

Case Number	22/02924/RG3 (Formerly PP-11291119)
Application Type	Application Submitted by the Council
Proposal	Demolition of former care home and erection of 36 proposed flats in two blocks with associated communal facilities including car parking and landscaping
Location	Bole Hill View 2 Eastfield Road Sheffield S10 1QL
Date Received	05/08/2022
Team	North
Applicant/Agent	Mr Ethan Dunbobbin
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:

Red Line Site Location Plan, Drawing Number 01 Rev P3 (published 05.08.22)

Proposed Site Plan, Drawing Number 003 Rev P5 (published 30.11.22)

Block 1 Elevations and Sections, Drawing Number 301 Rev P6 (published 30.11.22)

Block 2 Elevations and Sections, Drawing Number 302 Rev P6 (published 30.11.22)

Block 1 Floor Plans Drawing Number 101 Rev P6 (published 30.11.22)

Block 2 Floor Plans, Drawing Number 102 Rev P6 (published 30.11.22)

Block 2 Site Sections, Drawing Number 202 Rev P1 (published 30.11.22)

Window Jam Detail, Drawing Number 403. Rev P1 (published 30.11.22)

General Landscape Arrangement, Drawing Number 01, Rev P1 (published 30.11.22)

Existing and Demolition Plan, Drawing Number 15001 Rev P2 (published 05.08.22)

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. No development shall commence until full details of measures to protect the existing trees 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, 2012 (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.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees is irreversible.

4. 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.

5. No development shall commence until a Highways Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. This shall include:

- arrangements for wheel cleaning;
- on site parking / manoeuvring for construction vehicles;
- arrangements for contractor parking.

Thereafter, such facilities shall be provided to the satisfaction of the Local Planning Authority and in place for the period of construction.

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

6. Unless it can be shown not to be feasible or viable 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.

7. Any intrusive investigation recommended in the Phase I Preliminary Risk Assessment Report shall be carried out and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance with current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020).

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

8. Any remediation works recommended in the Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation to validation of capping measures and validation of gas protection measures.

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

9. 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.

10. No development shall commence until details of measures to facilitate the provision of gigabit-capable full fibre broadband within the development, including a timescale for implementation, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details/timetable thereafter.

Reason: To ensure that all new Major developments provide connectivity to the fastest technically available Broadband network in line with Paragraph 114 of the National Planning Policy Framework

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

11. Details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority before that part of the development is commenced. Thereafter, the development shall be carried out in accordance with the approved details.

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

12. A sample panel of the proposed masonry 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 before any masonry works commence and shall be retained for verification purposes until the completion of such works.

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

13. 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:

- Brickwork detailing

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

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

14. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of suitable and sufficient cycle parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority and the dwellings shall not be used unless such cycle parking has been provided in accordance with the approved plans and, thereafter, such cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield Development

Framework Core Strategy.

15. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of proposals for the inclusion of public art within the development shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall then be implemented prior to the occupation of the development.

Reason: In order to satisfy the requirements of Policy BE12 of the Unitary Development Plan and to ensure that the quality of the built environment is enhanced.

16. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of a suitable and sufficient dedicated bin storage area shall have been submitted to and approved in writing by the Local Planning Authority. The development shall not be used unless the dedicated bin storage area has been provided in accordance with the approved details and, thereafter, the bin storage area shall be retained and used for its intended purpose and bins shall not be stored on the highway at any time (other than on bin collection days).

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

17. 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.

18. Notwithstanding the submitted details, before above ground works commence a scheme for biodiversity enhancement, such as the incorporation of hedgehog homes, nesting opportunities for birds or biodiversity enhancement, enhanced landscaping, green / brown roofs to cycle / bin stores shall be submitted to and agreed in writing with the Local Planning Authority. The approved details thereafter shall be implemented, retained and maintained for their designed purpose in accordance with the approved scheme.

The scheme shall include, but not limited to, the following details:

- i. Description, design or specification of the type of feature(s) or measure(s) to be undertaken;
- ii. Materials and construction to ensure long lifespan of the feature/measure
- iii. A drawing(s) showing the location and where appropriate the elevation of the features or measures to be installed or undertaken.
- iv. When the features or measures will be installed within the construction, occupation, or phase of the development.

Reason: In the interests of ecological enhancement.

19. There shall be no piped discharge of surface water from the development prior to the completion of surface water drainage works, details of which will have first been submitted to and approved in writing by the Local Planning Authority. If discharge to the public sewer is proposed the information shall include, but not be exclusive to:

- i) evidence that other means of surface water drainage have been properly considered and why they have been discounted; and
- ii) the means of discharging to the public sewer network at a rate not to exceed 24 litres per second.

Reason: To ensure that no surface water discharges take place until proper provision has been made for its disposal.

20. Upon completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The development shall not be brought into use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation to validation of capping measures and validation of gas protection measures.

Reason: In order to ensure that any contamination of the land is properly dealt with.

21. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered.

