
Case Number	20/00696/FUL (Formerly PP-08506326)
Application Type	Full Planning Application
Proposal	Alterations to allow use of medical centre (Use Class D1) as 5 dwellings (Use Class C3) including demolition of single-storey side lean-to, erection of single-storey side extension, formation of additional accesses and provision of rooflights, erection of 2 dwellings, associated access, parking and landscaping works
Location	The Old School Medical Centre School Lane Greenhill Sheffield S8 7RL
Date Received	21/02/2020
Team	South
Applicant/Agent	Crowley Associates
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:

18/028 P01 - Site Location Plan
18/028 P02 Revision C - Site Layout Plan*
18/028 P03 - New Build House Floor Plans
18/028 P04 Revision A - New Build House Elevations*
18/028 P05 - Proposed Ground Floor Plan (conversion)
18/028 P06 - Proposed First Floor Plan (conversion)
18/028 P07 Revision A - Proposed Elevations (conversion)*
18/028 P08 Revision A - Proposed Street Scene Elevation

All published by the Local Planning Authority 21st February 2020 except those indicated by '*' these being received by the Local Planning Authority 28th August 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 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.

4. 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.

5. No development (including demolition or other enabling, engineering or preparatory works) shall take place until a phasing plan for all works associated with the development has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved phasing plan.

Reason: In order to define the permission and to assist with the identification of each chargeable development (being the Phase) and the calculation of the amount of CIL payable in respect of each chargeable development in accordance with the Community Infrastructure Levy.

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

6. 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.

7. Details of all boundary treatments either on the perimeter of the site, or providing subdivision of 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 and the dwellings shall not be used 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.

8. A sample panel of all proposed masonry/stone shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used. The sample panel shall be approved in writing by the Local Planning Authority prior to the commencement of the building works and shall be retained for verification purposes until the completion of such works.

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

9. Large scale details, including materials and finishes, at a minimum of 1:20; of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

- (a) External Doors
- (b) Windows
- (c) Window reveals
- (d) Fascias and finials
- (e) Rainwater goods
- (f) Bin Store

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

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

10. Details of the location, specification and appearance of all new services to the building (including meter boxes, outlets and inlets for gas, electricity, telephones, security systems, cabling, trunking, soil and vent stacks, fresh and foul water supply and runs, heating, air conditioning, ventilation, extract and odour control equipment, pipe runs and internal and external ducting) shall be approved in writing by the Local Planning Authority before installation.

Reason: In order to protect the character of the original building.

Other Compliance Conditions

11. 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.

12. The dwellings shall not be used unless the car parking accommodation for ten cars 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 it is essential for these works to have been carried out before the use commences.

13. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved 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.

14. The dwellings shall not be occupied unless the car parking areas of the site have been constructed of a permeable/porous material (including sub base). 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.

15. The dwellings shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway, and any associated changes to adjacent waiting restrictions that are considered necessary by the Local Highway Authority including any Traffic Regulation Orders are implemented. The means of vehicular access shall be restricted solely to those access points indicated in the approved plans.

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

16. Additions to the existing boundary walls shall be constructed with matching courses in matching stone and shall be pointed to match existing.

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

17. All the rainwater gutters, downpipes and external plumbing shall be of cast iron or cast aluminium construction and painted black.

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

18. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2015, Schedule 2, Part 1 (Classes A to H inclusive), Part 2 (Class A), or any Order revoking or re-enacting that Order, no extensions, porches, garages, ancillary curtilage buildings, swimming pools, enclosures, fences, walls or alterations which materially affect the external appearance of the buildings shall be constructed without prior planning permission being obtained from the Local Planning Authority.

Reason: To ensure that the traditional architectural character of the Old School building is retained and there is no visual intrusion which would be detrimental to the amenities of the locality and also in view of the limited curtilages of all dwellings.

Attention is Drawn to the Following Directives:

1. 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.
2. 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

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.

3. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light". This is to prevent lighting causing disamenity to neighbours. The Guidance Notes are available for free download from the 'resource' pages of the Institute of Lighting Professionals' website.
4. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process.

