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Case Number	20/02764/FUL (Formerly PP-08968890)
Application Type	Full Planning Application
Proposal	Erection of 3no. dwellinghouse with integral garages
Location	Within The Curtilage Of 27 Cawthorne Grove Sheffield S8 0NB
Date Received	14/08/2020
Team	South
Applicant/Agent	Cadenza VM Ltd
Recommendation	Grant Conditionally

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

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

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

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

2. The development must be carried out in complete accordance with the following approved documents:
  - Drawing No 635\_LP\_01 revision B (Proposed Site Location Plan), as published on the 18th February 2021
  - Drawing No 635\_SK9\_01 revision B (Proposed Lower Ground Floor/Site Layout Plan), as published on the 18th February 2021
  - Drawing No 635\_SK9\_02 revision C (Proposed Upper Ground Floor Layout Plan), as published on the 18th March 2021
  - Drawing No 635\_SK9\_03 revision C (Proposed First Floor Layout Plan), as published on the 18th March 2021
  - Drawing No 635\_SK9\_04 revision B (Proposed Roof Layout Plan), as published on the 18th February 2021
  - Drawing No 635\_SK9\_06 revision C (Proposed Elevations Plan), as published on the 18th March 2021
  - Drawing No 635\_SK9\_07 revision B (Proposed Site Sections & Plot 3 Rear Elevation Plan), as published on the 18th February 2021
  - Drawing No 635\_SK9\_09 revision B (Proposed Site Sections Plan), as published on the 18th February 2021

- The Preliminary Ecological Appraisal (PEA) dated July 2020 and carried out by Weddle Landscape Design, as published on the 14th August 2020
- The Coal Mining Risk Assessment Report (reference no PR/AJK//45206-003-12) dated 10th August 2020 and produced by Eastwood & Partners Consulting Engineers, as published on the 14th August 2020
- The Phase 1 Geotechnical and Geo-Environmental Site Investigation Report (reference no 45206-002) dated 10th August 2020 and carried out by Eastwood & Partners Consulting Engineers, as published on the 21st August 2020 and
- The additional 3D Visuals, as published on the 18th February 2021

Reason: In order to define the permission.

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

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

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

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

shall be retained in use and maintained for the lifetime of the development.

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

5. No development shall commence until the actual or potential land contamination and ground gas contamination at the site shall have been investigated and a Phase 1 Preliminary Risk Assessment Report shall have been submitted to and approved in writing by the Local Planning Authority. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004).

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.

6. 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 Contaminated Land Report CLR 11 (Environment Agency 2004).

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.

7. 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 with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating 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.

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

8. 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 with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating 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.

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

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

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

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. No dwelling which is shown on the plans to be provided with screen walling and/or fencing shall be used unless such screen walling and/or fencing has been erected in accordance with details to be submitted to and approved in writing by the Local Planning Authority and thereafter such screen walling and/or fencing shall be retained.

Reason: In the interests of the amenities of the locality and occupiers of the proposed dwellings.

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

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.

14. The dwellings shall not be used unless the car parking accommodation for 3 vehicles per dwelling as shown on the approved plans has been provided in

accordance with those plans, and thereafter such car parking accommodation shall be retained for the sole purpose intended.

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

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

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

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

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

#### **Other Compliance Conditions**

17. 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.

18. 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.

19. 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.

20. Notwithstanding the details shown on the approved plans, all of the window openings on the rear elevations of the Plot 1 and Plot 2 dwellings at the proposed first-floor level (as shown on approved drawing numbers 635\_SK9\_03 Revision C and 635\_SK9\_06 Revision C) shall be fully glazed with obscure glass to a minimum privacy standard of Level 4 Obscurity and no part of those windows shall at any time be glazed with clear glass.

Reason: In the interests of the amenities of occupiers of adjoining property and the future occupants of the proposed new dwellings.

21. No gates shall, when open, project over the adjoining public highway on Cawthorne Grove.

Reason: In the interests of highway safety.

22. 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 dwellings shall be constructed without prior planning permission being obtained from the Local Planning Authority.

Reason: In the interests of the amenities of occupiers of adjoining property and the future occupants, bearing in mind the restricted size and dimensions of each curtilage.

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

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

**Attention is Drawn to the Following Directives:**

1. Any work carried out on the proposal without having all the necessary pre-commencement conditions discharged may result in the whole development being unauthorised.
2. It is noted that your planning application involves the construction or alteration of an access crossing to a highway maintained at public expense.

