

REPORT TO CITY CENTRE SOUTH AND EAST PLANNING DATE 21/05/2012  
AND HIGHWAYS COMMITTEE

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REPORT OF DIRECTOR OF DEVELOPMENT SERVICES ITEM

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SUBJECT APPLICATIONS UNDER VARIOUS ACTS/REGULATIONS

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SUMMARY

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RECOMMENDATIONS

SEE RECOMMENDATIONS HEREIN

THE BACKGROUND PAPERS ARE IN THE FILES IN RESPECT OF THE PLANNING  
APPLICATIONS NUMBERED.

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FINANCIAL IMPLICATIONS N/A

PARAGRAPHS

CLEARED BY

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BACKGROUND PAPERS

CONTACT POINT FOR  
ACCESS

Chris Heeley

TEL  
NO:

0114 2736329

AREA(S) AFFECTED

**CATEGORY OF  
REPORT**

OPEN

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Application No.	Location	Page No.
11/03524/OUT (Formerly PP-01682343)	Curtilage Of 35 Greenhill Main Road And Meadowhead Avenue Sheffield S8 7RB	5



SHEFFIELD CITY COUNCIL

Report Of The Head Of Planning  
To The CITY CENTRE AND EAST Planning And Highways Committee  
Date Of Meeting: 21/05/2012

LIST OF PLANNING APPLICATIONS FOR DECISION OR INFORMATION

\*NOTE\* Under the heading "Representations" a Brief Summary of Representations received up to a week before the Committee date is given (later representations will be reported verbally). The main points only are given for ease of reference. The full letters are on the application file, which is available to members and the public and will be at the meeting.

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Case Number	11/03524/OUT (Formerly PP-01682343)
Application Type	Outline Planning Application
Proposal	Erection of detached dwellinghouse and garage
Location	Curtilage Of 35 Greenhill Main Road And Meadowhead Avenue Sheffield S8 7RB
Date Received	07/11/2011
Team	CITY CENTRE AND EAST
Applicant/Agent	Coda Studios Ltd
Recommendation	Grant Conditionally

Subject to:

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

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

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

Drawing 1874-001 dated 27.04.12.  
Drawing 1874-002 dated 07.11.11.  
Drawing 1874-003 dated 07.11.11.  
Drawing 1874-004 dated 07.11.11.  
Drawing 1874-005 dated 07.11.11.

Drawing 1874-006 dated 07.11.11.  
Drawing 1874-007Rev.A dated 27.04.12.  
Drawing 1874-008 dated 27.04.12.  
Tree Impact Assessment Plan dated 07.11.11.

unless otherwise authorised in writing by the Local Planning Authority.

In order to define the permission.

- 3 The development shall not be commenced unless and until full particulars and plans thereof shall have been submitted to the Local Planning Authority and planning approval in respect thereof including details of (a) Access, (b) Appearance, (c) Landscaping, (d) Layout and (e) Scale (matters reserved by the permission) shall have been obtained from the Local Planning Authority.

Until full particulars and plans of the development (including details of the matters hereby reserved) are submitted to and approved by the Local Planning Authority they cannot agree to the development proceeding.

- 4 The development shall not be commenced unless and until full particulars and plans thereof shall have been submitted to the Local Planning Authority and planning approval in respect thereof including details of all reserved matters (matters reserved by this permission) shall have been obtained from the Local Planning Authority.

Until full particulars and plans of the development (including details of the matters hereby reserved) are submitted to and approved by the Local Planning Authority they cannot agree to the development proceeding.

- 5 Application for approval in respect of any matter reserved by this permission must be made not later than the expiration of three years from the date of this decision.

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

- 6 The development shall be begun not later than whichever is the later of the following dates:- the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

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

- 7 Before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of suitable and sufficient car parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority and the dwelling shall not be used unless such car parking accommodation has been provided in accordance with the approved plans and thereafter such

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

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

- 8 The design of the dwelling shall include a sprinkler system.

In order to ensure the safety of occupants in the event of a fire.

- 9 No development shall commence until full details of measures to protect the existing (variable: trees, shrubs, hedge/s) to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2005 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development unless otherwise approved.

In the interests of the visual amenities of the locality.