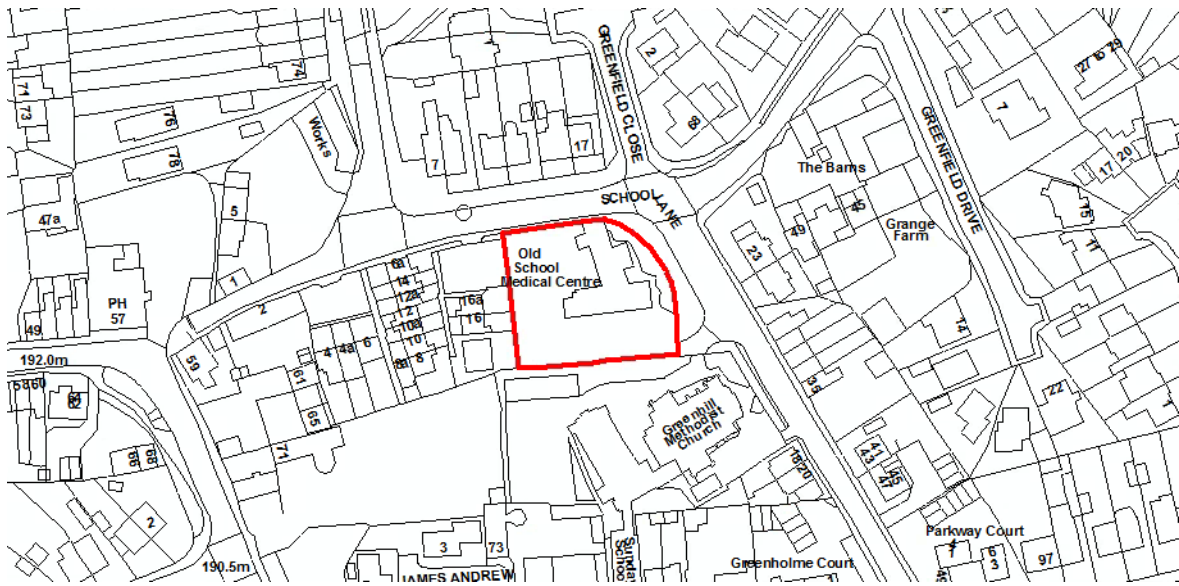
Please note: You must not start work until you have submitted and had acknowledged a CIL Form 6: Commencement Notice. Failure to do this will result in surcharges and penalties.

5. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group prior to commencing works:

Telephone: 0114 273 6677
Email: highways@sheffield.gov.uk

They 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

The application relates to stone built, former medical centre constructed in the mid C19th as a school. The building lies at the junction of School Lane and Greenfield Road and sits within a curtilage which largely consists of vehicle hardstanding (car park) though there is an area of green space between the building and School Lane.

The building is single storey in the main though it features large roof gable features on the south elevation that rise to a domestic storey and a half. The original school house features a few minor extensions added at a later date on the west elevation.

The building was recently closed as a health centre in a merger with the function transferring to the medical centre at Dyche Close. The immediate locality has a residential character with a varied street pattern and several different built forms and eras of construction in evidence. Greenhill Methodist Church lies immediately adjacent the site to the south, this also being a stone built building dating from the early C19th.

The application seeks the following:

- Limited demolition of single storey lean-to extension;
- Erection of a single storey side extension;
- Subdivision of the internal spaces of the School House to create residential accommodation (5 dwellings – 4 x 2 bed, and 1 x 1 bed);
- The erection of 2 x 4 bed semi-detached houses within the curtilage of the former medical centre, these being two storey stone built properties with pitched roofs;
- Curtilage works in order to facilitate on-site car parking and external amenity space.

RELEVANT PLANNING HISTORY (post adoption of the UDP)

Permission was granted in 2000 (00/01447/OUT) for the erection of a two-storey building to form pharmacy, dentist and staff flat and provision of car parking accommodation

Permission was granted in 2003 (03/01147/OUT) for the erection of a two-storey building to form pharmacy, dentist and staff flat and provision of car parking accommodation

Permission was granted in 2006 (06/01896/OUT) for the erection of a two-storey building to form pharmacy, dentist and staff flat and provision of car parking accommodation

These permissions were not implemented

SUMMARY OF REPRESENTATIONS

9 representations have been received in response to the neighbour notification process, all objecting to the proposal, on the following grounds:-