This planning permission DOES NOT automatically permit the layout or construction of the access crossing in question, this being a matter which is covered by Section 184 of the Highways Act 1980. You should apply for permission, quoting your planning permission reference number, by contacting:

Ms D Jones  
Highways Development Management  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

Tel: (0114) 273 6136  
Email: dawn.jones@sheffield.gov.uk

3. The applicant is advised to contact the Council's Development Services, Land Drainage, Howden House, 1 Union Street, Sheffield, S1 2SH (Telephone Sheffield 2735847) to seek approval for the proposed drainage arrangements, as soon as possible, prior to the commencement of development.
4. You are required, as part of this development, to carry out works within the public highway. You must not start any of this work until you have received formal permission under the Highways Act 1980 in the form of an S278 Agreement. Highway Authority and Inspection fees will be payable and a Bond of Surety required as part of the S278 Agreement.

You should contact the S278 Officer for details of how to progress the S278 Agreement:

Mr J Burdett  
Highways Development Management  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

Tel: (0114) 273 6349  
Email: james.burdett@sheffield.gov.uk

5. 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.
6. The applicant is advised that noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60

of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0730 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from Environmental Protection Service, 5th Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at [epsadmin@sheffield.gov.uk](mailto:epsadmin@sheffield.gov.uk).

7. 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](mailto: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.

8. Failure to carry out this development in accordance with the approved plans may result in enforcement action. Please contact the Planning Department if you wish to amend any design or specifications for your proposed development.
9. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines on the Council website here:

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

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

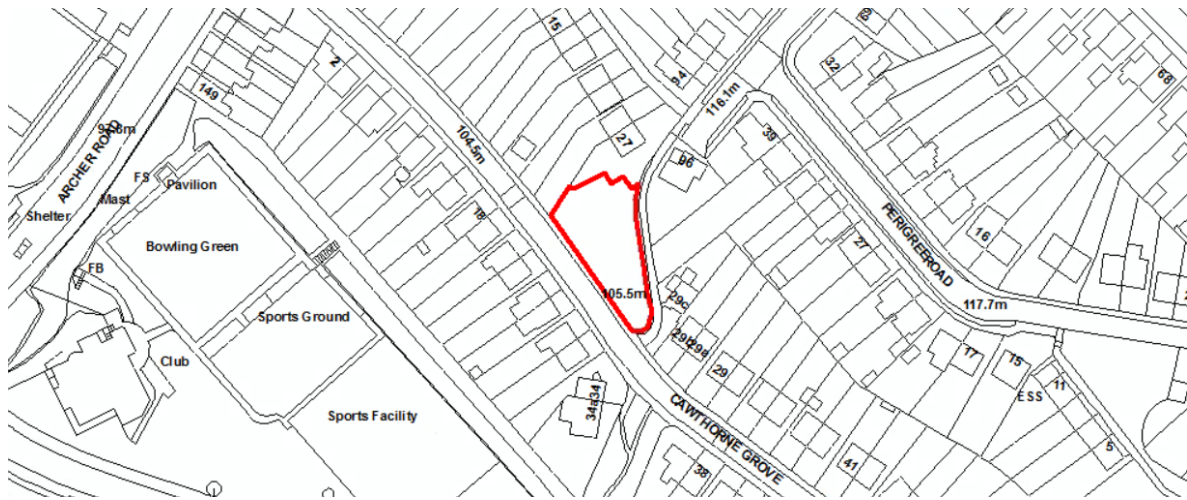
Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.

10. 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.
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necessary in accordance with the requirements of the National Planning Policy Framework.

## Site Location



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## **INTRODUCTION**

This is a full application for the erection of 3no. dwellings with off-street car parking and associated hard and soft landscape works within the residential curtilage of 27 Cawthorne Grove. When the application was originally submitted, the proposal was for the erection of 4 dwellings. Amended plans are now showing 3 dwellings.

27 Cawthorne Grove is a two-storey semi-detached hipped-roof residential property that is sited in an elevated position on the plot. The property has a principal elevation fronting towards Todwick Road and a large rear garden that slopes down towards Cawthorne Grove. The rear garden appears to have been overgrown with trees and shrubs and, it is understood that a recent attempt has been made to clear the site. A public footpath runs adjacent to the site linking Cawthorne Grove to Todwick Road. The site frontage along Cawthorne Grove currently consists of a low-level natural stone retaining wall with a range of dense 3m high boundary hedging above (laurel and holly), there are still a few ornamental trees dotted around the site.