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

Other Compliance Conditions

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

Reason: To ensure satisfactory drainage arrangements.

23. Surface water discharge from the completed development site shall be restricted to a maximum flow rate of 24 litres per second.

Reason: In order to mitigate against the risk of flooding.

24. The dwellings shall not be used unless the sight line, as indicated on the approved plans, has been provided. When such sight line has been provided, thereafter the sight line shall be retained and no obstruction to the sight line shall be allowed within the sight line above a height of 1 metre.

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

25. The dwellings shall not be used unless the car parking accommodation for 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.

26. The development shall be carried out in accordance with the Ecological Impact Assessment published 22.09.22 having particular regard to:

- The Method Statement for Bats (appendix B)
- Reasonable Avoidance Measures for Badgers and Hedgehog
- Lighting for Bats (paragraph 124)

Reason: In order to protect important species

27. The first floor window on the North-West elevation of Block 1 facing the properties on Moorsyde Crescent shall be fully glazed with obscure glass to a minimum privacy standard of Level 4 Obscurity and no part of the window shall at any time be glazed with clear glass.

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

28. All development and associated remediation shall proceed in accordance with the recommendations of the approved Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works should cease and the Local Planning Authority and Environmental Protection Service (tel: 0114 273 4651) should be contacted immediately. Revisions to the Remediation Strategy shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

Reason: In order to ensure that any contamination of the land is properly dealt with.

29. The development shall not be occupied until the boundary treatment to the perimeter of the site has been provided in accordance with the details on the approved Site Plan and General Landscape Arrangement Plan, unless alternative details have first been submitted to and agreed in writing by the Local Planning Authority. 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 visual amenity.

30. 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.

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. The applicant is reminded that all wild birds, their active nests, eggs and young are protected under the Wildlife & Countryside Act 1981).

No thinning, felling or vegetation clearance should take place during the bird nesting season (March 1st - August 31st) unless a check has been made by a suitably qualified ecologist.

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. Plant and equipment shall be designed to ensure that the total LA_r plant noise rating level (i.e. total plant noise LA_{eq} plus any character correction for tonality, impulsive noise, etc.) does not exceed the LA₉₀ background sound level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.
5. The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CEMP should include, as a minimum:

- Reference to permitted standard hours of working;
- 0730 to 1800 Monday to Friday
- 0800 to 1300 Saturday
- No working on Sundays or Public Holidays
- Prior consultation procedure (EPS & LPA) for extraordinary working hours arrangements.
- A communications strategy for principal sensitive parties close to the site.
- Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for;
- Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
- Vibration.
- Dust - including wheel-washing/highway sweeping; details of water supply arrangements.
- A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.

- A noise impact assessment - this should identify principal phases of the site preparation and construction works, and propose suitable mitigation measures in relation to noisy processes and/or equipment.
- Details of site access & egress for construction traffic and deliveries.
- A consideration of potential lighting impacts for any overnight security lighting.

Further advice in relation to CEMP requirements can be obtained from SCC Environmental Protection Service; Commercial Team, Fifth Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at eps.commercial@sheffield.gov.uk.

6. The applicant is advised that, as per the attached condition, details of public art need to be agreed with the local planning authority prior to being implemented on site. Advice can be sought in advance of the submission of details from the Council's Public Art Officer. Please note there is an hourly charge for this advice.

You can contact the Public Art Officer at: publicart@sheffield.gov.uk

Further details on the Council's public art projects can be found at <https://www.sheffield.gov.uk/planning-development/public-art-projects>

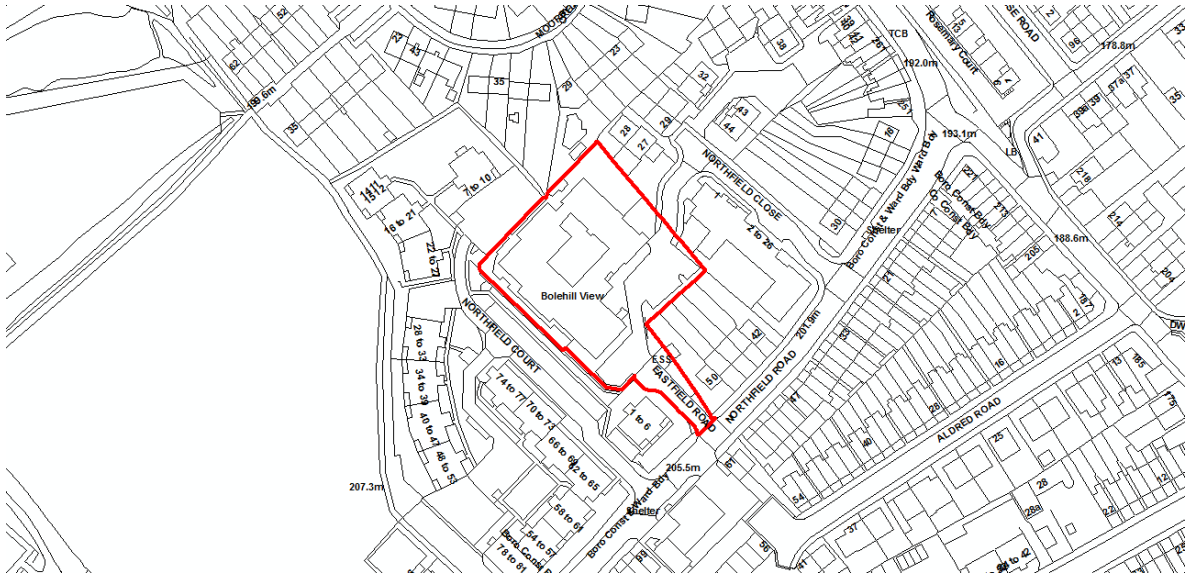
7. The applicant is advised to have regard to the specifications detailed in the consultation response received from South Yorkshire Police to aid in designing out crime. This is published on the online file.
8. The applicant is advised that in order to discharge the above condition relating to gigabit-capable full fibre broadband the following should be provided:

