
Case Number	19/03073/FUL (Formerly PP-08096965)
Application Type	Full Planning Application
Proposal	Erection of 2no. dwellings with associated parking
Location	Land Between 94 And 98 Wheel Lane Grenoside Sheffield S35 8RN
Date Received	21/08/2019
Team	West and North
Applicant/Agent	Oakleaf Architecture Ltd
Recommendation	Refuse

Refuse for the following reason(s):

- 1 The Local Planning Authority considers that the proposed development would, as a result of its height and general massing, fail to suitably respect the established character of the immediate surroundings, with a particular note to the proposed ridge height relative to the adjacent properties, and would therefore represent an incongruous feature within the established street scene. As a result, the development is considered to be contrary to Paragraphs 124 & 127 of the National Planning Policy Framework, Section a) of Policy H14 & Policy BE5 within the adopted Sheffield Unitary Development Plan and Policy CS74 within the Sheffield Development Framework Core Strategy.
- 2 The Local Planning Authority considers that, owing to the large scale of the rear single storey element of house one and its proximity to no. 98 Wheel Lane, when taking account of factors such as the orientation with this neighbouring property, which is set to the east, and the difference in land levels, with no. 98 Wheel Lane being on lower ground, the proposal would have an imposing and unacceptable overbearing and shadowing impact on this neighbouring property. As a result the development is considered to be contrary to Paragraph 127 of the National Planning Policy Framework and Section c) of Policy H14 within the adopted Sheffield Unitary Development Plan.
- 3 The Local Planning Authority consider that the proposed development would constitute an overdevelopment of a site of restricted dimensions owing to the size of house two and the site access arrangement proposed. The development therefore results in insufficient amenity space and an

unsatisfactory environment for occupiers of house two. This development is therefore contrary to Policy H14 (c) of the Unitary Development Plan and paragraph 127 of the National Planning Policy Framework.

Attention is Drawn to the Following Directives:

1. The applicant is advised that this application has been refused for the reasons stated above and taking the following plans into account:

Location Plan - Dwg No: A(PL)-100 rev A.

Proposed Site Plan - Dwg No: A(PL)-102 rev A

Proposed Plans and Elevations - House One - Dwg No: A(PL)-103 rev A

Proposed Plans and Elevations - House Two - Dwg No: A(PL)-104 rev A

Proposed Streetscene and Elevation - Dwg No: A9PL)-105 rev A

2. Despite the Local Planning Authority trying to work with the applicant in a positive and proactive manner during pre-application discussions, the application still shows such disregard for policy requirement(s), that the Local Planning Authority had no alternative but to refuse consent. We would welcome pre-application discussions on an alternative scheme.

Site Location



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LOCATION AND PROPOSAL

This application relates to a former covered reservoir site located on the south side of the Wheel Lane between No. 94 and No.98.

The application site covers an area of approximately 0.2 hectares, all of which is located in a Housing Area as defined in the adopted Sheffield Unitary Development Plan (UDP). The land to the rear of the site, which is in the applicant's ownership but does not form part of the application site, is in the Green Belt.

The site is elevated above Wheel Lane and land levels across the site vary, generally increasing from east to west in line with the rising topography of the street, and also rising gradually to the south (rear) of the site.

Planning consent for a single dwelling house was previously refused on this site in November 2018. This revised application seeks permission to erect two five bedroom dwelling houses with associated parking and amenity space.

The site has an established vehicular access from Wheel Lane.

RELEVANT PLANNING HISTORY

Planning consent (ref: 18/02229/FUL) to erect a dwelling with associated parking and garden space was refused at the Sheffield Planning and Highways committee on the 6th November 2018. The application proposed a two storey 5 bedroom dwelling with rooms in the roof sited adjacent to No.98 Wheel Lane. The plans accompanying that application also indicated the potential for a further dwelling to be accommodated on the plot adjacent to No.94 Wheel Lane. The application was refused for the following reasons:

'The Local Planning Authority considers that the proposed dwellinghouse would, as a result of its height and general massing, fail to suitably respect the established character of the immediate surroundings, with a particular note to the proposed ridge height relative to the adjacent properties, and would therefore represent an incongruous feature within the established street scene. As a result, the development is considered to be contrary to Paragraphs 124 & 127 of the National Planning Policy Framework, Section a) of Policy H14 & Policy BE5 within the adopted Sheffield Unitary Development Plan and Policy CS74 within the Sheffield Development Framework Core Strategy.'