The immediate area is almost entirely residential in nature and, there is a prevailing character of mainly 2-storey semi-detached properties (1930's - 1940's) along Cawthorne Grove. There are 3no. 1970's houses adjacent to the site/public footpath that are 3-storey in appearance and each having a basement level garage, but at ground level on Cawthorne Grove. There is also a recently constructed contemporary-designed detached dwelling near the top section of the site (fronting Todwick Road).

The proposed development seeks to subdivide the site and create 3 new dwellings (1 pair of semi-detached dwellings and a separate detached dwelling). The accommodation being provided for each of the new dwellings would be spread over 3 levels. Plots 1 and 2 would be identical and include:- a living/dining space and a single garage at lower ground floor level, two bedrooms and a bathroom at upper ground floor level and a further bedroom and bathroom at first-floor level (3 bedrooms in total). The plot 3 detached dwelling would include a living and separate dining kitchen at lower ground floor level, 2 bedrooms and a bathroom at upper ground floor level and 2 further bedrooms and a bathroom at first floor level (4 bedrooms in total).

In addition to the integral garage, each dwelling will also have enough hard-surfaced parking space for at least 2 additional vehicles (at least 3 parking spaces in total for each dwelling). Each dwelling will also have some garden amenity space.

All of the new dwellings would be constructed in brickwork and would have slate roofs.

## **RELEVANT PLANNING HISTORY**

Previous and/or relevant planning history for this property/site includes:-

20/00384/FUL – a two-storey side extension to the main/host dwelling (no.27 Cawthorne Grove). This application was conditionally approved in April 2020. This approval has not yet been implemented. It should be noted that the current planning

application for the 3 new dwellings (reference 20/02764/FUL) does show the proposed two-storey side extension to no.27 Cawthorne Grove.

## **REPRESENTATIONS**

### Original Submission

This application had initially resulted in 12 separate representations being received in response to the proposal of 4 dwellings. All of the 12 representations raised objections to the proposal and, 11 of the 12 representations were from properties on Cawthorne Grove. The remaining objection was from a ward Councillor (Cllr. Ian Auckland).

The initial reasons for objection (based on the 4-dwelling scheme) have been summarised and are listed below.

Neighbour representations:-

### Design/Character

- The proposed new dwellings are not aligned with surrounding properties.
- The buildings are too high and will spoil the skyline views.
- The new houses resemble office buildings or cramped student living accommodation.
- The new dwellings have cramped living spaces with little outside space/garden areas.
- 2 houses with a different design would be more acceptable on this plot.
- The design is not in keeping with other properties on Cawthorne Grove.
- The new units don't fit with the lie of the land and general character of the area.
- 4 dwellings would constitute an overdevelopment of the plot and some of the new dwellings would be positioned too close to existing homes.
- The gardens appear to be very small.
- Cawthorne Grove is unique in this area, as it's a residential street with a majority of 1930's traditional material, two-storey, semi-detached houses. The proposed development, while semi-detached properties, are four-storeys high, non-traditional building materials, does not fit within the current building line and would totally dominate the street scene therefore would be a huge departure from the character of the street.
- All of the elevation plans submitted show the ridge height of the houses at the same level as the streetlight, however, as the street light is 6m high, this would give a maximum head height for each of the 4 levels as 1.5m. As the recommended ceiling height for new builds is 2.4m the actual height of the new buildings will tower above the street lighting by at least 3.6m. These new houses will totally dominate the road, overshadowing all other buildings and would feel oppressive, particularly the two that are immediately adjacent to the public footpath.
- The adjoining houses and other houses in the surrounding area have significant green space, most having mature trees, wild spaces and natural privacy from adjoining properties and gardens.

- The statement regarding the 'awkward and oversized garden' is purely a matter of opinion. Cramming 4 houses on to this small piece of land is certainly not going to 'enhance this quiet street' and there is nothing remotely traditional, as stated, about the proposed houses. The proposed development would see the street dominated by 4 four storey houses that will look totally out of place on the street as they do not reflect the character of rest of the houses on Cawthorne Grove.
- The houses with the roofline referred to are set far back from the street and up the gradient of the hill. This development will totally change the streetscape as it would see a four-storey high gable end immediate adjacent to the pavement which will dominate the whole road. Even from the junction of Archer Road these properties would be visible.
- This design and proposals show no regard for the current residents of Cawthorne Grove. Furthermore, little thought has been given to the future occupants of the new houses, with there being very little outside amenity space to enjoy.

