

SHEFFIELD CITY COUNCIL

Report Of The Head Of Planning  
To the Planning and Highways Committee  
Date Of Meeting: 11/03/2014

LIST OF PLANNING APPLICATIONS FOR DECISION OR INFORMATION

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

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Case Number	13/04206/RG3 (Formerly PP-03077286)
Application Type	Application Submitted by the Council
Proposal	Residential development with associated open space and landscaping (Outline application under Reg 3 - 1992)
Location	Bannerdale Centre 125 Carter Knowle Road Sheffield S7 2EX
Date Received	18/12/2013
Team	South
Applicant/Agent	Kier Asset Partnership Services Limited
Recommendation	Grant Conditionally

Subject to:

- 1 No development shall commence unless and until full particulars and plans shall have been submitted to the Local Planning Authority for approval in respect of (a) Appearance, (b )Landscaping, (c) Layout, (d) Scale (hereinafter called 'the reserved matters') and approval in writing has been obtained from the Local Planning Authority.

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

- 2 Application for approval of the reserved matters shall be made 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.

- 3 The development hereby permitted shall begin not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved.

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

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

Drawing Title / Number:

- Bannerdale Parameters Plan / (0-)A203 Revision B
- Bannerdale Site Location Plan / (0-)A201
- Plan Showing Open Spaces Areas and Associated Land Use Before & After Development / BDP\_AB\_(SK)L006 Revision B

Reason; In order to define the permission.

- 5 No development shall commence until details have been submitted to and approved in writing by the Local Planning Authority relating to the provision, enhancement and long term maintenance of the parcels of land labelled A1, A2 and A5 within the drawing Plan Showing Open Spaces Areas and Associated Land Use Before & After Development / BDP\_AB\_(SK)L006 Revision B. The submitted details shall include a time schedule for implementation of agreed provision and improvement works, and the approved works shall be undertaken in accordance with the approved time schedule. Thereafter, the approved maintenance strategies shall be followed.

Reason; To ensure the provision of appropriate levels of open space within the vicinity of the application site.

- 6 No development shall occur in the area labelled 15m Buffer Zone on the drawing title Bannerdale Parameters Plan (number (0-)A203 Revision B.

Reason; In order to define the permission and in the interests of ecology and biodiversity.

- 7 No development shall commence until full details of measures to protect the existing trees, shrubs and hedges to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate

root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2005 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

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

- 8 Prior to the occupation of the development hereby permitted a Landscape and Ecological Management Plan, including long-term design objectives, management responsibilities and maintenance schedules for all landscaped areas, other than small, privately owned, domestic gardens shall be submitted to and approved in writing by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be carried out as approved.

Reason; To ensure the maintenance and management of the open space areas.

- 9 No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority identifying a minimum of 10% of the predicted energy needs of the of the completed development being obtained from decentralised and renewable or low carbon energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to an approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. 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, in accordance with Sheffield Development Framework Core Strategy Policy CS65.

- 10 The dwellings hereby approved shall be constructed to achieve a minimum standard of Code Level for Sustainable Homes Level 3 and before any dwelling is occupied the relevant certification, demonstrating that Code Level 3 has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

Reason; In the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS64.

- 11 Each reserved matters application for a new dwelling shall be accompanied by details showing the incorporation of a green roof(s) (vegetated roof

system) including a maintenance schedule unless it can be shown not to viable, which shall cover at least 80% of the total roof area. Any agreed green roof shall be provided prior to use of the dwelling commencing. Unless an alternative specification is approved the green roof shall include a substrate based growing medium of 80mm minimum depth and incorporating 15 - 25% compost or other organic material and the vegetation type shall be herbaceous plants. The plant sward shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason; In the interests of biodiversity.

- 12 The Local Planning Authority shall be notified in writing upon completion of the green roof.

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

- 13 No development shall commence until a scheme for the delivery of affordable housing equivalent to no less than 30% of the floor space of the development, or an alternative percentage figure agreed with the Local Planning Authority following an independent viability assessment, has been submitted to the Local Planning Authority for approval. The affordable housing shall be provided for sale to a Registered Provider at a transfer price stipulated by the Council as part of the approved scheme. The scheme shall include details of:

- a) The number, type, size, tenure and location of the affordable housing;
- b) The timing for the construction of the affordable housing and its phasing in relation to the occupancy of the market housing;
- c) The arrangements to ensure that such provision is affordable for both first and future occupiers of the affordable housing or if not possible for the subsidy to be recycled for alternative affordable housing provision;
- d) Proposals for the provision of a financial contribution, to be calculated in accordance with the current policy at that time, which shall be used for the delivery of affordable housing within South West Sheffield should the Local Planning Authority consider that it is not suitable to provide some or all of the affordable housing on-site

The affordable housing shall be provided in accordance with the approved scheme.

Reason; In order to meet the requirements of Policy CS40 of the Local Plan Core Strategy.

- 14 25% of the dwellings shall be provided as 'mobility housing' in accordance with full details to have first been submitted to and approved in writing by the Local Planning Authority.

Reason; To ensure ease of access and facilities for disabled persons at all times.

- 15 No development shall commence until full details of suitable inclusive access and facilities for disabled people within the curtilage of the site and to enter the mobility housing, shall have been submitted to and approved in writing by the Local Planning Authority and the mobility housing shall not be used unless such inclusive access and facilities have been provided in accordance with the approved plans. Thereafter such inclusive access and facilities shall be retained.

Reason; To ensure ease of access and facilities for disabled persons at all times.

- 16 Details of an area of open space, which shall be no less than 10% of the site area and shall include details of its use and any structures to be erected upon it, shall be included with the reserved matters submission for the siting of the dwellings hereby approved. This condition shall not preclude an agreement being reached with the Council for some alternative means of providing the requisite open space either on another site or by way of a contribution towards the provision or improvement of facilities on another site.

Reason; In order to meet the requirements of Policy H16 of the Unitary Development Plan.

- 17 No development shall commence unless details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure provision for secondary education in the South West Area (Education Planning Area 1) to serve the needs of the proposed development.

Reason; To ensure that adequate provision for secondary education is made to meet the needs of occupiers of the proposed development in accordance with Policy CS43 of the Local Plan Core Strategy and the adopted Supplementary Planning Guidance "Planning Obligations and Education Provision".

- 18 No development shall commence until full details of suitable and sufficient car parking accommodation within the site has been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied unless such car parking accommodation has been provided in accordance with the approved plans and thereafter such car parking accommodation shall be retained for the sole use of the occupiers of the development hereby approved.

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

- 19 No development shall commence until a full condition survey of the access road from Carter Knowle Road to the site boundary shall be carried out and agreed in writing by the Local Planning Authority. The survey shall include drainage, lighting and construction details. Any remedial measures required to ensure that the access road is of an adoptable standard shall be agreed with the Local Planning Authority and implemented prior to occupation of the development.

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

- 20 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.

- 21 The gradient of the access road/driveway shall not exceed 1:20 for the first 10 metres from the Carter Knowle Road, unless otherwise approved by the Local Planning Authority.

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

- 22 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 the safety of road users.

- 23 Prior to the commencement of the development, or an alternative timeframe to be agreed in writing by the Local Planning Authority, a detailed Travel Plan shall have been submitted to and approved in writing by the Local Planning Authority.

The Travel Plan shall include:

1. Clear & unambiguous objectives to influence a lifestyle that will be less dependent upon the private car;
2. A package of measures to encourage and facilitate less car dependent living; and,
3. A time bound programme of implementation and monitoring in accordance with the City Councils Monitoring Schedule.
4. Provision for the results and findings of the monitoring to be independently validated to the satisfaction of the Local Planning Authority.
5. Provisions that the validated results and findings of the monitoring shall be used to further define targets and inform actions proposed to achieve the approved objectives and modal split targets.

Prior to the occupation of any dwelling, evidence that all the measures included within the approved Travel Plan have been implemented or are

committed shall have been submitted to and approved in writing by the Local Planning Authority.

Reason; In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield (and/or Core Strategy) Policies

- 24 Any reserved matters application/s shall include details of measures designed to mitigate against air quality impacts in accordance with Appendix G of the Transport Assessment submitted with the application. The approved measures shall be implemented as part of the development.

Reason; In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield and Core Strategy Policies.

- 25 No development shall commence unless details of a suitable means of site boundary treatment has been submitted to and approved in writing by the Local Planning Authority .No dwelling shall be occupied unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

In the interests of the visual amenities of the locality.

- 26 No development shall commence until details of the implementation, adoption, maintenance and management of a sustainable drainage system has been submitted to and approved in writing by the Local Planning Authority. The system shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include a timetable for its implementation, and a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the effective operation of the sustainable drainage system throughout its lifetime.

Reason; In the interests of sustainable development.

- 27 No development shall commence until detailed proposals for surface water disposal which is restricted to a maximum flow rate of 5 litres per second per hectare, have been submitted to and approved in writing by the Local Planning Authority. Before occupation of the development, a validation test to demonstrate that the necessary equipment has been installed and that the above flow rate has been achieved shall have been carried out and the results submitted to and approved in writing by the Local Planning Authority.

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

- 28 No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall for surface water have been completed in accordance with details to be submitted to and approved by the local planning authority before development commences.

Reason; To ensure that the site is properly drained and surface water is not discharged to the foul sewerage system which will prevent overloading.

- 29 No development shall commence until details of the proposed means of disposal of foul and surface water drainage, including details of any balancing works and off-site works, have been submitted to and approved in writing by the Local Planning Authority.

Reason; To ensure that the development can be properly drained.

- 30 There shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works and no dwelling shall be occupied prior to completion of the approved foul drainage works.

Reason; To ensure that no foul or surface water discharges take place until proper provision has been made for their disposal.

- 31 As part of the Reserved Matters Application/s, details of an Ecological Management and Mitigation Strategy document shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented as part of the development of the site.

Reason; In the interests of biodiversity.

- 32 No development shall commence until a scheme for the provision of bat and bird nesting boxes within the site has been submitted to and approved in writing by the Local Planning Authority. The approved bird nesting boxes and bat boxes shall be provided prior to first occupation of any dwelling and shall thereafter be retained.

Reason; In the interests of biodiversity.

- 33 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 the development being commenced. 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.



- 34 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 the development being commenced. 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.

- 35 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.

- 36 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 or any part thereof shall not be brought in to 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 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.

- 37 Unless otherwise indicated on the approved plans no tree, shrub or hedge shall be removed or pruned without the prior written approval of the Local Planning Authority.

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

- 38 The development shall include residential development on the developable area within a range of 23 to 30 dwellings per hectare.

Reason; In order to specify the approval.

Attention is drawn to the following directives:

1. The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.
2. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.

3. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group  
Development Services  
Sheffield City Council  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

For the attention of Mr S Turner  
Tel: (0114) 27 34383

4. You are required as part of this development, to carry out works within the public highway: As part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Sheffield City Council  
2-10 Carbrook Hall Road  
Sheffield  
S9 2DB

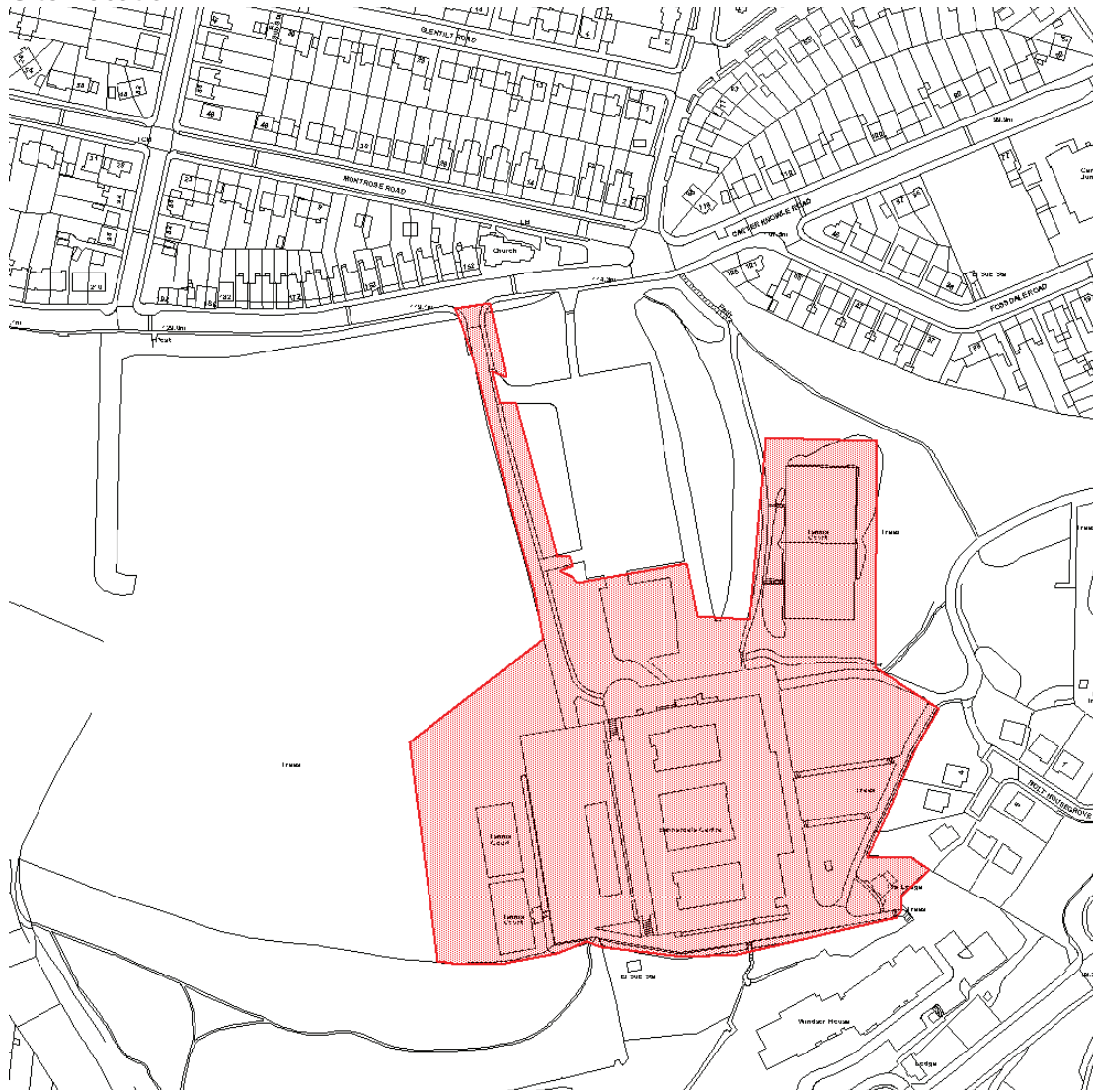
For the attention of Mr P Vickers

Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

5. 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 and application forms on the Council website. 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.
6. You are advised that the biodiversity information/ecological assessment provided as part of this application will be made available to Sheffield Biological Records Centre. This will assist in a key principle of the National Planning Policy Framework that planning policies and decisions should be based on up-to date information about the natural environment and other characteristics of the area by building up the data base of up-to-date ecological information and this will help in future decision making. Ideally data should be provided in ESRI shape file format.
7. The proposed development lies within a coal mining area. In the circumstances applicants should take account of any coal mining related hazards to stability in their proposals. Developers must also seek permission from the Coal Authority before undertaking any operations that involves entry into any coal or mines of coal, including coal mine shafts and adits and the implementation of site investigations or other works. Property specific summary information on any past, current and proposed surface and underground coal mining activity to affect the development can be obtained from the Coal Authority. The Coal Authority Mining Reports Service can be contacted on 0845 762 6848 or at [www.coal.gov.uk](http://www.coal.gov.uk).
8. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at [www.sheffield.gov.uk/planning](http://www.sheffield.gov.uk/planning) or apply online at [www.planningportal.gov.uk](http://www.planningportal.gov.uk). The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

For Listed Building Consent and Conservation Area Consent applications an application for confirmation of compliance with planning conditions is still required but there is no fee.

# Site Location



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## INTRODUCTION

The application site is Council owned and has been submitted prior to marketing the land, which is now surplus to the Council's requirements. The proposal has been developed through the Asset Enhancement Programme (AEP) which has included research into the current housing market and consultation with the local community. The objectives of the AEP are to address key issues and risks that can delay development and reduce land values whilst promoting high quality design in new residential schemes.

In addition to the current application a separate submission relating to the Council owned Abbeydale Grange School site is also being considered as part of this committee agenda. This separate submission also seeks outline consent for residential development.

Whilst there is a high degree of overlap between the respective reports, they have been produced separately and cover the issues specific to each.

## LOCATION AND PROPOSAL

The application site incorporates the Bannerdale Centre buildings. The buildings are currently partially used as a training/conference facility and office premises for certain Council services but are scheduled to be vacated and demolished in April 2014.

The application site covers approximately 3.9hectares and lies to the south of Carter Knowle Road. Immediately to the north and west of the site's main body are playing fields, open space and woodland. Adjacent to the south is the Spring Wood Ancient Woodland.

The site incorporates a number of trees, including those along its southern and eastern boundaries, as well as those spread through the main body of the site. The level of the main portion of the site drops from west to east.

The woodlands, open space and playing fields incorporate a network of adopted footpaths and desire line routes linking into those accessed from Hastings Road and elsewhere.

The planning application is in outline form, and seeks consent for residential development with associated open space and landscaping. Approval is being sought for access, with the issues of appearance, landscaping, layout and scale being reserved matters which will require a separate application/s for subsequent approval. As a result the illustrative drawing has been submitted purely for indicative purposes.

The access to the site is to utilise the existing access and roadway from Carter Knowle Road leading to the Bannerdale Centre.

The scheme proposes to convert land which was previously allocated as Open Space land to Housing/Residential usage. This is being proposed simultaneously to the proposed provision of Open Space within the Abbeydale Grange School site.

#### RELEVANT PLANNING HISTORY

13/03967/DPN; Demolition of 2-3 storey former education building.

Prior Notification Granted – 7/1/14

06/02282/FUL; Construction of access road and car parking accommodation (Application to vary expiry date of consent 00/01727/FUL)

Application Withdrawn - 20/2/08

00/01727/FUL; Construction of Access Road and Car Parking Accommodation

Granted Conditionally - 11/6/01

A Planning Brief dealing with the redevelopment of the two sites was adopted in May 2013.

#### REPRESENTATIONS

Following widespread neighbour notification, the placement of site notices and the publication of a press advertisement a total of 14 written representations have been received. The comments can be summarised as follows:

##### General Comment/Objection

##### General Issues

- Appreciated that housing needs to be provided, and that density should be increased where infrastructure is already in place.

##### Amount of Development

- Proposed housing density is not suitable and will lead to congestion.

##### Highways

- Scheme is provided with only one entrance/exit, leaving no alternative entrance for emergency vehicles so alternative drive (from Bannerdale Road) should be retained.
- Proposed access point will lead to new access position close to Glenorchy Road, creating a staggered junction on a bend in the road. Traffic coming down hill will not have opportunity to react to a car waiting to turn right into the development. Cars waiting to turn out of Glenorchy Road will be faced with increased difficulties.

- The submission refers to a parking survey, this should be done at early morning / evening time when residents are home.
- Query accuracy of figures used in assessment of previous/current and future vehicles movements.
- Forthcoming resurfacing of road should be delayed until completion of this development, given the impacts of heavy goods vehicles.
- Loss of car parking will lead to chaotic parking on a Sunday when junior football takes place, leading to hazardous road safety, a disturbance to residential amenities and detrimental impact to junior football.
- The football pitches are used by around 160 players, with players and referees. The car park to the north of the site is used for these purposes, but overspill parking occurs and has led to complaints from community to football clubs. Parents are advised to be considerate. The car park is not proposed for development, but it could be used as a contractors depot and store, be degraded by heavy plant and be unavailable. Car park should be protected for use during development. Or alternative arrangements made for interim parking, with car park being made good at end of project.

#### Housing Layout

- Confirmation sought that the housing proposals will not extend beyond the boundaries given within the submitted drawings.
- It should be clarified that previously rejected options are not being pursued.
- Suggested layout does not represent a mixed community.
- Housing density should not exceed 28 dwellings per hectare, or would only be acceptable if leading to improved sustainability or more affordable housing.