Attention is drawn to the following justifications:

1. The decision to grant permission and impose any conditions has been taken having regard to the relevant policies and proposals from the Sheffield Development Framework and the Unitary Development Plan set out below:

H10 - Development in Housing Areas  
H14 - Conditions on Development in Housing Areas  
BE16 - Development in Conservation Areas  
BE19 - Development affecting Listed Buildings  
GE11- Nature Conservation and Development  
GE15 - Trees and Woodland  
CS31 - Housing in the South West Area  
CS51- Transport Priorities  
CS53 - Management of Demand for Travel  
CS64 - Climate Change, Resources and Sustainable Design of Developments  
CS74 - Design Principles  
National Planning Policy Framework.

Overall it is considered that the development complies with the relevant policies and proposals, and would not give rise to any unacceptable consequences to the environment, community or other public interests of acknowledged importance.

This explanation is only intended as a summary of the reasons for grant of planning permission. For further detail on the decision please see the application report at [www.sheffield.gov.uk/planningonline](http://www.sheffield.gov.uk/planningonline) or by calling the planning officer, contact details are at the top of this notice.

Attention is drawn to the following directives:

1. 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:

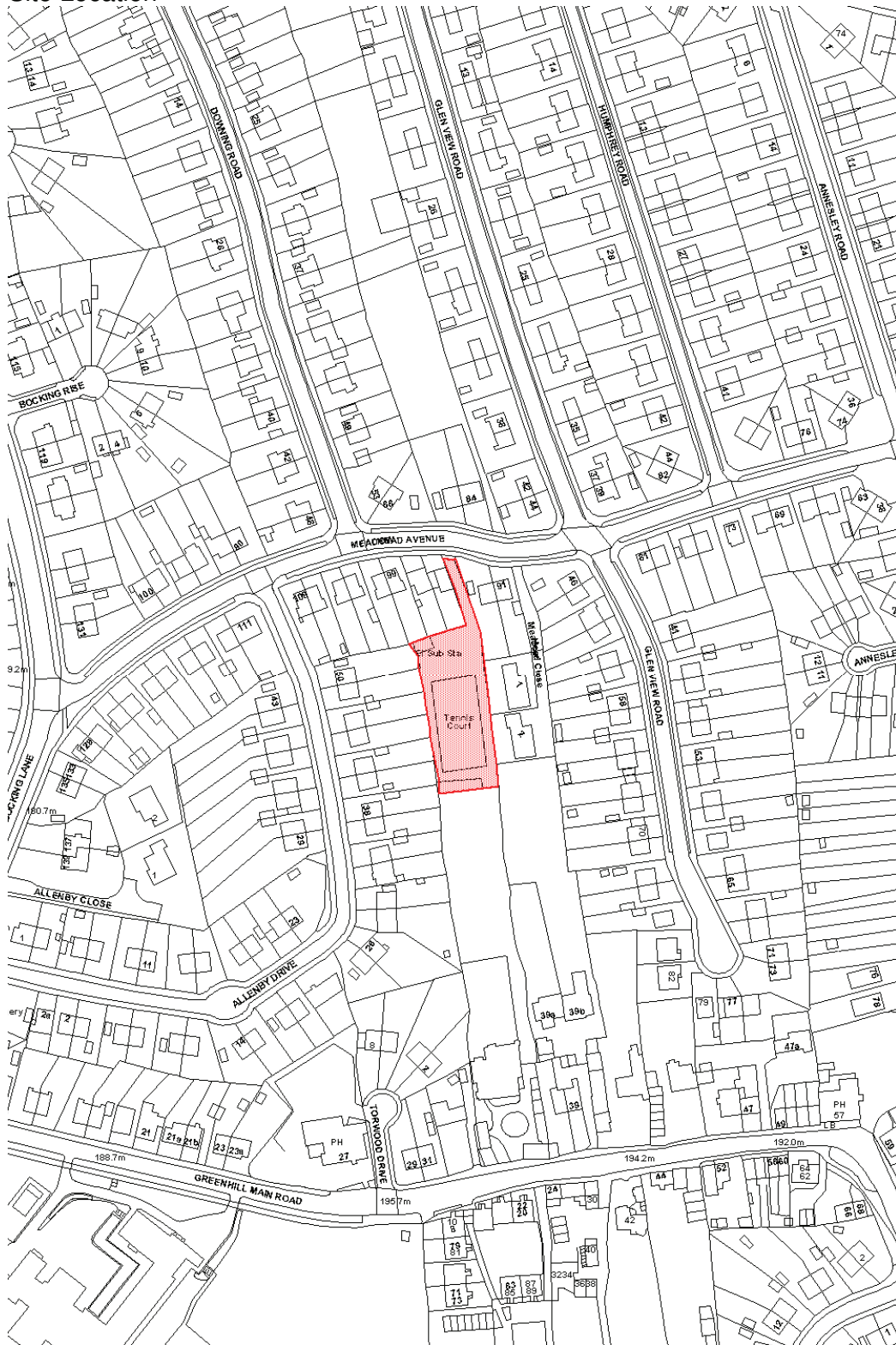
Development Services  
Howden House  
1 Union Street  
Sheffield S1 2SH