'The Local Planning Authority considers that, owing to the large scale of the rear single storey element of the proposed dwellinghouse and its proximity to 98 Wheel Lane, when taking account of factors such as the orientation with this neighbouring property, which is set to the east, and the difference in land levels, with Number 98 Wheel Lane being on lower ground, the proposal would have an imposing and unacceptable overbearing and shadowing impact on this neighbouring property. As a result the development is considered to be contrary to Paragraph 127 of the National Planning Policy Framework and Section c) of Policy H14 within the adopted Sheffield Unitary Development Plan.'

Prior to the refusal of the above application, full planning permission (ref: 18/00924/FUL) for a dwelling house with associated hardstanding was initially approved under delegated powers in May 2018. Following a judicial review the Council's decision to grant planning consent was quashed and no weight should therefore be attributed to this.

Outline and full planning consent has been granted on this site in the past for two dwellings under applications 06/04610/OUT and 09/03060/FUL. These consents expired without being implemented.

Concrete footings for one dwelling have been installed on site and some other site preparation works have been undertaken by the applicant. These works have been carried out at risk and do not constitute the implementation of any of the previous planning consents relating to this site. There is no extant planning consent for the redevelopment of the site.

Relevant to the determination this application is also the planning history relating to No.98 Wheel Lane, the dormer bungalow immediately to the east of the application site. This property gained consent (ref: 13/04217/FUL) in April 2014 to raise the eaves and ridge of the dwelling, hip to gable extensions and dormer windows to the front and rear. The property also has a single storey rear extension. The above works have been implemented and are taken into account in the assessment of this application.

SUMMARY OF REPRESENTATIONS

A total of 38 letters of representation have been received.

24 letters of objection, which includes multiple letters from two different addresses, have been submitted. The issues raised are summarised as follows:

- The proposal has not addressed the concerns raised by members of the planning committee or the reasons for refusal of the previous application.
- The properties will still have an imposing, unacceptable overbearing and shadowing impact on neighbouring property and the amended scheme has not sought to address the land level differences between the site and adjoining properties.
- Ridge lines should follow the natural gradient of Wheel Lane and not the angle depicted by the applicants in their supporting submissions.
- The rear single storey element of the building is effectively two storey due to the level difference and the proposal will tower over the rear conservatory (of No.98) and lead to overbearing, overshadowing and loss of light.
- The scale, massing and height of the buildings do not reflect the character of the area.
- 45 degree angle shown on the plans should be taken from the junction of the house and not the end of the conservatory of No. 98 Wheel Lane.
- The examples of other developments shown by the applicants should not set a precedent for the other developments and each application should be judged on its merits. The examples are also irrelevant as the bungalows were built after the houses.

- Previous approvals have expired and where for totally different developments which had different relationships to adjoining dwellings.
- No. 98 Wheel Lane which has been extended previously was only permitted to increase the height of the dwelling by 750mm by the LPA in order to reduce overbearing on No.100 and ensure it was in keeping with the streetscene.
- The previous reservoir should be removed and the land levels reduced.
- Objections to the previous application still stand and remain relevant.
- The development is far too large for the size of the plot and infringes on the green belt.
- The height of the dwelling will still dwarf the neighbouring properties, both of which are bungalows.
- The ground level should be excavated to match that of the neighbouring properties.
- The dwellings due to their size and design are not in keeping with existing properties and dominate the street scene and appear out of character.
- This is a single development plot with 2 houses on the 1 plot sharing access at the front and the rear, no other houses in the lane are built this way.
- Given the height of the dwellings the balconies at the rear of each dwelling overlook the whole of Wheel Lane and properties on Creswick Lane.
- Insufficient private garden space is provided for a 5 bedroom dwellings of the size proposed contrary to Supplementary Planning Guidance.
- Insufficient parking is provided; dwellings of this size will have more than two cars.
- The drive access has walls either side and is likely to be dangerous for vehicles accessing and egressing from the site.
- As the dwellings do not have a front door there will be increased usage of the site access which immediately adjoins the windows of No. 94 Wheel Lane.
- The dwellings could easily be turned into apartments.
- The applicant will want to make changes in the future and build on the Green Belt.
- The need to include raft foundations would increase the height of the development further.
- Letters of support should have no bearing on the application as the people writing in do not live anywhere near the site.
- Trees on site should be retained.
- Increased use of the site access will lead to noise and disturbance affecting the amenities of adjoining properties.
- The blank gable wall will result in loss of outlook from No.94 Wheel Lane.
- Previous proposals for the site addressed concerns by reducing the plot levels.
- The proposals remain contrary to UDP, Core Strategy and NPPF policies.
- Each property has a rear viewing platform which would reduce privacy of neighbours and give rise to overlooking.
- The applicant's illustrative supporting material gives a false sense of perspective in order to try and minimise the impact of the development.
- The development is effectively three storeys in height.
- The bulky dormers to the front of the dwellings only serve to accentuate the height of the dwellings.