Highways Matters

- the proposal will create highway safety issues for pedestrians
- inadequate off-street car parking
- the proposal removes one vehicular access and therefore the in/out arrangement for vehicles
- the proposal removes one vehicular access and therefore the in/out arrangement for vehicles
- the new car parking will result in excessive vehicle manoeuvring which will create noise nuisance for neighbouring residents through engine revving
- car parking spaces are too small
- the turning circle is inadequate
- the site currently reduces on-street car parking because it is used by residents and church goers
- the car park is used for local events and this function will be lost to the community

Design/Character/Layout Matters

- the historic character of the old school house is not just the building itself but the former playground which carries a wealth of memories for residents in the locality.
- new build elements are out of character with the School House
- will adversely impact on the setting/views of the nearby church and thereby the Conservation Area
- the new build houses are too high and will dwarf the School House
- will block public domain views of other buildings of character within Greenhill Conservation Area (14A School Lane)
- the layout is not characteristic of the area
- there is no provision for planting and landscape
- new homes will overshadow School House itself
- the layout is not characteristic of the area
- new houses have insufficient garden space
- will adversely impact on stone boundary wall
- there is no provision for waste/recycling bins
- the listed building should not be demolished
- the new build houses will overshadow the highway

Residential Amenity Matters

- the proposals will overlook Nos. 13 and 14A and 16A School Lane and its garden
- will block daylight to Nos. 11 and 13 School Lane and cast shadows over the front elevation
- the new car parking will result in excessive vehicle manoeuvring which will create noise nuisance for neighbouring residents through engine revving
- lighting of the car park will be intrusive to existing residents
- there is no screening between new dwellings and existing
- will adversely impact on private views

Other Matters

- the health centre should not be lost, particularly in view of the Covid-19 pandemic
- will impact on local wildlife
- will overlook School Lane
- the increase in hardstanding will lead to increased surface water run-off
- the planning statement is using insufficient housing supply in the city to justify over-development
- there is no need for more houses in the area
- the site should be used for public open space

PLANNING ASSESSMENT

Policy Context

National Planning Policy Framework

The National Planning Policy Framework (NPPF/Framework) sets out the Government's planning priorities for England and describes how these are expected to be applied. The key principle of the Framework is the pursuit of sustainable development, which involves seeking positive improvements to the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

The documents comprising of the Councils Development Plan (UDP and Core Strategy) date back some time and substantially pre date The Framework.

Paragraph 12 of the Framework does however make it clear that a presumption in favour of sustainable development does not change the status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan, permission should not usually be granted.

Paragraph 213 of the Framework provides that existing development Plan policies should not however simply be considered out-of-date because they were adopted or made prior to the publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. The closer a policy in the development plan is to the policies in the Framework, the greater the weight it may be given.

The assessment of this development also needs to be considered in light of paragraph 11 of the Framework, which states that for the purposes of decision making, where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date, planning permission should be granted unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development, or
- Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

This is referred to as the “tilted balance”.

In addition to the potential for a policy to be out of date by virtue of inconsistency with the Framework, paragraph 11 makes specific provision in relation to applications involving the provision of housing and provides that where the Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites with the appropriate buffer (which for SCC is 5%, pursuant to para 73 of the Framework) the policies which are most important for determining the application will automatically be considered to be out of date.

Set against this context, the development proposal is assessed against all relevant policies in the development plan and the Framework below.

Key Issues for consideration

The main matters to be considered in this application are:

- The acceptability of the development in land use policy terms,
- The design, scale and mass of the proposal, and its impact on the existing listed building, conservation area and street scene,
- The effect on future and existing occupiers living conditions,
- Whether suitable highways access and off-street parking is provided,

The building lies within an allocated Housing Area as defined in the Unitary Development Plan (UDP) and within the Greenhill Conservation Area. There are no material changes to these designations in the Local Plan Draft Proposals Map.

The most relevant UDP and Local Plan Core Strategy policies for the purpose of determining these applications are:

BE1 (Townscape design)
BE5 (Building Design and Siting)
BE6 (Landscape Design)
BE9 (Design for Vehicles)
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)
BE20 (Other Historic Buildings)

H10 (Development in Housing Areas)
H14 (Conditions on Development in Housing Areas)
GE11 (Nature Conservation and Development)
GE15 (Trees and Woodlands)

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 Proposed Use: Land Use

Policy H10 (Conditions on Development in Housing Areas) identifies housing (use class C3) as the preferred use of land in the policy area. As such the principle of the further development of this site for housing purposes is considered to accord with policy H10.