- A contract or invoice for the installation of the physical infrastructure and the connection to gigabit-capable full fibre broadband.
- Confirmation of the speed that will be achieved by the gigabit-capable full fibre broadband infrastructure, from the network operator.
- Relevant plans showing the location/detail of the measures.

For more guidance with respect to addressing this requirement please see the attached Guidance Note and/or contact hello@superfastsouthyorkshire.co.uk

9. The applicant is advised to have regard from the consultation response received from Northern Powergrid available on the online file.

Site Location



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LOCATION AND PROPOSAL

The application relates to the single storey former Bole Hill View residential home which is accessed via Eastfield Road, off Northfield Road in Crookes.

Consent is sought to demolish the existing building and redevelop the site with 36 x 1 bedroomed flats which would be accommodated within two separate blocks; one being 2 storeys and the other being 3 storeys in height.

The development has been submitted by the Council's Housing Growth Service and is a project which is part of the Council's stock increase programme which aims to increase the Council's stock of affordable homes by 3,100 over a 10 year period.

The accommodation proposed would be rented to Council tenants at a rent that is no greater than affordable. The submission states that it is the intention that the development remains under the ownership of the Council to provide affordable rented accommodation for its lifespan.

The site is surrounded by residential properties which range between single storey and three storeys in height. A pedestrian link runs through the site linking Eastfield Road to Northfield Close, to the north-east.

PLANNING HISTORY

Two lots of preapplication queries have been submitted for this site which ultimately culminated in the submission of this application.

During the course of this application a separate prior approval submission was submitted for the demolition of the existing buildings on site (22/04231/DPNRG3) This was granted on 16 December 2022.

REPRESENTATIONS

16 Letters of representation have been received following publicity on this scheme. 13 of these object to the scheme and 3 raise queries / comments. The points raised are summarised below:

- Objection to visual impact of the development due to its proximity, scale and size in relation to nearby property.
- The new buildings should be in keeping with Northfield Court.
- Amenity implications resulting from the height of the development.
- Loss of privacy.
- Loss of daylight and overshadowing to property and gardens.
- Concern that new trees would grow too high.
- Request for mature planting / screening to be provided along the shared boundary of the site with the 5 houses on Northfield Road, to prevent overlooking and noise.
- Increased noise from the car park.
- No new infrastructure is proposed - concern regarding impact on GPs, nurseries, schools, traffic and public transport capacity.
- Concern about the nature of future occupants
- Noise and pollution from demolition.

- An alternative design would be preferable and enhance greater natural light, and better cater for the climate.
- Concern about extra traffic exiting onto the main road in an area where there are already a number of accesses in close proximity to one another. This would worsen existing highway safety issues.
- Insufficient parking, no visitor parking, no capacity if more than one vehicle per unit is owned. Concern that this would result in overspill to nearby roads, which would cause capacity issues and inconvenience to existing residents.
- Concern about increase in traffic causing access problems to existing property and queueing within the site.
- Concern regarding boundary provision and accuracy to No 50 Northfield Rd.
- Neighbour is hoping to increase land ownership.
- Impact on selling third party property.
- Loss of view.

South Yorkshire Police

No objections are raised. Advice is provided to the developer with regards to the design of the lighting scheme, building specifications and finer design of communal areas. This advice is relayed to the applicant via directive.

PLANNING ASSESSMENT

Policy Context Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 require that planning applications are determined in accordance with the development plan unless material considerations indicate otherwise.

The Council's development plan comprises the Core Strategy which was adopted in 2009 and the saved policies of the Unitary Development Plan (UDP) which was adopted in 1998. The National Planning Policy Framework published in 2018 and revised in July 2021 (the NPPF) is a material consideration (paras 2 and 218 of the NPPF).

Paragraph 219 of the NPPF provides that existing policies in a development plan should not be considered out-of-date simply because they were adopted or made prior to the publication of the NPPF and that due weight should be given to existing policies in a development plan, according to their degree of consistency with the NPPF.

