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Case Number	19/01553/FUL (Formerly PP-07781841)
Application Type	Full Planning Application
Proposal	Erection of 4 dwellinghouses (Re-submission of 17/05025/FUL) (Amended Plans)
Location	Land to rear of 32-38 Greenhill Main Road Sheffield S8 7RD
Date Received	01/05/2019
Team	South
Applicant/Agent	Darwent Architecture Ltd
Recommendation	Grant Conditionally

## **Time limit for Commencement of Development**

1. The development shall be begun not later than the expiration of three years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act.

## **Approved/Refused Plan(s)**

2. The development must be carried out in complete accordance with the following approved documents:

186 \_PL001 (Location Plan), as published on the 1st May 2019;  
186 \_PL003 (Existing Landscape Plan), as published on the 1st May 2019;  
186 \_PL002 revision A (Site Block Plan), as published on the 4th September 2020;  
186 \_PL004 revision D (Proposed Landscape and Roof Plan), as published on the 19th November 2020;  
186 \_PL005 revision C (Proposed Typical Floor Plans), as published on the 19th November 2020;  
186 \_PL006 revision D (Proposed Elevations), as published on the 19th November 2020;  
186 \_PL007 revision D (Proposed Side Elevations), as received on the 22nd December 2020.

Reason: In order to define the permission.

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

3. No development shall commence until full details of the proposed surface water drainage design, including calculations and appropriate model results, have been submitted to and approved by the Local Planning Authority. This shall include the arrangements and details for surface water infrastructure management for the life time of the development. The scheme shall detail phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided. Should the design not include sustainable methods evidence must be provided to show why these methods are not feasible for this site. The surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of a phase shall be brought into use until the drainage works approved for that part have been completed.

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

4. No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority, identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources, or agreed measures to achieve the alternative fabric first approach, shall have been installed/incorporated before any part of the development is occupied, and a report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed/incorporated prior to occupation. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

Reason: In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change and given that such works could be one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences.

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

5. The dwellings shall not be occupied unless the hardsurfaced areas of the site are constructed of permeable/porous material/surfaces. Thereafter the approved permeable/porous surfacing material shall be retained.

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

6. Large scale details, including materials and finishes, at a minimum of 1:10 of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

Details of rainwater goods;  
Doors;

Windows;  
Window Reveals.

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

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

7. No demolition and/or construction works shall be carried out unless equipment is provided for the effective cleaning of the wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway. Full details of the proposed cleaning equipment shall be approved in writing by the Local Planning Authority before it is installed.

Reason: In the interests of protecting the free and safe flow of traffic on the public highway, it is essential that this condition is complied with before any works on site commence.

8. Before that part of the development is commenced, full details of the proposed external materials shall have been submitted to and approved in writing by the Local Planning Authority.

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

9. A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

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

10. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved in writing by the Local Planning Authority. Thereafter the landscaped areas shall be retained and they shall be cultivated and maintained for a period of 5 years from the date of implementation and any plant failures within that 5 year period shall be replaced.

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

11. Details of a suitable means of site boundary treatment shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority and the dwellings shall not be occupied unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

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

12. The dwellings shall not be occupied unless details have been submitted to and approved in writing by the Local Planning Authority, showing how surface water will be prevented from spilling onto the public highway. Once agreed, the measures shall be put into place prior to any of the dwellings being occupied, and shall thereafter be retained.

Reason: In the interests of highway safety and the amenities of the locality.

13. The dwellings shall not be used unless the car parking accommodation for 2 vehicles per dwelling as shown on the approved plans has been provided in accordance with those plans, and thereafter such car parking accommodation shall be retained for the sole purpose intended.

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

14. Full details of an ecological management plan with the aim of encouraging biodiversity enhancements and mitigation for the site, shall have been submitted to and approved by the Local Planning Authority, thereafter, the details outlined in the approved plan shall be implemented prior to any of the dwellings being occupied and, thereafter retained.

Reason: In the interests of biodiversity and the ecology of the area.

15. Notwithstanding the details shown on the approved plans, before the development is commenced, full details of the proposed solar PV panels shall have been submitted to and approved in writing by the Local Planning Authority. The solar PV panels shall be the type that lay flush with the roofing material. Once the details of the solar PV panels have been approved, those approved solar PV panels shall be installed prior to any of the dwellings being occupied, and thereafter, the approved solar PV panels shall be retained unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of visual amenity in the Greenhill Conservation Area.

#### **Other Compliance Conditions**

16. Surface water and foul drainage shall drain to separate systems.

Reason: To ensure satisfactory drainage arrangements.