### Traffic

- As a result of this development, there could be up to 8 additional vehicles on the road, and the increased level of movements by those vehicles would result in traffic congestion and higher traffic emissions in the area.
- The construction of 4 dwellings on this land would be overdevelopment of the area and would set a precedent allowing all the property owners on the north side of Cawthorne Grove to construct new dwellings in their back gardens, in essence doubling the number of homes on the street that is not, and was never planned to be, capable of supporting the current level of associated traffic and parking let alone the increase new development would bring.
- Parking is already an issue on Cawthorne Grove where double parking is the norm and, as it is a narrow road, vehicles are often parked on pavements to allow vehicles to pass. While the proposed plans do include parking for two cars at each property, the development will without doubt increase the number of vehicles parking on the street. In addition to this, the large vehicles needed for the construction of these properties would result in the road being impassable during the building period.
- Although the new dwellings will have integral garages, they are highly likely to just end up being used for storage purposes. The dwellings could end up being occupied by larger families with more than 2 cars. The street is very narrow and, parking is already extremely difficult, this development will just add to an already congested road. Many residents on the road (some with health issues and disabled person badges) are already having to park too far away from their homes.
- Whilst each of the new houses might have 2 off-street car parking spaces, there is no provision for other vehicles or for visitors.

### Amenities

- The position and cramped nature of the dwellings would mean that the new dwellings would be severely overlooked by no.27 and no.25 Cawthorne Grove.

- Any noise or smoke from BBQs and gatherings at the new dwellings would affect existing neighbours living higher up.
- The construction of the development would cause a lot of disruption (noise, dust construction vehicle parking etc.).
- If allowed, this development would just be 8m from neighbouring properties directly opposite, the development would therefore tower over those neighbouring properties, causing overshadowing, loss of light and loss of privacy. Neighbours have a right to enjoy their own homes without them being compromised.

#### Landscaping/Ecology/Biodiversity

- Local wildlife would not be attracted to the new dwellings because they are mainly dominated by hard surfaces and angled buildings.
- In order to accommodate the new dwellings being built, the proposal will result in the loss of greenery and hedging which currently surrounds the site.
- The plot is best suited to a maximum of one house (if at all any) built in a similar style to those around it. With access to a large garden, thereby maintaining the ecological and wildlife balance in the neighbourhood.
- There is lots of wildlife on the land and in the hedgerow, badgers, foxes, hedgehogs etc.
- Before the current owner bought this property, the garden was a heavily wooded area that was a haven for wildlife being regularly visited by owls among other species. The hedge along Cawthorne Grove was kept tidy and the whole area certainly was not an eyesore. The current owners have cut down the trees on the garden and made no attempt to tidy the debris; rubbish from the current building project at the top of the site has been thrown on to the garden and the hedge that borders the pavement on Cawthorne Grove has been left to grow out of control, now causing pedestrians to walk on the road at some points. I agree this area is now an eyesore but, this is the result of the 'work' carried out by the current owners and not the historical use of the garden.

#### Drainage

- The size of the area being proposed to be converted into non-permeable ground will represent a potential and significant increase of rainwater flow onto Cawthorne Grove and the existing sewage network. Any SUDS system would be into non fractured sandstone and due to site constraints, would offer little mitigation in the event of a large influx of rain.

#### Miscellaneous

- The 3 storey houses further along the road overlook open space/common ground and don't overlook other residential properties.
- There are no environmental/sustainable features in this development such as solar panels.
- This application should be determined by the Planning Committee and a site visit undertaken to fully understand the impact of the proposal.

- It is understood that there have been problems with asbestos at some of the local houses in the area.
- There will be lots of disruption caused when it comes to linking the new dwellings to the various services, for example, the main sewer (which is 3 metres deep) is positioned beneath the road itself.
- The consideration and professionalism of the developer has been lacking throughout the renovation of the existing property; a simpler undertaking to the proposed. The mature trees previously present were felled soon after purchase and burnt on site. Only with the intervention of the environmental agency did the developer stop burning. Softer approaches were tried but met with hostility. Rubbish on site was cleared by residents and not the developer as it was left in an unsightly condition for months. When the old roofing tiles were removed, they were dumped on site and left uncovered initially; the old tiles contained asbestos and many had been broken during removal.
- In the submitted design and access statement, the developer makes reference to a new contemporary designed house, that new house is in fact on Perigree Road and does not have a frontage on, and is barely visible from, the street level of Cawthorne Grove. There are 3 houses on the street that were not built in the 1930's (they were built over 40 years ago) but they were constructed with the same building materials as all of the other houses on Cawthorne Grove and as such, they don't look out of place on the road.
- Any new development of the site should be done in a considerate manner and, the new properties should not have a negative impact to the existing residents on Cawthorne Grove.