- The proposed dwellings are very wide and would be noticeably deeper than the neighbouring dwellings.
- Dwellings could end up higher than proposed.
- The large glazed element on the front of the dwelling would appear as an alien feature.
- The elevations are uninspiring and will form a solid slab like feature.
- Side elevations are blank and will be highly visible from the street due to the elevated nature of the site.
- The proposals do not accord with the South Yorkshire Residential Design Guidance.

Ecclesfield Parish Council

- Over development of the site.
- Out of character with neighbouring properties.
- Encroachment of Greenbelt.
- The underground reservoir has only been backfilled with rubble therefore the property being built will make it higher than neighbouring properties which will cause privacy issues.
- Over massing of a building being a lot higher than the neighbouring property of a bungalow.
- Support of neighbours' objections on this application.

Grenoside Conservation Society

- Objections are the same as for the previous applications submitted.
- Although the dwellings have been lowered slightly the design and size of these houses is still totally unacceptable.
- Overbearing and out of character with the street scene and its proximity to the Green Belt both in front and behind.
- Parking arrangements are not satisfactory for the dwellings proposed and it is assumed the applicant will develop into the green belt.
- The applicant identified in their supporting submission that they wish to contest the green belt boundary and it should be redefined to the dry stone wall at the end of the site. This is a matter for discussion at a future date and should not be implicated in this application.
- Therefore the issue of garden size and parking for 2 five bedroom houses should be a significant part of the detail of this application.

14 letters of support have been received, the issues raised are summarised as follows:

- The site is in need of redeveloping as it is a brownfield site.
- Planning permission has been granted on numerous occasions in the past.
- The proposal is not considered to be overbearing or out of character with the diverse range buildings on Wheel Lane.
- The use of the existing reservoir drive way is a safer option as it allows residents to enter and exit the properties in a forward gear, reducing the risk of accidents.

- The site is an eyesore and the proposal would be an attractive use of a brownfield site and fits with the recommendations of the NPPF.
- The proposal would be a great addition to the area as more development is needed.
- Wheel Lane is made up of a mix of different homes including bungalows and houses with no specific type or style, as such the proposed family homes will not be out of place.
- The development is in line with existing properties on the street.
- The size of the dwellings is not bigger than the average size of dwellings elsewhere in the country due to the increasing size of families.
- The design and scale of the dwellings suits the plot size and is appropriate.
- Other developments elsewhere (Creswick Greave) have built more dwellings on a similar size plot and if redesigned the site could accommodate four to six dwellings.
- There would be no loss of sunlight as all the gardens are south facing.
- A number of other properties reverse out on to Wheel Lane.
- The developer has taken account of the Councils previous objections and amended the development.
- The developer is suffering as a result of the Councils misjudgement and mistakes which lead to a judicial review.
- The change in ridge height seems to be an obvious increase in accordance with the gradient of Wheel Lane and is similar to other developments elsewhere.
- The modern design will get people talking about Sheffield like they do about other northern cities like Leeds and Manchester.
- Prefer to see stylish feature homes rather than masses of affordable housing or blocks of flats.

PLANNING ASSESSMENT

Policy Context

This assessment will take account of relevant policies from the National Planning Policy Framework (NPPF), the Sheffield Development Framework Core Strategy (CS) and the Sheffield Unitary Development Plan (UDP).

Principle of Development

The application site is entirely within a designated Housing Area as defined by the Unitary Development Plan (UDP). Policy H10 of the UDP identifies housing as the preferred use of land in these areas. The principle of the development is therefore acceptable from a land use perspective.

The area to the rear of the application site, defined by a blue line on the submitted plans is in the Green Belt, this land does not form part of the application site. No development is proposed in the Green Belt as part of this application.

Housing Land supply

Core Strategy Policy CS22 relates to the scale of the requirement for new housing and sets out Sheffield's housing targets until 2026; identifying that a 5 year supply of deliverable sites will be maintained. However, the NPPF (2019) now requires that where a Local Plan is more than 5 years old, the calculation of the 5-year housing requirement should be based on local housing need calculated using the Government's standard method.

The Local Planning Authority is in the process of updating its five year housing land supply position, however given the changed assessment regime identified in the revised NPPF (2019) and associated Practice Guidance, further detailed work is required. The Local Planning Authority will therefore be undertaking additional work, including engagement with stakeholders, to reflect the requirements of national policy and guidance before publishing the conclusions in a monitoring report later this year. The Council's most recent assessment of supply, contained in the Strategic Housing Land Availability Assessment (SHLAA) Interim Position Paper (2017), showed a 4.5 year supply of sites. At the current time, the Council cannot therefore demonstrate a five year supply.