In all cases the assessment of a development proposal needs to be considered in light of paragraph 11 of the NPPF, which provides that when making decisions, a presumption in favour of sustainable development should be applied and that where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date (e.g. because they are inconsistent with the NPPF), this means that planning permission should be granted unless:

- the application of policies in the NPPF that protect areas or assets of particular importance (including SSSIs, Green Belt, certain heritage assets and areas at risk of flooding) provides a clear reason for refusing the development proposed; or
- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

This is referred to as the “tilted balance” and this assessment will have due regard to this.

In addition to the potential for a policy to be out of date by virtue of inconsistency with the NPPF, paragraph 11 of the NPPF 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) the policies which are most important for determining the application will automatically be considered to be out of date.

As of 1 April 2021, and in relation to the local housing need figure at that date taking account of the 35% urban centres uplift, Sheffield can only demonstrate a 4-year deliverable supply of housing land. Because the Council is currently unable to demonstrate a five-year supply of deliverable housing sites, the relevant policies for determining applications that include housing are considered to be out-of-date according to paragraph 11(d) (footnote 8) of the Framework.

Considering the above and the fact that no ‘protected areas or assets of particular importance’ are affected in this case the ‘tilted balance’ is engaged, and planning applications for housing should be granted unless 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.

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

Policy Context

The site lies in a Housing Area in the UDP. UDP Policy H10 (Development in Housing Areas) identifies C3 residential use as the ‘Preferred’ land use in Housing Areas. Therefore, the proposed residential development is acceptable in principle.

Core Strategy Policy CS22 (Scale of the Requirement for New Housing) relates to the scale of the requirement for new housing and sets out Sheffield’s housing targets until 2026; identifying that a 5-year supply of deliverable sites will be maintained. However, the NPPF now supersedes this, and the Council cannot demonstrate adequate Housing Land Supply at this point. Weight cannot therefore be afforded to the housing figures identified in Policy CS22.

Core Strategy Policy CS23 (Locations for New Housing) identifies that new housing will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure and in the main urban area.

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. This site would be classed as brownfield and the scheme would be in line with this aim.

The policy approaches of CS23 and CS24 in regard to prioritising brownfield sites are considered to broadly align with the NPPF paragraphs 119 and 120, which promote the effective use of land and the need to make use of previously-developed or ‘brownfield land’. Furthermore, paragraph 120 c) gives substantial weight to the value of using

brownfield land within settlements for homes and other identified needs. Given the strong alliance with the NPPF, in this regard it is concluded that these policies can be offered substantial weight.

Paragraph 69 of the revised NPPF sets out 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.' The site is medium sized and developing it for 36 dwellings would sit well with this aim.

Efficient Use of Land

Policy CS26 'Efficient Use of Housing Land and Accessibility' of the Core Strategy encourages making efficient use of land to deliver new homes at a density appropriate to location depending on relative accessibility. The density requirements are a gradation flowing from highest density in the most accessible locations down to lower densities in suburban locations with less accessibility. This is reflected in paragraph 125 of the NPPF and therefore Policy CS26 is considered to carry substantial weight in determination of this application.

Paragraph 124 of the NPPF promotes making efficient use of land taking account of a number of factors including identified housing needs; market conditions and viability; the availability of infrastructure; the desirability of maintaining the prevailing character of the area, or of promoting regeneration; and the importance of securing well designed places.

For a site such as this, CS26 part (d) is relevant and states that a range of 50-80 dwellings per hectares is appropriate. The development would give a density of approximately 91 dwellings per hectare. This figure is above the suggested range in CS26, however the thrust of paragraph 125 of the NPPF is to avoid low density developments and secure optimal use of the potential of each site.

In this instance, the prevailing character of the immediately adjacent sites is apartments, with some family housing. The proposed density reflects the character of the immediate area and is considered to be acceptable, providing that the resulting scheme would provide acceptable living standards which is assessed in the sections below. As such the proposal complies with Policy CS26 of the Core Strategy and paragraphs 124 and 125 of the NPPF in relation to densities and efficient use of land.

Demolition

The building is not listed or in a conservation area and is not considered to be of architectural merit. As such its loss is acceptable.

Design

UDP Policies BE5 (Building Design and Siting), and H14 (Conditions on Development in Housing Areas) seek to secure high quality developments which are of an appropriate scale and which enhance the character and appearance of an area.

Core Strategy Policy CS74 (Design Principle) also expects high quality development

that respects, takes advantage of and enhances the distinctive features of the city, its districts and neighbourhoods. It should create a healthy and sustainable environment and transform the character of physical environments that have become run down.

NPPF paragraph 126 promotes high quality and beautiful buildings with good design being a key aspect of sustainable development that creates better places to live, work and establish communities. Furthermore, NPPF paragraph 130 sets out a series of expectations including ensuring that developments add to the quality of the area, are visually attractive as a result of good architecture; layout and landscaping; are sympathetic to the local character and surrounding built environment; establish and maintain a strong sense of place; optimise the potential of a site and create places that are safe, inclusive and accessible. These NPPF principles align closely with the local policies described above and, therefore, it is considered that they can be afforded significant weight.