Cllr Ian Auckland has raised the following reasons for objection:-

- The principle of Housing Development on this site is accepted; however, the original and regular built form to the front elevations of properties on Cawthorne Grove remains mainly undisturbed, and the proposed design and appearance of the proposed development has an adverse and unacceptable impact on the established street form. The scale and massing of the proposed dwellings, taken as a whole, is over dominant of properties nearby, and is overdevelopment having regard to the topography and constrained boundaries of the site. Access from the properties to the highway might not conform to expected standards, (and residents concern about access and parking are to be expected). The stronger relationship, in terms of public amenity, is of the proposed development to the established properties opposite on Cawthorne Grove, and the visual connection to a "modern" property above, (on Perigree Road) is weak and should be discounted.

Amended Submission

5 additional representations (all from residents on Cawthorne Grove) were received following the amendment reducing the scheme from 4 dwellings to 3. They raised the same concerns and issues as mentioned above with two additional matters also raised:-

- Two dwellings would be better suited to the site than 3; and

- There are not enough sustainable design features incorporated into the development.

Other Representations:-

South Yorkshire Police have raised no objections to this application.

## **PLANNING ASSESSMENT**

It is considered that the key issues relating to this application are:-

- The acceptability of the proposal in land use policy terms.
- The overall design of the development and its impact on the street scene and character of the area.
- Whether or not the proposal will have a significant impact on either the existing neighbours or the future occupants of the development.
- The impact of the development on highway safety and whether or not there will be adequate off-street car parking provision.
- The impact of the development on landscaping and ecology.

The National Planning Policy Framework (NPPF)

The key consideration to be taken from the NPPF is a 'presumption in favour of sustainable development'. The document summarises delivering sustainable development as planning for prosperity (economic role), for people (social role), and for places (environmental role).

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

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

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

In addition, the NPPF attaches great importance to the design of the built



environment. It seeks to ensure planning decisions optimise site potential to accommodate development, whilst responding to local character and the identity of local surroundings.

#### Local Policy

The site lies within a Housing Policy Area as designated in the adopted Sheffield Unitary Development Plan (UDP).

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

- BE5 (Building Design and Siting)
- BE9 (Design for Vehicles)
- H10 (Development in Housing Areas)
- H14 (Conditions on Development in Housing Areas)

Relevant Core Strategy Policies are:

- CS22 Scale of the Requirement for New Housing
- CS23 Locations for New Housing
- CS24 Maximising the Use of Previously Developed Land for New Housing
- CS26 Efficient Use of Housing Land and Accessibility
- CS64 Climate Change, Resources and Sustainable Design of Developments
- CS65 Renewable Energy and Carbon Reduction
- CS67 Flood Risk Management
- CS74 Design Principles

#### Principle of Development

#### Land Use and Housing Supply

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

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

Policy CS22 is only partly in conformity with the NPPF. As the Core Strategy is now more than 5 years old, the NPPF states that the housing requirement must be based on the local housing need figure using the Government's standard methodology. In accordance with the Sheffield Housing and Economic Land Availability Assessment report), as of September 2020, the gross number of dwelling completions was 3,101 homes in 2019/20 (this represents a 55% increase on the previous year), the

majority of CS22 therefore carries very limited weight. However, the policy states that a 5-year supply of deliverable sites will be maintained at all times, and the most recent published monitoring data (December 2020) concludes that there is a 5.4 year supply. This part of the policy is in conformity with the NPPF.

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

Nevertheless, this development of 3 new dwellings would make a small contribution towards the Council's housing land supply of deliverable sites and this should be afforded some weight as a material consideration.

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

The proposal therefore accords with Core Strategy Policy CS23 (Locations for Housing Development) as in location terms this is considered to be suitable and sustainable site within the existing urban envelope.

The NPPF (paragraph 118) gives substantial weight to using brownfield land within settlements to meet the needs for new homes, which is consistent with the broad approach of Policy CS23. The policy guides provision of new homes primarily to land within the main urban area of Sheffield which is consistent with both paragraph 118 and the Government's ambition of significantly boosting the supply of housing (at paragraph 59).

#### Sustainable Use of Land

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

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

Core Strategy Policy CS24 gives priority to previously developed sites. The proposal is located on a greenfield site since the NPPF states that the definition of 'previously developed' excludes land in built-up areas such as residential gardens.

Paragraph 118(c) of the NPPF gives "substantial weight to the value of using suitable brownfield land within settlements for homes", which is consistent with the strong approach taken in Policy CS24, and reflected in the policy target of delivering no more than 12% of new homes on greenfield land. New house building in Sheffield is significantly below the 12% target at closer to 5/6%.