This proposal will add to the City's supply of housing, however, in light of the fact that this proposal is for just two dwellings – and set against the adverse impacts of granting permission which are described below – it is considered that the benefits of granting this application should only be given limited weight as it will only have a very minor positive impact on the City's housing land supply position.

Density

Core Strategy policy CS26 seeks to make efficient use of land for new housing and identifies that a density of between 30-50 dwellings per hectare is appropriate in this location. More up to date guidance on the efficient use of land is however contained in the NPPF which is considered to carry increased weight over policy CS26.

Paragraph 122 of the NPPF identifies that development which makes efficient use of land should be supported taking account of various factors including housing need, viability, availability of infrastructure and scope to promote sustainable travel modes, desirability of maintaining the areas prevailing character and setting, promoting regeneration, and the importance of securing well designed and attractive places.

Where there is an existing or anticipated shortage of land to meet identified housing needs, as is the case in Sheffield, greater emphasis (para 123 NPPF) is placed on making decisions that avoid homes being built at low densities.

The application site is approximately 0.22 hectares in area, and the two dwellings proposed results in a density of 9 dwellings per hectare. This falls below the recommended density identified in policy CS26; however the development is considered comparable to the density of existing housing on Wheel Lane.

Taking account of the size of the site and the desirability of maintaining the areas prevailing character, purely from a density perspective the provision of two dwelling houses on this site is considered acceptable.

Previously Developed Land

Within the NPPF definition of previously development land it is made clear that a site will be excluded from being classed as previously developed if 'the remains of the permanent structures or fixed surface structures have blended into the landscape.'

In this case there is some ambiguity as to whether the site is classed as previously developed, or not. For completeness both scenarios are considered as follows;

- If Previously Developed

Core Strategy Policy CS24 (Maximising the use of previously developed land for new housing) states that priority will be given to the development of previously developed sites. Furthermore the NPPF promotes making effective use of land in meeting the need for homes (para 117) and gives substantial weight to the value of using suitable brownfield land within settlements for new homes (para 118 c) and promotes the development of under-utilised land.

- If Not Previously Developed

Core Strategy 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% and are closer to 5%. In addition, it is recognised that the site is within an existing urban area and there is also not currently a five year supply of deliverable sites.

In both scenarios it is considered that developing the site for housing is suitably compliant with Policy CS24 and the NPPF.

Design, layout and impact on the Street Scene

The history relating to the grant of full and outline planning consent for two dwellings on this site is acknowledged. However the most relevant material consideration in the determination of this application is the decision of the Sheffield Planning and Highways Committee to refuse permission for single dwelling house on the site in November 2018. This application was refused on both design and residential amenity grounds. The amenity issues are assessed in detail in the amenity section of this report.

Paragraph 124 of the NPPF states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Paragraph 127 of the NPPF identifies what planning policies and decisions should ensure development achieves with respect to design this includes:

- They 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;
- They are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.
- They are sympathetic to local character and history, including the surrounding built environment and landscape setting...

Paragraph 130 of the NPPF makes it clear that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

The part of UDP Policy H14 which is most relevant to design and street scene states that new development will be permitted where they are well designed and in scale and character with neighbouring buildings and where the site would not be overdeveloped.

UDP Policy BE5 'Building Design and Siting' also provides design guidance stating good design and the use of good quality materials will be expected in all new and refurbished buildings and extensions. Section a) within Policy BE5 also notes that original architecture will be encouraged but new buildings should complement the scale, form and architectural style of surrounding buildings.

Core Strategy Policy CS74 'Design Principles' expects high quality development. Section e) for example states that developments should contribute to place making and are of a high quality...

Two dwelling houses are proposed, house one is located adjacent to No.98 Wheel Lane and house two is located adjacent to No.94 Wheel Lane. The dwellings front Wheel Lane and the front elevations are generally aligned with the siting of other dwellings in the street.

In order to try and address members concerns with the previous proposal the applicants have made some minor changes to the proposed scheme as follows;

- a reduction in the proportions of the front and rear dormer windows,
- a reduction in the overall ridge height of house one (adjacent to No.98 Wheel Lane) by 315 mm from 9.145 metres to 8.83 metres, and;
- the reduction in the depth of the single storey rear projection of house one from 5.8 metres to 4.96 metres.