Housing Supply

The NPPF requires local authorities to identify a 5 year supply of specific 'deliverable' sites for housing. CS22 of the Core Strategy sets out Sheffield's housing targets until 2026; identifying that a 5 year supply of deliverable sites will be maintained. However as the Local Plan is now more than 5 years old, the Framework requires the calculation of the 5-year housing requirement to undertaken based on local housing need using the Government's standard method.

Sheffield has recently updated its housing land supply based on the revised assessment regime, and now has a 5.1 year supply of deliverable housing units.

Notwithstanding the above the Framework (paragraph 59) still attaches significant weight to boosting the supply of new homes. The provision of 7 additional dwellings would make a small, but still positive contribution to the City's obligation to maintaining a 5 year supply of housing land. This is attributed weight in the balance of this decision, particularity given how narrow the margin of provision regarding 5 year supply is.

Policy CS23 of the Core Strategy 'Locations for New Housing' states that new housing development will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure.

Core Strategy Policy CS24 'Maximising use of Previously Developed Land for New Housing' seeks to try and ensure that priority is given to developments on previously developed sites. The site is small within an existing urban area and sustainably close to high frequency bus routes.

This approach is reflected in paragraph 117 of the Framework, which promotes the effective use of land and the need to make use of previously-developed or 'brownfield land'. Paragraph 118 (c) goes on to state that substantial weight should be given to utilising brownfield land within existing settlements.

The weight to be afforded to CS23 and 24 can be questioned as they are based on outdated housing need figures. However, they promote brownfield development which aligns strongly with the NPPF and therefore can be offered substantial weight.

The site is currently occupied by the former medical centre and by extensive hardstanding. The proposed development would therefore be on land that is previously developed.

As such it is concluded that the principle of developing this brownfield site is supported in policy terms.

The development of this small urban site for new housing is therefore considered compliant with the aims of policies CS23 and CS24, and paragraph 118 c) of the NPPF.

Sustainable Use of Land

National Planning Policy Framework (NPPF) at paragraph 123 identifies the importance of making sure developments make optimal use of each site and promotes increased densities in city and town centre sites and other locations that are well served by public transport. Para 123 c) states that local authorities should refuse applications which they consider to do not make efficient use of land, taking into account the policies contained in the NPPF.

Policy CS23 seeks to focus at least 90% of new dwellings in the main urban area and Policy CS24 gives priority to previously developed sites. The proposals are considered in accordance with these policies.

Policy CS26 specifies density ranges for new housing developments. Subject to protecting the character of an area, at least 40-60 dwellings per hectare are normally expected in Housing Areas such as this (the site lies within 400 metres of high frequency bus route in an urban area).

The above policies are reflected in the NPPF where paragraph 123 states that where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site. CS26 can therefore be considered to align with the aims of the NPPF and can be attributed significant weight.

The proposals represent a density of approximately 50 units per hectare. The proposed density therefore lies within the accepted range parameter specified in the Core Strategy. Such a density is not considered out of character with the locality.

Given the conclusions regarding scale and design (See Design section) and when considered in the round it is considered that the proposals accord with the spirit of Policy CS26 of the Core Strategy and the aims of the NPPF.

Housing Mix

The conversion proposal provides for one and two bedroom units. The proposed new build provides for two, four bedroom dwellings. There is no specific policy requirement for mixed house types in this scale of development but in any event the form and mix of accommodation is considered the most appropriate for the site.

Environmental considerations

The NPPF advises at Paragraph 127 that planning policies and decisions should ensure that developments:

- a) 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; and
- b) Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; and
- c) Are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); and
- e) Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development.

Policies BE5, BE15 BE16 and BE17 of the UDP state that the new buildings should complement the scale, form and architectural style of surrounding buildings as well as preserve and enhance the conservation area within which they are sited.

Policy H14 states that new development should be (a) well designed and in scale and character with neighbouring buildings, and (c) not result in the site being over-developed.

Policy CS 74 (Design Principles) within the Core Strategy states that high quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

It is considered the relevant UDP and Core Strategy Policies align closely with the NPPF and, as such, they can be afforded substantial weight.