Greenfield development can be accepted on small sites within the existing urban areas where it can be justified on sustainability grounds as specified in Policy CS24 (b) or where monitoring shows that there is less than a 5 year supply of deliverable sites – CS24 d).

Given the fine margin in Sheffield's Housing supply at present (5.4 years), part d) of the policy is considered to have moderate weight.

Residential gardens are excluded from the 'previously developed' definition. The site currently serves as the garden to No. 27 Cawthorne Grove and until recently had included boundary hedging, trees and shrubs which, it is acknowledged were in need of management. Despite the overgrown nature of the garden and its sloping terrain, the site was clearly identifiable as being part of the existing garden of 27 Cawthorne Grove.

Given that approximately only 6% of new housing development in Sheffield is using greenfield land, the proposed development of the site would be acceptable with regards to paragraph 118 of the NPPF and also satisfy the objective of significantly boosting the supply of new homes in the city (NPPF paragraph 59). It would also be acceptable in regard to Policy CS24.

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 proposal for the 3-dwelling plot represents a density of approximately 44.39 dwellings per hectare. If one includes the host dwelling site area as well (i.e. no.27 Cawthorne Grove), the density of the site as a whole (for the 4 dwellings) would be approx. 41.75 dwellings per hectare. By comparison, the density for some of the neighbouring properties 29B and 29C Cawthorne Grove is approx. 40 dwellings per hectare and no.25 Cawthorne Grove is approx. 33 dwellings per hectare. The proposed density level for the proposal site therefore lies comfortably within the expected range for a suburb area such as this.

For these reasons outlined above, officers are satisfied that the proposal conforms with Core Strategy Policy CS26.

Grain of Development, Scale, Massing and Design Issues

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

- 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

- Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; and
- 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
- Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development.

Local Plan policies are considered to broadly reflect these priorities and are therefore considered to carry weight.

Chapter 12 of the NPPF requires good design, with paragraph 124 stating good design is a key aspect of sustainable development and should contribute positively to making places better for people.

Policy BE5 of the UDP states that new buildings should complement the scale, form and architectural style of surrounding buildings and the street scene.

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 CS74 (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.

In this instance, the proposed new development would clearly be seen in the context of the Cawthorne Grove street scene as opposed to the Todwick Road Street-scene. The 1970's, 3 storey houses, are the immediate neighbours with context also provided by the 2 storey 1930's semi's opposite. NPPF guidelines state that innovative and contemporary designed schemes should not be resisted based on purely design grounds, particularly in less sensitive areas.

With the amendments now made to the scheme, the new dwellings have a general appearance of being 3 storeys (unlike the originally submitted 4-dwelling scheme which owing to prominent front dormer features created an appearance of the 4-storey, very top heavy dwellings, unusually tall in the street-scene. The overall reduction in the scheme from 4 dwellings to 3 has enabled the new amended single detached dwelling (plot 3) to be significantly set back from the back edge of the front boundary, thereby respecting an established building line along Cawthorne Grove and reducing its overbearing prominence for anyone walking along that section of the public footpath.

As Cawthorne Grove is a narrow road, the set-back dwelling on Plot 3, together with its reduced height will now be positioned further away from the 2-storey houses directly opposite on Cawthorne Grove, thereby alleviating to some degree the concerns relating to overbearing and loss of privacy.

The reduction in the scale of the development from 4 to 3 dwellings along with the changes made to the house-designs of the new semi-detached units on plots 1 and

2 also now means that the dwellings have a reduced width and, it will now only be the attached garage element of plot 1 that will be positioned to the immediate front of the approved, but not yet built, two-storey side extension of the host dwelling (27 Cawthorne Grove).

In this respect therefore, officers consider that the configuration and mass of the new dwellings and their proximity to one another and surroundings (as shown on the amended plans) represents a development that has a greatly improved layout, is more reflective in terms of built form, is less cramped and appears less imposing in the street-scene.

The proposed new dwellings and walls (separation and retaining) will be faced in brickwork and the roofs to the dwellings will be in natural slate. The proposed materials are appropriate for the location. It would be necessary however to impose a suitably worded planning condition to agree the specific type/brand of brickwork and roofing materials

The NPPF focuses on achieving well designed places and good design. Policies BE5, H14 and CS74 are consistent with paragraph 127 of the NPPF and are therefore considered to carry significant weight.