The site does not form part of the main road frontage, however it does have a footpath running through it meaning that there would be some public prominence to the site. The existing site is fairly intensely developed with the building having a large footprint. The redevelopment proposal is also intense, however incorporates a greater amount of parking.

The site is shown to be developed with two blocks adjacent to the south west and north western perimeters. Both blocks have a return into the site which creates a courtyard effect. The return on the larger block screens a small area of accessible parking within the courtyard and also serves to provide a focal point acknowledging the access road.

Parking is proposed to the south-east and north-east areas of the site. This is intense as 37 spaces are proposed; however this has been disaggregated as far as possible and intervening landscaping is proposed to soften this. A clear pedestrian route is shown to pass through the site. This is clearly identifiable and follows a logical route.

The scale of the development responds well to the surrounding residential development. The development to the south-west is 3 storeys, and the site is lower than these properties on Northfield Court, thus meaning that the larger 3 storey block would not appear out of scale in this location. Existing properties to the north-west are two storeys. The scheme would be 3 storeys adjacent to this boundary in part. The second block is lower at two storeys.

There are bungalows to the north-east of the site and the scheme has been designed sensitively so it is the two-storey element of the scheme which is closest to these. There is also a good intervening separation distance. This gives an appropriate transition in scale.

To the east and south-east the existing properties are two storeys. The development would be of appropriate scale in relation to these.

The massing of the blocks has been broken up by hipping the roofs and incorporating projecting elements to vary the building form. During the course of the application the applicant has responded positively to Officers' comments to incorporate brick detailing to give the building some vertical emphasis.

The deep plans of the building does result in the roof pitch being shallow, however this does not cause significant visual harm in the context.

The development is proposed to be finished in brick with areas of brick detailing to add interest. The simple pallet of materials is welcomed and subject to appropriate detailing, which can be controlled by condition, the design would be good quality.

The current vacant building detracts from the area. The redevelopment of the site is welcomed. The scheme would integrate well with the surrounding buildings and be of acceptable design. The visual impact of the development would be acceptable and compliant with the aims of the above-mentioned policies.

Amenity

UDP Policy H14 (Conditions on Development in Housing Areas) part (c) seeks to ensure that sites are not overdeveloped or deprive residents of light, privacy or security.

Policy H5 (Flats, Bed-sitters and shared Housing) a) seeks to ensure that a concentration of these uses would not cause serious nuisance to existing residents and H5 b) seeks to ensure satisfactory living conditions for occupants of the accommodation and their neighbours.

Supplementary Planning Guidance on Designing House Extensions sets out specific amenity standards that are applied to house extensions, and whilst this is not directly applicable, the principles are still able to be used as a gauge to assess residential amenity.

Paragraph 130(f) of The Framework identifies that development should create places with a high standard of amenity for existing and future users. Development should also be appropriate for its location taking account of the effects of pollution on health and living conditions, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development (paragraph 185).

Local policies align with the Framework and are therefore afforded substantial weight.

Amenity for Existing Residents.

The layout is such that the separation distances between the proposed buildings and existing residential buildings is generous, being at least 20 metres.

To prevent unacceptable overshadowing and overbearing issues, the guideline separation distance is 12 metres between windows and blank walls on two storey properties, and a greater distance if there is a level change or the buildings are higher. The separation distance achieved in this instance exceeds these Guidelines.

The most sensitive area of the site is to the north, where residential gardens of Moorsyde Crescent and bungalows on Northfield Close abut the site. At this point the proposed development is of two storey height. The building is set off the boundary by 5 metres at the closest point abutting gardens on Moorsyde Crescent, and then steps away from the boundary, proving a greater offset. Due to the orientation of the building to these neighbours there would be some overshadowing to the bottom portion of their gardens. This would be limited to the middle of the day and would not be to an unacceptable degree. The separation distance to the bungalows is approximately 23 metres. This relationship is acceptable.

It is concluded that unacceptable overshadowing and overbearing implications would

not arise as a result of the scheme.

The separation distances between proposed windows and directly facing existing property exceeds 21 metres in most instances, which is the guideline standard. The relationship between the closest apartments on Northfield Court which abut the highway to the south-west, falls slightly short of 21 metres. This shortfall is not significant, furthermore the development and this existing accommodation is separated by the road and would be an acceptable relationship. Unacceptable loss of privacy would not arise to these units.

Habitable room windows are located approximately 7.4 metres from the boundary with gardens on Moorsyde Crescent. The outlook would be over the lower part of the gardens. At ground floor level, site boundary treatment would provide adequate screening, however there is potential for some loss of privacy to the upper floors. This issue can be overcome by conditioning these windows to be obscured. The room this would affect is an open plan kitchen, living dining room and this room has a further 2 windows which face north which would not need to be obscured. Adequate light and outlook would still be provided whilst maintaining privacy for existing neighbouring occupiers.