#### Public Footpaths

- Proposal shows re-routing of a footpath from Spring Wood to Carter Knowle and also down to Holt House, taking it via a much longer route. The more direct route should be retained.
- A link from Hastings Road to Carter Knowle Road should be provided, and is not specified within the proposal.
- Re-routing of path at east of site is not required.
- Route of the path through the coppice should be retained, instead of forming a new route, requiring removal of trees.

#### Archaeology

- Serious issues with the report. Doesn't set out true heritage of whole site.
- 600 years ago site was part of the estate of Holt House, and the Bannerdale Centre sits on a field referred to as Nether Platt. Clear delineations to Upper Platt have stood since 17th century (this is the land referred to several times in the documents).
- Abbeydale Grange School was built on Spring Field.
- The houses previously existing at the site have housed important people in Sheffield's engineering history. Whilst houses were burnt down, any vestige of their existence is an important part of local heritage.

- Route from Carter Knowle Road to the woods should be established, with possible wheelchair access.

#### Land Swap

- Concern about encroachment into land designated as public space.
- Public space should remain for use of public.
- Concern that 'smoke and mirrors' have been used in the determination of the developable area, particularly as red-line boundaries include much more than was shown in the SDF, and it is being queried if this represents maladministration.
- The land swap section in the Design & Access statement questioned, since open space appears to have been lost at the Bannerdale site, in exchange for open space at buffer zone at edge of Spring Wood and land at tree lined edge of Hastings Road. The documents should take out these parts which were already open space in the Design/Planning Brief.
- Access road should not be marked as open space.
- There should be no intrusion on the historic landscape.

#### Open Space

- A developer contribution towards local recreation facilities is required due to poor quality of existing pitches and postponed games. Local football community deserves a sizable portion of Section 106 contributions to provide facilities, proportionate to considerable number of children taking part.
- Concern about the difference between positions of 'red-line' boundaries shown through the Design and Access Statement, which suggests overlapping onto mature trees and footpaths.
- Area to west of Bannerdale Centre is vital to whole character of area, contributes to openness of fields and gives access to the woodland behind. Is also used by junior football teams.
- Concern about proposal to convert some football pitches to all weather pitch. Fencing off football pitches would also be contrary to community use.
- Concern that the 15m buffer zone adjacent to the wood land would be breached by the development, and contravenes Draft Policy G3. Considered that re-allocating open space at Bannerdale as housing land, with provision of open space at the Abbeydale site is unacceptable, given the limited usefulness of the space created at Abbeydale.
- The partial greening of the temporary car park is not acceptable.

#### Landscaping

- Ancient woodland should be protected.
- Tree survey is incomplete and should be re-commissioned. It misses a walnut tree, which is of average quality, but is one of two in this part of Sheffield, and is evidence of John Firth's Holt House, and should be retained and protected.
- Also doesn't refer to two pine trees, which are shown to be removed, but should be protected.



- Trees T36 and T37 are rated, but no acknowledgement is given of their status as fine specimen trees within John Firth's estate. They are shown to be removed, which would be unacceptable and could easily be retained.
- Shelter belt that runs from Carter Knowle Road along public footpath to Holt House, is the development of an ancient hedgerow of similar age to Spring Wood, and should be noted in the Archaeological Study and Tree Survey, and be registered and protected.
- Screen planting at point where historic landscape and old tennis courts towards south of Bannerdale Site meet should be carefully specified. Given that they would appear as extension to Spring Wood, they should use appropriate species ecologically and visually.
- Conifers on the lawn to Bannerdale Centre should fall into veteran tree category (part of Holt House estate).
- SUDs scheme welcomed, but shouldn't result in additional hard surfaces in open space.

#### Car Park

- Having over-ran its Sport England license, divides the green space, isn't in a good location for sports pitches and should be returned to green space.

#### Sustainability

- Great opportunity to make significant contributions to carbon reduction and air quality. Electric charging points should be a requirement.
- Full use of solar energy is not taken.

#### Education Impacts

- No apparent consideration given to proposal's impacts on Holt House and Carter Knowle Junior Schools, which are currently over-subscribed and increasing birth rates would make this worse. Other local schools are also under pressure, meaning small children may be forced to travel substantial distances.
- Thought should be given to building primary school facilities as part of the development.

#### Website Issues

- Several people have had issues accessing documents on website, due to chaotic nature of presentation.
- Agents have overloaded design statement with excessive text, making it difficult to understand and navigate. Some of documents may give possible developers wrong impression/s, when actually certain parts of statement cover ideas that have been rejected.

#### Consultation

- Aspirations set out as part of the Planning Brief consultation have not been taken into account here.

Carter Knowle and Millhouses Community Group have submitted a representation covering both submissions. These comments can be summarised as follows:

- Members of public have faced many problems in viewing and commenting on the Applications. These have been:
- Documents only on-line. No printed copies available at Ecclesall Library or First Point, and people are directed to the computers. There are no printing facilities.
- Number of documents is confusing
- The Design and Access Statements (DAS) are very long. Each has common elements and include unnecessary material. Some of the rejected proposals have not been seen previously, undermining the community consultation exercises. The illustrative layouts have no force, and are unnecessary.
- Each DAS is split into chapters, but the documents are split differently on the website, making it difficult to download and read. The corrections made to this have not been complete. Both Applicant and Planning Officer have been reluctant to provide a simplified version of the DAS.
- To make comments viewers are required to log-in, but system frequently logged viewers out. Making it difficult to view and comment.
- CKMCG is not formally objecting to the applications. Recognised there will be some development on both sites. Concern is that this is done appropriately and in accordance with wishes of community, and with the Planning and Design Brief.
- Exchanges of Open Space between the two sites are invalid, due to mis-identification of Open Space and failure to comply with relevant planning policies.
- Area A1 in the Abbeydale site is not in fact new Open Space, and was clearly identified in the Pre-Submission version of the Local Plan and in the Planning & Design Brief as Open Space. Excluding this area from the calculations means there is a loss of open space, contrary to policy CS45.
- Reduction of Open Space around Bannerdale site increase the visual impacts of that development on surrounding parkland, which conflicts with CS45. The incorporation of certain portions of land leads to the loss of mature trees and some original ornamental shrubs from gardens of the old Abbeydale Grange House, also a loss of quality.
- Policy CS46 appears to be ignored, which requires creation of new open space, where there is a shortage in the local area.
- Contradiction in relation to the new areas of open space.
- Policy CS47 applies in this instance, which states development of open space will not be permitted where it would result in shortage of informal or formal open space or it would result in the loss of open space that is of high quality and heritage, landscape or ecological value
- Proposed SUDS schemes coincide with proposed open space areas. For much of year will be in keeping with open space designation. They are a result of proposed developments and should have a mixed housing/open space character, undermining contention that open spaces have a compelling rationale.
- Query whether proposals for small areas A5 and A6 lead to design quality.

- Proposed densities are too high, as they are out of scale with area, resulting traffic levels and air pollution. Possible total of 131 dwellings between the two sites, if development is built at the upper density figure.
- Such development would be unacceptable for the local community, which has maintained that development should be limited to footprint of the two buildings. Would be out of scale with surrounding area. Aim of maintaining flexibility in unit mix, not as important as impacts on traffic levels and health and in interests of sustainability.
- Proposal refers to 4 storey development on Abbeydale site, given that the school included 4 storeys. But that related to only a small portion of school, with majority being 3 storey and outlying buildings being single storey. A condition should be imposed limiting height to 3 storeys, with 2 storeys being the norm. Higher buildings at periphery would potentially obscure Spring Wood from the surrounding area.
- Policy CS66 deals with air quality action. Planning policies require impacts to be neutral, and preferably represent an improvement. Air quality along Abbeydale Road regularly exceed EU limits. Certain nearby junctions are air quality blackspots, which would be most affected by traffic from development. The Abbeydale site would place further pressure on Abbeydale Road/Springfield Road junction, and increased traffic on Hastings Road.
- The submission's impacts on air quality are thought to over-estimate the traffic levels from the time of the school, leading to complacent conclusions regarding air quality. The TRICS database uses generic figures for secondary schools across the country, and do not take account of local conditions or of local evidence that previous school had low levels of car use by parents, staff and pupils.
- Policy CS66 requires action to improve air quality issue, due to damaging impacts on health, particularly in young children and the elderly and is responsible for many premature deaths yearly in Sheffield. The EU Ambient Air Quality Directive makes it local authorities' responsibility to reduce pollution. A precautionary approach should be followed as agreed by Inspector at Sainsburys' appeal, whose approach assumed a stand-still position.
- Higher densities would be acceptable provided they depended on changes to house typologies, more environmentally efficient use of land, gains in energy efficiency and conservation and greater commitment to affordable housing.
- Policy CS74 requires high quality development. Illustrative Layouts promote detached and semi-detached housing. Whilst consent not sought for layouts, they lead to concerns that they ignore basic environmental site planning principles.
- If dealt with well the two sites represent a great opportunity to make significant contribution to energy efficiency, carbon reduction and improved air quality.
- Neither proposal suggests maximising solar-gain. Terraced type housing should be promoted (instead of detached and semi-detached with more exposed walls). At Abbeydale site requirement for south facing aspects should be enshrined in any outline approval. This is of more importance than the repetition of traditional design features.
- Many dwellings in the Bannerdale site will miss out on solar gain due to shading of woodland.

- Abbeydale site layout facing onto Abbeydale Road is less sustainable, regarding noise and vehicle pollution, and reinforcing planted corridor would be better.
- Dwellings are only required to meet Code for Sustainable Homes Level 3, which is extremely inefficient. Level 5 or preferably 6 should be achieved to set a benchmark.
- Car charging points should be incorporated.
- Policy CS40 deals with affordable housing. DAS refers to aim of providing 30% affordable housing at the site, but the Traffic Assessment refers to affordable housing representing 22.5% of the development. 30% requirement should be maintained, as it generates less traffic movement and impact on air quality.
- The layouts do not suggest that mixed tenure neighbourhood will be created.
- Inclusion of Illustrative Layouts is unnecessary and potentially damaging, as they seem to pre-empt decisions about housing types and layout, and because they leave out aspects that the applications should deal with, i.e. Rights of Way.
- Illustrative Layouts are understood to have no force in planning terms. They do include suggestions that are unsatisfactory and against local wishes. They may lead developers in certain directions.
- It follows a standard housing layout, and fails to follow a more imaginative and environmentally sustainable response to the site.
- It includes a multi storey building at Abbeydale/Hastings Road corner, which was repeatedly criticised in consultation.
- Remodelling of topography to create a more integrated landform would be alien to character of site and be energy inefficient.
- It shows channelling of pedestrian accesses for footpaths to Spring Wood through the Abbeydale development at SW and SE corners instead of them having separate access points and routes outside the development.
- Proposes number of access points on Hastings Road would increase traffic problems.
- Shows diversion of right of way through the Bannerdale development, as opposed to original route at eastern edge of the site.
- Failure to maximise opportunities to create new rights of way and new access points. This would meet local wishes.
- The DAS makes many references to footpaths and improved access to woodland and open space. Whilst application forms state there is no intention to create new rights of way. Given demand for these, this is a major omission.
- Council's 'Smarter Choices for Travel to School Strategy' should be in the submissions applicable policies. Scheme should provide good pedestrian and cycle links to new park, and from Bannerdale site and McCarthy and Stone development helping local shops and green corridor.
- Desire line for footpath along Abbeydale Road frontage should be retained. Proposal would cut through the coppice, reduce woodland appeal and make it less safe/pleasant.
- Overwhelming support for footpath from Hastings Road at the NW corner of the proposed development through Spring Wood. Illustrative layout shows this as being routed through the proposed development; both unnecessary and less pleasant and safe.
- Proposed diversion of footpath from Abbeydale Road, past Bannerdale Centre to Carter Knowle Road, is shown to be diverted through development. Again, this would be less pleasant, less safe and further.

Support

1 representation of support received.

- Application totally supported. Would bring extra economic activity to locality, extra funding to schools, would support local community. House prices and rents are currently unaffordable, and development would provide affordable housing.

## PLANNING ASSESSMENT

The site is designated as being mainly within an Open Space Area, and partly within a Housing Area under the provisions of the Adopted Unitary Development Plan. The main Bannerdale Centre buildings basically account for the Housing Area designation.

The site allocation in the Sheffield Local Plan (SLP) Proposals Map (pre-submission version) amounts to a total of 14.89Ha, with 12.98Ha being Open Space and 1.91Ha being Housing Area. The Housing Area allocation represents an expansion of the Housing Area shown in the UDP, to include further land toward the east and west of the Bannerdale Centre building.

The most relevant UDP and SLP Core Strategy policies are:

- BE5 (Building Design and Siting)
- BE6 (Landscape Design)
- BE9 (Design for Vehicles)
- BE10 (Design of Streets, Pedestrian Routes, Cycleways and Public Spaces)
- GE10 (Green Network)
- GE11 (Nature Conservation and Development)
- GE15 (Trees and Woodland)
- H7 (Mobility Housing)
- H10 (Development in Housing Areas)
- H14 (Conditions on Development in Housing Areas)
- H15 (Design of New Housing Developments)
- H16 (Open Space in New Housing Developments)
  
- T8 (Pedestrian Routes)
- T25 (Car Parking in Residential Areas)
- 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)
- CS31 (Housing in the South West Area)
- CS40 (Affordable Housing)
- CS41 (Creating Mixed Communities)
- CS43 (Schools)
- CS53 (Management of Demand for Travel)
- CS63 (Responses to Climate Change)

CS64 (Climate Change, Resources and Sustainable Design of Developments)  
CS65 (Renewable Energy and Carbon Reduction)  
CS66 (Air Quality)  
CS67 (Flood Risk Management)  
CS74 (Design Principles)

The Sheffield Local Plan pre-submissions proposals map (SLP) designation for the site of Housing (Use Class C3) and Open Space is compliant with the adopted Core Strategy, particularly CS47 on Open Space, as well as the relevant aspects of the National Planning Policy Framework.

Paragraphs 73 and 74 of the NPPF require up-to-date assessments of needs for open space, sports and recreation facilities and opportunities for new provision, and states that such spaces should not be built on unless the loss would be replaced by equivalent or better provision in quality and quantity terms in a suitable location. Also, no objections were received in relation to this designation during last summer's 'Call for Representations' concerning the SLP Pre-submission proposals map.

Government policy in the National Planning Policy Framework (NPPF) is relevant. Policies within the NPPF are referred to in subsequent sections of this report where applicable.

The following documents are also relevant:

- Interim Planning Guidance "Affordable Housing"
- Supplementary Planning Guidance "Mobility Housing"
- Supplementary Planning Guidance "Open Space Provision in New Housing Development"
- Supplementary Planning Guidance "Planning Obligations and Education Provision"
- Supplementary Planning Document "Climate Change and Design"
- Supplementary Planning Guidance "Designing House Extensions". Whilst not strictly applicable to these proposals, the guiding principles for protecting residential amenity are relevant.

The South Yorkshire Residential Design Guide (2011) has been designated by Members as a Best Practice guide and is therefore a material consideration, albeit carrying less weight than the above mentioned policies and documents.

A Planning and Design Brief relating to the site has been prepared as part of the Local Growth Fund programme. The Brief was subject to public consultation between February and April 2013, and was approved by the Planning Committee in May 2013. Consequently, it is a material consideration in determining this application.

The key principles of the Brief in so far as they relate to the Bannerdale site were to:

- make the most of the park and the mature woodland setting;

- optimise the impacts of development in the park – consolidate rather than disperse development;
- impact of highways and car park within the site – minimise highways and parking;
- protect historic landscape character;
- retain existing infrastructure (walls/trees) where possible

#### Principle of Proposed Development

The SLP designates the application site as being covered by Open Space and Housing Area allocations. The respective SLP site allocation includes an area significantly larger than the application site, but includes 12.98Ha of Open Space and 1.91Ha of Housing Area. The application site includes the entirety of the 1.91Ha of Housing Area.

The Planning and Design Brief makes it clear that if any of the Open Space is to be developed, then the open space will need to be replaced within either of the Abbeydale or Bannerdale sites.

The current outline application proposes a Developable Area of 2.41Ha, which clearly exceeds the 1.91Ha specified as part of the SLP allocation. In order to enable this, additional open space is being proposed as part of the Abbeydale Grange application. This will involve land within the Abbeydale Grange site covered by a Housing Area designation being provided as Open Space. The principle of this mechanism is acceptable, as per the respective details of the Planning and Design Brief.

In total 5,569sqm of open space will be given over to housing as a result of the two outline proposals, largely within the Bannerdale site. But 6,965sqm of allocated housing land will be given over to open space, within the Abbeydale site. In addition to this, an additional 1,665sqm of open space will be created within the housing developments, representing 10% of each of those developments.

Therefore, the current proposal would comply with the SLP in this respect. However, a decision has recently been made not to submit the Local Plan to the Secretary of State, and consequently the weight of these provisions is limited.

Whilst the proposals are not compliant with the UDP in this regard, it is important to note that the UDP is inconsistent with Core Strategy Policy CS47 (covering Open Space) and does not reflect the existing physical situation on the ground. Whereas, the site allocations and designations in the Pre-submission Proposals Map are compliant with the adopted Core Strategy (in particular CS47) and the NPPF. Moreover, no objections to the designations were received during last summer's Call for Representations, as mentioned above.

As a result the UDP's provisions are afforded limited weight, and greater reliance can be given to the SLP.

Of additional relevance is that the outline proposals would also be supported by the Planning Brief.

Overall, it is considered that any outline consent granted in this case is subject to a requirement that the open space is provided within the Abbeydale Grange site, as without this provision the current scheme would be considered unacceptable.

On the basis of the above the principle of the proposed development would be considered to be acceptable.

### Housing Density

The illustrative layout shows 49 dwellings within the site, which would result in a density of approximately 23 dwellings per hectare (dph). The Design and Access Statement seeks approval for a density range of 23 to 30 dph.

The existing housing density within the locality ranges from approximately 25 to 28 dph.

Policy CS26 of the Core Strategy seeks to make efficient use of land, and in areas where there is a high frequency bus route the required density range is specified as being 40 to 60 dph. The policy goes on to say that densities outside of this range would be acceptable, where they achieve good design, reflect the character of an area or protect a sensitive area.

The illustrative layout and the submitted density range fall well below the range set out within Policy CS26. However, it has resulted from significant work intended to achieve good design in terms of site layout, and a design which is reflective of the surrounding area. Additionally, this site is more remote from bus services than the Abbeydale site for example. It is also divorced from Carter Knowle Road, and is characterised by its parkland setting. Therefore, a reduced density range would be considered to be justifiable. On the basis the outline proposal would be considered to be capable of meeting this policy.

### Housing Mix

Policy CS41 of the Core Strategy requires development of this nature to provide a greater mix of housing, including larger homes for families. Whilst the illustrative layout is shown for indicative purposes only, it does make clear that a good mix of house types can be provided within the site. As such the proposal would be capable of meeting the requirements of this policy. This can however be reassessed at reserved matters stage, and an appropriate mix can be secured at that point, in keeping with CS41.

### Highways

The position of the proposed access point is of fundamental importance in the assessment of this application, as this is the only detailed matter which forms a part of the application for Residential Development and Open Space/Landscaping.

The access point from Carter Knowle Road is an existing access point, which forms the access route to the Bannerdale Centre and its car parks. Some



modifications to its construction and lighting arrangement may be required. It is considered that with some amendments, it would be capable of accommodating the level of vehicle usage which it would be subjected to as a result of the proposed development. Continuation of the use of the existing access from Bannerdale Road was not considered feasible to serve the development due to the proximity of this point to the Bannerdale Road/Abbeydale Road junction.

The impacts of the proposal upon the highway network within the surrounding locality have been covered in the submitted Transport Assessment (TA). In summary, the traffic generated by the two proposals were shown within the TA to be considerably lower than the previous uses. It is calculated that 812 fewer daily vehicle movements would be expected from the development proposals if no travel plan measures were pursued, or 914 fewer movements if they were. On this basis the proposal would be considered to have an acceptable impact upon the local highway network in traffic generation terms.