Taking into account the design, scale and density elements of the revised 3-dwelling scheme as a whole, it is considered that the proposed development is well designed and would reflect a scheme that knits reasonably well with the urban grain. In this regard, the proposal would satisfy UDP Policies BE5 and H14, Core Strategy Policy CS74 and, paragraph 127 of the NPPF.

#### Living Conditions

UDP policy H14 'Conditions on Development in Housing Areas' requires that development sites should 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.

The guidelines found in the adopted Supplementary Planning Guidance on Designing House Extensions are not strictly applicable since they technically relate to house extensions, however, they do give guidelines that have widely been used for new dwellings as well as for household extensions and therefore are established within the Council's decision-making process. The guidelines give useful parameters relating to matters such as overshadowing, window to window separation distances and, minimum garden sizes.

The design of the scheme has been amended such that the windows that were originally shown at the rear of plot one (facing the rear elevation of the host dwelling) have now been either repositioned elsewhere (now side facing) or, are now windows to non-habitable rooms (bathrooms or landings etc) and are therefore capable of being obscure glazed without impacting on living conditions of the occupants. This will ensure that there will be no direct loss of privacy from windows at the rear of the host dwelling and the rear facing windows of the plot 1 dwelling.

Bedroom 3 of plot 1 (located on the upper ground floor level) will have a side facing window overlooking the roof of the side garage. This window will be positioned approx.4 metres from the side (west) boundary of the plot one garden. A new side boundary wall with a close-boarded timber fence is being proposed and this should ensure that there is no direct overlooking from the plot one bedroom 3 window over the resulting lower rear garden of the host dwelling (27 Cawthorne Grove).

A consequence of the proposed development will be that the host dwelling (27 Cawthorne Grove) will have a significantly reduced sized rear garden, however it will still be 88 sq. metres which is significantly higher than the SPG recommended minimum of 50 sq. metres for new dwellings. Officers also note that the proposed 3 new dwellings will also have larger private garden/amenity space than the SPG recommended 50 sq. metres (Plot 1 having approx. 85 sq. metres, Plot 2 having approximately 55 sq. metres and Plot 3 having approx. 77.5 sq. metres. These figures do not include the hard-surfaced hardstanding/car parking areas which if utilised, would make the amenity space figures significantly larger than the recommended SPG 50 sq. metres.

At its closest point, the proposed new plot 3 dwelling will be approx. 19 metres away from the closest dwelling on the opposite side of Cawthorne Grove, however, due to these front elevations being within the public domain and therefore visible from within the street-scene, it is not necessary to require windows on the front elevations to maintain the 21 metre window to window separation distance and as such, the 19 metre separation as in this instance is considered acceptable.

The site at present (as a garden to no. 27 Cawthorne Grove) is very steep which makes it very difficult to use and manage in any meaningful way, and as a consequence, the existing site has been left overgrown and unkempt which has to a degree resulted in an unsightly appearance in the street-scene on Cawthorne Grove , particularly now that the site has been cleared of some of the natural growth-hedging and trees. However, as a result of this proposal, a series of terraces (with retaining walls) will be formed which will make the spaces more useable as amenity areas for the future occupants whilst also resolving the untidy appearance of the site that now currently exists in the street-scene. Officers do consider that more can be done in terms of soft landscaping, to help soften the appearance of the development and to also re-introduce opportunity for wildlife to flourish and therefore recommend that appropriate planning conditions be imposed requiring details of a landscaping scheme to be submitted and approved.

Officers are satisfied that each of the new dwellings will have good outlooks from all of the main habitable rooms and that the new dwellings will also each have an acceptable area of private amenity space. The plans also show that designated bin storage areas will be provided for each of the dwellings and that these will be located within the front forecourt/garden areas and screened from the street scene by existing high boundary hedging.

With the exception of the existing host property which would end up with a much smaller garden than what it currently has most other neighbouring properties will not be significantly affected by the proposal.

It is concluded therefore that the proposed development will not impact on living conditions for neighbouring residents and, that it will provide acceptable amenities for the future occupants, thereby satisfying the requirements of UDP Policies BE5 and H14 and, Policy CS74 of the Sheffield Core Strategy.

### Highway Considerations and Car Parking

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

The Council's Car Parking Guidelines indicate that the maximum provision for a 2-3 bedroom dwelling should be the provision of 2 off-street car parking spaces.

Cawthorne Grove is a narrow road and many of the properties directly opposite the site only have provision for one off-street car parking space or in some instances, none. As a consequence, there is already some degree of on-street parking taking place. Under this proposal however, each of the new dwellings will have an integral garage and a further two off-street car parking spaces with adequate space for vehicles to turn on site. Therefore, there is adequate provision for parking and any increased traffic coming to the site is likely to have a minimal impact.