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.

2. The Council is responsible for allocating house numbers and road names to both new developments and conversions of existing buildings. Developers must therefore contact the Council's Street Naming and Numbering Officer on (0114) 2736127 to obtain official addresses for their properties as soon as construction works commence.
3. 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.



Site Location



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## LOCATION AND PROPOSAL

This application relates to the rear section of the garden of 35, Greenhill Main Road and seeks outline planning permission for a single dwelling, associated double garage garden and access taken from Meadowhead Avenue.

35, Greenhill Main Road, entitled The Manor, is a Grade 2 Listed building that lies within the Greenhill Conservation Area and the house has a long back garden that falls from the higher ground upon which the house sits, running between existing housing either side until the end which borders rear gardens associated with Meadowhead Avenue. An access track runs from the end of the garden to Meadowhead Avenue and this currently serves the electricity sub station at the rear of 99, Meadowhead Avenue.

The garden is approximately 140 metres long from the rear of The Manor to the back gardens of 95 to 99, Meadowhead Avenue. The width varies from 20 to 25 metres wide. The application site, very broadly, covers the former tennis court which has a tarmac surface and the grassed areas around it. There is mature planting in the form of trees and hedgerows along the north, west and south boundaries of the application site. Along the east edge is a more formal, lower hedge. The site is 90 metres from the rear of The Manor.

All neighbouring development is residential. To the north and west is established two storey semi detached housing with gardens varying in depth between 13 and 23 metres. To the east is backland development in the form of two bungalows located at the rear of 91 and 93, Meadowhead Avenue which are served by Meadowhead Close. Both lie about 6 metres away from the edge of the application site.

The application is outline with all matters reserved but a detailed indicative proposal, as amended, has been submitted in support of the application. Access is

taken via the existing single width access track from Meadowhead Avenue. This would lead to a turning area that would also serve the double garage. The house would be sited in the southern part of the site with garden areas to the north and south but there would be space either side to the east and west which would vary between 4.5 and 7 metres.

The house as demonstrated on the indicative plans would be of a modern, contemporary design. The central ridge running north to south would rise to 2 storeys but the roof would drop from this resulting in an eaves height of between 2.1 and 3.4 metres along each side. All principle windows would face north and south and external materials would be a mix of brick, render and timber cladding. Existing landscaping would be supplemented to provide additional screening.

#### RELEVANT PLANNING HISTORY

82/01171/OUT. Outline application for a single dwelling and garage refused 23.03.1983. The access was considered to be unacceptable particularly for fire service vehicles.

#### SUMMARY OF REPRESENTATIONS

12 individual letters of objection have been received from residents which set out the following comments.

The access runs between two houses and cannot be widened. This will limit traffic and emergency service access.

Meadowhead Avenue suffers from heavy on street parking and access into the site will be difficult.

There would be a danger to pedestrians because of limited visibility caused by existing houses.

The earlier refusal was because of a sub standard access. This has not changed so this application should be refused as well.

If the property was sublet on a room only basis then there would be more cars.

There would be disruption to neighbours, particularly during building works.

The design of the house would not be in keeping with the surrounding area as there are no other dormer bungalows nor any other timber clad buildings.

This will increase the carbon footprint of Greenhill.

Loss of privacy and light particularly to the east and west because of low level hedges.

There is a danger of roof extensions making it higher.

A smaller bungalow on the site would be more appropriate.

This is an unacceptable proposal that would have a detrimental impact on the Greenhill Conservation Area and Listed building.

The loss of trees is unacceptable and there would be a loss of open space in a built up area.

Detrimental impact on wildlife because of loss of vegetation.