17. Development shall not commence until a Construction Environmental Management Plan (CEMP) has been submitted to and approved by the Local Planning Authority. The CEMP shall assist in ensuring that all site activities are planned and managed so as to prevent nuisance and minimise disamenity at nearby sensitive uses, and will document controls and procedures designed to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, air quality and pollution control measures.

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

18. No gates shall, when open, project over the adjoining public highway on James Andrew Crescent.

Reason: In the interests of pedestrian safety.

19. Where access driveways give both vehicular and pedestrian access to a dwelling, the driveway shall be at least 3.2 metres in width.

Reason: In the interests of the safety of road users.

20. The Local Planning Authority shall be notified in writing when the landscape works

are completed.

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

21. Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) (England) Order 2015, or any Order revoking or re-enacting that Order, no enlargement, improvement or other alteration or extension of any of the dwellings which would otherwise be permitted by Class A to Part 1 of Schedule 2 to the Town & Country Planning (General Permitted Development) (England) Order 2015 shall be carried out without prior planning permission.

Reason: In the interests of the amenities of occupiers of adjoining property, bearing in mind the restricted dimensions of development site.

Attention is Drawn to the Following Directives:

1. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines on the Council website here:

<https://www.sheffield.gov.uk/content/sheffield/home/roads-pavements/address-management.html>

The guidance document on the website includes details of how to apply, and what information we require. For further help and advice please ring 0114 2736127 or email [snn@sheffield.gov.uk](mailto:snn@sheffield.gov.uk)

Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.

2. The applicant is advised that Sheffield City Council, as Highway Authority, require that drives/vehicular access points be designed to prevent loose gravel or chippings from being carried onto the footway or carriageway, and that they drain away from the footway or carriageway, to prevent damage or injury.
3. It is noted that your planning application involves the construction or alteration of an access crossing to a highway maintained at public expense.

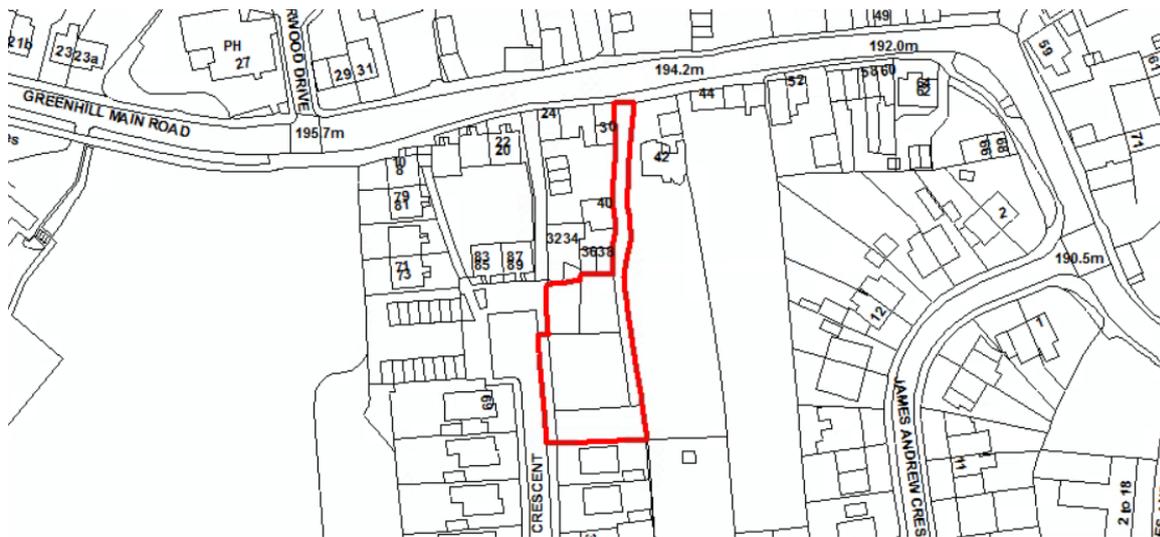
This planning permission DOES NOT automatically permit the layout or construction of the access crossing in question, this being a matter which is covered by Section 184 of the Highways Act 1980, and dealt with by:

Development Services  
Howden House  
1 Union Street  
Sheffield S1 2SH

For access crossing approval you should contact the Highway Development Control Section of Sheffield City Council on Sheffield (0114) 2736136, quoting your planning permission reference number.

4. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.
5. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

## Site Location



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## LOCATION AND PROPOSAL

This is a revised scheme to a previously refused application for residential development on land located at the rear of 32-38 Greenhill Main Road. The previously refused scheme sought consent for 5 dwellings in a single terraced block whereas, this current proposal now (as amended) seeks consent for 4 dwellings (2 pairs of semi-detached units).