Comments have been made that the TA was based upon a maximum number of units at each site, which would be exceeded if the upper limit of the submitted density range was pursued. However, given that the traffic generated by the two proposals was shown to be considerably lower than the arising from the previous uses, it is considered that traffic from development at the upper limit of the density range would continue to be at a lower level, when compared to the previous and existing situation. The assessment of the traffic movements arising from the two sites is based upon the data provided within the TRICS database. This is considered to be the best option, since the Bannerdale Centre is operating at below at full capacity, and as the school has already been demolished.

On this basis, it is considered that the level of development identified in the outline proposal would have an acceptable impact upon the surrounding highway network.

A small number of issues about manoeuvring arrangements within the body of the site have been raised, however, the illustrative layout does not form a part of the submission and therefore these issues are not relevant to the assessment of the application. Having said this, it is considered that the illustrative layout provides reassurance that the proposed development could be incorporated within the site and be considered acceptable in highway safety terms.

The illustrative layout and other elements of the proposal do show the conversion of the southern of the two car parks to open space. This car park includes approximately 40 spaces. The loss of these spaces is not considered likely to have a detrimental impact upon on-street parking. The TA refers to a parking survey carried out on Sunday 15 September from 10.00 to 13.00, when 4 football matches were taking place. The survey results show that there were 57 vehicles parked within the site, and a maximum of 38 on-street. It is therefore considered that there is adequate capacity to accommodate vehicles within the site, in the remaining, larger car park which includes approximately 170 spaces.

In public transport terms it is noted that the site benefits from excellent access to the core public transport network. There are existing bus stops on Carter Knowle Road immediately adjacent to the proposed site access. In order to encourage its use, it is suggested that site legibility and integration with existing public rights of way is promoted to ensure users can access bus stops and local amenities by foot. The existing site layout incorporates these principles, and it is considered that they should be maintained.

South Yorkshire Passenger Transport Executive also suggest that a travel information pack is provided to each household. It would be possible to secure this as part of an agreement relating to Travel Plan documentation.

Overall, the outline proposal would be considered to be capable of resulting in a detailed scheme which met the requirements of the relevant aspect of UDP policy H14, which requires developments to have an acceptable impact upon the surrounding highway network.

#### Air Quality

Policy CS66 deals with air quality, and requires action to protect air quality to be taken in all areas of the city, with further action to improve air quality to be taken across the built up areas and where residents in road corridors with high levels of traffic are directly exposed to levels of pollution above national targets.

Paragraph 124 of the NPPF requires planning policies to contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites locally. It also requires planning decisions to be consistent with the air quality action plan.

Sheffield has an Air Quality Action Plan with a number of required Actions relevant in this case, and which are referred to below.

The Transport Assessment (TA) acknowledges that Sheffield has been designated an Air Quality Management Area, and that national air quality standards are breached in the area, particularly at the Abbeydale Road/Springfield Road and Abbeydale Road/Carter Knowle Road junctions.

The vehicle movements arising from the proposed developments have been assessed in the TA, where it is concluded that the combined impacts of both developments will be less than the traffic flows associated with the combined historic uses.

Further comparative analysis was carried out in the TA, focusing on the impacts of the developments against only the Bannerdale Centre traffic, in order to demonstrate comparison with current levels only. This showed that there would be an increase of 9 vehicles per day at the Abbeydale Road/Springfield Road junction, and a substantial decrease at the Abbeydale Road/Carter Knowle Road junction.

In this context it cannot be considered that the development would be harmful to local air quality.

The relevant action points in the Air Quality Action Plan relate to the development of infrastructure for refuelling low emission vehicles and the promotion of smarter travel choices. The Framework Travel Plan submitted with the application refers to the installation of car charging points in dwellings with garages, and to the promotion of non-car travel by a range of methods. These proposals would be considered to be in line with the relevant aims of the Air Quality Action Plan.

In order to secure mitigation measures in line with the aims of the Air Quality Action Plan relating to the generated traffic flows a Travel Management Plan and Air Quality Mitigation Measures package can be required by condition. This should include the requirement for the installation of car charging points in dwellings with garages.

Overall, the proposals when combined would be considered to have a beneficial impact upon local air quality, and as such it is considered that CS66 would be met.

#### Mobility

25% of units will be required to meet 'mobility housing' standards, in accordance with UDP Policy H7 and the Supplementary Planning Guidance 'Mobility Housing'. It is considered that the outline application provides adequate potential to achieve this provision.

The Design and Access Statement states that the site can be re-profiled so no new street gradient would be steeper than 1:12. Whilst this issue would be considered a reserved matter, it is worth pointing out that the gradient should be not steeper than 1:20 to avoid being classified as a ramp with the need for handrails and platforms.

The shared surfaces would be required to include physically demarcated protected spaces where required. A detectable difference in levels will be required, with crossings provided to link to footpaths in the buffer zone.

All pedestrian routes will be required to be inclusively designed, linking to the footpaths within the buffer zone, those to the north east of the site, and to Carter Knowle Road. It is also considered that the existing footway along the approach road from Carter Knowle Road doesn't meet current standards and will need to be upgraded. Additionally, a second footway on the opposite side would also be desirable, and the existing dropped kerbs in the footway from Carter Knowle Road will need to be upgraded.

Overall, it is considered that the development will be capable of providing a scheme which is acceptable in mobility terms.

## Affordable Housing

Core Strategy Policy CS40 requires a contribution towards Affordable Housing, subject to financial viability. The associated Interim Planning Guidance "Affordable Housing" seeks to provide a contribution of 30 - 40% which should normally be provided on site. An off-site contribution can be accepted if it would have a better outcome for overall Affordable Housing provision.

As the application is in outline, a specific contribution cannot be fixed at this stage of the planning process. The Applicant acknowledges the requirements of policy CS40 and the Interim Planning Guidance, and states that the development would include both open market and affordable properties. The overall requirement may be partly met by a contribution towards off-site affordable housing provision.

The Applicant states that initial appraisals indicate a £600,000 contribution could be made on the application, but also re-iterate that this has not been agreed and will require confirmation at the reserved matters stage when a development appraisal will be required to be submitted. This can be secured by conditions and the resulting package would comply with Policy CS40.

## Sustainability

There is a presumption in favour of sustainable development as set out in the NPPF. The proposals re-use previously developed (brownfield) land and will contribute to the strong local community by providing good quality housing to meet the needs of present and future generations. The site is well located in terms of access to local shops and services and there are regular bus services on Carter Knowle Road and Abbeydale Road.

The site is located to the north of Spring Wood Ancient Woodland. The illustrative drawing shows a significant buffer zone in the belt adjoining it, which retains the existing roadway that currently exists there. This area will contribute towards maintaining opportunities for biodiversity and movement of wildlife. The outline proposal may involve the felling of some trees, however, there would be scope to ensure that the majority of trees were retained. Whilst some re-profiling would be likely to result this would be required to be minimised.

Significant work has been done regarding the scope for achieving sustainable drainage solutions (SUDS). The proposals mainly involve the formation of a detention basin towards the northern portion of the site, utilising land currently occupied by the unused tennis courts.

The detailed design of the proposed dwellings is a reserved matter and will be fully considered through either the reserved matters approval process or a fresh application for full planning permission. The development will be expected to achieve a minimum Level 3 in the Code for Sustainable Homes and to meet at least 10% of its predicted energy needs from renewable or low carbon energy. It will also be expected to incorporate 'green roofs' as part of the detailed design of buildings in accordance with the Supplementary Planning Document "Climate

Change and Design". The extent of the 'green roofs' will be subject to future negotiation though the SPD identifies 80% provision. Conditions to ensure delivery of these matters can be attached to the outline planning permission, if granted.

The above measures reflect the general principles of sustainable development and thereby comply with UDP Policies BE6, GE10, GE11 and GE15 and Core Strategy Policies CS63, CS64, CS65 and CS67.

### Drainage

The illustrative layout drawing show the use of SUDS, featuring a detention basin on land previously used as the old tennis courts. This would hold excess water flows from the site and discharge to the public surface water sewer at the greenfield run-off rate.

The run-off would be required to be limited to the greenfield rate which would be required to be equal to 5 litres per second per hectare.

It is considered that there would be scope to include a requirement within any consent granted requiring the submission of a SUDS scheme. This would supplement the basic drainage condition, which would require a reduction to the green field rate of discharge to the surface water network.

Overall, the proposal would be considered to be capable of meeting the requirements of Core Strategy policy CS67.

### Landscaping

The documents submitted with the application have been closely evaluated particularly with regards to tree retention and the implications of the proposed access.

The submitted illustrative layout does not lead to any objections in relation to landscaping issues. Some items are referred to as being points which should be addressed as part of any reserved matters submission.

The best trees and tree groups are retained in the illustrative layout, but ideally trees T36 and T37 would be retained to reflect the character of the former parkland. However, if this proves to not be possible then consideration should be given to the inclusion of a few similar species elsewhere in the new layout. Also a number of trees would be thought to be worthy of TPO on/prior to the Council's disposal of the land.

The proposed boulevard of trees on the entrance road should be a medium / large parkland type, with smaller domestic scale species being more appropriate for the village character of the housing area. Also, it is considered that the existing public footpaths should not be re-routed, as it appears to make more sense if the existing links are maintained. Also the network of paths should consider the wider cycling network and linkages.

Based upon the above, the proposals would be capable of accommodating a scheme which complied with the requirements of BE6, GE10, GE11 and GE15.

## Ecology

An Ecological Assessment (EA) has been submitted with the application. It covers both the Abbeydale Grange and Bannerdale Centre sites. It comments that the current application site comprises buildings, hard standing and amenity habitats

The current site comprises primarily of poor semi-improved grassland and bare ground, however, the broad leaved woodland at the south and east of the site is considered to be of greater importance. The woodland is a non-statutory designated wildlife site, and the proposed development is not considered to have a significant effect on the woodland.

Approximately 30% of the site comprises buildings and hardstandings, with the remaining area being dominated by amenity grassland, gardens and scrub. The majority of habitats within the site are described as being of low ecological value, and only of immediate importance only.

The Bannerdale Centre building is known to be used by common pipistrelle bats. It was initially found to support features that may be used by bats, and to have moderate roost potential. The follow up nocturnal surveys recorded two common pipistrelle roosts within separate sections of the main building. A maximum of one bat was recorded using each roost. As the nocturnal surveys were undertaken during the bat maternity roosting season, the report states it is likely that no maternity roosts are present within the surveyed building. It was also concluded that the buildings would have a low potential to support hibernating bats.

The report goes on to state that there remains a low likelihood that the building is used by hibernating pipistrelle bats due to the presence of suitable features such as ridge tiles and cavity walls. Since these features cannot be inspected the report recommends that the precautionary approach is adopted. Overall, it is concluded that the building is of only local importance to the resident common pipistrelle population. The trees within the site were not found to accommodate bats, or to show signs of bats.

By way of mitigation it is suggested that 4 tree mounted bat boxes are provided to provide roosting opportunities during and after demolition, integral roosting provisions should be included within the development, the lighting scheme should retain unlit bat corridors to aid bat commuting, parts of the building most likely to support roosting bats are to be removed by hand under supervision and demolition works avoided during the hibernation period of October to April. The requirements to remove parts of the building by hand would fall under the requirements of other legislation.

Overall, it is considered that the Bat Survey is lacking in certain respects and that it doesn't meet the relevant guidelines on the issue. As such, the precise impacts of demolition of the building on bats is not known. Notwithstanding this, it is the responsibility of Natural England to issue licences for this dependent upon the

information which they are provided with. On this basis there would not be a sufficient justification to resist granting outline consent in this instance. It is also worth reiterating that demolition of the building has already been permitted, so this is not a critical issue. It is recommended that any outline consent incorporates a requirement to include bat boxes within replacement buildings and/or within the woodland.

Whilst a badger bung pit and scrapings were observed adjacent to the disused tennis courts, no setts were observed within the wider area. Therefore, the site was concluded to not be of significance to the local badger population.

The buildings, hard standings and amenity grasslands are unlikely to be of importance to nesting birds, and the surrounding woodland is far more likely to be significant in this regard.

Overall, the conclusions and recommendations set out within the EA are considered to be acceptable. However, it is considered that some of the small areas of wildflower planting are very small, making maintenance very difficult. It is therefore suggested that they should be accumulated into a larger area. A management plan will be required to ensure long term care is appropriate.

Overall, it is considered that the proposal would be capable of having an acceptable impact in ecology terms. It would therefore meet the requirements of policies BE6, GE10 and GE11.

#### Archaeology

A desk based Archaeological Assessment has been submitted with the application.

It is considered that because of the previous works at the site the archaeological potential is low/nil. As such it is not considered that archaeological provisions are required should outline permission be granted. South Yorkshire Archaeological Service consider that no vestiges of previous buildings will remain at Holt House or Abbeydale Grange House, given subsequent developments at each of those locations.

#### Public Rights of Way

The illustrative layout shows linkages to footpaths within the woodlands and links to an existing footpath link at the north eastern point of the site. This maintenance and/or enhancement of these links are considered to be acceptable in this regard.

Therefore, the scheme is considered to be capable of meeting the requirements of policy T8.

#### Residential Amenity – Existing Neighbouring Occupiers

The location of the proposed residential development has the potential to affect existing residential neighbours at the east of the site, on Holt House Grove. These neighbouring dwellings are separated from the site boundary by approximately 12

metres. Additionally, the illustrative layout shows the proposed houses being separated from the respective boundary by approximately 7 metres. It is considered that in combination, these separation distances would be sufficient to provide an arrangement which resulted in an acceptable impact upon the amenities of neighbouring occupiers.

It is considered that the scheme would be considered to be capable of meeting the relevant requirements of H14 and H15.

#### Residential Amenity – Potential Occupiers

An Environmental Noise Impact report has been submitted with the application. The findings of this lead to the conclusion that the site will be capable of providing an acceptable noise climate for the potential residents of development within the site subject to window requirements and passive trickle ventilation.

It is therefore recommended that any consent is subject to the provisions of a condition controlling the internal noise levels within the residential units.

The separation distances, privacy levels and external amenity spaces shown on the illustrative layout do not form a part of the current submission. However, it is clear that it would be possible to devise an arrangement which was acceptable and capable of meeting the relevant criteria.

Overall, the scheme would be considered to be capable of meeting the requirements of UDP policy H15 in this regard.

#### Open Space Contribution

At least 10% of the layout is given over to new informal open space areas. This provision accords with UDP Policy H16 and the associated Supplementary Planning Guidance "Open Space Provision in New Housing Development". It also complies with CPS Policy D2. The on-site open space will be required to be maintained at the expense of the developer. This is likely to pass to a resident's management company and will give residents more ownership of the open space areas. A commuted sum will be required for provision or enhancement of off-site sports facilities and children's play equipment. The exact contribution required here will depend on the size and number of units, and will therefore need to be covered by condition within any approval which is granted.

#### Education Provision

The development will increase the demand for school places in the immediate area. Children, Young People, and Families (CYPF) have confirmed that they consider it is possible that additional demand resulting from the proposed development could be absorbed by the existing system at the Primary stage. However, despite additional Secondary places from 2015/16, demand will exceed the level of provision in the catchment area schools from that year onwards. The additional pupils yielded from the proposed new housing will exacerbate this situation.



A contribution towards local education provisions will therefore be required. The exact contribution is dependent on the number and size of units, and it is not therefore possible to require a legal agreement dealing with this issue to be completed. Instead, it is necessary to impose a condition on any outline consent which is granted that allows this matter to be clarified as part of a detailed submission.

#### Coal Mining Issues

The current site is located within a 'Development Low Risk Area', rather than a 'Development High Risk Area'. As such, it is considered to be necessary for a directive including the Coal Authority's standing advice to be added to any consent granted.

#### RESPONSES TO REPRESENTATIONS

The majority of objections have been addressed in the main body of the report above, whilst other comments relate specifically to the illustrative layout and therefore do not relate to the outline application.

In regards to a number of the other points, it can be commented that:

- The secondary drive from Bannerdale Road would not be adequate to accommodate movements.
- The comments regarding the inadequacy of the access point opposite Glenorchy Road represent a misunderstanding of the proposal, as this existing gateway / access does not form a part of the proposal. Instead the access position is the main road / driveway opposite the Seventh Day Adventist Church near to the end of Montrose Road.
- The proposed road re-surfacing programme is not a material consideration, and any rescheduling of this would be the responsibility of the Highways Enhancement Programme.
- It has been suggested that a sizable portion of any contribution towards local open space provisions should be specifically allocated to football activities. This issue would not represent a material planning consideration, instead being a Parks and Countryside issue.
- The references within the Design and Access Statement to a Football Hub, and the fencing off of part of the open space to make it part of a managed complex is beyond the provisions of the current outline application.

#### SUMMARY AND RECOMMENDATION

The application seeks outline planning permission for residential development with landscaping and open space, with only access forming part of the submission at this stage.

The site is in a Housing Area and Open Space Area under the provisions of the UDP. The Local Plan City Policies and Sites document (SLP) shows the site as

allocated for Housing and Open Space. These SLP allocations and designations are compliant with the adopted Core Strategy, particularly CS47 on Open Space and the contents of the National Planning Policy Framework. Also, no objections were received in relation to these designations during last summer's 'Call for Representations'. Therefore, whilst the SLP is not going to be put forward for formal adoption it is considered that greater reliance can be given to the SLP. The proposal is compliant with these policies as well as the details of the relevant Planning Brief which was approved by Planning Committee in May 2013.

The outline proposal includes a density which is lower than normally expected, but considered appropriate in order to comply with the character of the locality. It is considered that the development would be capable of providing a good mix of housing, and include provision for Affordable Housing and potential for Mobility Housing.

Adequate residential amenity would be provided for existing and proposed residents. It is also considered that the proposed scheme would be capable of providing an acceptable layout in highway safety terms. Indeed the proposed access point would be acceptable in highway safety terms.

The traffic generated as a result of the proposal would be below that which would have potentially occurred as a result of the previous uses of the sites. As such this aspect of the proposal is considered to be acceptable. Similarly the proposals would be expected to have a positive impact in air quality terms within the locality, given the reduction in travel movements. This will be supplemented further with travel management and air quality mitigation measures.

The details will be expected to provide for renewable and/or low carbon energy and meet Level 3 of the Code for Sustainable Homes.

Conditions will be imposed on any consent granted in order to cover open space and affordable housing issues.

Overall, the proposals comply with the quoted policies and planning documents and it is recommended that outline planning permission is granted subject to appropriate conditions.

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Case Number	13/04204/RG3 (Formerly PP-03076914)
Application Type	Application Submitted by the Council
Proposal	Residential development with associated open space and landscaping (Outline application under Reg 3 - 1992)
Location	Site Of Abbeydale Grange School Hastings Road Sheffield S7 2GU
Date Received	17/12/2013
Team	South
Applicant/Agent	Kier Asset Partnership Services Limited
Recommendation	Grant Conditionally

Subject to:

- 1 No development shall commence unless and until full particulars and plans shall have been submitted to the Local Planning Authority for approval in respect of (a) Appearance, (b )Landscaping, (c) Layout, (d) Scale (hereinafter called 'the reserved matters') and approval in writing has been obtained from the Local Planning Authority.

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

- 2 Application for approval of the reserved matters shall be made 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.

- 3 The development hereby permitted shall begin not later than the expiration of two years from the date of approval of the last of the reserved matters to be approved.

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

- 4 The development hereby permitted shall be carried out in accordance with the following approved plans:

Drawing Title / Number:

- Abbeydale Parameters Plan / (0-)A103
- Abbeydale Illustrative Layout / (0-)A103
- Plan Showing Open Spaces Areas and Associated Land Use Before & After Development / BDP\_AB\_(SK)L006 Revision B

Reason; In order to define the permission.

- 5 No development shall occur in the areas labelled A1, A2, A3 and A5 of -Plan Showing Open Spaces Areas and Associated Land Use Before & After Development / BDP\_AB\_(SK)L006 Revision B other than works pertaining to the provision of open space and sustainable urban drainage solutions.