The loss of tree T13 will reveal dead foliage and the location of the garage will harm the roots of the adjoining oak tree.

The Design and Access Statement says that there has been community consultation but this has not happened.

There are electric cables beneath the access road.

There would be a detrimental impact on drainage in the area because there are springs in the vicinity of the Manor House.

The loss of the security gates at the entrance from Meadowhead Avenue would affect security of the sub station.

25 standard letters have also been received from local residents which repeat many points already set out above. However, there are a number of additional comments.

The development would have an overbearing nature.

The Fire Service rejected the previous application because of the inadequate access.

No information has been provided about the sustainable drainage system.

Councillor Clive Skelton objects to the application.

Impact on the visual amenity of the area.

Site access is not acceptable.

Severe impact on wildlife.

Impact on trees.

Meg Munn MP has also expressed her concerns.

This would be built in the grounds of a Listed building and would also impact on the Greenhill Conservation Area.

The access is via a narrow grassed track from Meadowhead Avenue which is unsuitable for construction and large delivery vehicles.

Emergency vehicles would find it difficult to access the site.

## PLANNING ASSESSMENT

### Land Use Policy.

The adopted Unitary Development Plan (UDP) shows that the application site is designated as a housing policy area. UDP policy H10 says that housing is the preferred use so the broad principle is acceptable.

Government planning guidance in the form of the National Planning Policy Framework (NPPF) says, in paragraph 48, that Local Planning Authorities (LPA) should make allowance for windfall housing sites in the five year supply but this should not include residential gardens. The NPPF goes on to say in paragraph 53 that Local Planning Authorities should consider setting out policies to resist inappropriate development of residential gardens, for example where they would cause harm to the local area.

There is, therefore, a presumption against inappropriate development in private gardens so to establish whether or not this proposal is 'inappropriate' the application needs to be set against all relevant policy criteria and material considerations.

The NPPF also re-affirms previous national policy advice by excluding private residential gardens from the definition of previously developed land.

Core Strategy policy CS24 gives priority for the development of new housing on previously developed land and states that no more than 12% of dwellings should be constructed on greenfield land in the period up to 2025/26. It also states that such development should only occur on small sites within urban areas, where it can be justified on sustainability grounds. The current house completion database shows that 5.4% of new houses have been built on Greenfield sites so the proposal would be well within the 12% threshold.

The site is small within an existing urban area and sustainably located in that it is within 270 metres of a local shopping centre which includes a convenience foodstore, restaurants, post office and other shops. A number of bus services are available from stops within the centre and along Bocking Lane which is 220 metres away from the site. Buses run at about every 15 minutes in each direction. In this context, the development of this small Greenfield site for new housing complies with the aims of policy CS24.

### Layout, Design and External Appearance.

The application is outline with all matters reserved but the applicant has submitted a detailed layout and design which gives a clear indication on how the proposal would develop.

UDP policy H14 and Core Strategy policy CS74 expect good quality design in keeping with the scale and character of the surrounding area.

Core Strategy policy CS31 deals with housing in the south west area and this says that priority will be given to safeguarding and enhancing its areas of character. Although the application site lies in south Sheffield it does not lie within the area covered by this policy. The policy defines 'south west' as between the Manchester Road and Abbeydale Road corridors.

The indicative layout shows the house sited centrally in the southern part of the application site. Access would be via the existing access track taken from Meadowhead Avenue and the double garage would be sited in the north part of the site, served by the turning area/driveway. There is ample space to provide garden space; 15 metres deep on the south side and 9 metres deep to the north. There is also space at the sides of the house and for screen planting to supplement existing trees and hedges and a planted strip would keep the electricity sub station separate from the house and garden. The application site can accommodate a house of the footprint shown indicatively.

With respect to the design and external appearance, the indicative drawings show a modern dormer bungalow with double height glazing at the north and south sides, the external treatment being brick, render and wooden cladding. The roof space would accommodate much of the bedroom space and this means that the shallow pitched roof has a low eaves height from one to one and a half storeys high.

The indicative design is different to any of the existing housing development around the site. There is a mix of house types in terms of scale, design and materials along Greenhill Main Road but these are all 90 metres or further away at a higher level and they do not relate closely to the proposal. To the north, west and east of the site are semi detached houses that front on to Meadowhead Avenue, Glen View Road and Allenby Drive which are all two storeys high of a similar brick design. Although having a larger footprint than these houses, the indicative proposal would not be out of scale with neighbouring houses, particularly as it would be of a reduced height.