The character and external appearance of other dwelling in the street scene is varied. Each of the proposed dwellings is two storeys in height and includes accommodation in the roof. The dormer windows to the front and rear have been reduced in size from the previous scheme, which improves the external appearance of the properties. Feature bay windows are included to the front and a single storey

flat roof element to the rear of each dwelling. The properties are faced in red brick, with stone lintels and cills. A dark grey/black finish to the dormer cheeks and windows frames is proposed.

Notwithstanding members concerns with the scale and massing of the previous development, the external appearance and detailing of the two dwellings proposed is considered to be acceptable.

The majority of properties along this section of Wheel Lane are elevated above the street, as would be the case with the dwellings proposed. Some properties further to the south accommodate garages at a lower ground floor level which are accessed directly from the roadside.

Wheel Lane falls in an east west direction and the ridge line of existing properties generally staggers to reflect the incline of the street. The height difference between properties is not consistent but it does follow a rhythm, stepping to reflect the sloping topography of the street.

There are dwellings of differing scale in the locality; the application site is however flanked by No.98 which is a dormer bungalow and no. 94 which is a traditional single storey bungalow, both of which have pitched roofs. These properties are considered to set the context for the redevelopment of the application site.

The previous reason for refusal specifically identified that the development would represent an incongruous feature in the established street scene owing to the overall height and massing of the development with particular reference to the excessive ridge height of the proposed dwelling relative to No.98 Wheel Lane.

The ridge height of house one has been reduced by 315mm in comparison to the previously refused scheme. The eaves and ridge of house one would remain approximately 2.8 metres and 3.6 metres higher than the corresponding eaves and ridge of No.98 Wheel Lane. The ridge of house two is further 0.94 metres taller than house one as a result of the change in levels across the site.

The proposed reduction in the ridge height of house one is very minor and does not result in any significant reduction in the overall height and scale of the dwelling.

It is acknowledged that the eaves and ridge of No.98 Wheel Lane have been increased in the past, however the increase in the overall height of No.98 is not considered disproportionate when viewed in the context of the neighbouring dwelling No.100 Wheel Lane, with the difference in ridge heights being approximately 2.4 metres between these two properties. The change in scale between these two existing dwellings is not considered comparable to the significant and unacceptable change in scale between No. 98 and house one proposed as part of this application.

The proposed development therefore fails to respond appropriately to the sloping topography of Wheel Lane and the scale and height of the adjoining properties No. 94 and 98 Wheel Lane. The overall height and massing of the development therefore remains unacceptable.

The majority of properties on Wheel Lane are elevated above the road, however in this case the elevated nature of the application only emphasises the inappropriate height and scale of the proposed dwellings.

The two very large dwellings proposed now almost entirely infill the Wheel lane frontage of the site. The provision of a second dwelling increases the massing, compounding the incongruous nature of the development and the harmful impact it will have on the appearance of the character of the area.

The applicant's design and access statement identifies a number of sites on Wheel lane and elsewhere in the city where two storey properties are located alongside single storey dwellings. These examples are acknowledged but do not set a precedent for the development proposed. Each application must be considered on its individual merits taking account of the material planning considerations relevant to the site.

Design, layout and impact on the Street Scene - Conclusion

The height and massing of the development remains unacceptable with particular reference to the excessive ridge height of the proposed dwelling relative to No.98 Wheel Lane. The development is therefore considered to result in an incongruous form of development that will detrimentally affect the character and appearance of the streetscene. The inappropriate scale and massing of the development is compounded by the addition of second dwellinghouse on the site. The proposal is therefore considered contrary the Policy H14 and BE5 of the UDP, CS74 of the CS and paragraphs 124 and 127 of the NPPF.

Amenity Issues

As noted in the design section of this report the previous planning history relating to the grant of planning consent for two dwelling on this site is acknowledged, however most relevant to the assessment of the amenity issues associated with this development is the refusal of a single dwelling house on this site in November 2018.

Paragraph 127 within the NPPF states that the planning system should always seek to secure a high standard of amenity for existing and future users.

UDP Policy H14 states that new development will be permitted provided that the site would not be over developed and the development would not deprive residents of light, privacy or security or cause serious loss of existing garden space which would harm the character of the neighbourhood.

Overbearing and overshadowing

The scale of the single storey element of the previously proposed dwelling (house one in this revised scheme) was considered to have an imposing and unacceptable overbearing and overshadowing impact on No. 98 due to the proximity and orientation of the development to No.98 and the fact that No.98 is at a lower level.

The applicants have amended the design of house one in order to try and address the overbearing and overshadowing of No.98 by reducing the projection of the single storey rear element by approximately 0.84 metres from 5.8 to 4.96 metres.