The site is located within a Housing Policy Area and is also in the Greenhill Conservation Area.

The application site currently forms part of the rear gardens of nos. 32, 34, 36 and 38 Greenhill Main Road. A pedestrian footpath (serving James Andrew Crescent) runs along the full length of the western boundary of the site. The footpath provides pedestrian access through to Greenhill Main Road, where shops, schools and other services are located.

The eastern boundary of the site consists of a natural stone boundary wall of approx. 1.4 metres in height, the stone boundary wall segregates the application site from the rear garden of a neighbouring residential property (no. 42 Greenhill Main Road). There are numerous mature trees and shrubs in the garden of no. 42 Greenhill Main Road adjacent to the natural stone boundary wall.

There are a mixture of house styles and designs on James Andrew Crescent, with the common theme in this location being that most of the properties are bungalows. The western boundary of the development plot (i.e. the boundary fronting James Andrew Crescent) would form the principal frontage of the development site.

When originally submitted, this application was for 4 new dwellings in a single terraced block. However, the latest submitted plans (as amended), shows 4 new residential homes (in the form of two pairs of semi-detached dwellings) with associated car parking and landscaping.

Each of the proposed new dwellings would have open-plan living/kitchen/dining space at ground floor level and 2 bedrooms and a bathroom at first floor level. Each dwelling would also have two off-street car parking spaces, designated bin storage areas and rear garden/amenity space.

The front elevations of the new dwellings would be faced in random coursed stone and the roof would be faced in natural blue slate (the rear elevation of the new dwellings would incorporate some sections of white render). The dwellings would also incorporate solar panels to the front and rear roof slopes.

The scheme is designed such that the new access points (pedestrian and vehicular) are taken off James Andrew Crescent and, as a consequence, this would involve new openings being formed in the existing stone boundary wall.

## RELEVANT PLANNING HISTORY

83/01149/OUT – This was an outline application for the erection of two bungalows

and garages on land at the rear of 32 and 34 Greenhill Main Road. This application was conditionally approved in February 1983 but was never implemented.

17/01724/PREAPP – A pre-application enquiry to establish whether or not the site would be suitable for residential development (6 terraced dwellinghouses). The appropriate response (sent in January 2018) confirmed that whilst the principle of housing on the site was acceptable, the scheme being presented raised major concerns with officers. Those concerns related primarily to the scale of the development and the impact the development would have on the character of the area and on the living conditions of existing and future residents.

17/05025/FUL – This was an application for the erection of 5 terraced dwellinghouses. This application was refused by the Local Planning Authority (LPA) in November 2018. The LPA considered the development to be an over-development of the site and, that it would lead to unsatisfactory living conditions for the future residents of the dwellings due to poor outlook and, poor garden/amenity space. The LPA also considered that the development would be harmful to the character of the street scene and the Greenhill Conservation Area (as a result of the loss of an attractive stone boundary wall). The LPA further considered that the proposed dwellings (due to their close proximity to the rear boundary wall) would be overbearing on the rear garden of no.42 Greenhill Main Road).

The applicant appealed against the Council's decision and subsequently (in August 2019) the appeal was dismissed by the Planning Inspectorate. The Planning Inspectorate highlighted various concerns including matters relating to the scale and design of the development, the harm that would be caused to the character of the Greenhill Conservation Area, the impact on neighbouring residents and, the quality of living conditions for the future occupants of the new dwellings.

## SUMMARY OF REPRESENTATIONS

When the application was originally submitted in May 2019 (4 dwellings in a terraced block), 35 representations were received (all objecting to the proposal).

Subsequently, the scheme was amended in October 2019 (4 dwellings – 2 pairs of semi-detached dwellings) and neighbours were re-consulted which resulted in a further 11 individual representations and a petition (with 11 names on) all objecting to the proposal.

The plans were amended again in January 2020 and November 2020 (reduced ridge height and minor changes to the front facades). It wasn't considered necessary to reconsult neighbours at these stages because the changes were considered relatively minor and an improvement. However, these changes did prompt 1 further objection being received.