It is important to consider the impact on the character of the area. Core Strategy policy CS74 requires development to enhance distinctive features and the size and openness of the gardens behind houses in this locality do fall into the distinctive category. The proposal would be located within a site that lies between two bungalows, which are backland development, and the gardens of more established housing. Also, the application site is currently a disused tennis court with trees around. It is not the case that the development, as indicated, would be unduly prominent because of the scale and massing, the screening and the remaining extensive areas of open gardens. There would be a change with the introduction of this new house but this change would not alter the distinctive openness to such a degree as to merit resisting the application on this issue.

A single storey brick double garage would be built in the north of the site. This would be a plain and standard design which would be acceptable in matching brick to the house.



There are two bungalows that are next to the application site to the east which are of a different design to the predominant semi detached houses. It is important to note that these and the proposal are and would not be visible from the roads around them, not even through gaps between the semi detached houses because of level changes.

The indicative design of the proposal is of good quality, meets the design policy criteria and is considered to be acceptable. It is not the case that it would be unacceptable simply because it would be different to existing development. However, any permission is agreeing to the principle of the development and subsequent reserved matters submissions could result in revised details of external design.

Sustainability.

As described above, the development is considered to be in a reasonably sustainable location being within an existing urban area and close to local facilities.

Core Strategy policy CS64 says that all new buildings must be designed to reduce emissions of greenhouse gases, making best use of solar energy, passive heating and cooling, natural light and natural ventilation. They should also be designed to use resources sustainably. This includes minimising water consumption, maximising water recycling, minimising waste and other means.

The Design and Access Statement supporting the application says that the design would be sustainable but nothing specific has been set out as this is an outline proposal aimed at establishing the principle of the development only. This matter will be addressed in detail during the Reserved Matters stage.

Impact on the amenities of existing residents.

UDP policy H14 says that new development in housing areas should not cause harm to the amenities of existing residents.

Core Strategy policy CS74 requires new development to contribute to the creation of successful neighbourhoods.

It is important that the proposal would not result in a loss of privacy to neighbours nor result in a development having an overbearing nature which would be to the detriment of neighbours' amenities. It is considered that the properties most likely to be affected by this proposal are the two bungalows to the immediate east of the site and 36 to 50 (even) Allenby Drive.

The applicant has provided sections through the site which demonstrates the relationship of the indicative proposal with these houses.

The cross section which includes the proposal, 42, Allenby Drive, 60, Glen View Road and 2, Meadow Head Close shows that the eaves and ridge lines of the indicative proposal would be very similar to the bungalow at 2, Meadow Head Close. A more detailed section taken through 42, Allenby Drive, the proposal and

2, Meadow head Close shows that the ridge proposals height would be the same as the eaves height of 44, Allenby Drive and confirms that the ridge would be the same as the adjoining bungalow.

The proposal, as indicated, would not have principal windows facing the houses and those that do face would be screened by existing and proposed planting. Consequently, there would be no loss of privacy affecting existing residents. Also, given the restricted height of the proposal, it has been demonstrated that the proposal would not have an overbearing impact.

Impact on the Setting and Character of the Listed Building and Greenhill Conservation Area.

UDP policies BE16 and BE19 deal with development affecting the character and setting of Conservation Areas and Listed Buildings respectively and both say that new development shall preserve or enhance such areas and buildings.

Core Strategy policy CS74 seeks to ensure that the distinctive heritage of Sheffield is preserved.

The edge of the application site is about 60 metres away from the boundary of the Conservation Area, which runs along the edge of the sloping garden immediately associated with The Manor. The Listed building is 90 metres away from the site and 105 metres away from the proposed building.

Given the distances involved, the level changes and the screening that would be provided for the proposal, it is considered that there would be no adverse impact on the Conservation Area and Listed Building.

Access, Parking and Transport.

UDP policy H14 requires new development to have adequate on site parking and safe access for vehicles and pedestrians.

Core Strategy policies CS51 and CS53 deal with transport priorities and management of travel demand, respectively. Both seek to ensure that access and parking arrangements are safe and adequate.

With respect to parking provision, the indicative proposal shows a double garage with additional parking available on hard surfaces, which is acceptable.