The scheme would increase the number of flats in the area, however there is also family housing in the immediate vicinity. The scheme would add greater accommodation mix to the area and provide affordable social housing. Such residential use is compatible with the residential nature of the area.

The previous accommodation on site was sizable and would have generated activity through comings and goings. The nature of the accommodation proposed, being independent units, would result in increased activity on site, however the nature of this would not cause unacceptable amenity implications. The layout arrangement includes the main parking area in a broadly similar location to the existing, which has historically coexisted with the existing properties. The impacts to the amenities of neighbouring residents would remain acceptable.

Amenity for Future Occupiers

The floor sizes of the units are adequate and exceed the size detailed in the South Yorkshire Residential Design Guide.

The units would benefit from adequate privacy. The majority of the units would have good outlook with the scheme incorporating landscaping and intervening space between habitable room windows and parking areas. There are some units which would have a compromised outlook. Amended plans have been secured to improve this for some units; however there remain 3 ground floor units in the larger block, which solely face the perimeter fence. This is elevated as the neighbouring land levels are higher and the units are in fairly close proximity to this, being within 5 metres of the fence. These units may feel somewhat hemmed in for future occupiers and Officers sought to secure amendments to improve this. Whilst no amended plans have been submitted; the applicant has provided a statement justifying the design choice. This is said to provide surveillance over the amenity space. Examples have also been provided as to how the intervening land between the building could be treated to make this attractive and less oppressive by a combination of stepped levels and sensitive landscaping.

Additional sections have also been provided which demonstrate that adequate daylight

would be experienced in these units. Taking a balanced view, and looking at the amenity of the units on the development as a whole, then the level of compromise that may be experienced by a small number of residents is not regarded as being to the extent that refusal could be justified.

The main area of external amenity space is concentrated in the northern corner of the site and would be a mixture of formal and informal areas. A Further formalised seating area is provided along the western boundary, with informal areas around the perimeter of the site, where the units open out onto these perimeter spaces; this would be valuable for the occupiers of those units. This is adequate provision in terms of its amount and the plans indicate that this will be provided to a good quality.

Highway Safety

UDP Policy H14 relates to conditions on development in housing areas and states that in Housing Areas new development or change of use will be permitted provided that, amongst other matters..., (b) new development would be well laid out with all new roads serving more than five dwellings being of an adoptable standard; and (d) it would provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians.

UDP Policy H15 seeks to ensure that the design of new housing developments will, amongst other matters, (a) provide easy access to homes and circulation around the site for people with disabilities.

Core Strategy Policy CS53 'Management of Demand for Travel' sets out a variety of ways in which the increased demand for travel will be managed across the city including applying maximum parking standards to all new developments to manage the provision of private parking spaces.

Paragraph 111 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.

It is considered that the aims and objectives of these local plan policies reflect those of the Framework and can be considered to have substantial weight in this context.

It is anticipated that the development would generate in the order of 110 vehicular movements per day. Whilst this may be a slight increase on the level of traffic generated by the former care home it is not of such a magnitude as to represent a material impact on the surrounding highway network.

The proposed flats will utilise the existing access (Eastfield Road). The access will generally be in the order of 4.5m in width (widening to 6m at the junction with Northfield Road). A 2m segregated footway is also proposed. Ideally the vehicular access would be a minimum of 5m for the first 5m into the site in order to allow 2 vehicles to pass. This is not quite achievable, owing to the proposal to incorporate the footway, however given the relatively low levels of traffic generation, the likelihood of vehicles meeting is low and as such in this instance, the access geometry is considered to be acceptable.

The plans demonstrate that adequate sight lines can be achieved within the realms of the existing highway. These sight lines will be secured by condition.

Parking provision is shown at 1 space per unit, plus 1 visitor space, whilst this does not provide much visitor parking, regard is had to the sustainable location of the site on a bus route and close to amenities which reduces reliance on cars. Furthermore, cycle parking is proposed to be incorporated into the scheme which would promote use of alternative transport modes. Officers are of the view that acceptable levels of parking are incorporated into the site to cater for the development.

The plans demonstrate that adequate manoeuvring space can be provided within the site; some minor adjustment to the proposals has facilitated this.

An existing footpath route runs through the site linking Eastfield Road to Northfield Close. At present this runs through the car park of the care home. The scheme has enhanced this route by designing in a clear separate pedestrian route which will enhance pedestrian safety for all users.

Overall, the scheme does not raise any significant highway safety concerns and is compliant with the above policy aims.

Landscaping

Policy GE15 'Trees and Woodlands' within the UDP states that trees and woodlands will be encouraged and protected. This is supported by UDP Policy BE6 (Landscape Design) which expects good quality design in new developments in order to provide interesting and attractive environments, integrate existing landscape features, and enhance nature conservation.

