Inn, Old Mill Lane, S35 7AG - 2.1 miles

Stainborough

The Strafford Arms, Stainborough, S75 3EW – 1.9 miles

Oxspring

Travellers Inn, Four Lane End, S36 8YJ – 2.4 miles
The Smithy Arms – S36 8YA 3 Miles
The Waggon and Horses, Sheffield Road, S36 8YG – 3 miles

Silkstone Common

Station Inn, Knabbs Lane, S75 4RB – 2.5 miles

The above shows that there are other public houses within a reasonable walking distance and a reasonable distance to travel by car or public transport. Within a 3 miles (driving/walking – using main roads) radius of the site there are 8 public houses, therefore, the loss of The Monkey would not result in a significant detriment to the supply of drinking establishments/restaurants in the area.

In terms of the demolition of the public house, Policy I2 in the Local Plan states that public houses should be located centrally to the communities they serve, in places where they will be accessible by walking, cycling and public transport. Such uses will be protected from development unless it can be demonstrated that the sites and premises are no longer required by the existing or an alternative community facility. In this instance, The Monkey is set between Thurgoland and Hood Green and is not set within a traditional village centre. The other public houses listed above are more centrally located or on main roads through the villages. They are closer to more residential properties and this would have meant they would have more passing trade than The Monkey, therefore are in more viable locations.

Given the information submitted, and due to the location of the public house set between the villages of Thurgoland and Hood Green, where there are other public houses close by, it is felt that the loss of the public house would not have a significant effect on the ability of local residents to access a public house.

In terms of other community facility uses, a change of use to other community facilities is unlikely to be successful, given the location of the site. In any case the council's asset Management section have previously confirmed that the Council do not wish to take on the building as a community facility, nor has a nomination been made to the Council's Legal and Governance Department by any member of the public for the Listing of the public house as an Asset of Community Value. No objections have been received from members of the public or consultees for its removal. This is considered to be reasonable justification in order to allow for the removal of this particular community facility, in compliance with Local Plan Policy I2.

Visual Amenity

The plans show 2 dwellings which is a revised scheme from the previous approval in 2017. With regards to the developments impact on openness, the proposal replaces an existing large, abandoned building within the Green Belt and the redevelopment of the site for these two attractively designed dwellings would not have a significantly greater impact upon the Green Belt. Floorspace calculations have been submitted by the applicant and are as follows:-

The floor space of the public house and outbuildings (excluding basement levels and rooms within roof spaces) is approximately 512sqm. The overall floor space of the development is approximately 498sqm (excluding basement levels and rooms within roof spaces). Rooms within the roof spaces and basement levels are not included in either calculation as they do not add to the overall mass of the buildings and in turn do not have any significant impact upon openness. This is considered to be acceptable as areas currently used as hardstanding and carpark will be made into green garden areas which will further improve the site visually.

As it stands the building has been abandoned and has remained empty for a number of years. The existing building is a rendered two storey building and is not Listed nor is it of any significant architectural merit. It is not felt that the loss of the public house would be of detriment to the character of the area. There is a wide variety of buildings in the area, including farm buildings, converted barns, old stone/rendered terraced cottages and larger detached farm houses. The designs of the dwellings put forward are of a high quality. Due to the Green Belt countryside location of the site, the dwellings are to be constructed of high-quality materials of which samples should be submitted and approved prior to the commencement development.

The design and scale of the proposal put forward is not considered to have a greater impact upon the opens of the Green Belt than the current use and would improve the visual amenity of the area. Permitted development rights should be removed via condition to prevent any further extensions to the dwellings. The application is therefore considered to be acceptable in terms of the visual amenity and impact upon openness and would comply with the NPPF and policies GB1 and D1 of the Local Plan.

Residential Amenity

In terms of any impact upon adjacent dwellings, the proposed dwellings are located far away from the nearest dwellings and would not overlook or overbear/overshadow adjacent dwellings. The Council's recommended separation distances have been achieved.

The proposed dwellings have been designed so that the amenity standards are complied with as set within the South Yorkshire Residential Design Guide and the proposal would allow for sufficient private amenity space in accordance with the SPD – Designing New Housing Development. No objection is raised with regard to impact upon residential amenity.

Highways

The overall access, visibility, layout, maneuvering and parking arrangements are acceptable to the Highways Section, subject to conditions. Given the previous use of the site as a public house, the use of the site for two dwellings is not considered of detrimental impact to highway safety.

Biodiversity

The Biodiversity Officer states that the updated Bat Survey dated 2021 is acceptable. Subject to the mitigation measures outlined within the report taking place, there should be no significant impact upon biodiversity.

Conclusion

The public house is set in an out of village location and is problematic to continue viably running as a public house. It would not result in the loss of a well used community facility. The site is a brownfield site set within the Green Belt and the regeneration of the site for housing and would comply with the NPPF and Local Plan policies. The design and scale of the proposal put forward is not considered to have a greater impact upon the openness of the Green Belt than the current use and would not harm the visual amenity of the area, in accordance with the NPPF and the Local Plan.

Recommendation

Grant subject to conditions