The objections have been summarised and are listed below:-

Design, Conservation and Character

- Officers had previously stated that the proposed form, scale and design of the new dwellings was a cause for concern because of the resulting bulky development that didn't respond positively to the existing character. This is still the case and the site will still be an over-development of the plot and will still not complement the existing buildings and character.
- The proposal will result in the loss of significant sections of the stone wall fronting James Andrew Crescent, this would be harmful to the character of the street scene and harmful to the character of the Greenhill Conservation Area and, therefore would be contrary to UDP Policy BE16. The whole of the boundary dry stone-walling should be preserved as set out on the "Greenhill Conservation Area Proposal April 2008" extending from Greenhill Main Road through to James Andrew Crescent.
- The proposed front building line of the new dwellings will be a lot closer to the public footpath on James Andrew Crescent and as such, these new dwellings will be out of character with the street scene.
- The white render on the rear elevation of the new dwellings is not in keeping and, was also a facing material that was previously rejected by officers.
- The height of the roofs appears to have been raised, as the space under the solar panels seems bigger, this will lead to loss of light.

#### Living Conditions

- The close proximity of the new dwellings to the rear garden of 42 Greenhill Main Road will cause loss of privacy and loss of light onto neighbouring gardens, and therefore would be in conflict with UDP Policy H14.
- Despite the new dwellings achieving the 50sq metres, the rear garden lengths will still be less than 10m. The Council's SPG requires the minimum garden depth of gardens spaces to be at least 10 metres.
- Unlike the previous scheme, there will be no obscure glazed windows at the rear at first floor level to the new properties and as such, privacy to the rear garden of 42 Greenhill Main Road will be compromised.
- The new dwellings would still have an overbearing relationship onto the rear garden of no.42 Greenhill Main Road (particularly as the new dwellings will all be two-storey in nature), and as such would be in conflict with UDP Policy H14.
- Residents would be more likely to support bungalows on the site because they would be more in keeping and have a much lesser impact on neighbouring residents.
- The two-storey dwellings will block out views of the existing mature trees and greenery behind the site on the garden of 42 Greenhill Main Road (a contributing feature in the conservation area).

- Bringing the development forward in order to accommodate the required 10 metre distance from the garden of no.42 Greenhill Main Road at the rear, brings the development significantly forward of the building line of the bungalows on that side of James Andrew Crescent and also brings the new dwellings closer to the houses directly opposite on James Andrew Crescent thereby causing loss of privacy to those neighbours.

#### Highway/Parking matters

- Access needs to be maintained to the garages and parking spaces located at the head of the cul-de-sac on James Andrew Crescent. Traffic levels have increased in the area and there are already many instances when people (particularly at school pick-up times) park on James Andrew Crescent. This proposal will add to the traffic congestion/levels and could compromise pedestrian safety.
- The creation of multiple crossing points will increase the risk of harm to pedestrians walking along the public footpath on James Andrew Crescent.
- The proposal will result in the removal of all on-street/kerbside parking in that end of the cul de sac currently used by carers, visitors and tradespeople coming to the flats.
- The end of James Andrew Crescent is the area where most vehicles have to turn around, and therefore, it's important that the area remains clear of traffic and parked cars. The new development would lead to more associated traffic parking in this area which could hamper vehicles needing to turn around.
- There's no off-street car parking provision for visitors coming to the development.
- Vehicles reversing out of the parking spaces will create risks for pedestrians walking along the footpath.
- The reduction of the scheme from 5 units to 4 units will have no effect on the traffic problems on James Andrew Crescent because the congestion and parking problems have increased since the initial application for development on the site was lodged.
- It is essential that there is parking and easy access at the turning space for emergency vehicles, refuse lorries, community transport etc.

#### Other issues

- There are some errors in the Design & Access Statement, it refers to the address being 32-38 James Andrew Crescent , this is incorrect and misleading (it should be 32-38 Greenhill Main Road).

- The scheme still creates the same issues that were mentioned in the previous officer's planning report for refused the 5-dwelling scheme.
- The loss of large areas of the stone boundary wall on James Andrew Crescent will create significant security issues for neighbouring properties.
- There are several mature trees in the rear garden of the neighbouring property (no.42 Greenhill Main Road). Some of those trees have root zones that extend into the development site and which could be affected by the development.
- There would be a lot of disruption and nuisance caused for the local residents that live on James Andrew Crescent as a result of the heavy traffic, noise, parking congestion etc. during the construction phase of the development.
- The removal of bushes and trees at the southern end of the site would detract from the appearance of the site.
- The applicant is urged to reconsider the current proposals and to go down the line of the earlier outline application (83/01149/OUT) which saw two bungalows with garages approved on the site. Such a proposal would be more in keeping with the character of the immediate area.
- If any planning permission is to be granted for the site, conditions should be imposed requiring 2 metre high close boarded fencing at the side and rear of the plots thereby helping with security and maintaining some degree of privacy at ground level.
- There is already an on-going problem with drains on James Andrew Crescent relating to property nos. 36 to 42. Allowing this development with more hard surfacing would make the drainage situation worse.
- The comments raised by the Planning Inspectorate when determining the Planning appeal raised several concerns which have still not been addressed in this current application. Some of those comments included:-
  - i) The backdrop and views of foliage and trees on the garden of no.42 Greenhill Main Road make a valuable contribution to the character of the conservation area, the loss of those views of the trees and shrubs would be detrimental to the conservation area. Likewise, the Inspector also considered that the loss of virtually all of the stone boundary wall (fronting James Andrew Crescent) would be detrimental to the conservation area.
  - ii) Some of the contemporary design features and facing materials of the scheme were considered to be at odds with the character of the conservation area.
  - iii) Because of the close proximity of the new dwellings to the rear boundary, the dwellings would have an overbearing presence on the rear garden of 42 Greenhill Main Road. Furthermore, because of the high number of first floor windows of all of the new dwellings and, the