Demolition considerations

The single storey lean-to element earmarked for demolition is not considered to display significant architectural merit in its own right and its loss would not form the basis for a reason for refusal. No part of the Old School is listed

Character, scale and form considerations.

Chapter 12 of the NPPF requires good design, where paragraph 124 states that 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 the opportunities available for improving the character and quality of an area.

Paragraph 131 goes on to say that great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally so long as they fit in with the overall form and layout of their surroundings.

These requirements closely reflect the aims of policies BE1, BE5 and CS74 so those policies can be afforded significant weight.

The locality is almost exclusively residential in character with semi-detached houses being the most dominant built form, though terraces and detached dwellings are also present. Streets such as Annesley Road, Greenhill Avenue, The Greenway and Stenton Road to the east and James Andrew Crescent to the west display a significant rhythm of street scene. However, buildings within the area enclosed by the loop of School Lane and Greenhill Main Road (which contains the site and the Methodist Church) and which originally formed the village green are set out in a far more haphazard fashion.

The prevailing scale of development is nonetheless two storeys in height with traditional proportions and pitched roofs dominant.

The conversion of the old school does not propose significant changes to the external envelope and those that are proposed are considered to represent a sympathetic approach to securing the long term viability of this character building.

The proposed new build houses would be two storeys in height with pitched roofs. They would be constructed in natural stone with slate roofs and have traditional fenestration patterns and detailing including prominent chimneys, gable end parapets and timber windows and doors throughout.

Against the backdrop of the existing environment both the proposed conversion and new build elements are considered entirely in character with the grain of development in the locality and are considered to satisfy policies BE5, H14 and CS74

Conservation Area considerations

The Core Strategy policy CS74 'Design Principles' requires development to enhance distinctive features of the area, and UDP policy BE5 'Building and Design Siting' expects good quality design in keeping with the scale and character of the surrounding area.

As the site lies within the Greenhill Conservation Area policies 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 would respect and take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, and which also seek to preserve or enhance the character of conservation areas and the cities 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.

It should be noted at this point that footnote 6 to paragraph 11(d) of the NPPF, referred to above and which identifies that where a development plan or its policies are out of date, planning permission should be granted unless 'policies to protect areas or assets of particular importance' provide a clear reason for refusing permission, applies to those within the NPPF, not the Council's Development Plan policies. It is also noted that in such cases where there is clear conflict with the heritage policies within the NPPF, the titled balance does not apply.

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 former Board School (most recently the Old School Medical Centre) is considered of little architectural merit in the Greenhill Conservation Area Appraisal with its simple plan form and many tall windows. However, it is nonetheless considered a building of townscape merit and so its retention and conversion (to the preferred use within this Housing Area allocation) is considered appropriate and should secure the long term viability of the building itself. The curtilage works are considered to maintain, to a reasonable degree, the traditional layout of the school site with a significant portion of the former school yard maintained as hardstanding to provide off-street car parking.

The introduction of the two semi-detached houses does not conflict with any well established rhythm of street scene and the design and use of materials on these new dwellings is considered to be of good quality and should, at the very least, maintain the character of the Conservation Area but in all likelihood improve that character.

Whilst the proposed new build houses will achieve a slightly greater overall height than the school this will clearly not appear anomalous since all of the existing two storey houses in close proximity to the site achieve similar ridge heights.

Natural materials are to be employed for both facing and roofing of the new build houses and the extension to the former school house and once again this approach is considered consistent with maintaining the character of the Conservation Area.

The retention of the great majority of the boundary walls is welcomed since stone boundary walls represent a distinctive feature of the Greenhill Conservation Area. The only sections to be lost would be a short length in order to widen the vehicular access and the two small openings for pedestrian access to the semi-detached dwellings. A section of wall would be re-instated on School Lane.

In terms of key views the church to the south is not a listed building and the very marginal loss of views from the public domain on School Lane across the former

school yard towards this building are not considered a robust reason to resist the scheme. These vistas are not identified as 'key views and vistas' in the Greenhill Conservation Area Appraisal

Conclusions with regard to the heritage asset

It is considered that the proposal creates less than substantial harm to the identified heritage asset. The design of the new build elements displays good quality, and quality detailing and materials can be ensured through planning conditions.

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, the bringing into viable long term use of the building of merit as a use which is the preferred use in this Housing Area and the short term economic benefits of job creation in construction.