Reason; In order to comply with open space requirements, the provision of a Green Buffer and to achieve sustainable drainage.

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

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

- 7 Prior to the occupation of the development hereby permitted a Landscape and Ecological Management Plan, including long-term design objectives, management responsibilities and maintenance schedules for all landscaped areas, other than small, privately owned, domestic gardens shall be submitted to and approved in writing by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be carried out as approved.

Reason; To ensure the maintenance and management of the open space areas.

- 8 No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority identifying a minimum of 10% of the predicted energy needs of the of the completed development being obtained from decentralised and renewable or low carbon energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to and

approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. 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, in accordance with Sheffield Development Framework Core Strategy Policy CS65.

- 9 The dwellings hereby approved shall be constructed to achieve a minimum standard of Code Level for Sustainable Homes Level 3 and before any dwelling is occupied the relevant certification, demonstrating that Code Level 3 has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

Reason; In the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS64.

- 10 Each reserved matters application for a new dwelling shall be accompanied by details showing the incorporation of a green roof(s) (vegetated roof system) including a maintenance schedule unless it can be shown not to be viable, which shall cover at least 80% of the total roof area. Any agreed green roof shall be provided prior to use of the dwelling commencing. Unless an alternative specification is approved the green roof shall include a substrate based growing medium of 80mm minimum depth and incorporating 15 - 25% compost or other organic material and the vegetation type shall be herbaceous plants. The plant sward shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason; In the interests of biodiversity.

- 11 The Local Planning Authority shall be notified in writing upon completion of the green roof.

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

- 12 No development shall commence until a scheme for the delivery of affordable housing equivalent to no less than 30% of the floor space of the development, or an alternative percentage figure agreed with the Local Planning Authority following an independent viability assessment, has been submitted to the Local Planning Authority for approval. The affordable housing shall be provided for sale to a Registered Provider at a transfer price stipulated by the Council as part of the approved scheme. The scheme shall include details of:

a) The number, type, size, tenure and location of the affordable housing;

- b) The timing for the construction of the affordable housing and its phasing in relation to the occupancy of the market housing;
- c) The arrangements to ensure that such provision is affordable for both first and future occupiers of the affordable housing or if not possible for the subsidy to be recycled for alternative affordable housing provision;
- d) Proposals for the provision of a financial contribution, to be calculated in accordance with the current policy at that time, which shall be used for the delivery of affordable housing within South West Sheffield should the Local Planning Authority consider that it is not suitable to provide some or all of the affordable housing on-site

The affordable housing shall be provided in accordance with the approved scheme.

Reason; In order to meet the requirements of Policy CS40 of the Local Plan Core Strategy.

- 13 25% of the dwellings shall be provided as 'mobility housing' in accordance with full details to have first been submitted to and approved in writing by the Local Planning Authority.

Reason; To ensure ease of access and facilities for disabled persons at all times.

- 14 No development shall commence until full details of suitable inclusive access and facilities for disabled people within the curtilage of the site and to enter the mobility housing, shall have been submitted to and approved in writing by the Local Planning Authority and the mobility housing shall not be used unless such inclusive access and facilities have been provided in accordance with the approved plans. Thereafter such inclusive access and facilities shall be retained.

Reason; To ensure ease of access and facilities for disabled persons at all times.

- 15 Details of an area of open space, which shall be no less than 10% of the site area and shall include details of its use and any structures to be erected upon it, shall be included with the reserved matters submission for the siting of the dwellings hereby approved. This condition shall not preclude an agreement being reached with the Council for some alternative means of providing the requisite open space either on another site or by way of a contribution towards the provision or improvement of facilities on another site.

Reason; In order to meet the requirements of Policy H16 of the Unitary Development Plan.

- 16 No development shall commence unless details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure provision for secondary education

in the South West Area (Education Planning Area 1) to serve the needs of the proposed development.

Reason; To ensure that adequate provision for secondary education is made to meet the needs of occupiers of the proposed development in accordance with Policy CS43 of the Local Plan Core Strategy and the adopted Supplementary Planning Guidance "Planning Obligations and Education Provision".

- 17 No development shall commence until full details of suitable and sufficient car parking accommodation within the site has been submitted to and approved in writing by the Local Planning Authority. No dwelling shall be occupied unless such car parking accommodation has been provided in accordance with the approved plans and thereafter such car parking accommodation shall be retained for the sole use of the occupiers of the development hereby approved.

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

- 18 The gradient of the access road/driveway shall not exceed 1:20 for the first 10 metres from Hastings Road.

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

- 19 No development shall commence until details for improvements to Hastings Road requiring the removal of redundant signing and lining associated with the former school have been submitted to and approved in writing by the Local Planning Authority. The approved works shall be completed before the development is first occupied.

Reason; To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development.

- 20 There shall be no gates or barriers erected at the means of access to the site fronting Hastings Road.

Reason; To ensure access is available at all times.

- 21 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.

- 22 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 the safety of road users.

- 23 Prior to the commencement of the development, or an alternative timeframe to be agreed in writing by the Local Planning Authority, a detailed Travel Plan shall have been submitted to and approved in writing by the Local Planning Authority.

The Travel Plan shall include:

1. Clear & unambiguous objectives to influence a lifestyle that will be less dependent upon the private car;
2. A package of measures to encourage and facilitate less car dependent living; and,
3. A time bound programme of implementation and monitoring in accordance with the City Councils Monitoring Schedule.
4. Provision for the results and findings of the monitoring to be independently validated to the satisfaction of the Local Planning Authority.
5. Provisions that the validated results and findings of the monitoring shall be used to further define targets and inform actions proposed to achieve the approved objectives and modal split targets.

Prior to the occupation of any dwelling, evidence that all the measures included within the approved Travel Plan have been implemented or are committed shall have been submitted to and approved in writing by the Local Planning Authority.

Reason; In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield (and/or Core Strategy) Policies

- 24 Any reserved matters application/s shall include details of measures designed to mitigate against air quality impacts in accordance with Appendix G of the Transport Assessment submitted with the application. . The approved measures shall be implemented as part of the development.

Reason; In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield and Core Strategy Policies.

- 25 No development shall commence unless details of a suitable means of site boundary treatment has been submitted to and approved in writing by the Local Planning Authority .No dwelling shall be occupied unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

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



- 26 No development shall commence until details of the implementation, adoption, maintenance and management of a sustainable drainage system has been submitted to and approved in writing by the Local Planning Authority. The system shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include a timetable for its implementation, and a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the effective operation of the sustainable drainage system throughout its lifetime.

Reason; In the interests of sustainable development.

- 27 No development shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a reduction of at least 30% compared to the existing peak flow, have been submitted to and approved in writing by the Local Planning Authority. In the event that the existing discharge arrangements are not known, or if the site currently discharges to a different outlet, then a discharge rate of 5 litres / hectare should be demonstrated. The development shall thereafter be carried out in accordance with the approved details.

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

- 28 No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall for surface water have been completed in accordance with details to be submitted to and approved by the Local Planning Authority before development commences.

Reason; To ensure that the site is properly drained and surface water is not discharged to the foul sewerage system which will prevent overloading.

- 29 No development shall commence until details of the proposed means of disposal of foul and surface water drainage, including details of any balancing works and off-site works, have been submitted to and approved in writing by the Local Planning Authority.

Reason; To ensure that the development can be properly drained.

- 30 There shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works and no dwelling shall be occupied prior to completion of the approved foul drainage works.

Reason; To ensure that no foul or surface water discharges take place until proper provision has been made for their disposal.

- 31 No development shall commence until details of an Ecological Management and Mitigation Strategy document has been submitted to and approved in

writing by the Local Planning Authority. The approved details shall be implemented as part of the development of the site.

Reason; In the interests of biodiversity.

- 32 No development shall commence until a scheme for the provision of bat and bird nesting boxes within the site has been submitted to and approved in writing by the local planning authority. The approved bird nesting boxes and bat boxes shall be provided prior to first occupation of any dwelling and shall thereafter be retained.

Reason; In the interests of biodiversity.

- 33 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 the development being commenced. 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.

- 34 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 the development being commenced. 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.

- 35 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.

- 36 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 or any part thereof shall not be brought in to 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 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.

- 37 Unless otherwise indicated on the approved plans no tree, shrub or hedge shall be removed from the site or pruned without the prior written approval of the Local Planning Authority.

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

- 38 No development shall commence until intrusive site investigation works have been undertaken to establish the position regarding coal mining legacy issues on the site. A report detailing the findings of the intrusive site works, together with any remedial measures necessary shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

Reason; In order to ensure that coal mining legacy issues are correctly dealt with.

- 39 Any remediation works recommended in the Coal Mining Legacy Report referred to in the preceding condition shall be the subject of a Coal Mining Legacy Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to the development being commenced.

Reason; In order to ensure that coal mining legacy issues are correctly dealt with.

- 40 All development and associated remediation shall proceed in accordance with the recommendations of the approved Coal Mining Legacy Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Coal Mining Legacy Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works should cease and the Local Planning Authority and Coal Authority should be contacted immediately. Revisions to the Coal Mining Legacy 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 Coal Mining Legacy Remediation Strategy.

Reason; In order to ensure that coal mining legacy issues are correctly dealt with.

- 41 Upon completion of any measures identified in the approved Coal Mining Legacy Remediation Strategy or any approved revised Coal Mining Legacy Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The development or any part thereof shall not be brought in to use until the Validation Report has been approved in writing by the Local Planning Authority.

Reason; In order to ensure that coal mining legacy issues are correctly dealt with.

- 42 The development approved as part of any reserved matters scheme shall include residential development on the developable area, as shown in Area A4 of - Plan Showing Open Spaces Areas and Associated Land Use Before & After Development / BDP\_AB\_(SK)L006 Revision B, within a range of 25 to 40 dwellings per hectare.

Reason; In order to ensure that the development is of an appropriate density for the location and to meet the aims of Policy CS26 of the Sheffield Local Plan: Core Strategy.

Attention is drawn to the following directives:

1. The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.
2. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.

3. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group  
Development Services  
Sheffield City Council

Howden House, 1 Union Street  
Sheffield  
S1 2SH

For the attention of Mr S Turner  
Tel: (0114) 27 34383

4. You are required as part of this development, to carry out works within the public highway: As part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Sheffield City Council  
2-10 Carbrook Hall Road  
Sheffield  
S9 2DB

For the attention of Mr P Vickers

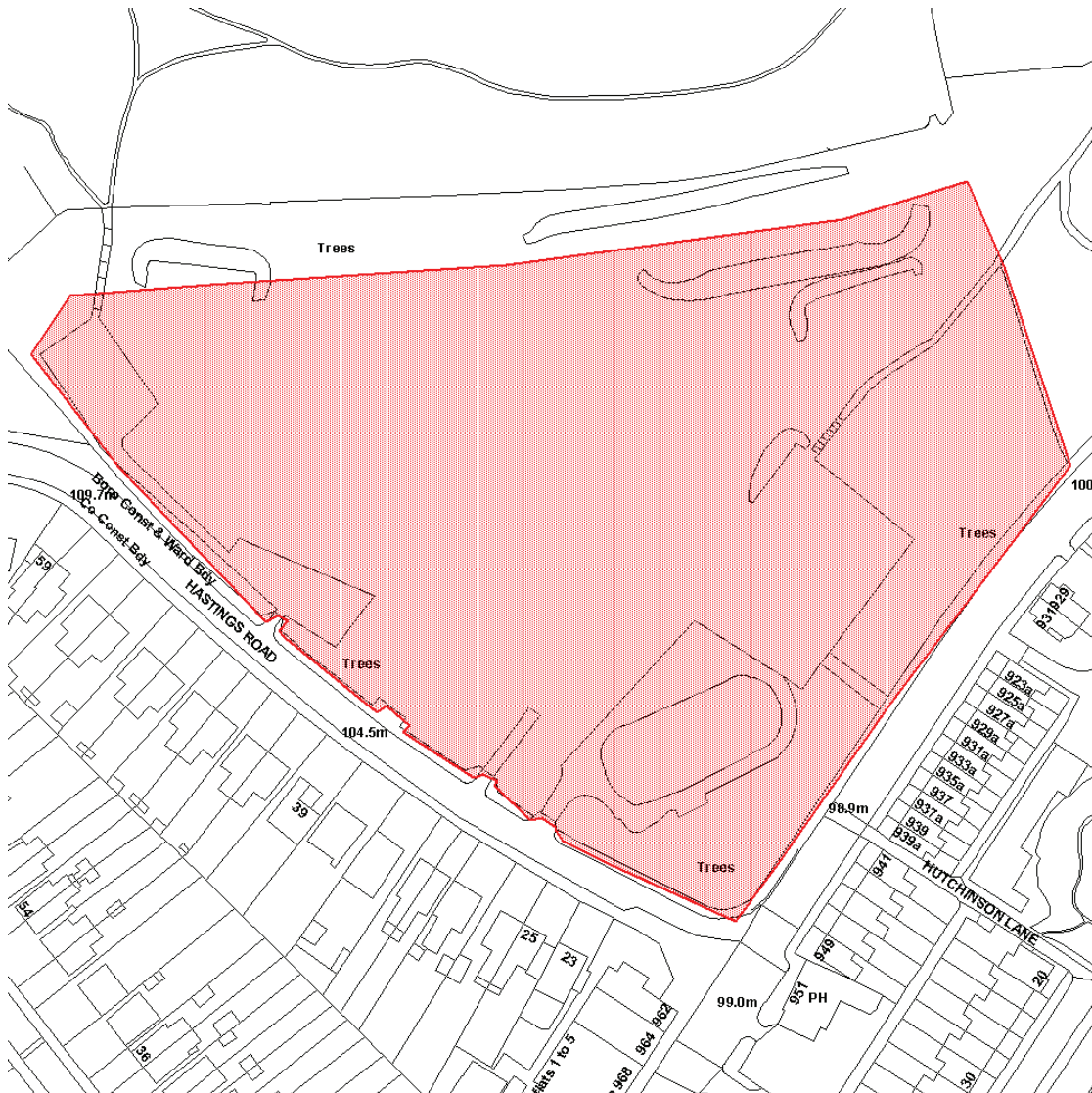
Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

5. 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 and application forms on the Council website. 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.
6. You are advised that the biodiversity information/ecological assessment provided as part of this application will be made available to Sheffield Biological Records Centre. This will assist in a key principle of the National Planning Policy Framework that planning policies and decisions should be based on up-to date information about the natural environment and other characteristics of the area by building up the data base of up-to-date ecological information and this will help in future decision making. Ideally data should be provided in ESRI shape file format.
7. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at

www.sheffield.gov.uk/planning or apply online at  
www.planningportal.gov.uk. The charge for this type of application is £97 or  
£28 if it relates to a condition on a householder application for development.

For Listed Building Consent and Conservation Area Consent applications an  
application for confirmation of compliance with planning conditions is still  
required but there is no fee.

### Site Location



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## INTRODUCTION

The application site is Council owned and the current submission has been made prior to marketing the land, which is now surplus to the Council's requirements. The proposal has been developed through the Asset Enhancement Programme (AEP), which has included research into the current housing market and consultation with the local community. The objectives of the AEP are to address key issues and risks that can delay development and reduce land values whilst promoting high quality design in new residential schemes.

In addition to the current application a separate submission relating to the Council owned Bannerdale Centre site is also being considered as part of this committee agenda. The Bannerdale Centre application seeks outline consent for residential development. Whilst there is a high degree of overlap between the respective reports, they have been produced separately and cover the issues specific to each.

## LOCATION AND PROPOSAL

The application site is the former Abbeydale Grange Secondary School. The school buildings have now been demolished and cleared, after the closure of the school in July 2010.

The application site covers approximately 2.75 hectares and adjoins Hastings Road and Abbeydale Road to the south-west and south-east. To the north of the site is Spring Wood Ancient Woodland.

There are a number of trees within the site; including the trees along the boundary to Hastings Road and Abbeydale Road. The trees along Abbeydale Road incorporate some planted by the community to assist in addressing air pollution issues.

The land rises generally upwards from the south to the north, although it also includes plateaued areas which are a legacy of the school buildings and playgrounds / car parks. Desire-line walkways exist through the site from Hastings Road and Abbeydale Road up to the wooded areas towards the north, linking into the public footpaths there.

The planning application is in outline form, and seeks consent for residential development with associated open space and landscaping. Approval is being sought for access, with the issues of appearance, landscaping, layout and scale being reserved matters. These reserved matters will require a separate application/s for subsequent approval. As a result of this the illustrative drawing has been submitted purely for indicative purposes.

The main access to the site is proposed to be taken from Hastings Road, using an existing access position. It is also proposed to adapt three existing vehicle / pedestrian accesses to serve as vehicle accesses.

The scheme also proposes to provide land within the site as open space. The particular parcels of land are to the north of the site adjacent to the woodland, and also a strip of land running adjacent to Hastings Road.

#### RELEVANT PLANNING HISTORY

The previous planning history relating to the application site deals with the school buildings etc, and are not related to the current application.

A Planning Brief dealing with the redevelopment of the two sites was adopted in May 2013. A summary of the key aspects of the Brief are covered below.

#### REPRESENTATIONS

Following widespread neighbour notification, the placement of site notices and the publication of a press advertisement a total of 18 written representations have been received.

#### General Comment/Objection

##### General Issues

- Planning and Design Brief's primary aim of achieving a high quality and sustainable development and protection of valuable site features (trees and stone walls) is welcomed.

##### Street Scape

- No new accesses should be proposed from Hastings Road, to protect stone walls and mature trees.
- A 'feature building' on the corner was not desired by local people, and would be overbearing and unwelcoming. Any 4 storey building within the site does not fit with its landscape, and only one small part of the school included 4 storeys.
- 3 storey buildings would be too high on higher levels of the site, and would obscure Spring Wood.
- Proposed housing design not in keeping with locality, due to the higher proposed density. A greater density only acceptable if it leads to improved sustainability or more affordable housing.
- The preferred styles of house types are welcomed.

##### Amount of Development

- Development should be contained within original footprint of the former school buildings, playground and car park. This would retain valuable green space, with its environmental benefits and beneficial impacts as buffer to Hastings Road housing.
- Proposed housing density exceeds all the neighbouring areas. This would only be acceptable if it achieved improved sustainability or more affordable housing.



## Highways

- Three access points along Hastings Road to serve 14 houses is excessive, 1 access should instead be used in addition to the main site access. Will cause light penetration to houses on Hastings Road (from car headlights).
- Additional accesses along Hastings Road will impact on trees, breaking up the stone wall and continuity of the pavement. Will be detrimental to pedestrians and cyclists.
- Proposed main access to the site received very little usage when site included a school.
- Vehicle activity relating to the school was concentrated into two periods per day, on weekdays. Proposed use will lead to constant vehicle activity, every day.
- Excessive housing density will lead to excessive vehicle movements on Hastings Road, which is already subject to high movements.
- Hastings Road should be made into a cul-de-sac, as proposed previously and only not implemented due to school bus access issues.
- At peak times traffic backs up along Abbeydale Road, beyond Hastings Road.
- Future occupiers will not realistically use the buses.
- Parking for existing Hastings Road residents will be affected.
- Vehicle access to site should be taken from Abbeydale Road .
- The access should be proposed further to NW on Hastings Road.
- There are currently access issues to Hastings Road drives, which will be worsened by increased traffic movements and parked cars.
- Existing double yellow lines along Hastings Road (at Abbeydale Road end) should be extended.
- Proposed access point is near to these yellow lines which exist because the road narrows at that point, proving there are visibility / safety issues.
- Proposed main entrance is adjacent to the sub-station, and will make that more prominent.
- Querying figures used in assessment of previous/current and future vehicle movements.
- City should be made more cycle friendly.

## Air Pollution

- Protection of environmental corridor and buffer for Hastings Road and Abbeydale Road is supported. Support setting back of development from Abbeydale Road to protect existing and newly planted trees.
- Air pollution should be reduced by only using existing accesses and locating main site entrance from Abbeydale Road.
- Excessive housing density will lead to increases of currently high air pollution levels.

## Public Footpaths

- Addition of two new public footpaths from Hastings Road welcomed. One path should connect to footpath network in Spring Wood and playing fields beyond and this should be maintained. Suggested route of path to west of site is needlessly indirect, and could remain as existing.