close proximity of those dwellings to the boundary, the Appeal Inspector took the view that despite those first floor windows being obscure glazed, they would create a perception of overlooking and loss of privacy onto the rear garden of no.42 Greenhill Main Road.

The applicant has stated on the original application form that the proposal will have no impact on any biodiversity. Local residents however have stated that there is bat activity in the area, as well as toads and, it's quite possible that there may be some other protected species in the area.

## PLANNING ASSESSMENT

### Policy

#### National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) sets out the Government's revised planning policies for England and how these are expected to be applied. The key consideration to be taken from the NPPF is a 'presumption in favour of sustainable development'. The document summarises delivering sustainable development as planning for prosperity (economic role), for people (social role), and for places (environmental role).

Paragraph 11 states that decisions should apply a presumption in favour of sustainable development which for decision making means:

- (c) approving developments that accord with an up to date development plan without delay; and
- (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, granting permission unless:
  - i) The application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed or;
  - ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the framework taken as a whole.

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

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

## Local Policy

The site is identified on the Sheffield Unitary Development Plan (UDP) Proposals Map as being within a Housing Policy Area and also being within the Greenhill Conservation Area.

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

- BE5 (Building Design and Siting)
- BE15 (Areas and Buildings of Special Architectural or Historic Interest)
- BE16 (Development in Conservation Areas)
- BE17 (Design and Materials in Areas of Special Architectural or Historic Interest)
- H10 (Development in Housing Areas)
- H14 (Conditions on Development in Housing Areas)

Relevant Core Strategy Policies are:

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

## Principle of Development, Land Use and Housing Supply

The site is in an allocated Housing Area as defined in the Sheffield UDP. Policy H10 of the UDP 'Conditions on Development in Housing Areas' identifies housing (use class C3) as the preferred use of land in the policy area. Therefore, the principle of the redevelopment of this site for housing purposes is considered to accord with policy H10. Policy H10 promotes new homes as the priority use in housing areas across the city, which facilitates housing delivery and is consistent with paragraphs 59 and 67 of the NPPF.

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

Policy CS22 is only partly in conformity with the NPPF. As the Core Strategy is now more than 5 years old, the NPPF states that the housing requirement must be based on the local housing need figure using the Government's standard methodology. In accordance with the Sheffield Housing and Economic Land Availability Assessment report, as of September 2020, the gross number of dwelling completions was 3,101 homes in 2019/20 (this represents a 55% increase on the previous year), the majority of CS22 therefore carries very limited weight. However, the policy states that a 5-year supply of deliverable sites will be maintained at all times, and the most recent published monitoring data (February 2020) concludes that there is a 5.1 year supply. This part of the policy is in conformity with the NPPF.

In respect of paragraph 11 of the NPPF, as Sheffield is able to demonstrate a five-year housing supply, the most important policies in the determination of this application are not automatically considered to be out of date. The most important local policies in the determination of this application, which in this case relate to housing land supply, design, highway related impacts, sustainability, amenity and, conservation area impact, do, when considered as a collection, align with the Framework. As such section d) of paragraph 11 is not applied in this instance.

The development of 4 dwellings would make a small contribution towards the Council's housing land supply of deliverable sites and this should be afforded some weight as a material consideration.

Paragraph 68 of the NPPF states that 'small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should... support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes'.

#### Sustainable Use of Land

National Planning Policy Framework (NPPF) at paragraph 123 identifies the importance of making sure developments make optimal use of the potential of each site. Para 123 c) states that local authorities should refuse applications which they consider to not make efficient use of land, taking into account the policies contained in the NPPF.