Overall the proposals are considered to preserve 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.

Residential Amenity considerations

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.

H14 'Conditions on Development in Housing Areas' states that the site would not be over-developed or deprive residents of light, privacy or security, or cause serious loss of existing garden space which would harm the character of the neighbourhood; and

H15 'Design of New Housing Developments' states that the design of new housing developments will be expected to provide adequate private gardens or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met for all residents.

These policies are therefore considered to align with the requirement of paragraph 127 so should be given significant weight.

The guidelines found in the adopted Supplementary Planning Guidance on Designing House Extensions are not strictly applicable in this instance owing to them relating to house extensions. However they do suggest a number of detailed guidelines relating to overbearing and overshadowing, privacy and overlooking, and appropriate garden sizes.

These guidelines include a requirement for two storey dwellings which face directly towards each other to have a minimum separation of 21 metres. Two storey

buildings should not be placed closer than 12 metres from a ground floor main habitable window, and a two storey extension built along site another dwelling should make an angle of no more than 45° with the nearest point of a neighbour's window to prevent adverse overshadowing and overbearing.

These guidelines are reflected in the South Yorkshire Residential Design Guide (SYRDG), which Sheffield considers Best Practice Guidance, but which is not adopted as Supplementary Planning Guidance.

Existing Residents

Overbearing, Overlooking and Overshadowing.

The Conversion

The windows in all aspects of the conversion achieve healthy separation distances to the nearest properties on School Lane. Since the building is already established (other than the proposed small single storey extension) there are no implications for overbearing or overshadowing.

The New Build Dwellings

The closest residential properties to this element of the scheme are those on the spur from School Lane to the west. The new properties would have main aspect windows in their rear elevations 9 metres distant from, and perpendicular to those in the rear elevations of Nos. 16 and 16A.

These considerations are felt to apply equally to considerations of overshadowing and overbearing. Supplementary Guidance guideline 5 requires that any structure of two storeys or more should not cut a 45 degree line scribed from the nearest main aspect windows in the front or rear elevation of the nearest adjacent dwellings.

Given the combination of separation distance and angled relationship between the existing and proposed dwellings at 16 and 16A it is not considered that there are any significant implications for inter-overlooking.

The proposals would be located to the north east of Nos.16 and 16A and therefore no overshadowing is likely.

Properties on the opposite side of School Lane achieve separation distances of 18-19 metres across the public highway and this arrangement is not significantly different to other facing properties in the locality (on School Lane and Greenhill Main Road) and significantly greater than many established terraced house areas across the city. It is not considered that a technical shortfall when compared to SPG guidelines (which ideally suggests a separation of 21 metres) represents a significant concern, particularly when this is across a public highway.

A separation distance of 18-19 metres to these properties is considered to negate any significant overbearing and overshadowing implications

Overall the proposals are not considered to introduce any adverse amenity impacts on existing residents

Future Occupants

The Conversion

Outlook/natural lighting/general amenity

The main habitable spaces within both the conversion and the new build dwellings should provide for acceptable levels of outlook and natural lighting.

The provision of external amenity space varies between 28 and 51 square metres across the conversion units but these are all small one and two bedroom units and each would benefit from some external space where sitting out can be accommodated. On the eastern boundary the boundary treatment is to be reinforced by a privet hedge and, once established, this should provide for a reasonable degree of privacy.

The New Build Dwellings

Outlook/natural lighting/general amenity

The main habitable spaces within both the conversion and the new build dwellings should provide for acceptable levels of outlook and natural lighting.

Private amenity spaces are provided to the rear of the dwellings and these vary from just under 60 square metres to just over 70 square metres in area thereby satisfying the requirements of Supplementary Planning Guidance.

Whilst these spaces will be somewhat overlooked by the first floor windows of No. 16 (at a distance of 9 metres) this relationship is not inconsistent with houses across the city and is not considered a robust reason to resist the scheme and represents a very marginal shortfall when compared to Guideline 5 of SPG which requires a separation distance of 10 metres.

In view of the above, the proposals are considered to comply with Policies H5(b), H14(c) and supporting Supplementary Guidance with regard to residential amenity

In summary therefore, in terms of overall living conditions for existing neighbouring and future residents, the proposals are considered acceptable and accord with the aims of UDP policies and paragraph 127 of the NPPF.