- Well established footpaths should be preserved.
- The path from corner of Hastings Road is welcomed, but not all of the community's vision on this issue has been reflected in the illustrative plan.
- The current desire line footpath routes should be retained, but current drawing cuts through large amount of the coppice preventing this.
- Proposals make no allowance for any other rights of way. A further link from Hastings Road to Carter Knowle should be specified.
- Access should continue beyond the site outside the proposed development areas, including those routes from Carter Knowle Road, through the woodland and from Springfield Close and Hastings Road.
- Alterations to public rights of way should be minimised.
- Pledges were made to improving network of public rights of way, but are not enshrined in this application.

### Archaeology

- Serious issues with the report. Doesn't set out true heritage value of whole site.
- 600 years ago, site was part of the estate of Holt House, and the Bannerdale Centre building sits on a field referred to as Nether Platt. Clear delineations to Upper Platt have stood since 17th century (this is the land referred to several times in the documents).
- Abbeydale Grange School was built on Spring Field.
- The houses previously existing at the site have housed important people in Sheffield's engineering history. Whilst houses were burnt down, any vestige of their existence is an important part of local heritage.

### Land Swap

- Concern that 'smoke and mirrors' have been used in the determination of the developable area, particularly as red-line boundaries include much more land than was shown in the SDF, and it is being queried if this represents maladministration.
- The land swap section in the Design & Access Statement is questioned since open space appears to have been lost at the Bannerdale site, in exchange for open space in buffer zone at edge of Spring Wood and land at tree lined edge of Hastings Road. The documents should take out these parts which were already open space in the Design/Planning Brief.
- There should be no intrusion on to the historic landscape (within the Bannerdale Centre site).
- Boundaries in planning application documents take in ground designated as open space, and should be taken out.
- Dog leg at the north east perimeter of site should remain.
- Concern about proposal to convert some accessible football pitches to all-weather, fenced off pitches. Fencing off football pitches would also be contrary to community use.
- Concern that the 15m buffer zone adjacent to the wood land would be breached by the development, and contravenes Draft Policy G3. Considered that re-allocating open space at Bannerdale site as housing land, with provision of open space at the Abbeydale site as open space is unacceptable, given the limited usefulness of the space created at Abbeydale.

## Landscaping

- Tree Survey is incomplete and should be re-commissioned. It fails to notice three substantial trees at the north of the site, which should be protected (Elm, Maple and Japanese Hawthorn). Also misses a walnut tree, which is of average quality, but is one of two in this part of Sheffield, and is evidence of John Firth's Holt House, and should be retained and protected.
- Trees T36 and T37 are rated in Tree Survey documents, but no acknowledgement is given of their status as fine specimen trees within John Firth's estate. They are shown to be removed, which would be unacceptable and could easily be retained.
- Given illegal levels of air pollution at Abbeydale Road, local people have concluded a thick woodland barrier would be beneficial. This would provide continuation of adjoining woodlands. Would create a safe route to Holt House and Carter Knowle schools, complying with Council's school travel strategy, and would link to Millhouses shops from proposed Bannerdale Centre site. The currently shown path goes along straight line of front edge of development in close proximity to Abbeydale Road. This frontage should retain some of its softness / non-linearity.
- All trees should be retained, no re-assurance has been given of this.
- Trees along Abbeydale Road should be re-classified as category A, as they date back to 19th century and absorb traffic pollution.
- Community trees at corner of Hastings Road should be protected.
- SUDs schemes shouldn't lead to additional hard surfaces in open space.

## Drainage

- The SUDs excavations should be beyond the canopies of trees, and are partly shown as being within the canopies.
- SUDs basins and swales need to be planted with trees, to help water extraction and to avoid breaks in woodland belt.
- Some surfacing would be necessary in the open space areas to provide disabled / pushchair access to shops etc.
- Current high levels of surface water run-off from site to Hastings Road, damaging road and causing flooding at corner of Hastings Road and Abbeydale Road. Excess hard-surfacing on Illustrative Drawing reduces valuable green space for sustainable drainage.
- Maximum Sustainable Urban Drainage should be achieved.

## Ecology

- Despite ecology survey referring to the site as being of limited importance outside the immediate area in bird-life terms, a local bird expert has a list of nationally important species observed at the site. Also, site provides habitat for badgers, foxes and bats etc.

## Sustainability

- Great opportunity to make significant contributions to carbon reduction and air quality. Electric charging points should be a requirement.
- Site is on a south facing slope, with great potential for solar gain and energy generation.

## Consultation/ Website Issues

- Several people have had issues accessing documents on website, due to chaotic nature of presentation.
- Agents have overloaded design statement with excessive text, making it difficult to understand and navigate. Some of documents may give possible developers wrong impression/s, when actually certain parts of statement cover ideas that have been rejected.

Carter Knowle and Millhouses Community Group have submitted a representation covering both submissions. These comments can be summarised as follows:

- Members of public have faced many problems in viewing and commenting on the Applications. These have been:
  - Documents only on-line. No printed copies available at Ecclesall Library or First Point, and people are directed to the computers. There are no printing facilities.
  - Number of documents is confusing
  - The Design and Access Statements (DAS) are very long. Each has common elements and include unnecessary material. Some of the rejected proposals have not been seen previously, undermining the community consultation exercises. The illustrative layouts have no force, and are unnecessary.
  - Each DAS is split into chapters, but the documents are split differently on the website, making it difficult to download and read. The corrections made to this have not been complete. Both Applicant and Planning Officer have been reluctant to provide a simplified version of the DAS.
  - To make comments viewers are required to log-in, but system frequently logged viewers out. Making it difficult to view and comment.
- CKMCG is not formally objecting to the applications. Recognised there will be some development on both sites. Concern is that this is done appropriately and in accordance with wishes of community, and with the Planning and Design Brief.
- Exchanges of Open Space between the two sites are invalid, due to mis-identification of Open Space and failure to comply with relevant planning policies.
- Area A1 in the Abbeydale site is not in fact new Open Space, and was clearly identified in the Pre-Submission version of the Local Plan and in the Planning & Design Brief as Open Space. Excluding this area from the calculations means there is a loss of open space, contrary to policy CS45.
- Reduction of Open Space around Bannerdale site increase the visual impacts of that development on surrounding parkland, which conflicts with CS45. The

- incorporation of certain portions of land leads to the loss of mature trees and some original ornamental shrubs from gardens of the old Abbeydale Grange House, also a loss of quality.
- Policy CS46 appears to be ignored, which requires creation of new open space, where there is a shortage in the local area.
  - Contradiction in relation to the new areas of open space.
  - Policy CS47 applies in this instance, which states development of open space will not be permitted where it would result in shortage of informal or formal open space or it would result in the loss of open space that is of high quality and heritage, landscape or ecological value
  - Proposed SUDS schemes coincide with proposed open space areas. For much of year will be in keeping with open space designation. They are a result of proposed developments and should have a mixed housing/open space character, undermining contention that open spaces have a compelling rationale.
  - Query whether proposals for small areas A5 and A6 lead to design quality.
  - Proposed densities are too high, as they are out of scale with area, resulting traffic levels and air pollution. Possible total of 131 dwellings between the two sites, if development is built at the upper density figure.
  - Such development would be unacceptable for the local community, which has maintained that development should be limited to footprint of the two buildings. Would be out of scale with surrounding area. Aim of maintaining flexibility in unit mix, not as important as impacts on traffic levels and health and in interests of sustainability.
  - Proposal refers to 4 storey development on Abbeydale site, given that the school included 4 storeys. But that related to only a small portion of school, with majority being 3 storey and outlying buildings being single storey. A condition should be imposed limiting height to 3 storeys, with 2 storeys being the norm. Higher buildings at periphery would potentially obscure Spring Wood from the surrounding area.
  - Policy CS66 deals with air quality action. Planning policies require impacts to be neutral, and preferably represent an improvement. Air pollution along Abbeydale Road regularly exceeds EU limits. Certain nearby junctions are air quality blackspots, which would be most affected by traffic from development. The Abbeydale site would place further pressure on Abbeydale Road/Springfield Road junction, and increased traffic on Hastings Road.
  - The submission's impacts on air quality are thought to over-estimate the traffic levels from the time of the school, leading to complacent conclusions regarding air quality. The TRICS database uses generic figures for secondary schools across the country, and do not take account of local conditions or of local evidence that previous school had low levels of car use by parents, staff and pupils.
  - Policy CS66 requires action to improve air quality issue, due to damaging impacts on health, particularly in young children and the elderly and is responsible for many premature deaths yearly in Sheffield. The EU Ambient Air Quality Directive makes it local authorities' responsibility to reduce pollution. A precautionary approach should be followed as agreed by Inspector at Sainsburys' appeal, whose approach assumed a stand-still position.

- Higher densities would be acceptable provided they depended on changes to house typologies, more environmentally efficient use of land, gains in energy efficiency and conservation and greater commitment to affordable housing.
- Policy CS74 requires high quality development. Illustrative Layouts promote detached and semi-detached housing. Whilst consent not sought for layouts, they lead to concerns that they ignore basic environmental site planning principles.
- If dealt with well the two sites represent a great opportunity to make significant contribution to energy efficiency, carbon reduction and improved air quality.
- Neither proposal suggests maximising solar-gain. Terraced type housing should be promoted (instead of detached and semi-detached with more exposed walls). At Abbeydale, site requirement for south facing aspects should be enshrined in any outline approval. This is of more importance than the repetition of traditional design features.
- Many dwellings in the Bannerdale site will miss out on solar gain due to shading of woodland.
- Abbeydale site layout facing onto Abbeydale Road is less sustainable, regarding noise and vehicle pollution, and reinforcing planted corridor would be better.
- Dwellings are only required to meet Code for Sustainable Homes Level 3, which is extremely inefficient. Level 5 or preferably 6 should be achieved to set a benchmark.
- Car charging points should be incorporated.
- Policy CS40 deals with affordable housing. DAS refers to aim of providing 30% affordable housing at the site, but the Traffic Assessment refers to affordable housing representing 22.5% of the development. 30% requirement should be maintained, as it generates less traffic movement and impact on air quality.
- The layouts do not suggest that mixed tenure neighbourhood will be created.
- Inclusion of Illustrative Layouts is unnecessary and potentially damaging, as they seem to pre-empt decisions about housing types and layout, and because they leave out aspects that the applications should deal with, i.e. Rights of Way.
- Illustrative Layouts are understood to have no force in planning terms. They do include suggestions that are unsatisfactory and against local wishes. They may lead developers in certain directions.
- It follows a standard housing layout, and fails to follow a more imaginative and environmentally sustainable response to the site.
- It includes a multi storey building at Abbeydale/Hastings Road corner, which was repeatedly criticised in consultation.
- Remodelling of topography to create a more integrated landform would be alien to character of site and be energy inefficient.
- It shows channelling of pedestrian accesses for footpaths to Spring Wood through the Abbeydale development at SW and SE corners instead of them having separate access points and routes outside the development.
- Proposed number of access points on Hastings Road would increase traffic problems.
- Shows diversion of right of way through the Bannerdale development, as opposed to original route at eastern edge of the site.
- Failure to maximise opportunities to create new rights of way and new access points. This would meet local wishes.

- The DAS makes many references to footpaths and improved access to woodland and open space. Whilst application forms state there is no intention to create new rights of way. Given demand for these, this is a major omission.
- Council's 'Smarter Choices for Travel to School Strategy' should be in the submissions applicable policies. Scheme should provide good pedestrian and cycle links to new park, and from Bannerdale site and McCarthy and Stone development helping local shops and green corridor.
- Desire line for footpath along Abbeydale Road frontage should be retained. Proposal would cut through the coppice, reduce woodland appeal and make it less safe/pleasant.
- Overwhelming support for footpath from Hastings Road at the NW corner of the proposed development through Spring Wood. Illustrative layout shows this as being routed through the proposed development; both unnecessary and less pleasant and safe.
- Proposed diversion of footpath from Abbeydale Road, past Bannerdale Centre to Carter Knowle Road, is shown to be diverted through development. Again, this would be less pleasant, less safe and further.

#### Support

- 1 letter of support, on basis that trees along Hastings Road are kept.
- A 2nd letter of support, subject to the proximity of building to correspondent's property and consequential overlooking. Also an underground stream / culverted drain should be given due consideration.

#### PLANNING ASSESSMENT

The site is designated as being partly within a Housing Area and partly an Open Space Area within the Adopted Unitary Development Plan. The Sheffield Local Plan (SLP) Proposals Map (pre-submission version) designates the majority of the site as a Housing allocation, with the remainder being Open Space.

The most relevant UDP and SLP Core Strategy policies are:

BE5 (Building Design and Siting)  
 BE6 (Landscape Design)  
 BE9 (Design for Vehicles)  
 BE10 (Design of Streets, Pedestrian Routes, Cycleways and Public Spaces)  
 GE10 (Green Network)  
 GE11 (Nature Conservation and Development)  
 GE15 (Trees and Woodland)  
 H7 (Mobility Housing)  
 H10 (Development in Housing Areas)  
 H14 (Conditions on Development in Housing Areas)  
 H15 (Design of New Housing Developments)  
 H16 (Open Space in New Housing Developments)  
 T8 (Pedestrian Routes)  
 T25 (Car Parking in Residential Areas)  
 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)  
CS31 (Housing in the South West Area)  
CS40 (Affordable Housing)  
CS41 (Creating Mixed Communities)  
CS43 (Schools)  
CS53 (Management of Demand for Travel)  
CS63 (Responses to Climate Change)  
CS64 (Climate Change, Resources and Sustainable Design of Developments)  
CS65 (Renewable Energy and Carbon Reduction)  
CS66 (Air Quality)  
CS67 (Flood Risk Management)  
CS74 (Design Principles)

The Sheffield Local Plan pre-submissions proposals map (SLP) designation for the site of Housing (Use Class C3) and Open Space is compliant with the adopted Core Strategy, particularly CS47 on Open Space, as well as the relevant aspects of the National Planning Policy Framework. Paragraphs 73 and 74 of the NPPF require up-to-date assessments of needs for open space, sports and recreation facilities and opportunities for new provision, and states that such spaces should not be built on unless the loss would be replaced by equivalent or better provision in quality and quantity terms in a suitable location. Also, no objections were received in relation to this designation during last summer's 'Call for Representations' concerning the SLP Pre-submission proposals map.

Government policy in the National Planning Policy Framework (NPPF) is relevant. Policies within the NPPF are referred to in subsequent sections of this report where applicable.

The following documents are also relevant:

- Interim Planning Guidance "Affordable Housing"
- Supplementary Planning Guidance "Mobility Housing"
- Supplementary Planning Guidance "Open Space Provision in New Housing Development"
- Supplementary Planning Guidance "Planning Obligations and Education Provision"
- Supplementary Planning Document "Climate Change and Design"
- Supplementary Planning Guidance "Designing House Extensions". Whilst not strictly applicable to these proposals, the guiding principles for protecting residential amenity are relevant.

The South Yorkshire Residential Design Guide (2011) has been designated by Members as a Best Practice guide and is therefore a material consideration, albeit carrying less weight than the above mentioned policies and documents.

A Planning and Design Brief relating to the Abbeydale and Bannerdale sites has been prepared as part of the Local Growth Fund programme. The Brief was subject to public consultation between February and April 2013, and was approved



by Members of the Planning Committee in May 2013. Consequently, it is a material consideration in determining this application. The key principles of the Brief in so far as it relates to Abbeydale were:

- Development addressing streets;
- Distribution of the developable area – Abbeydale more intensively developed than Bannerdale;
- Hastings Road/Abbeydale Road corner – protect trees but address corner and road frontage;
- Building Heights - up to 3 or 4 storeys;
- Use of woodland buffer as walkway;
- Movement network – promoting access through site;
- Views – protecting enhancing key vantage points

#### Principle of Proposed Development

The SLP designates the site as a Housing allocation, with some of the site designated as Open Space. The Planning and Design Brief makes it clear that if any of the Open Space is to be developed, then open space will need to be replaced in either the Abbeydale or Bannerdale sites.

The current application includes the provision of open space on part of the Housing allocation land. This is part of a 'land swap' involving the Bannerdale Centre application, where part of the existing open space designation within that site is proposed to be developed for housing purposes.

This principle is acceptable, and was agreed as part of the Planning and Design Brief.

The parcels of housing land to be provided as open space are located across the northern portion of the site immediately to the south of Spring Wood, and a belt running adjacent to Hastings Road. In total 5,569sqm of open space will be given over to housing as a result of the two outline proposals, largely within the Bannerdale site. But 6,965sqm of allocated housing land will be given over to open space, within the Abbeydale site. In addition to this an additional 1,665sqm of open space will be created within the housing developments, representing 10% of each of those developments.

Therefore, the current proposal would comply with the SLP in this respect. However, a decision has recently been made not to submit the Local Plan to the Secretary of State, and consequently its weight is limited.

Whilst the proposals are not compliant with the UDP in this regard, it is important to note that the UDP is inconsistent with Core Strategy Policy CS47 (covering Open Space) and does not reflect the existing physical situation on the ground.

Whereas, the site allocations and designations in the Pre-submission Proposals Map are compliant with the adopted Core Strategy (in particular CS47) and the NPPF. Moreover, no objections to the designations were received during last summer's Call for Representations, as mentioned above.

As a result the UDP's provisions are afforded limited weight, and greater reliance can be given to the SLP.

Of additional relevance is that the outline proposals are also supported by the Planning Brief.

Overall, on the basis of the above the principle of the proposed development is considered to be acceptable.

#### Housing Density

The illustrative layout shows 53 dwellings within the site, which would result in a density of 31.5 dwellings per hectare (dph). The Design and Access Statement seeks approval for a density range covering 25 to 40 dph.

Policy CS26 of the Core Strategy seeks to make efficient use of land, and in areas where there is a high frequency bus route the required density range is specified as being 40 to 60 dph. The policy adds that densities outside of this range would be acceptable, where they achieve good design, reflect the character of an area or protect a sensitive area.

The illustrative layout has resulted from significant work which has been partly aimed at achieving good design in terms of the site layout, and a design that is reflective of the surrounding area. Whilst this aspect of the illustrative layout is a reserved matter, it is considered that the outline proposal would be capable of achieving good design, and that development ranging from 40 to 60 dph would not be reflective of the character of the area. On this basis the outline proposal, with its stated density range, would be considered to be capable of meeting this policy.

It is therefore considered that there would not be a strong justification to require the density range to be lower still, as suggested within a number of representations. Any such reduction would be considered to result in a scheme which was in conflict with policy CS26.

#### Housing Mix

Policy CS41 of the Core Strategy requires housing developments of this nature to provide a greater mix of housing, including larger homes for families. Whilst the illustrative layout is submitted for indicative purposes only, it does make clear that a good mix of house types can be provided within the site. As such the proposal would be capable of meeting the requirements of this policy. This can however be reassessed at reserved matters stage, and an appropriate mix can be secured at that point, in keeping with CS41.

#### Highways

The positions of the proposed access points are of fundamental importance in the assessment of this application, since it is the only detailed matter upon which determination is required at this stage (i.e. not reserved).

The proposal's main vehicle access point utilises an existing vehicle access point on Hastings Road, which was previously the access to the school car park. Some modification would be required to be made to the access, which would need to be 5.5m in width with 2m wide footways either side.

The wider impacts arising from the current application and the development at the Bannerdale Centre have been covered in the Transport Assessment submitted with the application. In summary, the traffic generated by the two proposals were shown within the TA to be considerably lower than the previous uses. It is calculated that 812 fewer daily vehicle movements would be expected from the development proposals if no travel plan measures were pursued, or 914 fewer movements if they were. On this basis the proposal would be considered to have an acceptable impact upon the local highway network in traffic generation terms.