Core Strategy Policy CS23 seeks to focus at least 90% of new dwellings in the main urban area. The proposals are in accordance with this policy.

Paragraph 118(c) of the NPPF gives "substantial weight to the value of using suitable brownfield land within settlements for homes", which is consistent with the strong approach taken in Policies CS23 and CS24, and reflected in the policy target of delivering no more than 12% of new homes on greenfield land (in this instance the proposal is located on a greenfield site since the NPPF states that the definition of 'previously developed' excludes land in built-up areas such as residential gardens). Greenfield development can be accepted on small sites within the existing urban areas where it can be justified on sustainability grounds as specified in Policy CS24 (b) or where monitoring shows that there is less than a 5-year supply of deliverable sites – CS24 d). Given the fine margin in Sheffield's Housing supply at present (5.1 years), part d) of the policy is considered to have moderate weight.

Currently in Sheffield, as development on greenfield land only accounts for approx. 5 to 6%, officers are satisfied that the proposed development of the site would accord with the aims of paragraph 118 of the NPPF and also satisfying Core Strategy Policy CS24, thereby supporting the Government's objective of significantly boosting the supply of new homes in the city (NPPF paragraph 59).

Core Strategy policy CS26 seeks to make efficient use of land for new homes and

sets out appropriate density ranges for different types of location according to accessibility. This site is located close to regular bus routes, schools, shops and services at Greenhill and therefore is considered to be in a relatively sustainable location.

The site is in an urban area where CS26 identifies the appropriate density range is between 30 to 50 dwellings per hectare. In this instance, the proposal seeks to erect 4 dwellings on a piece of land with a site area of approximately 704sqm. The proposed development would therefore have a density level of approximately 57 dwellings per hectare.

This density range would be marginally higher than the recommended density range (30 to 50 dwellings per hectare). The policy does allow for densities outside the specified range where this reflects the character of the area. The impact of the development on the character of the area is considered in more detail elsewhere in this report, however for the purposes of policy CS26 the density reflects that of the surrounding area and the marginal exceeding of the density range is, in principle considered acceptable.

#### Design and Impact on the Character of the Conservation Area

Core Strategy policy CS74 'Design Principles' requires development to enhance distinctive features of the area. This is echoed in UDP policies H14 'Conditions on Development in Housing Areas' and BE5 'Building Design and Siting' which require good design to be in keeping with the scale and character of the surrounding area.

Chapter 12 of the NPPF requires good design, with paragraph 124 stating good design is a key aspect of sustainable development and should contribute positively to making places better for people. Paragraph 130 requires that planning permission should be refused for development of poor design that fails to take opportunities available for improving the character and quality of an area.

The NPPF focuses on achieving well designed places and good design. Policies BE5, H14 and CS74 are consistent with the NPPF and are therefore considered to carry significant weight.

As the site lies within the Greenhill Conservation Area policies BE15 'Areas and Buildings of Special Architectural or Historic Interest', BE16 'Development in Conservation Areas' and BE17 'Design and Materials in Areas of Special Architectural or Historic Interest' of the UDP are relevant.

These policies require high quality developments which seek to preserve or enhance the character of conservation areas and the city's heritage.

Chapter 16 of the NPPF considers the conservation and enhancement of the historic environment and states that when considering the impact of a development on the significance of a heritage asset, great weight should be given to the asset's conservation, and (para 194) that any harm to the asset from development within its setting should require clear and convincing justification. It further states that substantial harm to assets of the highest significance should be wholly exceptional.

This approach is reflective of the aims of policies BE16, and 17, and therefore these policies can be afforded significant weight.

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

The site lies on the outer edge of the Conservation Area and represents something of a buffer between the historic features of Greenhill village and modern housing on James Andrew Crescent. That is not to say that development of the site should not occur, and a development which successfully relates to the Conservation Area can be supported.

The proposed development has been scaled down from what had originally been proposed (i.e. from 5 dwellings in a single terrace block, to 4 dwellings as 2 pairs of semi-detached dwellings). Two-storey semi-detached dwellings are not uncommon in the area and there are semi-detached dwellings on James Andrew Crescent and on Greenhill Main Road.

By having two pairs of semi-detached dwellings, the mass of built form has been broken down and this has also allowed for some space to be created between the two blocks, thereby allowing views from James Andrew Crescent, between the dwellings/blocks on to the existing trees and greenery located at the rear of the development site in the rear garden of no.42 Greenhill Main Road. This is a positive response to the Inspector's reasoning in the dismissed appeal.

The introduction of the two pairs of semi-detached houses does not conflict with any well - established rhythm of street scene given that it sits between two very distinct groups of development.