Highway considerations

The NPPF seeks to focus development in sustainable locations and make the fullest possible use of public transport, walking and cycling. 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.'

Policy H14 states that new development or change of use will be permitted provided that it would provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians

This policy broadly align with the aims of Chapter 9 of the NPPF (Promoting Sustainable Transport) although it should be noted that in respect of parking provision, the NPPF at paragraphs 105 and 106 requires consideration to be given to accessibility of the development, the development type, availability of public transport, local car ownership levels and states that maximum standards for residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network, or optimising density in locations well served by public transport.

The Council's revised parking guidelines set out maximum standards in accordance with Core Strategy Policy CS53, and for a 2-3 bedroom dwelling outside of the city centre 2 spaces are required as a maximum, with 1 space per 4 units for visitors.

The development is proposed to provide for 10 off-street spaces overall. These break down as follows:

- 2 each for each of the two semi-detached houses.
- 1 each for the one and two bedroom units in the conversion.
- 1 visitor space

This represents a shortfall on UDP parking guidelines. UDP guidelines suggest that a provision of one space per unit (for dwellings of two bedrooms or more) and one additional space for every four units should be provided (14-15 spaces in all) but more recent government guidance confirms that such standards should only be applied as maximum standards.

The scheme does however provide for parking for each unit (including the one bedroom unit) and an officer site visit confirms there is some scope for on-street car parking. The provided spaces measure 2.4 x 4.8 metres and although these represent minimum sizes this is considered satisfactory.

The site is also in an accessible location and is within walking distance of several local facilities.

On this basis, the proposal would be considered to meet Policies H14 (d) and CS53 and should not have a level of impact that would justify refusal of permission on highway safety grounds as required by the NPPF.

The Vehicular Access and manoeuvring

Officers consider that the visibility at the site access achieves appropriate site lines and that the likely traffic generation from the site can be accommodated without an adverse impact on road safety and in compliance with UDP Policies BE9 and H14(d).

The access is just under 3 metres in width and this is not ideal but this arrangement was satisfactory for the former use and even though two way flow will need to be accommodated this is not considered unacceptable given the low number of cars that can be accommodated in the car parking areas.

A refuse vehicle would not be able to manoeuvre within the site and so the waste management/bin storage area has been moved as close to the entrance as possible in order to facilitate waste management.

Renewable energy/Sustainability/Surface Water

Policy CS63 'Responses to Climate Change' of the Core Strategy sets out the overarching approach to reduce the city's impact on climate change. These actions include:

- Giving priority to development in the city centre and other areas that are well served by sustainable forms of transport.
- Giving preference to development on previously developed land where this is sustainably located.
- Adopting sustainable drainage systems.

These aims align with those of paragraphs 148, 150 and 153 b) of the NPPF and this policy can therefore be given substantial weight.

The site is in a sustainable location in respect of access to local amenities and public transport.

Policy CS64 'Climate Change, Resources and Sustainable Design of Development' sets out a suite of requirements in order for all new development to be designed to reduce emissions.

In the past residential developments were required to achieve Code for Sustainable Homes Level Three to comply with Policy CS64. This has however been superseded by the introduction of the Technical Housing Standards (2015), which effectively removed the requirement to achieve this standard for new housing developments.

Policy CS65 'Renewable Energy and Carbon Reduction' of the Core Strategy sets out objectives to support renewable and low carbon energy generation and further reduce carbon emissions.

New developments of five or more dwellings are expected to achieve the provision of a minimum of 10% of their predicted energy needs from decentralised and renewable, low carbon energy, or a 'fabric first' approach where this is deemed to be feasible and viable.

This policy is compliant with the aims of paragraphs 148, 150 and 153 of the NPPF and this policy can therefore be given substantial weight.

The supporting Design and Access Statement commits to this but does not mention specifics of how the 10% saving will be achieved and so details will need to be secured by condition.

Policy CS67 seeks to minimise surface water run-off from sites such as this though the site is too small to require a 30% reduction in run off rates compared to existing

The existing large areas of hardstanding and buildings are drained by a surface water network which discharges into a Yorkshire Water sewer.