Comments have been made in representations that the TA was based upon a maximum number of units at each site, which would be exceeded if the upper limit of the submitted density range was pursued. However, given that the traffic generated by the two proposals was shown to be considerably lower than that arising from the previous uses, it is considered that development at the upper limit of the density range would continue to be at a lower level, when compared to the previous and existing situation. The assessment of the traffic movements arising from the two sites is based upon the data provided within the TRICS database. This is considered to be the best option, since the Bannerdale Centre is operating at below at full capacity, and as the school has already been demolished. Comments have been received stating that the school didn't generate significant levels of vehicle movements when it existed. However, it is important to note that the traffic movements generated by the school could very well have evolved over time to reflect more closely those used in the TRICS database. It is therefore considered to be reasonable to utilise the TRICS figures as part of the assessment of the current application.

Turning to the specific implications of the proposed access locations, it is considered that the main access, with some modification, would be capable of accommodating the vehicle movements which would be generated by the proposal.

The secondary accesses use existing vehicle and/or pedestrian access points. On the illustrative drawing they are shown as serving 14 dwellings. The accesses would be capable of accommodating the movements from the number of dwellings shown on the illustrative layout.

Hastings Road is considered to be capable of accommodating the movements generated by the proposal. Whilst Hastings Road is not 'one-way', there is no entry from Abbeydale Road onto Hastings Road, and therefore the majority of movements are toward Abbeydale Road. Given this situation, it is concluded that the movements arising from the proposal would be able to be accommodated within the highway layout without having detrimental impacts upon highway safety or pedestrian movements.

Some concerns have been expressed about the likelihood of increased numbers of cars being parked on Hastings Road. Obviously, the layout of the proposed development does not form a part of the outline application, and it is therefore not possible to evaluate the level of off-street parking proposed within the scheme or the potential for any on-street parking. However, it is considered that there would be scope within the site to provide a housing layout which incorporated appropriate off-street parking provision.

In public transport terms, it is noted that the site benefits from excellent access to the core public transport network. In order to encourage use of this, it is suggested that site legibility and integration with existing public rights of way is promoted to ensure users can access bus stops and local amenities by foot. The illustrative site layout incorporates these principles, and it is considered that they should be maintained as part of any subsequent submission. South Yorkshire Passenger Transport Executive also suggest that a travel information pack is provided to each household. It would be possible to secure this as part of an agreement relating to Travel Plan documentation.

Overall, the outline proposal is considered to be capable of resulting in a detailed scheme which would meet the requirements of the relevant aspect of UDP policy H14, which requires developments to have an acceptable impact upon the surrounding highway network.

#### Air Quality

Policy CS66 deals with air quality, and requires action to protect air quality to be taken in all areas of the city, with further action to improve air quality to be taken across the built up areas and where residents in road corridors with high levels of traffic are directly exposed to levels of pollution above national targets.

Paragraph 124 of the NPPF requires planning policies to contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites locally. It also requires planning decisions to be consistent with the air quality action plan.

Sheffield has an Air Quality Action Plan with a number of required Actions relevant in this case, and which are referred to below.

The Transport Assessment (TA) acknowledges that Sheffield has been designated an Air Quality Management Area, and that national air quality standards are breached in the area, particularly at the Abbeydale Road/Springfield Road and Abbeydale Road/Carter Knowle Road junctions.

The vehicle movements arising from the proposed developments have been assessed in the TA, where it is concluded that the combined impacts of both developments will be less than the traffic flows associated with the combined historic uses.

Further comparative analysis was carried out in the TA, focusing on the impacts of the developments against only the Bannerdale Centre traffic, in order to demonstrate comparison with current levels only. This showed that there would be an increase of 9 vehicles per day at the Abbeydale Road/Springfield Road junction, and a substantial decrease at the Abbeydale Road/Carter Knowle Road junction. In this context it cannot be considered that the development would be harmful to local air quality.

The relevant action points in the Air Quality Action Plan relate to the development of infrastructure for refuelling low emission vehicles and the promotion of smarter travel choices. The Framework Travel Plan submitted with the application refers to the installation of car charging points in dwellings with garages, and to the promotion of non-car travel by a range of methods. These proposals would be considered to be in line with the relevant aims of the Air Quality Action Plan.

In order to secure mitigation measures in line with the aims of the Air Quality Action Plan relating to the generated traffic flows a Travel Management Plan and Air Quality Mitigation Measures package can be required by condition. This should include the requirement for the installation of car charging points in dwellings with garages.

Overall, the proposals when combined would be considered to have a beneficial impact upon local air quality, and as such it is considered that CS66 would be met.

### Mobility

25% of units will be required to meet 'mobility housing' standards in accordance with UDP Policy H7 and the Supplementary Planning Guidance 'Mobility Housing'. It is considered that the outline application provides adequate potential to achieve this provision.

It is considered that the shared surfaces will need to comply with the agreed matrix of street design against vehicle flows. They will need to include the provision of entry treatments to signal a change of priorities to drivers, give inclusive access to pedestrians and provide tactile warnings to safeguard visually impaired pedestrians from walking onto the carriageway.

The three secondary access points from Hastings Road are considered to be excessive with their potential for through use. This portion of the layout would benefit from a reduction in the number of access points and/or the division of the shared surface into shorter lengths. It is therefore concluded that the number of access points would be potentially capable of being incorporated into a layout in a way which was acceptable and did not prejudice mobility considerations. As covered above these access positions are considered to be capable of being acceptable in highways terms. As such it would not be considered possible to resist the proposed access positions, but any reserved matters application would need to accommodate these potential concerns or alternatively reduce the access points at this portion of the frontage.

The pedestrian routes throughout the development linking to Abbeydale Road, Hastings Road and Spring Wood will need to be inclusively designed.

Overall, it is considered that the development will be capable of providing a scheme which is acceptable in mobility terms.

### Affordable Housing

Core Strategy Policy CS40 requires a contribution towards Affordable Housing, subject to financial viability. The associated Interim Planning Guidance "Affordable Housing" seeks to provide a contribution of 30 - 40% which should normally be provided on site. An off-site contribution can be accepted if it would have a better outcome for overall Affordable Housing provision.

As the application is in outline, a specific contribution cannot be fixed at this stage of the planning process. The Applicant acknowledges the requirements of policy CS40 and the Interim Planning Guidance, and states that the development would include both open market and affordable properties. The overall requirement may be partly met by a contribution towards off-site affordable housing provision.

The Applicant states that initial appraisals indicate a £600,000 contribution could be made on the application, but also re-iterates that this has not been agreed and will require confirmation at the reserved matters stage when a development appraisal will be submitted. This can be secured by conditions and the resulting package would comply with Policy CS40.

### Sustainability

There is a presumption in favour of sustainable development, as set out in the NPPF. The proposal re-uses previously developed (brownfield) land and will contribute to the strong local community by providing good quality housing to meet the needs of present and future generations. The site is well located in terms of access to local shops and services and there are regular bus services on Abbeydale Road.

The site is located to the south of Spring Wood Ancient Woodland, and the illustrative drawing shows a significant buffer zone in the belt adjoining it. This area will contribute towards maintaining opportunities for biodiversity and movement of wildlife.

The proposed access points would lead to the removal of some trees, but would retain the vast majority along the Hastings Road frontage. There would be scope to ensure that the majority of trees within the layout would be kept. There would be the opportunity to largely work with the existing site levels, and re-modelling would therefore be minimised.

Extensive consideration has been given to the scope for achieving sustainable drainage solutions (SUDS). SUDS can involve a range of techniques including soakaways, infiltration trenches, permeable pavements, grassed swales, green roofs, ponds and wetlands. The submission refers to the use of swales and detention basins within the site, in order to reduce discharge to the surface water

drainage system. The reserved matters application will be expected to deal with this matter more closely.

The detailed design of the proposed dwellings is a reserved matter and will be fully considered through the reserved matters approval process. The development will be expected to achieve a minimum Level 3 in the Code for Sustainable Homes and to meet at least 10% of its predicted energy needs from renewable or low carbon energy.

It will also be expected to incorporate 'green roofs' as part of the detailed design of buildings in accordance with the Supplementary Planning Document "Climate Change and Design". The extent of the 'green roofs' will be subject to future negotiation, though the SPD identifies 80% provision. Conditions to ensure delivery of these matters can be attached to the outline planning permission, if granted.

The above measures reflect the general principles of sustainable development and thereby comply with UDP Policies BE6, GE10, GE11 and GE15 and Core Strategy Policies CS63, CS64, CS65 and CS67

#### Drainage

The illustrative layout shows the use of SUDS, and how features of open water systems could be created. The interconnected drainage systems could provide effective attenuation and convey rainwater from hard surfaces in the development.

These would contribute to the overall ecological commitment and control flows into the culverted watercourse and combined public sewer system. Linked drainage systems across the site including permeable paving, swales and detention basins would treat and convey storm water. The application suggests that the proposed discharge points for the surface water drainage systems would mimic the existing conditions with reduced run-off rates compared to existing conditions.

The conveyance swales and detention basins would be able to retain a constant low quantity of water flow, with supplementary measures helping to remove pollutants.

Yorkshire Water have confirmed that the existing public sewer doesn't have capacity to accommodate any additional surface water flows. Therefore, the proposed SUDs systems would reduce run-off entering the system and help in this regard.

There would be scope to include a requirement within any consent granted requiring the submission of a SUDS scheme. This would supplement the basic drainage condition, which would require a 30% reduction compared to current network discharge rates.

Overall, the proposal would be considered to be capable of meeting the requirements of Core Strategy policy CS67.

## Landscape

The documents submitted with the application have been closely evaluated particularly with regards to tree retention and the implications of the proposed points of access.

The main site access would be required to be upgraded and widened, as mentioned above. The best solution would involve the loss of two mature Lime trees, and one small Hawthorn. This arrangement would retain a fairly evenly spaced row of Limes along the lower stretch of Hastings Road and there are opportunities further up the road to insert 3 semi-mature Limes to fill gaps, in lieu of trees lost. It is considered that this would be acceptable in landscaping terms as the trees along Hastings Road are of landscape value as a group, rather than as individual specimens. It is therefore considered that it would be difficult to substantiate a refusal of the application because of the loss of the individual trees referred to, as long as the integrity of the whole street frontage remains intact.

The removal of trees would be contrary to an element of the Design and Access Statement, which includes the aims of retaining the lines of trees and existing stone wall to Hastings Road and states that 'It is not at present anticipated that any significant trees will require removal'. However, it is not considered that a refusal of the scheme could be supported upon the basis of the loss of trees referred to above.

The Illustrative Layout does imply removal of some trees within the body of the site, and comments have been made about this in some written representations. However, determination is not sought in relation to the impacts upon landscaping within the body of the site, and it is considered that there is scope within the site for development to have an acceptable impact in this regard.

Based upon the above, the proposal would be capable of accommodating a scheme which complied with the requirements of BE6, GE10, GE11 and GE15.

## Ecology

An Ecological Assessment (EA) has been submitted with the application, covering both the Abbeydale Grange and Bannerdale Centre sites. It comments that the current site primarily comprises poor semi-improved grassland and bare ground, however, the broad leaved woodland at the north of the site is considered to be of greater importance. The woodland is a non-statutory designated wildlife site, and the proposed development is not considered to have a significant impact on it.

The overall impact on a range of protected species including amphibians, badgers, birds and bats, was considered to be negligible. With appropriate mitigation and sensitive design measures any impacts upon species status will be avoided. Also measures to avoid impacts on the mature woodland and to prevent pollution through increased run-off are recommended.

The site comprises 50% bare ground, with 50% being species poor semi-improved neutral grassland. The small size and lack of species diversity means that it is of importance to nature conservation within its immediate area of influence only.



The site was not subject to a formal bat survey, although the mature trees surrounding the site were noted as being likely to provide some roosting and foraging opportunities. The trees along Hastings Road which would be removed to accommodate the proposed access modifications are considered to exhibit low to moderate potential for bats, and therefore this is not considered to be an issue. However, it is recommended that any trees which are proposed for removal should be assessed for bat potential and surveyed accordingly.

In regards to badgers, signs of potential badger activity were observed, including snuffle holes and possible tracks. No setts were observed within the site or the adjacent woodland, and the site is considered to have importance for badgers within the locality only. Given the amount of green space and potential for badger activity in the local and wider area, a range of measures designed to safeguard badgers are suggested.

In terms of bird activity, it is considered that the proposed site would be unlikely to have significant importance to any particular bird species, although the trees are likely to provide foraging and nesting opportunities for a range of common birds. In order to avoid impacts upon birds, it is advised that any tree or scrub removal should be undertaken outside of the bird breeding season. If this is not possible a breeding bird check should instead be carried out prior to any such works. It is suggested that bird nesting provision on any new structures and trees would be a positive enhancement.

These requirements are considered to be acceptable, and they should be included in any outline consent.

In terms of mitigation the following measures are suggested. Given that the proposal would involve the formation of a linear park acting as a buffer zone to the woodland edge and will include formal access to the woodland, positive management of this is required. The suggestion of wildflower buffer strips is also recommended.

Overall, the conclusions and recommendations set out within the EA are considered to be acceptable. However, it is considered that some of the areas of wildflower planting are very small, making maintenance very difficult. It is therefore suggested that they should be accumulated into a larger area. A management plan will be required to ensure long term care is appropriate.

Overall, it is considered that the proposal would be capable of having an acceptable impact in ecology terms. It would therefore meet the requirements of policies BE6, GE10 and GE11.

#### Archaeology

A desk based Archaeological Assessment has been submitted with the application. It is considered that because of the previous works at the site the archaeological potential is low/nil. As such it is not considered that archaeological provisions are required should outline permission be granted. South Yorkshire Archaeological

Service consider that no vestiges of previous buildings will remain at Holt House or Abbeydale Grange House, given subsequent developments at each of those locations.

#### Public Rights of Way

The illustrative layout drawing shows footpath links across the northern perimeter of the site into the woodland at three different positions. These are purely indicative and will not therefore form a part of any approval which may be granted. However, the drawing does indicate that it is possible to integrate within the scheme linkages into the existing public rights of way and footpaths.

The attachment of public rights of way at the end of shared access roads have been pointed to as not being ideal. Instead, it is considered that it would be better if they were fully routed along footpaths. More detail would be required on how the network of paths link into the paths of the woodland. Overall, the site would be capable of accommodating safe enhancements to the existing public right of way network.

Overall, the scheme is considered to be capable of meeting the requirements of policy T8.

#### Residential Amenity – Existing Neighbouring Occupiers

The illustrative layout indicates that it is possible to provide development within the site which would have an acceptable impact upon the amenities of neighbouring occupiers. Separation distances would be capable of safeguarding privacy of neighbouring occupiers which are some distance from the site. The dwellings on the opposite side of Hastings Road are separated by approximately 25metres from the site's Hastings Road boundary. The side of the dwelling adjacent to the north-western tip of the site is separated from the site boundary by approximately 15metres, and features obscurely glazed / non-habitable windows at the first floor level on the side elevation.

Some concern has been expressed about the impacts of headlights shining towards existing neighbours on Hastings Road. It is considered that owing to the location of the proposed access points, the frequency of movements from the respective accesses and the setback of the facing Hastings Road properties; that headlight glare would not constitute a significant impact harming neighbouring amenities.

Overall, the scheme would be considered to be capable of meeting the relevant requirements of H14 and H15.

#### Residential Amenity – Potential Occupiers

An Environmental Noise Impact report has been submitted with the application owing to the proximity of the site to the busy Abbeydale Road corridor. The findings of this lead to the conclusion that the site will be capable of providing an

acceptable noise climate for the potential residents of development within the site subject to window requirements and passive trickle ventilation.

It is therefore recommended that any consent is subject to the provisions of a condition controlling the internal noise levels within the residential units.

The separation distances, privacy levels and external amenity spaces shown on the illustrative layout do not form a part of the current submission. However, it is clear that it would be possible to devise an arrangement which was acceptable and capable of meeting the relevant criteria.

Overall, the scheme would be considered to be capable of meeting the requirements of UDP policy H15 in this regard.

### Open Space Contribution

At least 10% of the layout is given over to new informal open space areas. This provision accords with UDP Policy H16 and the associated Supplementary Planning Guidance "Open Space Provision in New Housing Development". It also complies with CPS Policy D2. The on-site open space will be required to be maintained at the expense of the developer. This is likely to pass to a resident's management company and will give residents more ownership of the open space areas. A commuted sum will be required for provision or enhancement of off-site sports facilities and children's play equipment. The exact contribution required here will depend on the size and number of units, but its requirement will therefore need to be covered by condition within any approval which is granted outline permission.

### Education Provision

The development will increase the demand for school places in the immediate area. Children, Young People, and Families (CYPF) have confirmed that they consider it is possible that additional demand resulting from the proposed development could be absorbed by the existing system at the Primary stage. However, despite additional Secondary places from 2015/16, demand will exceed the level of provision in the catchment area schools from that year onwards. The additional pupils yielded from the proposed new housing will exacerbate this situation.

A contribution towards local education provisions will therefore be required. The exact contribution is dependent on the number and size of units, and it is not therefore possible to require a legal agreement dealing with this issue to be completed. Instead, it is necessary to impose a condition on any outline consent which is granted that allows this matter to be clarified as part of a detailed submission.

## Coal Mining Issues

Part of the application site falls within the High Risk Area from a coal mining risk point of view. As such there are coal mining features and hazards which need to be considered as part of the application. Records indicate that the site is likely to have been subject to historic unrecorded underground coal mining at shallow depth, and that a coal seam outcropped across the site.

Accordingly, further site investigation works are recommended and should any part of the site be concluded as unstable, details of remedial measures will be required. It is also considered that consideration should be given to the risk posed by mine gas.

On this basis, it is recommended that consent is granted subject to a condition requiring these works and remedial measures if necessary.

## RESPONSES TO REPRESENTATIONS

The majority of objections have been addressed in the main body of the report above, whilst other comments relate specifically to the illustrative layout and therefore do not relate to the outline application.

In regards to a number of the other points, it can be commented that:

- Concern has been raised about the feature building. The illustrative drawing shows a 3 storey feature building at the corner of Hastings Road and Abbeydale Road. This was encouraged through the process prior to the submission of the application in order to provide some prominence to the corner. Of course, the current application does not in any way seek consent for the approval of this. The illustrative layout doesn't show any 4 storey elements.
- It has been suggested that Hastings Road should be made into a cul-de-sac. The current proposal would not be considered to lead to impacts which would necessitate any such amendment to the highway network.

## SUMMARY AND RECOMMENDATION

The application seeks outline planning permission for residential development with landscaping and open space, with only access forming part of the submission at this stage.

The site is in a Housing Area and Open Space Area under the provisions of the UDP. The Local Plan City Policies and Sites document (SLP) shows the site as allocated for Housing and Open Space. These SLP allocations and designations are compliant with the adopted Core Strategy, particularly CS47 on Open Space and the contents of the National Planning Policy Framework. Also, no objections were received in relation to these designations during last summer's 'Call for Representations'. Therefore, whilst the SLP is not going to be put forward for formal adoption it is considered that greater reliance can be given to it than the UDP. The proposal is compliant with its policies as well as the details of the relevant Planning Brief which was approved by Planning Committee in May 2013.

The outline proposal includes a density which is lower than normally expected, but considered appropriate in order to comply with the character of the locality. It is considered that the development would be capable of providing a good mix of housing, and include provision for Affordable Housing and potential for Mobility Housing.

Adequate residential amenity would be provided for existing and proposed residents. It is also considered that the proposed scheme would be capable of providing an acceptable layout in highway safety terms. Indeed the proposed access points would be acceptable in highway safety terms.

The traffic generated as a result of the proposal would be below that which would have potentially occurred as a result of the previous uses of the sites. As such this aspect of the proposal is considered to be acceptable. Similarly the proposals would be expected to have a positive impact in air quality terms within the locality, given the reduction in travel movements. This will be supplemented further with travel management and air quality mitigation measures.

The details will be expected to provide for renewable and/or low carbon energy and meet Level 3 of the Code for Sustainable Homes.

Conditions will be imposed on any consent granted in order to cover open space contributions / issues.

Overall, the proposals comply with the quoted policies and planning documents and it is recommended that outline planning permission is granted subject to appropriate conditions.