Paragraph 131 of the NPPF recognises the important contribution trees make to the character and quality of urban environments, and their role in helping to mitigate climate change. It sets out that existing trees should be retained where possible. The aims of Policies GE15 and BE6 are considered to align with the Framework and continue to carry substantial weight.

The landscaped areas are currently overgrown. A tree survey has been submitted with the application detailing that within the site there are 18 trees and a further 3 trees situated in neighbouring gardens close to the boundary fence.

The existing tree cover is made up of mainly small to medium sized specimens of Cherry and Rowan, along with individual Ash, Holly and Willow. Most of the larger trees are situated to the north-east of the building.

Eight of the trees are in moderate / high quality condition whilst the remainder are either in fair or poor condition. The plans show that the 3 highest quality trees would be retained, with the remainder being removed. There may be potential to retain 2 of the moderate specimens which are just outside the site boundary; this will be sought to be achieved by appropriate tree protection and construction methods.

Whilst there would be tree removal associated with the scheme, these are not worthy of preservation and a submitted landscaping plan shows 15 new trees to be planted as well as shrubs and grass.

This is an intensely developed site, however the proposed landscape scheme is considered acceptable in principle and has been carefully considered to maximise planting within the site and aid in breaking up the parking areas. Furthermore, small

areas of attractive amenity space would be provided for residents.

Ecology

UDP Policy GE11 (Nature Conservation and Development) states that the natural environment should be protected and enhanced and that the design, siting and landscaping of development needs to respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value.

Core Strategy Policy CS74 (Design Principles) identifies that high-quality development will be expected, which respects, take advantage of and enhances the distinctive features of the city, its districts and neighbourhoods, including important habitats.

NPPF paragraph 180 sets out principles to ensure that biodiversity and habitats are protected. The aims of the local and national policies broadly align and the local policy can be afforded significant weight.

The submission has been accompanied by a Preliminary Ecological Survey which details that there is limited ecological interest on the site. There are no protected species on site. Suitable directives can be added to any approval to advise on requirements if encountered.

The scheme does result in the loss of trees on site, replacement tree planting is proposed as is a soft landscape scheme and bat and swift boxes to seek to achieve a biodiversity net gain. A net gain calculation has been submitted which demonstrates that, subject to implementation of details as indicatively submitted in the landscape plan, a net gain of 52% will be achieved. A condition will be attached to secure final and suitable details of these aspects.

Sustainability Issues

Core Strategy Policy CS65 (Renewable Energy and Carbon Reduction) states that all significant development will be required to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy, if feasible and viable. An equivalent 10% reduction in a development's energy needs from a fabric first approach is also acceptable.

Framework Paragraph 157 confirms new development should comply with any development plan policies or local requirements for decentralised energy supply unless this is demonstrated to be not feasible or viable. Sustainability is also a key theme in the NPPF. Local policies are compatible with the NPPF and therefore significant weight can be given to these.

The scheme has been designed incorporating cycle parking to encourage sustainable travel and the redevelopment of the site also improves the desirability of the public route through the site which would make this more attractive to footpath users.

The supporting details confirm that the scheme seeks to provide energy efficient homes to help address the effects of climate change that go over and above building regulation targets and use improved energy efficiency measures such as improved thermal fabric efficiency, air tightness, and effective heating controls.

Officers are satisfied that the approaches detailed would meet the policy requirement. This will be secured by planning condition.

Drainage

Policy CS67 seeks to limit surface water run off and ensure developments are protected from flooding and minimise their impact elsewhere. The Framework seeks to ensure that development does not increase flood risks elsewhere and that the most vulnerable development is located in areas at the lowest risk of flooding.

Paragraph 169 requires major development to incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. In doing so the systems used should take account of the advice of the Lead Local Flood Authority.

The local and national policies align and the local policy can therefore be given significant weight.

The site is in Flood Zone 1 and not at high risk of flooding.

Surface water drainage is likely to need to drain to the existing network due to the ground conditions and lack of local watercourse. The rate and exact details will be controlled by condition.

A Suds statement was submitted with the application, however the solutions discussed in this have not been translated into the final scheme. There is opportunity to utilise SUDS in the format of type C permeable paving which would improve water quality. Cost implications have resulted in there being some resistance to incorporating these, however a condition is proposed to secure these in new areas of hard surfacing where possible.

No significant drainage issues arise from this development subject to the attached conditions.

Contaminated Land

UDP Policy GE25 seeks to ensure that any contaminated land is identified and effectively treated.

The Framework (paragraph 183) identifies that a site should be suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. This includes risks arising from natural hazards or previous activities such as mining. The aims of policy GE25 and the NPPF closely align, in this respect and significant weight can be afforded to the local policy.

A Phase 1 risk assessment has been carried out and recommends that a Phase 2 intrusive site investigation is undertaken to assess the contamination status and potential gas risk to the proposed development. Standard conditions are proposed to ensure the appropriate reporting and remediation is carried out.

Noise Implications

UDP Policy GE24 is concerned with noise pollution and seeks to ensure noise nuisance does not arise as a result of development and also seeks to ensure sensitive uses are

suitably located so they are not subject to noise pollution.