The existing access from between 93 and 95, Meadowhead Avenue would be retained. This is a single track that runs between the houses and gardens for 25 metres before opening out within the wider site. The visibility at either side of the access is restricted by hedges and fences either side and it would not be possible to widen this because of the ownership. The access arrangement does not allow for clear visibility in each direction but given existing traffic levels and the fact that this would only serve a single dwelling and the electricity sub station, it is considered to be acceptable.



It is noted that the access arrangements for the two bungalows is very similar. Meadow Head Close is a single track access road serving both bungalows that runs as a single track for 50 metres before widening which is twice the length of the proposal. Also, there are very similar restrictions to visibility in both directions at the junction with Meadow Head Avenue.

Concerns were raised early in the consideration of this application by the Fire Service about the distance the house would be from the road and the attendant problems of having an acceptable access to a water supply in the event of a fire. However, this has been resolved by the inclusion of a sprinkler system being incorporated into the design of the house and the Fire Service have confirmed that this is an acceptable solution.

An earlier outline planning application, 82/01171/OUT, was refused because of issues relating to fire service access and the access not being acceptable. The fire service have confirmed that the application is, from their point of view, acceptable and your officers are satisfied that, according to modern standards, the proposed access is safe. It is noted that a very similar access arrangement twice as long serving two dwellings has been accepted very close to the application site.

Trees and Landscaping.

UDP policy GE15 seeks to retain mature trees and where these are lost, replacements should be provided as part of development.

Core Strategy policy CS74 requires new development to take advantage of woodlands and natural features.

A Tree Survey has been submitted in support of the application which shows that all trees and planting around the edges of the site will be retained apart from a semi mature cypress tree which is in poor condition located next to the hedgerow at the north end of the site. This would be replaced by a similar tree as part of further additional planting around the site of the proposed house.

There is no planting within the central area of the site as this is a hard surfaced tennis court.

The original scheme showed the double garage sited close to the edge of the site which would have had a detrimental impact on the roots of an oak tree. The amended layout shows the garage moved away from the boundary, thus ensuring the roots will not be affected.

It is considered that the impact on trees and hedges and the proposed enhancement to planting is acceptable.

Impact on Wildlife.

UDP policy GE11 says that the natural environment will be protected and enhanced and new development should reduce potentially harmful impacts on nature.

Core Strategy policy CS74 seeks to ensure that attractive neighbourhoods are created.

An Ecological Survey has been submitted in support of the application. This concluded that, as the bulk of the development area is tarmac and the existing trees and hedges will, with one exception, remain, it is unlikely that there would be a harmful impact on the bio-diversity of the area. There is no evidence of any protected species on the site.

## RESPONSE TO REPRESENTATIONS

Many of the issues raised by local residents and interested parties have received a response in the report already, but some comments are required.

If the house was sublet on the basis of an occupier in each of the four bedrooms then this would require an application for a change of use to a house in multiple occupation. The increase in cars on the site would then be assessed as part of this application.

It is acknowledged that the developer did not undertake community consultation took place prior to the submission of the application.

With respect to drainage details, this would be dealt with as part of a detailed Reserved matters application.

## SUMMARY AND RECOMMENDATION

This outline planning application seeks to establish the principle of a single dwelling on land at the rear of 35, Greenhill Main Road, a Listed building known as the Manor. The site was last used as a tennis court and is enclosed by trees and planting. Access would be taken from a single track access which leads to Meadow Head Avenue.

The application is outline with all matters reserved but a detailed indicative layout and design has been submitted which shows a dormer bungalow sited on the hard surface area with all planting except one tree being retained with additional planting to provide screening. The design and external appearance would be of good quality, being a modern, contemporary scheme with brick, render and wood cladding, the latter material complementing the trees.

There would be no harm to the amenities of existing occupiers and the access, although not ideal, would be acceptable. The impact on trees, planting and wildlife would also be acceptable and there would be no impact on the character and setting of the Greenhill Conservation Area or the Listed building.

It is considered that the indicative proposal would be acceptable and complies with all policy criteria set out in this report.

The NPPF says that inappropriate development in residential gardens should be resisted. This proposal does not conflict with policy criteria and is, therefore, considered to be appropriate at this location and, accordingly, there is no conflict with NPPF guidance.

This application is, therefore, considered to be acceptable and is recommended for conditional approval.

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