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Case Number	13/03930/FUL (Formerly PP-03018828)
Application Type	Full Planning Application
Proposal	Erection of 9 apartments with associated undercroft car parking accommodation (As amended by plans received 26/02/2014)
Location	Land Between 1 To 3 And Nos 5 And 7 Dover Road Sheffield S11 8RH
Date Received	20/11/2013
Team	South
Applicant/Agent	Grayscale Architecture Ltd
Recommendation	Refuse with Enforcement Action

Subject to:

- 1 The Local Planning Authority consider that the proposed design of the development by reason of failure to sympathetically address the street scene at footway level on the front elevation and its overall appearance on the rear elevation is out of keeping with the character of the area and would be injurious to the visual amenities of the locality. This would be contrary to Policies BE5, BE18, H14, of the Unitary Development Plan, Policy CS74 of the Sheffield Core Strategy and paragraphs 9 and 17 and 58 of the National Planning Policy Framework.
- 2 The Local Planning Authority consider that the proposed development would constitute an overdevelopment of a site of restricted dimensions which would result in an unsatisfactory environment for occupiers of the proposed apartments, and a failure to reflect the grain and character of the locality. This would be contrary to Policies BE18, H5, H14, of the Unitary Development Plan, Core Strategy Policies CS31 and CS74 and paragraph 17 (d) of the National Planning Policy Framework.
- 3 An assessment of open space provision within the locality has identified a shortfall of informal and formal open space, and the Applicant has not provided a completed S106 Planning Obligation, securing a financial contribution to allow for enhancement of existing off site open space. As such the proposal fails to comply with the requirements of Policy H16 of the Unitary Development Plan for Sheffield.

Attention is drawn to the following directives:

1. This application was submitted without the Applicant having entered into meaningful pre-application discussions about the planning policies that apply to the proposal. Despite the Local Planning Authority wishing to work with the applicant in a positive and proactive manner, based on seeking solutions to problems arising in relation to dealing with a planning application, it has not been possible to reach an agreed solution in this case.
2. The applicant is advised that this application has been refused for the reasons stated above and taking the following plans into account:

Drawings

093 P 1.01

093 P 1.10

093 P 1.07 Rev C

093 P 1.08 Rev C

093 P 1.02 Rev C

093 P 1.03 Rev C

093 P 1.04 Rev C

093 P 1.05 Rev C

093 P 1.09 Rev B

093 P 1.11

093 SK 01

Photo montage and site sections received by the Local Planning Authority on 27th February 2014

Kone Lift specification plan received by the Local Planning Authority on 6th February 2014

3. The Director of Development Services or the Head of Planning has been authorised to take all necessary steps, including enforcement action and the institution of legal proceedings, if necessary, to secure the removal of the unauthorised structures and excavation works. The Local Planning Authority will be writing separately on this matter.

# Site Location



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## LOCATION AND PROPOSAL

The application relates to a parcel of land which was formerly a tennis/volleyball court between the Former Polish Ex-Serviceman's Club and Nos. 5 & 7 Dover Road. The site lies within an allocated Housing Area and within an Area of Special Character.

The site is bordered to the north by these residential properties and to the west a finger of the site also adjoins the residential curtilage of No. 6 Wilson Road. The balance of the remaining extent of the site adjoins the curtilage of the former Polish Club.

The area of land was formerly elevated above the level of land at the rear of the Polish Club and was supported by a retaining wall and earth batter. The natural fall in land level along the length of Dover Road approximates to a fall of 1 in 10 and this continues the site from north to south. This results in the 'natural' level adjacent the boundary with Nos. 5 & 7 Dover Road being elevated approximately 3.5 metres above that at the boundary with the former Polish Club (though it is clear that ground levels within this site and on adjacent sites have been changed over a period of years).

The area was recently excavated, reducing its ground level to one commensurate with the former Polish Club (see planning history).

The street scene of Dover Road is characterised, in the main, by two storey Victorian semi-detached houses in modest curtilages though there are some examples of later infill development, not least of which is the property on the neighbouring site to the north which is a rather out of character 1970's development Nos. 5 & 7 Dover Road. Whilst many of the properties are two storeys in height several feature traditional gablets enabling further accommodation in the roof space.

To the south lies the former Polish Servicemen's club which is centred on what was originally a Victorian Villa but which has since been extended in a variety of ways including a poorly designed flat roofed two storey rear extension. The building is currently undergoing a substantial refit and re-modelling process with the intention of expanding its function as a private members club.

Part of the re-modelling involves the erection of a single storey side extension in a contemporary style and the rendering of the rear two storey extension both of which will be viewed in juxtaposition with any development on this site.

It is proposed to erect a three/four storey building, accommodating 9 x 1 bedroom flats, the ground floor of which would be occupied by semi-undercroft parking for 7 vehicles, 2 of which are disabled spaces. The floors above would, to a degree, mirror those of the Victorian houses on Dover Road in that there would be two full domestic storeys of accommodation, each containing three flats with a further three flats accommodated in the roof space, the design including a contemporary interpretation of the traditional gablets already featured in the street scene.

The front elevation of the building would contain both vehicular and pedestrian access to the building from footway level the former being achieved via a 3.0 metre wide opening. A single pedestrian door would be located immediately adjacent this vehicular entrance. The location of the vehicular entrance would necessitate the removal of a section of boundary wall (approximately 7 metres in length) in order to provide for appropriate intervisibility splays.

Accommodation on the floors above would feature open plan living room/dining room/kitchen spaces served by fenestration in the front elevation. The larger window openings in the front elevation would feature doors opening onto small balconies.

The fenestration pattern would be mirrored to a degree by the flats occupying the roof space though the main window//balcony door opening would be truncated to a degree by the slope of the gablet feature for the two flats closest to the boundary with Nos. 5 and 7 Dover Road.

The top floor flat closest to the boundary with Nos. 1-3 Dover Road would have a similar orientation of internal spaces but would its main habitable room windows would be located on the south elevation facing Ecclesall Road.

Proposed external materials are as follows:

- Reconstituted Coursed stone for the side and rear elevations.
- Natural coursed gritstone for the front elevation.
- Natural slate for the roof
- Vertical timber cladding for the facing on the lift shaft on the rear elevation.
- Vertical timber fins for the stair core to the rear (these fins being of a hit and miss design to admit light into the core and partially reveal the staircase beyond when viewed from outside the building.
- Aluminium window and door frames
- The proposal would be served by an area of external amenity space to the rear of the flats, this consisting of a raised deck area with a finished floor level commensurate with the lowest level apartments.
- Cycle storage and residential bin storage would be located within the undercroft area.

## RELEVANT PLANNING HISTORY

There is little planning history on this site consistent with its former function as a volleyball/tennis court but retrospective permission was granted in 2013 (13/03282/FUL) for the excavation of the site, this development clearly being implemented in anticipation of the application currently under consideration.

Recent applications on the adjacent site (the former Polish Servicemen's club) which until recently formed part of the same curtilage include:

A lawful Development Certificate was granted in 2013 (13/01405/LD2) establishing the lawful use of the building as a private members club

Permission was granted in 2013 (13/02847/FUL) for refurbishment and extension of the club including works to the curtilage to create a new pedestrian entrance.

## SUMMARY OF REPRESENTATIONS

Representations have been received from Cllrs Shaffaq Mohammed and Stuart Wattam, the Sheffield Green Party, a representation from the Botanical Area Community Association and a survey has been conducted by the latter organisation.

Many representations were recorded before the receipt of the amended plans but given that the fundamentals of the scheme (Scale and massing, number of units, layout, car parking, landscape) have not changed it was not considered that a re-notification was appropriate.

Cllr Shaffaq Mohammed objects on the following grounds:

- The building will dominate the area and is out of character with the Victorian style properties located close by.
- There will be a loss of light and privacy to neighbouring dwellings
- The access will result in a loss of on street car parking spaces exacerbating already limited car parking
- Local residents have raised concerns regarding access for deliveries to the adjacent private members club

Cllr Stuart Wattam objects on the following grounds:

The proposal:

- is an overdevelopment of the site
- is on land intended for car parking for the adjacent club
- will result in increased sewage and waste disposal
- and there are already too many flats and HIMO's in the area.

The Sheffield Green Party objects to the scheme on the following grounds:

The proposal:

- is an over development of the site
- is out of character with the locality
- introduces balconies which increases the likelihood of noise and disturbance to existing residents.
- Will require excavation work that will put neighbouring properties at risk of subsidence
- Will result in loss of light and privacy to neighbouring dwellings
- Will result in the loss of existing on street car parking exacerbating the parking problems in the locality
- The Botanical Area Community Association object on the following grounds:
- The proposal will result in the loss of the boundary wall to Dover Road which is a feature of the Area of Special Character

- The access will result in a loss of on street car parking spaces exacerbating already limited car parking
- The stairs overhang the adjacent property and access to the properties would require residents to cross that curtilage and/ or pass commercial waste from the private members club.
- The entrance to the flats is through the undercroft and therefore neither safe nor accessible and could lead to fear of crime from persons entering
- There is nothing to stop users of the club accessing the car parking spaces for the flats
- There are no facilities for disabled people and even the disabled spaces shown are of inadequate dimensions.
- There is no outside amenity space for occupants other than the small balconies.
- The central flat on each floor has poor internal natural lighting
- The flats on the north side of the building will only be able to have fixed obscure glass in side windows, those on the south side will be close to the extractor fan of the adjacent club.
- Flats at floor levels 2 & 3 will be located close to the kitchen and toilet extractors of the club and will therefore suffer from noise and smells
- No details are included regarding the method of heating the units
- It is not indicated where the heat exchange system is to be located and noise from this apparatus could affect neighbouring residential amenity.
- The creation of a pool of cold air around the apparatus could lower temperatures in the undercroft rendering it an even less inviting space.
- The use of artificial stone, particularly on the significant side elevations will not blend in with the surrounding area.
- The design of the roof and use of balconies is incongruous in the locality.
- The proposal will have an adverse impact on the street scene being out of line and scale with the existing buildings.
- The building will overshadow neighbouring properties
- The building will have an adverse impact on visual amenity on Wilson Road.
- The stairwell will act as a sounding board for the extraction fan mounted on the roof of the kitchen of the adjacent club.
- The building will crowd the appearance of the villa which forms the central section of the adjacent club and which is a fine example of Victorian architecture.
- The proposal represents an over development of the plot.
- Better standards for the disabled should be included in any design.
- The proposal would be better designed as car free given its sustainable location.
- The proposal will not contribute to social sustainability.
- The possibility of motorbike use in the undercroft could lead to noise issues.
- The proposal includes no intentions regarding surface water run off and given the former state of the site the amount of hard surface present is likely to lead to increased levels of run off.
- No details are given of where the mechanical systems for the proposed air source heat pumps are to be located.
- Any solar gain appreciated by the new development will be lost to neighbouring properties

- There are no details of how waste storage and servicing will be achieved for the residents or the neighbouring commercial property.
- The area used to be a grassy area with low growing wild flower species and there used to be a number of mature sycamores on the boundaries that afforded nesting for birds and other wildlife. These trees have been felled and as the development proposes only limited soft landscaping the scheme represents a decline in biodiversity.

A survey has also been submitted by the Botanical Area Community Association. The survey sought the views of 62 households within the locality and invited comment on a variety of matters BACA considered to be of concern. The results of the survey are submitted here practically verbatim.

- 80% of respondents felt that the building will overshadow and remove sunlight from neighbouring property.
- 79% considered there to be inadequate provision for soft landscaping within the scheme which is poor considering the tree felling that occurred on the site prior to the site clearance.
- 75% consider that the height of the roof line would spoil the roof line of Dover Road. The building would adversely impact on the building line, has no proper front entrance and lighting of the undercroft and rear service core would cause constant light pollution.
- 74% consider that the building will damage the character of the area
- 74% consider that the loss of three on street car parking spaces will adversely impact on businesses on Ecclesall Road.
- 70% consider the use of external materials to be inappropriate for the area.
- 69% consider that the location of the undercroft and commercial refuse bins will be unsightly and a potential source of crime
- 67% consider the flats to be located too close to the exhaust chimney for the adjoining premises and so future residents will suffer from noise and fumes.
- 67% felt it was unacceptable that none of the flats were accessible to wheelchair users and that the apartments were unsuitable for disabled or elderly people.
- 62% object to the loss of a substantial portion of the stone boundary wall onto Dover Road.
- 57% consider the use of air source heat pumps is likely to lead to disamenity from noise and will create a cold microclimate around the building.
- 51% consider that most apartments have inadequate opening windows and little natural lighting to internal spaces.

The survey results included individual comments on some survey sheets and 28 individual representations have also been submitted. These cumulatively have raised the following concerns:

The proposal would:

- be out of character with the area in terms of design, scale and massing
- be an over development of the site
- have external materials that are out of character with the locality
- reduce on street car parking and create parking difficulties

- create light pollution
- create noise problems
- have poor refuse provision
- result in a loss of natural light and privacy to neighbouring dwellings
- adversely impact on pedestrian safety
- break the building line and over dominate neighbouring property.
- have insufficient car parking
- The proposal represents an inappropriate form of development when the 2013 Strategic Housing Market Assessment suggests a requirement for more family homes.
- introduce an access that will result in congestion on Dover Road/Ecclesall Road
- increase the number of multiple occupancy properties in the locality
- Other matters raised in objections that are not material considerations
- the balconies represent a hazard as items could be dropped onto vehicles below
- The Council should seek reparations for the damage the developer has caused to Dover Road
- attract young professionals as owners/tenants who would increase noise in the area
- reduce the value of neighbouring property
- attract a transient 'population' which would not contribute to a sense of community.
- If the scheme is granted it should have a condition ensuring that flats are sold to individuals rather than a single landlord who would effectively turn the development into a HIMO.
- The developer has employed an 'act first, get permission later' approach to the planning system.
- The developer have been devious in their approach to the development in taking a staged approach to the planning process and carrying out work prior to permissions being granted

Two letters of support has been received, one from the owner of the adjacent club. The scheme would be a good quality residential scheme which would complement the adjacent club and would be a valued landmark on Ecclesall Road. The owners would not expect their kitchen activities/extraction systems to adversely impact on residential amenity of future occupants.

The revised proposals are a significant improvement and are suitable in terms of scale and appearance.

## PLANNING ASSESSMENT

### Policy

The National Planning Policy Framework (NPPF) has replaced previous national planning guidance and the following paragraphs are relevant in terms of overall principle:

The key principle enshrined in the document is a presumption in favour of sustainable development.

At Paragraph 11: Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

At Paragraph 19 states:

The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth... Therefore significant weight should be placed on the need to support economic growth through the planning system.

At Paragraph 58 states:

Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area.

Planning policies and decisions should aim to 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;
- optimise the potential of the site to accommodate development
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging
- appropriate innovation;
- and are visually attractive as a result of good architecture and appropriate landscaping.

At Paragraph 47 states:

To boost significantly the supply of housing, local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land.

At Paragraph 49 states:

Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

The site lies within a Housing Area as defined in the adopted Unitary Development Plan (UDP). The Housing designation is retained in the Sheffield Local Plan (SLP) Proposals Map. The site is also located within an Area of Special Character. The most relevant UDP and SLP Core Strategy policies are:

- H5 (Flats, Bed-Sitters and Shared Housing)
- H7 (Mobility Housing)
- H10 (Development in Housing Areas)
- H14 (Conditions on Development in Housing Areas)

H15 (Design of New Housing Developments)  
H16 (Open Space in New Housing Developments)  
BE5 (Building Design and Siting)  
BE18 (Development in Areas of Special Character)  
CS23 (Locations for New Housing)  
CS24 (Maximising the Use of Previously Developed Land for New Housing)  
CS26 (Efficient Use of Housing Land and Accessibility)  
CS31 (Housing in the South West)  
CS41 (Creating Mixed Communities)  
CS63 (Responses to Climate Change)  
CS64 (Climate Change, Resources and Sustainable Design of Developments)  
CS65 (Renewable Energy and Carbon Reduction)  
CS74 (Design Principles)

The Supplementary Planning Guidance "Designing House Extensions" provides guidelines for protecting residential amenity. Whilst not relating specifically to new build schemes the guiding principles are considered relevant.

The South Yorkshire Residential Design Guide, whilst not formally adopted by Sheffield City Council, offers excellent guiding principles with regard to design, layout and space about dwelling standards for new build residential proposals. Principle, Density and Mix

Housing is the preferred land use in accordance with Policy H10 (Development in Housing Areas).

H5 'Flats, Bedsitters and Shared Housing' states:

Planning permission 'will be granted for the creation of flats, bed-sitters and the multiple sharing of houses only if:

(a) a concentration of these uses would not cause serious nuisance to existing residents

The proposal is for a limited number of one bedroom self-contained flats for sale or let and, as such, there is no reason to believe that their introduction would cause serious nuisance to existing residents. The immediate area surrounding the application site does not contain a concentration of flats, bedsitters or shared homes. The proposal is considered acceptable in respect of Policy H5 (a)

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

Policy CS26 specifies density ranges for new housing developments. Subject to protecting the character of an area, at least 50-80 dwellings per hectare are normally expected in areas within or near to a District Centre.

The proposals represent a density of approximately 220 units per hectare. The traditional housing in the area is typically around 43 units per hectare. The



proposed density therefore significantly exceeds both the 50-80 units quoted in Policy CS26 and the density of the surrounding housing, the latter of which partly establishes the context/grain of existing development in the locality.

This figure can be considered to be inflated to a degree by the form of development (1 bedroom flats) which obviously accommodates more units in a smaller space than traditional housing and proposals have been approved in the past with densities exceeding stipulated densities.

However, such examples have only been approved where it was considered that the scheme represented good design, respected the character of the area and could be considered to be in keeping with the established overall grain of the built environment in the locality.

The building footprint occupies a very large proportion of the available plot, in sharp contrast with other properties on Dover Road. The proposed building footprint (not including hard and soft landscaping occupies approximately 60% of the available space within the site, compared with approximately 30% at the immediately adjacent site to the north (containing 4 properties) and approximately 25-30% at a typical more traditional dwelling on Dover Road. Whilst each of these examples relate to different forms of development (i.e flats vs dwellings) it is considered that this is indicative of overdevelopment of the site, that is not reflective of the local character and urban grain.

In these circumstances, and despite the highly sustainable location, it is considered that the density achieved indicates an over development of the plot, and does not represent an appropriate design for the site, a view that will be further examined in detail in the rest of this report. The proposal is therefore considered contrary Policy CS26.

The proposals provide a single house type (1 bedroom flats). There is no policy requirement for mixed house types in this scale of development and the area has a good mix of flats, 2, 3, 4 and 5 bedroom properties in housing and flats developments. The provision of flats will however support the overall aims of the policy and in these respects, there is no conflict with Policy CS41.

## Housing Supply

### Housing Supply, Location and Density

The NPPF at paragraph 49 states:

Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

The proposal would undoubtedly contribute towards housing supply as set out in Core Strategy Policy CS22.

Paragraph 14 of the NPPF states that planning permission should be granted in such circumstances unless the adverse impacts of doing so clearly outweigh the benefits.

There is currently a shortfall in the supply of deliverable sites for housing, and it is accepted that the proposal would make a contribution to housing supply. However, it is felt that the unacceptable harm to the character and appearance of the area and poor living conditions afforded future occupants would continue long after any economic benefit of constructing the scheme have faded and the former considerations out-weigh the latter in this case.

Policy CS31 'Housing in the South West' states:

In South-West Sheffield, priority will be given to safeguarding and enhancing its areas of character. The scale of new development will be largely defined by what can be accommodated at an appropriate density through infilling, windfall sites and development in district centres and other locations well served by public transport. It continues:

Priority is given to safeguarding and enhancing the character of the south-west because of the concentration of attractive and distinctive neighbourhoods, which are one of the reasons for the strong demand for housing here. This area has a strong concentration of features that are distinctive to Sheffield and which should be safeguarded and enhanced... In recent years there has been a tendency to increase the volume of housing here through higher densities, including the construction of apartments, but respecting the character of the area means that the density of new developments should be in keeping with it. In many parts of the south-west, such as the Victorian suburbs and other areas with distinctive townscape, this will place significant limits on higher densities.

Given the assessment of this report (see Design below) it is not considered that the proposal responds to this policy requirement and the scheme is considered an over development of the site and therefore contrary to Policy CS31.