This policy aligns with the aims of paragraphs 130 and 185 of the NPPF. Significant weight can therefore be afforded to this local policy.

No significant noise generation issues arise in relation to this scheme, due to its nature and the character of the area. As the scheme incorporates some mechanical plant, noise levels of this will be controlled to ensure appropriate amenity.

Any approval would also include the requirement for a Construction Management Plan to minimise disamenity during the construction phase to surrounding properties. This would cover aspects such as noise, vibration, dust, air quality and pollution.

Archaeology

UDP Policy BE22 relates to 'Archaeological Sites and Monuments' and states that these will be preserved, protected and enhanced. Where disturbance of an archaeological site is unavoidable, the development will be permitted only if (a) an adequate archaeological record of the site is made; and (b) where the site is found to be significant, the remains are preserved in their original position.

Paragraph 194 of the NPPF requires that due regard is had to archaeological assets. The national policy strongly reflects the local policy in this instance and therefore significant weight can be afforded to Policy BE22.

Assessment has been submitted with regards to the site's archaeological interest. This concludes that the site's archaeological potential has been greatly reduced by earlier quarrying and the construction of the present buildings. This has been examined by the South Yorkshire Archaeology Service, who agree with the assessment and raise no concerns with regards to heritage impact.

Affordable Housing

Policy CS40 of the Core Strategy sets out the broad principles and aims in relation to securing affordable housing through residential development.

Guideline GAH2 of the Community Infrastructure Levy (CIL) and Planning Obligations Supplementary Planning Document (SPD) sets out the expected developer contributions for the city's 12 Affordable Housing Market Areas. The expected developer contribution towards affordable housing provision varies between 0% and 30%, depending on which Affordable Housing Market Area the site is in.

In this instance the site falls in the City Centre West Area, where a 10% contribution is required.

The General Needs accommodation provided as part of this proposal is to be rented to Council tenants at a rent that is no greater than 'affordable', defined as 80% of market rental value for the area. The rental amount for each apartment will be determined by the number of bedrooms in the accommodation. The cost of council housing rent is in line with affordable housing prices and is aimed to provide support to those who otherwise may not be able to afford housing in the private rental market.

There is a need for more one bed social rented properties citywide to meet demand, so any new developments in the city will support this requirement.

The provision of the housing proposed meets this policy requirement.

Community Infrastructure levy

In this instance the proposal falls within Zone 3. Within this zone there is a CIL charge of £30 per square metre, plus an additional charge associated with the national All-in Tender Price Index for the calendar year in which planning permission is granted, in accordance with Schedule 1 of The Community Infrastructure Levy Regulations 2010

The proposed development will be 100% social housing funded by Sheffield City Council, therefore this may be exempt from a CIL contribution.

Response to Representations

Many of the themes raised in representations have been discussed within the above assessment. Other issues are discussed below:

- No new infrastructure is proposed, concern regarding impact on GPs, nurseries, schools, traffic and public transport capacity. – A CIL payment would address these aspects, however the development may be exempt in this instance.
- Concern regarding boundary provision and accuracy of the existing detail. Where new areas of boundary treatment are proposed they are standard heights and styles which are typical and appropriate to a residential area. The amenity and visual implications to adjacent residents are acceptable.
- Concern new trees would grow too high – Whilst this concern is noted, greater weight is given to the benefits that tree planting would bring to the visual amenities of the locality. The extent of tree planting proposed in relation to neighbouring properties is minimal and would not cause unacceptable amenity implications. The species chosen would reflect the constraints of the location.

The following are Non-Planning Issues and cannot be considered in the determination of the application:

- Impact on selling third party property
- Loss of view
- Neighbour is hoping to increase land ownership.

SUMMARY AND RECOMMENDATION

This application seeks consent for the demolition of the existing care home and the erection of 2 blocks to accommodate 36 residential units. These would be for social rent.

In the absence of a 5-year supply of housing land the tilted balance is engaged in accordance with Paragraph 11 of the NPPF and the positive and negative aspects of the scheme must be carefully weighed.

That there would be a number of benefits that will arise from this application including:

- The scheme would deliver 36 new residential units which would be affordable and go towards addressing identified city-wide need.
- The site is in a sustainable location and would constitute efficient use of land which is currently under-utilised and visually detracts from the locality.
- The construction process would create employment opportunities.
- Future residents would generate local spend within the economy.

The disbenefits of the scheme relate to the compromised amenity a small number of units. Whilst this is a negative aspect, on balance the scheme complies with policy.

In applying the titled balance in favour of sustainable development in NPPF Paragraph 11 (d), on balance greater weight is given to the benefits of the scheme in terms of housing delivery of needed, affordable housing in a sustainable location with a scheme which integrates suitably within the existing locality.

It is concluded, that in this instance the balance falls in favour of scheme and the scheme would be compliant with the above-mentioned policies. It is therefore recommended that planning permission be granted subject to the listed conditions.