To allow for a rear garden depth of 10 metres, the new dwellings have been edged forward towards the back edge of the footpath on James Andrew Crescent. Whilst it will lead to a staggered front building line and the new dwellings having smaller front gardens, this is a common feature of the Conservation Area reflecting a more organic approach to layout patterns in the locality. As an example, nos. 12 to 22 Greenhill Main Road have virtually no front gardens and have principal windows close to the public footpath.

The latest plans show the new dwellings to be faced in natural stone with improvements now also being made to windows and doors (now showing as being better proportioned and, framed in stone heads, cills and vertical surrounds). The new front doors to the dwellings will all be solid 4-panel doors in an appropriate heritage colour. The proposed windows would also have 100mm reveals which adds to the overall design quality of the scheme making the dwellings look more attractive and sympathetic to the character of the conservation area. In terms of their appearance, these proposed new dwellings now closely resemble the stone-built dwellings located at nos. 48 to 54 Greenhill Main Road. The revised plans now also show some soft landscaping in the short front gardens of the new dwellings, which

will help soften the appearance of the development.

The design, facing materials and detailing of the new dwellings is now considered to be more appropriate in this Conservation Area setting. Although partial render is being proposed on the rear elevations of the new dwellings, those elevations are not visible in the public domain and therefore it would be difficult to argue any harm in this instance.

The changes to layout, form, facing material and detailing ensure the development relates to the conservation area rather than the design and form of the bungalow properties on James Andrew Crescent.

Although it will be reduced in height to 900mm, the development will retain more substantial sections of the stone boundary wall (that faces onto James Andrew Crescent) than had been proposed with the previously refused scheme. It is considered that this will help to preserve to an acceptable degree an attractive feature of both the street-scene and the conservation area. Stone boundary walls represent a distinctive feature of the Greenhill Conservation Area. The relatively small sections to be lost would facilitate vehicular access in a manner which is common throughout the Conservation Area.

The overall design and use of materials on the new dwellings is considered to be of good quality and will maintain the character of the Conservation Area.

Appropriately worded planning conditions would need to be imposed to ensure that the quality of the scheme is not diluted in any way and that good quality materials will be used throughout the scheme.

This being the case it is considered that the proposal creates less than substantial harm to the identified heritage asset.

Paragraph 196 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

In this case the public benefits arise from the provision of additional housing to the city's housing stock, and the short-term economic benefits of job creation in construction.

Overall, the proposals are considered to maintain the character of the Greenhill Conservation Area. In these circumstances, the proposals comply with Policies BE15, BE16, BE17, and, CS74 and the corresponding paragraphs of the NPPF.

#### Living Conditions

Unlike the previously refused application where the dwellings had rear garden depths of between approx. 5.5 to 6.5 metres, this scheme shows the rear gardens as being 10 metres which satisfies supplementary planning guidance (SPG) guidelines on minimum separation distances of rear gardens.

Officers acknowledge the Planning Inspector (when dealing with the planning Appeal, with a 5.5 to 6.5m distance) indicated that the high number of first-floor windows would despite being obscure glazed still create a perception of overlooking onto the rear garden of no.42 Greenhill Main Road. In the current scheme, the applicant has achieved the minimum 10 metre rear garden depth requirement and the first-floor windows facing no.42 are clear glazed. These windows serve one rear facing bedroom on each property and would have a 10m distant view of a garden area towards the far end of the garden of no.42. rather than the area closest to the dwelling where privacy needs are greater.

The presence of existing trees located within the rear garden of no 42 Greenhill Main Road offers some additional screening in the summer when the trees are in leaf.

Supplementary Planning Guidance requires a minimum of 50sq metres private amenity space for each dwelling. In this instance, the smallest plot will achieve approx.78 sq. metres of amenity space and the largest plot will achieve approx. 81 sq. metres. In this respect therefore, the development will achieve adequate amenity space for the needs of the future occupants of the development.

Each of the 4 new properties will have its own dedicated bin storage area.

In this context it is considered that the proposals have appropriate living conditions for future occupants and will not result in a harmful impact upon the living conditions of neighbouring residents.

#### Highway Considerations and Car Parking

The NPPF (at paragraph 109) states that development should only be refused or prevented on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impact on the road network would be severe.

Policy H14 of the UDP states that planning permission will be granted for houses only if there would be appropriate off-street car parking for the needs of the people living there.