The introduction of soft landscaping for both the conversion and the new build dwellings should reduce run off but policy CS67 also promotes reducing run off as far as possible through the introduction of permeable/porous surfaces for hardstanding. The use of such materials can be secured by condition.

Landscape Considerations

Policy GE15 'Trees and Woodlands' within the UDP states that trees and woodlands will be encouraged and protected.

This is supported through Policy BE6 'Landscape Design' which seeks at part (c) to integrate existing landscape features in the development including mature trees and hedges. The aim of these policies firmly aligns with the broad aims of Chapter 15 (Conserving and Enhancing the natural Environment) and specifically paragraph 175. As such these policies can be given significant weight.

The scheme would not result in the loss of any trees of significant public amenity value.

It is likely the new areas of domestic curtilage will be laid largely to grass but a fully detailed landscape scheme can be secured through condition. Details of boundary treatments will also be secured by condition

Ecology

Policy GE11 'Nature Conservation and Development' of the UDP requires development to respect and promote nature conservation, and aligns with paragraph 175 (d) of the NPPF which encourages opportunities to incorporate biodiversity improvements in and around developments so can be given significant weight.

The site is currently occupied by the former medical centre and a substantial expanse of hardstanding car park. There are garden areas located on the eastern flank of the site.

There is no evidence that protected species habitats are located on the site. Whilst the rather overgrown garden areas may support foraging for some species this is not a robust reason to resist the proposal.

The proposals will introduce new areas of garden and planting which will add to local biodiversity.

Air Quality

It is not considered that the proposed use will have an adverse air quality impact.

Pollutants and particulates are only likely to result from residents vehicular movements and, as identified in the above vehicle movements associated with the development will be low and would not be notably different from the previous use.

A further consideration in respect of air quality relates to dust during development and in order to tackle this, a planning condition is proposed to secure dust suppression measures for both the demolition and construction phases.

Loss of the Health Centre.

The health Centre has already closed as part of an NHS rationalisation. Policy CF2 of the UDP states that development which results in the loss of community facilities will be permitted if

- a) The loss is unavoidable and equivalent facilities would be provided in the same area or
- b) The facilities are no longer required

Since the health authority has moved the function to another facility in the area and deemed the current location surplus to requirements the loss of the health centre is not considered to conflict with Policy CF2.

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 is liable for CIL charges, at a rate 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). The exact amount of this sum will be calculated upon receipt of detailed information regarding gross internal floor space.

RESPONSE TO REPRESENTATIONS

Matters relating to design, highway safety, ecology, landscape, the loss of the health centre and residential amenity have been dealt with in the main body of this report

External Lighting to the car park should conform to the guidelines of the National Institute of Lighting Engineers and a directive will be added to any permission in this regard

The Old School House is not listed

SUMMARY AND RECOMMENDATION

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.

This is a proposal for minimal extension and alterations in order to bring this former school into residential use which is the preferred use in this location and for the addition of a pair of semi-detached houses.

The overall architectural approach for the new build elements is considered acceptable and in terms of scale and massing the new build elements are considered to achieve a satisfactory balance between visual amenity and the desire to provide appropriate housing density.

The proposed conversion and new build elements being considered sympathetic to the street scene and the wider Conservation Area, are felt to cause less than substantial harm to the heritage assets and therefore it is appropriate to apply the 'tilted balance' in this case.

The long term use of the former school as a preferred use in this Housing Area is considered a major positive factor weighing in favour of the scheme and the provision of a further seven housing units overall would make a small but positive contribution to the city's housing supply at an acceptable density and would also contribute to the diversity of the housing stock in the area both of which amount to a public benefit.

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.

The highways layout is considered acceptable and the proposed car parking is considered adequate given the highly sustainable location.

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 benefit to housing supply of granting permission for seven 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.

It is considered that the proposals will result in less than substantial harm to the heritage asset (Conservation Area) and as such any such harm needs to be weighed against the public benefits which in this case include additional housing provision,

the effective and long term use of the building and the economic benefits of construction/refurbishment

When applying the 'tilted balance' to this application the positive factors represented by the scheme are considered to outweigh any marginal harm to the Conservation Area and any minor shortfalls in technical requirements for separation distance to neighbouring dwellings.

In conclusion, given the above it is therefore felt that, the scheme meets the relevant requirements of the NPPF and UDP policies BE1, BE5, BE9, BE15, BE16, 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.