Taking account of the orientation of No. 98 due east of house one, and the fact that No.98 is at a lower level, the minor reduction in the depth of the single storey element of house one does not result in any significant improvement in the living conditions of No. 98. The rear single storey element of house one is therefore still considered to have an unacceptable overbearing and overshadowing impact on the amenities of No.98.

The applicants have indicated that the rear single storey element of house one does not break the 45 degree angle when taken from the closest part of the glazed element in the rear elevation of the single storey element of No.98 Wheel Lane.

The 45 degree guideline set out in the Councils adopted Supplementary Guidance identifies that two storey extensions should not break a 45 degree angle when measured from the closest part of the ground floor window in the rear elevation of the adjoining property to the proposed development.

No. 98 Wheel Lane is located at a lower level than the application site, the level difference varies along the length of the site boundary, but this is not considered to be so significant that the single storey element of house one would be considered to have an impact akin to a two storey structure. It has not therefore been assessed in accordance the 45 degree guideline in the SPG, which relates to house extensions.

From an amenity perspective the two storey element of house one was not identified to have an unacceptable impact on the amenities of No.98 in the consideration of the previous application and consequently did not form part of the reasons for refusal. This is considered to remain the case when the siting and orientation of this feature is accounted for.

House two is separated from No.94 by the proposed access road to the site. A distance of approximately 6.9 metres is maintained between the gable wall of House two and the corresponding side elevation of no.94. There are windows in the side elevation of No.94 overlooking the access road but these are not primary windows to main habitable rooms and they are reliant on light from third party land. Taking account of the separation distance to No.94, the fact that house two is located at a slightly lower level and positioned to the east of No.94 no unacceptable overshadowing, overbearing or over dominance is considered to occur.
Over development

Each of the properties proposed contains 5 bedrooms and associated living space which is distributed over three floors. The properties occupy a substantial footprint and both dwellings include large modern open plan living spaces which are accommodated in flat roofed single storey elements to the rear of each property. House two is located on a smaller plot and has a slightly larger footprint than house one.

The Council do not have any specific minimum space standards. Some general guidance is however provided on this issue in the Adopted Supplementary Planning Guidance for Designing Houses Extension, which identifies that 50 square metres of garden space should be provided for a two or more bedroom dwelling to avoid the overdevelopment of a plot. As the SPG relates to house extensions the principles set out within the document are used as guidance only when considering proposals for new dwellings such as this application. The impacts a proposal will have the character of the area, the amenities of adjoining properties and the amenities of future occupants are considered to be the primary considerations in determining if the proposed site is overdeveloped.

Approximately 150 square metres of amenity space, comprising of a hard surfaced patio area and a traditional lawned garden will be provided to the rear of house one. This private amenity space is smaller than the size of some of the very generous garden areas of properties in the locality, however it is not substantially smaller than the private amenity space associated with neighbouring property No.98 Wheel Lane and therefore is considered acceptable.

Vehicle access, parking and associated turning provision for both dwellings is provided from the rear of the site. As a direct result house two's plot is substantially smaller than house one, despite the fact that house two is the larger of the two properties proposed.

Consequently amenity space to the rear of house two is reduced and only extends to an area of approximately 50 sq. metres all of which is indicated to be hardstanding. The level of private amenity space proposed for house two is considered inadequate for a five bedroom dwelling of the size proposed. The lack of garden space will detrimentally affect the amenities of future occupants and results in an over development of the site. The amenity space is substantially smaller than garden spaces associated with existing dwellings in the locality and that provided with house one.

Overlooking

Window and door openings are proposed at ground level in the side elevations of each dwelling. The window in the east elevation of house one facing no.98 is indicated to be obscured which will prevent any harmful overlooking. This window is also set off the site boundary behind an existing stone wall which could also to be supplemented with additional screen fencing.

The windows in the side elevation of house two facing No.94 overlook the site access road and therefore do not give rise to any harmful overlooking. These windows provide light to an office and WC and therefore could be obscured if necessary.

The alignment of the dwellings is similar to the neighbouring properties. Front windows overlook the street and the rear windows look out across the properties amenity space and rear parking areas. Juliet balconies are proposed at first floor level to the rear of each of the dwellings. The impact of Juliet balconies in terms of overlooking is similar to that of a traditional window opening as access is not

permitted onto the flat roof element of each dwelling. A condition could be attached to prevent any future use of the flat roof as a terrace, should the development be acceptable in all other regards.