The Council's Car Parking Guidelines indicate that the maximum provision for a 2-3 bedroom dwelling should be 2 off-street spaces, which the proposal accommodates in a tandem formation which although not an ideal arrangement, reduces visual impact and is a commonplace arrangement. Each access drive has also been widened slightly to improve visibility in conjunction with the existing stone boundary wall being reduced in height to 0.9 metres.

The provision of off-street parking will prevent the congestion issues raised by residents from materialising.

The proposal will require an existing street light (on James Andrew Crescent) to be relocated to accommodate a new access drive. The relocation of the street light would have to be done at the applicant's expense.

In this context, officers are satisfied that the proposal raises no highway safety concerns.

## Climate Change

Core Strategy policy CS65 seeks to promote renewable energy and carbon reduction and requires developments to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

Because the streetscape calls for an east-west orientation of the units, the applicant is proposing to install solar PV panels that are easterly and westerly facing, this will generate renewable energy that would service the new dwellings and go a long way in meeting the requirements of core strategy CS65. In order to minimise the impact of these features on the character of the Conservation Area, a condition will be imposed to secure appropriate details.

With regard to flooding and flood risk, the site is located within Flood Zone 1 area (low risk) and therefore a flood risk assessment is not required in this instance. Drainage conditions can ensure an appropriate level of surface water discharge from the site

## Landscaping & Biodiversity

NPPF paragraph 170 states that developments should contribute to and enhance the natural environment and provide net gains for biodiversity and paragraph 175 d) states that opportunities to incorporate biodiversity improvements should be encouraged in new development.

The development would result in the removal of areas of vegetation including some small ornamental trees and shrubs from the site particularly towards the southern end adjacent to the boundary wall that fronts onto James Andrew Crescent. Whilst this is not ideal the existing features are not of sufficient public amenity or ecological value to prevent development. Substantial green areas will be reintroduced and planning conditions requiring a soft landscaping and bio-diversity measures (for example bird and bat boxes) will be incorporated.

## Community Infrastructure Levy (CIL)

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

In this instance the proposal falls within a Zone 4 area where there is a CIL charge of £50 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.

## SUMMARY AND RECOMMENDATION

This is a revised application of a previously refused scheme which was also subsequently dismissed on Appeal by the Planning Inspectorate. The application seeks planning permission for the erection of 4 residential dwellings (2 pairs of semi-detached dwellings) on greenfield land at the rear of 32 – 38 Greenhill Main Road. The site is located within a Housing Policy Area and is also within the Greenhill Conservation Area.

The proposed new dwellings would be 2-bed units and each of the units would have 2 off-street car parking spaces.

The application has resulted in excess of 40 representations being received and a separate petition with 11 names on from local residents. All of the representations have raised objections to the proposal. The key reasons for objections are based on the new dwellings being an over-development of the site; the new dwellings being harmful to the character of the street-scene and the conservation area; the detrimental impact on the amenities of neighbouring residents (overbearing/loss of privacy); the loss of an attractive stone boundary wall and highway safety issues.

However, the proposed development is a reduced and improved scheme from the previously refused application. The dwellings meet the recommended guidelines for minimum separation distances and garden sizes as outlined in the Council's SPG for householder extensions. The living conditions for neighbouring residents and future occupants will therefore be acceptable.

The site is located within a sustainable location and a density level that is marginally higher (at 57 dwellings per hectare) than the recommended density level for this type of area (30 to 50 dwellings per hectare) is accepted as it reflects the character of the area. The proposal will not create any highway safety issues.

The new dwellings will be constructed in high quality materials (natural stone and blue slate) and, will incorporate traditional design features that are appropriate in conservation areas. More substantial sections of the boundary wall are retained and space between dwellings is increased relative to the previous approval.

The provision of a further four housing units overall would make a small but positive contribution to the city's housing supply at an acceptable density, would contribute to the diversity of the housing stock in the area and provide economic benefit during construction all of which amount to a public benefit.

The harm to the Greenhill Conservation Area is considered less than substantial and the public benefits of the scheme are considered sufficient in this case to outweigh that less than substantial harm.

Furthermore, given the push by Local Government for diverse, quality residential developments, the scheme is considered to fall within the overarching aims of the National Planning Policy Framework. The NPPF's presumption in favour of sustainable development supports the scheme as do those local policies which align with their counterparts within the NPPF.

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

In conclusion, given the above it is therefore felt that, the scheme meets the relevant requirements of the NPPF and UDP policies BE5, BE15, BE16, BE17 and H14, and Core Strategy policies CS23, CS24, CS26 and CS74.

Overall, the proposals are considered acceptable and in accordance with the intention of the quoted policies. It is therefore recommended that planning permission be granted subject to appropriate conditions.