Because of existing high boundary hedging along the Cawthorne Grove frontage, the access drives have been widened to 3 metres which will provide adequate inter-visibility at each site entrance/egress point thereby minimising potential risk for pedestrians.

Some of the representations have referred to construction traffic and the potential disruption that this could create on such a narrow road. Whilst officers recognise that this could cause some disruption for neighbours, it would only be a temporary issue during construction. Appropriate conditions are recommended requiring the developer to provide a construction traffic management plan that would identify appropriate areas for construction traffic, loading/unloading of materials and wheel washing facilities etc.

The NPPF at paragraph 109 states that development should only be refused or prevented on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impact on the road network would be severe. In this instance, the dwellings would have adequate off-street car parking provision (with space for vehicles to manoeuvre) and there would be adequate visibility at the site entrances to each of the dwellings. It would be considered unreasonable therefore to refuse this application on highway grounds in this instance.

### Sustainability Considerations

Core Strategy policy CS64 deals with 'Climate Change, Resources and Sustainable Design of Developments'. Policy CS65 also seeks to promote renewable energy and carbon reduction and requires developments to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

The supporting design and access statement states that measures will be taken to

ensure a low carbon footprint. The submitted Design & Access statement also refers to low energy lighting being used on the development and, that wherever possible, the construction materials will be sourced locally. Officers consider that there is scope for more to be achieved (in terms of solar energy, water recycling etc.) and therefore recommend that appropriate conditions be imposed requiring more to be achieved in this respect to ensure compliance with the above policy.

#### Drainage Issues

Policy CS67 Flood Risk Management expects developments of this size to seek to minimise surface water run-off, including, for example, use of permeable paving. Because of the site gradients and the high level of hard surfaced areas being proposed as a result of this development, the developer will need to demonstrate that there are appropriate drainage measures in place to help mitigate against the impact of climate change and the likely increase in surface water run-off. It is therefore appropriate in this instance to impose appropriate conditions to ensure no increase in surface water run-off from the site.

#### Potential Land Contamination Issues

Following consultation, officers from the Council's Environmental Protection Service (EPS) have stated that the land on and immediately adjoining the development site has been the subject of potentially contaminated former uses, which have the potential to impact upon human health and/or the environment and as such, appropriate land contamination conditions are recommended.

#### Biodiversity

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

The development has already resulted in the removal of some trees and shrubs from the site (works carried out prior to the application being submitted). The loss of these habitats is regrettable; however, the site wasn't protected in any way and their removal wouldn't form a basis to resist the scheme.

Officers consider that it is appropriate therefore to impose planning conditions (as mentioned earlier in the report) requiring a soft landscaping scheme to be provided and measures to improve overall biodiversity. These could include features built into the development and would assist in improving wildlife habitats in the area.

#### Community Infrastructure Levy (CIL)

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



In this instance the proposal falls within a Zone 4 area where there is a CIL charge of £50 per square metre, plus an additional charge associated with the national All-in Tender Price Index for the calendar year in which planning permission is granted, in accordance with Schedule 1 of The Community Infrastructure Levy Regulations 2010.

## **RESPONSE TO REPRESENTATIONS**

Matters relating to design, residential amenity, highways, landscape, drainage, biodiversity and sustainability have been dealt with in the main body of this report.

## **SUMMARY AND RECOMMENDATION**

This is an application for new housing development within a Housing Area as identified by the UDP. This application was originally submitted for 4 dwellings (2 pairs of semi-detached dwellings all having a 4-storey appearance) within the curtilage of no.27 Cawthorne Grove. The scheme has since been significantly amended and is now for 3 smaller dwellings (a pair of semis and a detached unit) all of which now have a three-storey appearance. Each of the new dwellings has 3 off-street car parking spaces and provision for vehicles to turn on site.

Officers are satisfied that the overall design, scale and form of the dwellings is acceptable and not out of character, scale and form with the existing adjacent dwellings on Cawthorne Grove. The dwellings have been designed in such a way that the amenities and living conditions of neighbouring residents and future occupants of the dwellings (including the original host dwelling) are protected and in line with adopted SPG in terms of design and amenity criteria.

There would be no adverse impact upon highway safety and the development would make a small, but positive contribution to housing supply Sheffield.

Officers are satisfied that the proposals will accord with local and national planning policies and therefore recommend that this application (as amended) be conditionally approved.

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