The existing stone boundary wall between the application site and No. 98 Wheel Lane is not considered to be high enough to prevent overlooking from the proposed rear garden area of house one. Should the application be found to be acceptable in all other regards the provision of a 1.8 metre high boundary fence would be necessary to protect the privacy of existing residents.

Due to the difference in land levels the wall and fencing combined will appear higher from No. 98. The height of the fence would also vary along the boundary increases to the rear as the land levels change across the site. The provision of a 1.8 metre high boundary treatment would accord with permitted development rights for the enclosure of land. Given this and the land level differences across the site it is not considered that impact of the fence would be materially different than similar situations that exist between neighbouring properties in the locality and is therefore considered acceptable.

It is not considered that the proposed development will lead to any harmful overlooking over and above what is considered reasonable in residential areas.

Other amenity issues

The access road to the site adjoining No.94 and is flanked on both sides by a stone wall that is approximately 1.4 metres high. No.94 is elevated above the level of the access road and part of the site boundary is supplemented with hedge planting which screens the rear garden. It is not considered that the vehicle movements associated with two dwellings would be excessive or give rise to any unacceptable noise and disturbance to either of the adjoining properties.

Appropriate bin storage is indicated within the curtilage of each property. Domestic waste will be taken down the track to the highway for collection. This is not considered to have any harmful effect on the living conditions of adjoining properties.

Amenity Issues - Conclusion

The minor amendments to reduce the projection of the single storey rear element to of house one is not considered to have reduced the unacceptable overbearing and overshadowing impacts on No. 98 Wheel Lane to an acceptable degree. Inadequate amenity space is provide for house two resulting in an overdevelopment of the site as a direct result of the restricted dimensions of the plot, the size of the dwelling and the site access arrangements proposed. The proposal is therefore considered contrary to Policy H14 of the UDP and paragraph 127 of the NPPF.

Highway issues

Paragraph 109 of the NPPF states that 'Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'

The relevant part of UDP Policy H14 relating to highways requires new development to have adequate on-site parking and safe access for vehicles and pedestrians.

Core Strategy Policies CS53 seeks to ensure that parking arrangements are adequate.

It is proposed that the existing access from Wheel Lane will be utilised. The access road is approximately 5.8 metres in width and is therefore considered to be sufficient for two vehicles to pass if necessary (and for construction vehicles to access the site). A distance of approximately 6 metres will be retained between the highway and the security gates in order to allow vehicles to pull clear of the highway when entering the site. Space is available for vehicles to turn around within the residential curtilage and associated access road to allow vehicles to exit the site onto Wheel Lane in forward gear.

Congestion and highway safety concerns in this area are acknowledged, however it is not considered that the number of vehicle movements associated with two dwellings will lead to any unacceptable impact on highway safety and certainly not to any cumulative impacts on the road network which would be classed as 'severe', which are the NPPF tests in this respect. The proposed sight lines from the vehicle access point are also considered to be acceptable.

The submitted plans indicate that two parking spaces are provided for each dwelling. This meets the maximum parking standard for a five bedroom property as set out in the Council's latest Car Parking Guidelines published in August 2016. Although not shown on the submitted plans, there is considered to be room to accommodate a third vehicle to the rear of each plot if necessary.

There are no on street parking restrictions in place on the highway immediately adjoining the site, although speed reduction warnings (lines and paint) are present on the road surface outside the site. It is considered that any additional parking demand over and above what would normally be anticipated with a 5 bed dwelling could be accommodated on street without affecting highway safety. Additional parking on the access road serving the dwellings could also be accommodated without affecting access to either plot.

The proposed access and parking arrangements are considered to accord with the NPPF, UDP Policy H14 and Core Strategy Policy CS53.

Local Nature Site

The site falls within a Local Nature Site with geological interest as identified by the UDP Proposals Map.

UDP Policy GE13 states that development affecting Local Nature Sites should, wherever possible, be sited and designed to protect and enhance the most important features of natural history interest.

GE13 goes on to state that where development would decrease the nature conservation value of a Local Nature Site, that decrease should be kept to a

minimum and compensated for by the creation or enhancement of wildlife habitats elsewhere within the site or local area.

This particular site is an infill plot within an established housing area and was previously a covered reservoir which has been infilled. The only notable recognisable features relate to boundary walls and these are largely retained within the development. It is therefore not considered that is proportionate to consider further opportunities to create or enhance wildlife habitats elsewhere within the site or local area, although a new garden area is being created.

Given the above the development is considered to comply with the relevant sections of Policy GE13.

Landscape and Green Belt impacts

Paragraph 127 of the NPPF requires developments to be sympathetic to local character and history, including the surrounding built environment and landscape setting...

UDP Policy GE4 states that the scale and character of any development which would be conspicuous from the Green Belt should be in keeping with the area and, wherever possible, conserve and enhance the landscape and natural environment.

UDP Policy BE6 'Landscape Design' requires new development to provide a suitable landscape scheme with regards to new planting and/or hard landscaping and details of existing vegetation to be removed or retained. Development should also try to integrate existing landscape features and also use native species where appropriate.

Officers are satisfied that the Green Belt boundary indicated on the submitted plans is correct and no development is located in the Green Belt as part of this scheme.

The majority of vegetation has previously been cleared from the site while mature trees to the rear of the site in the Green Belt are adequately distanced to remain unaffected by the development.

The submitted plans indicate a lawn area, planting and laurel hedging to parts of the site boundary. It is considered that the details provided are acceptable from a landscape perspective and satisfy the requirements of UDP Policy BE6. Full details of landscaping and hard surfacing could be secured by conditions if the scheme was found to be acceptable in all other regards.

Although no development is proposed within the Green Belt it is acknowledged that longer distance views of the proposed dwellings could be available from the Green Belt to the south and from the rear most section of some of the adjoining neighbouring gardens which are also in the Green Belt. The proposal however relates to an infill plot on an established residential street and the development will be viewed in the context of the existing residential development located either side of the site. The proposal is not considered to harm the openness of the adjoining Green Belt.

Drainage

There are not considered to be any drainage issues affecting the site. Full details of suitable drainage could be secured by condition should the development be acceptable in all other regards.

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 onto 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 clear adverse visual and residential amenity impacts as a consequence of this application being granted, and those impacts would outweigh the limited benefits of granting permission for two 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.

Community Infrastructure Levy

'In this instance the proposal falls within Housing Zone 3. Within this zone there is a CIL charge of £30 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.'

RESPONSE TO REPRESENTATIONS

The majority of the matters raised within the representations have been addressed in the above assessment. The remaining comments are addressed as follows:

- The current proposal has been assessed on its individual merits taking account of the most relevant planning history relating to the site including the previous refusal of planning permission.
- The removal of any historic reservoir structures and the reduction in the site land levels is a matter for the applicants; the planning authority cannot insist these works are undertaken.
- Conversion of the property to create additional flats or apartments would require separate planning consent.

- Comments in support or objection are considered on their merits regardless of where the contributor lives.
- There is no right to a view or outlook across another person's land.
- Any future proposals to build on the Green Belt land to the rear will require planning consent and would be judged on their individual merits.
- Any proposals to alter the Green Belt boundary will have to be undertaken through the Local Plan review process.
- The images of the development contained in the design and access statement are illustrative. The development has been assessed on the basis of the submitted scaled drawings.

SUMMARY AND RECOMMENDATION

This application seeks planning consent for the erection of two dwellinghouses with associated parking and access.

Planning consent for two dwellings has previously been granted on this site in 2006 and 2009. More recently (November 2018) members resolved to refuse planning consent for a single dwelling house on the part of the application site adjacent to No 98 Wheel Lane. The site does not therefore benefit from any form of extant planning consent.

The application site is within an allocated Housing Area as defined in the adopted Sheffield UDP. The Green Belt is located immediately to the south of the site, however no development is proposed in the Green Belt.

The redevelopment of this site for residential purposes is considered to be acceptable in principle, however this application for two dwellings has not adequately addressed the previous reasons for refusal. The very minor reduction in the depth of the rear single storey element of house one does not mitigate the unacceptable overbearing and overshadowing impact on No.94 Wheel Lane.

The height and massing of the proposal remains unacceptable from a design perspective. The 315 mm reduction in the ridge height of house one is not considered to significantly reduce the overall height of the development. The change in scale between No.98 Wheel Lane and house one remains unacceptable. The detrimental impact the development will have on the character and appearance of the street scene as a result of the schemes massing is increased by the addition of a second dwelling on the site.

The reduction in the proportions of the front and rear dormer windows of each property is welcomed but these changes alone do not negate the incongruous nature of the development and the harmful affect it will have on the character of the area.

Due to the large footprint of house two and the restricted dimensions of the plot the proposal results in an over development of the site. House two is left with insufficient amenity space for the size of the property proposed which is considered to detrimentally affect the amenities of future residents.

This revised proposal for two dwellings on land between No.94 and 98 Wheel Lane is considered to be unacceptable for the reasons identified above. It is therefore recommended that planning permission is refused as the proposal is contrary UDP Policy H14 and BE5, Core Strategy Policy CS74 and paragraphs 124 and 127 of the National Planning Policy Framework.

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