Design

The National Planning Policy Framework (NPPF) states:

At Paragraph 9. Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life

Paragraph 17 states that decisions should:

Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings

Paragraph 58 states:

Planning policies and decisions should aim to ensure that developments function well and add to the overall quality of the area, and respond to local character and

history, reflect the identity of local surroundings and materials, and are visually attractive as a result of good architecture and appropriate landscaping.

At paragraph 59 it continues:

...design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally.

Further, at paragraph 60 it states:

Planning decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness. Relevant policies in the Sheffield Unitary Development Plan are

Policy BE5 'Building Design and Siting' states:

(a) original architecture will be encouraged but new buildings should complement the scale, form and architectural style of surrounding buildings;

Policy BE 18 'Development in Areas of Special Character' states:

In Areas of Special Character the following will be expected:

(c) new development which respects the appearance and character of the Area.

Policy H5 'Flats, Bedsitters and Shared Housing' states:

Planning permission 'will be granted for the creation of flats, bed-sitters and the multiple sharing of houses only if:

(a) a concentration of these uses would not cause serious nuisance to existing residents; and

(b) living conditions would be satisfactory for occupants of the accommodation and for their immediate neighbours; and

(c) there would be appropriate off-street car parking for the needs of the people living there.

Policy H14 'Conditions on development in Housing Areas' states:

In Housing Areas, new development or change of use will be permitted provided that:

(a) new buildings and extensions are well designed and would be in scale and character with neighbouring buildings; and

(c) the site would not be over-developed or deprive residents of light, privacy or security, or cause serious loss of existing garden space which would harm the character of the neighbourhood;

H15 'Design of new Housing Developments' states:

The design of new housing developments and residential institutions will be expected to:

- (a) provide easy access to homes and circulation around the site for people with disabilities or with prams; and
- (b) provide adequate private gardens or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met for all residents; and
- (c) provide uniform walls or fences around rear gardens next to roads, footpaths or other open areas; and

In addition Policy CS74 'Design Principles' of the Sheffield Core Strategy applies which states:

High-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods

Front elevation and the street scene of Dover Road

In terms of the front elevation taken in isolation, the overall scale and massing of the proposal is not dissimilar to the pair of Victorian semi-detached properties at Nos. 11/13 Dover Road. The ridge height appears incongruous only because of the anomalous nature of the dwellings on the adjacent site (Nos. 5/7) but these should not be taken as an indicator of appropriate ridge height level as it is clear that they themselves are out of character with the prevailing eaves/ridge heights, relative to the highway, on the street.

The elevation is unashamedly contemporary in appearance, and this is not a reason for refusal provided that the overall character remains sympathetic to the context of the street scene. The uppermost storey of the development has been substantially revised since the original submission in order to present a form more sympathetic to the architectural style of the street and drawing inspiration from the appearance of gables present on existing houses in the street scene. The presence of balconies, whilst without precedent on the street, is not considered a reason for refusal given their limited scale and the fact that the proposal would form something of a 'book end' on the street and provide transition to the contemporary extension being constructed on the adjacent club.

The fenestration pattern is also contemporary in style but the pattern of glazing achieves good proportions when taken in the context of the elevation overall. The buildings front elevation would be set back from back edge of footway and whilst its forwardmost part would be forward of the front elevation of the adjacent development it is not considered that the building breaches the established building line to a degree that would, taken in isolation, render the building unacceptable. However, it is considered that the front elevation fails to introduce some basic elements which would render the design acceptable. Key amongst these is the absence of an effective ground floor treatment.

The design results in a design whereby the upper stories appear to visually 'float' above the 'undercroft' parking at ground floor.

In this regard the South Yorkshire Residential Design Guide once again provides good guidance on the requirements incumbent on design of building frontages : 'The frontage of buildings in all new development must fulfil its role as the public front , appropriate to its location with the neighbourhood, street hierarchy and individual street'. Further at B3.4 it adds 'Front doors should be prominent and in particular more prominent than garage doors'.

This is not considered to be the case here where the undercroft access (though this has been reduced in width on the revised plans) and its flanking walls represents an appearance which is considered inappropriate in the context of a residential suburban street.

The Applicants Agent has drawn attention to examples of basement garages existing at other properties on Dover Road but it is not considered these examples on nearby house/s to represent a precedent in terms of street scene. The example submitted is considered to be on a more domestic scale being narrower in width and not located with substantial flanking walls and featuring intervisibility splays.

It is not considered that the introduction of planting on the frontage will significantly mitigate for this element of the proposal (and the introduction of a tree of the size shown on the plans is highly impractical both in terms of the trees longevity and in terms of its potential impact on the amenity of future occupants of some of the flats).

The removal of a significant section of the stone boundary wall to the back of pavement to accommodate access and intervisibility splays to the vehicle entrance into the 'undercroft' parking is also considered to remove an element of the distinctive character along the street. Stone boundary walls are used consistently along the street to define the front boundary of individual properties at the back of pavement. (Members may recall that a condition was added retaining this wall, at the Committee's request in consideration of the recent excavation application-13/03282/FUL).

It is acknowledged that any form of residential development on the site would require some portion of the boundary wall to be removed but a single pedestrian entrance (for example) would not require the same degree of removal/re-alignment included in this scheme to enable vehicular access and appropriate inter-visibility splays.

The rear elevation and the street scene of Wilson Road

It is considered that the rear elevation of the proposal is utilitarian in appearance particularly with regard to the gable featuring the large expressed butterfly wall which will appear as a single mass of 'masonry'. As this element lies immediately adjacent the service core with its solid/semi solid timber 'wings' the overall effect is of an elevation which is somewhat contrived and not considered to be in keeping with the character of the surrounding built environment. It is understood that the design is a response to the constraints on the site and once again it is considered that such an approach is driven by the desire to accommodate an excessive number of units on the site.

This rear elevation would be readily apparent from Wilson Road to the rear because of the arrangement of the house/curtilage at No.6 Wilson Road and it is considered that the design is unacceptable in terms of its impact on visual amenity.

Taken overall it is considered that, whilst the upper floors of the front elevation respond acceptably to the context of the built environment, the ground floor treatment would result in an anomalous feature in the street scene, out of character with the more domestic scale of property frontages on Dover Road. This appearance is exacerbated by the fall in level across the site frontage which results in a substantial flanking wall to the left of the vehicular entrance, a feature which it is not felt can be mitigated by the introduction of a limited bank of planting.

Further, the rear elevation is considered to be greatly out of character with the prevailing architecture of the locality. It is understood that its form is, at least in part, dictated by the required internal circulation and service core areas but these are in turn driven by the desire to accommodate what is considered to be an excessive number of units on the site. This desire to achieve a higher density scheme is not felt to outweigh the negative visual impact that such an elevation would have on the street scene of Wilson Road.

It is considered unfortunate that pre-application advice was not sought on this site, and despite discussions between the Applicant and Officers throughout the lifetime of the application it is not considered that sufficient design changes have been achieved whereby a positive recommendation can be made.

In conclusion it is considered that the design overall is inconsistent with the character of the locality and would have an adverse effect on the appearance of the street scenes of Dover Road and Wilson Road and thereby the wider Area of Special Character.

Given the above it is therefore concluded that the proposal is unacceptable in regard of Policies H14, H15, BE5, BE18 and CS74 and paragraphs 9 and 58 of the NPPF

Sustainability

Location, land use and economic development

The site is in a highly sustainable location being within easy walking distance of the City Centre and Ecclesall Road District Centre. The proposals represent an efficient use of a previously developed site and will assist the economy in terms of providing jobs during the construction process.

Design

Policy CS64 would require the development to achieve Code for Sustainable Homes Level 3 as a minimum. The applicant has outlined in their Sustainability Statement that this would be achieved, referring to specific measures and methods. In order to ensure that any development met this requirement, an appropriate condition could be added to any consent granted should Members be minded to grant the application. Supplementary Planning Guidance relating to climate change requires the introduction of an element of green roof on

developments of more than 5 units but design considerations in this location are considered to outweigh this requirement in this case.

#### Renewable energy and energy conservation

CS65 requires the provision of a minimum of 10% of a development's predicted energy needs to be from decentralised and renewable or low carbon energy. The application's Sustainability Statement analyses several renewable energy sources for suitability considering the constraints on the site. The statement concludes that the 10% provision should be provided by air source heat pumps though no detail beyond that conclusion is advanced and there is no indication on the plans as to where such plant will be located. There appear to be locations within the undercroft that could provide locations for the plant but should Members be minded to approve the scheme the submission of further details should be conditioned.

It should be noted that the sustainability credentials of the scheme are somewhat compromised by the requirement to provide mechanical venting for the bedrooms whose windows lie in close proximity to the neighbouring club.

A Building for Life assessment has been undertaken by the Applicant's Agent in relation to the proposed scheme in which the scheme is said to score highly against the criteria. Core Strategy policy CS74 only requires such an analysis if a scheme includes more than 10 dwellings BfL assessment tool is not currently employed by the Local Planning Authority as the guidance is undergoing review.

#### Drainage

As a brownfield site with an existing surface water run-off, policy requires that this must be reduced by 30%. This reduction should be secured by condition. The supporting statement for underground drainage indicates that such a reduction can be achieved with attenuation being provided by underground tanks fitted with a discharge restricting device.

The application forms indicate that surface water run-off will be achieved by soak away though no further information is provided in this respect.

Given that the current excavations reveal a dense sub stratum (possibly bedrock) it is felt that the ability of the subsoil to provide significant soak away is open to question. The absence of any significant soft landscaping would suggest that run off rates will remain essentially unchanged without other measures being taken to limit flows. Given the recommendation of this report further details with regard to sustainable drainage have not been sought but should Committee be minded to grant the application a condition should be added requiring details of measures to reduce surface water run off by 30%.

Given the above it is considered that should Members be minded to approve the application suitable conditions should be attached to a permission in order that details regarding surface water run-off and implementation and management of the air source heat pumps can be assessed by the Local Planning Authority.

In conclusion it is considered that technical solutions can be applied that would satisfy the requirements of Policies CS64 and CS65

## Residential Amenity

### Existing residents

#### Overlooking, overbearing and overshadowing

With regard to H14 (c) and (d) the general principles outlined in Policy H14 are further supported by Supplementary Planning Guidance 'Design of house extensions' (SPG) which lays out good practice guides for new build structures and their relationship to existing houses. Of these the following are particularly relevant: SPG guideline 4 states that in most circumstances a minimum distance of 10 metres should be achieved between main aspect windows in the rear elevation and the rear boundary.

SPG guideline 5 states that a two storey structure should not be located closer than 12 metres in front of ground floor windows of a neighbour and that level differences may require this distance to be increased.

SPG guideline 6 states that dwellings should keep a minimum of 21 metres between facing main windows.

### Properties on Dover Road

Separation distance to the houses on the opposite side of Dover Road would equate to 22 metres. This satisfies Supplementary Planning Guidance and it is considered that this separation distance to dwellings across the public highway is commensurate with other separation distances between opposing houses on the street. Hence, despite the likely more intense use of windows on the upper floor (compared to dormer accommodation on more traditional properties that is likely to be bedroom space) and the presence of balconies it is not felt that unacceptable levels of overlooking would arise in this case.

In terms of overbearing and overshadowing the relationship between the proposal and properties on the east side of Dover Road, in terms of ridge height and separation distance, would not differ significantly from other examples on the street and as such there is not considered to be any significant reason to refuse permission on the grounds of overbearing.

This view is further supported by application of SPG guideline 5 on overbearing which suggests that two storey structures should be placed a minimum of 12 metres from main aspect windows with the distance being increased with additional storeys. In practice such additional distance is considered to equate to an additional 3 metres of separation for each additional storey. In this case that would amount to a requirement for separation of 21 metres from the ground floor main aspect windows of even numbered houses on Dover Road, a distance that is achieved.



Being located to the west of these neighbouring houses some shadow cast is likely from the proposal but given that the ridge height of the proposal (relative to the footway) is no greater than other dwellings on the east side of Dover Road it is not considered that any shadowing potential is sufficient reason upon which to base a refusal of permission.

The proposal would lie in close proximity to the side elevation of properties at 5/7 Dover Road and would undoubtedly take light from window in the side elevation. Unfortunately these windows are located in a side elevation and therefore can be offered little protection as they do not serve principal habitable spaces and have been designed to borrow amenity from the application site.

#### Property on Wilson Road

The rear elevation of the proposal lies 9.9 metres from the boundary with No.6 Wilson Road a dwelling which is oriented with its main aspect windows perpendicular to Wilson Road. No. 6 has a window at first floor in the side elevation facing the site but once again this window can be afforded limited protection since it is located in a side elevation and therefore it can be argued that it is borrowing amenity from the development site and does not serve a main habitable space.

The separation distance to boundary of rear elevation windows is satisfactory with regard to Supplementary Planning Guidance and therefore it would be unreasonable to argue that the windows in the rear elevation of the proposal adversely impact on the privacy of the amenity space of No. 6 Wilson Road. Several windows are located in the side elevations of the proposal and the Applicant has been advised that these are considered to be borrowing amenity from neighbouring sites. However, in terms of neighbouring amenity these windows are indicated as fixed and obscure glazed and as such it is not considered that they would adversely impact on neighbouring amenity.

Given the above it is considered that the proposal should not significantly affect existing residential amenity and in this respect is considered to satisfy Policies H5 and H14.

#### Future occupiers

NPPF paragraph 17 (d) states:

Planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings

#### Natural lighting

Following discussions with the Applicant amended plans have been submitted which incorporate a significant increase in the size of fenestration serving the main habitable spaces and it is considered that levels of natural light should now be acceptable within these spaces. The windows serving the bedrooms should also provide a degree of natural light that will be acceptable

## Outlook

The outlook from main aspect windows facing Dover Road is acceptable and the main aspect windows in the southeast corner of the building facing over the extension to the adjacent club and towards Ecclesall Road should also be acceptable.

The outlook from bedroom windows on the south west corner of the development are extremely limited because of the arrangement of the windows on the flanks of the expressed 'butterfly' wall on the rear elevation. The outlook from windows in the south elevation of the butterfly will be limited largely to the rear elevation of the adjacent club and the roof of the kitchen extension. Those windows in the north elevation of the butterfly will look onto the rear amenity deck. However, these outlooks, both north and south will also be limited to certain portions of the rooms they serve.

The outlook from the bottom floor flat on the north west corner of the complex will be non-existent given that the windows are located at high level to prevent loss of privacy from those who might be using the deck and given that this is the sole bedroom this is considered poor design, once again determined by the desire to accommodate the stated number of units on the site.

## Noise and disturbance (individual flats)

It is considered that the juxtaposition of bedroom windows and waste handling and storage at the adjacent club is poorly conceived and results in design solutions that compromise residential amenity.

Fixed windows with sound attenuation and mechanical venting have been indicated as the solution to this problem by the Applicants Agent. However, it is considered that bedroom windows (serving the only bedroom for each flat) with non openable windows do not offer an appropriate level of amenity to future occupants. It is accepted that such measures have been previously accepted on schemes located in the City Centre or on strategic road networks but it is not considered that such measures are appropriate in more traditional residential areas.

It is felt that this arrangement is further evidence that the scheme is seeking to accommodate too many units on the site. This over development has the effect of reducing any significant flexibility in design approach. This limits the ability to address the constraints on the site whilst maintaining appropriate residential amenity without resort to measures that are poor in sustainability terms and barely adequate in terms of residential amenity.

The potential for noise disturbance is also present for the bottom floor flat on the north west corner wherein the windows are located within 2.5 metres from the amenity deck. Once again a requirement for substantial noise attenuation and/or non-opening windows with mechanical ventilation will adversely impact on the amenity of the future occupant.

## Smells and Odours

The scheme introduces flats in very close proximity to the kitchen extraction system for the adjacent club. The location of this extraction system formed part of permission 13/02847/FUL and details for its specification were required by condition 8 of that permission.

The details required by that condition have not as yet been formally submitted to the Local Planning Authority (the condition requires their submission before the extraction is brought into use and so there is no current breach of control) though information was submitted on 27th February which is still being assessed. In the absence of approved details assumptions cannot be made with regard to the specification of that flue system.

Nonetheless the proximity of the flue itself approximately 6.5 metres from bedroom windows has placed a constraint on the site.

The response in terms of the bedroom windows for the flats located at apartment levels 1 & 2 in the south elevation, as already mentioned, has been to render the windows fixed in order to prevent any potential ingress of smells and odours. It is considered that this response would impact on the amenity of these flat dwellers, and that whilst mechanical venting has been suggested as a potential solution the fact remains that the occupant's sole bedroom would be unable to open any window within that room.

It is also considered that the balconies on the south elevation could be subjected to odours and smells from the flue exhaust as they are located at a similar elevation to the exhaust which will terminate 1 metre above the eaves of the villa that forms part of the club complex.

### External Amenity Space

External amenity space for the flats is provided in two ways. Each flat features a private balcony, these amounting to approximately 3 square metres each. A further communal amenity deck is provided to the rear of the building and this amounts to approximately 55 square metres of space. The deck would be located adjacent to but at a lower level than the garden of the neighbouring dwellings at No. 5/7 Dover Road and would lie at a level approximating to the roof level of the kitchen to the rear of the adjacent club. The wall of the single storey side east elevation of No. 6 Wilson Road.

The decked area would be accessed from the stair/lift core on the rear elevation of the building and would feature some fixed planters and built in bench seating. Whilst the South Yorkshire Design Guide has not been formally adopted by Sheffield City Council it does recognise it as Best Practice Guidance for new build residential schemes and suggests that 'Shared private space for flats must be a minimum of 50 square metres plus an additional 10 square metres per unit either as a balcony space or added to shared private space'. It continues 'Balconies must be a minimum of 3 square metres and provide usable space clear of door swings to count towards the minimum requirement'.

Whilst the Local Planning Authority may not require this exact level of provision (140 square metres) in every case and the level of provision is also likely to vary depending on the location of the scheme in question (for example a lesser threshold may well be acceptable in tight knit urban or City Centre locations), this is a flat scheme in a suburban location and as such external amenity is considered to be poor.

It is also considered that the quality of experience likely to be offered by the communal space is low. The space is likely to receive good natural light and may indeed form a sun trap considering its orientation. However, in order to provide an appropriate level of privacy from gardens and windows on adjacent residential plots the boundary treatments will need to be substantial resulting in a very enclosed small space.

In addition the storage of commercial waste alongside the kitchen serving the adjacent club immediately beneath and adjacent to the deck will inevitably result in noise and smells and odours that will impact significantly on any person attempting to enjoy time within this space, particularly in the Summer months. Given the above considerations with regard to the level of amenity afforded future occupiers the scheme is considered contrary to Policies H5, H14 and to paragraph 17 (d) of the National Planning Policy Framework

#### Highway Matters

The scheme has one point of vehicular entrance/egress from Dover Road. The access point to the proposed undercroft parking is not considered to be a cause for concern with regard to highway safety.

7 car parking spaces are provided with two of these being of larger dimensions and allocated for disabled drivers.

The provision of off street parking indicated represents provision of 0.78 spaces per flat including 2 disabled spaces. This represents a shortfall when compared to UDP parking guidelines which suggest a provision of 11 spaces based on 1 space per flat, plus visitors.

However, the location is close to the City Centre and to frequently served public transport networks.

Given these factors it is considered that a provision of this magnitude is acceptable and satisfies Policy H5

It is acknowledged that the locality experiences difficulties with on street parking and a Residents Parking Scheme has been implemented in the locality of Dover Road.

It is appreciated that the proposal could increase parking demand in the vicinity of the development. However the Residents Parking Scheme will prevent casual/visitor parking during the stipulated hours and the development can be designated as 'car free' whereby no permits would be issued to occupants of the flats.

Should Members be minded to grant permission for the development a car free directive should be added to any permission indicating that no additional parking permits will be available to residents of this scheme.

Adequate covered and secure cycle parking will be provided within the undercroft.  
Landscaping

Policy BE6 'Landscape Design' states that good quality landscape design will be expected in new developments.

The development itself will not result in the loss of any significant publicly accessible open/green space or loss of trees of significant public value though there is evidence that some site clearance of lesser specimens has occurred before the submission of this application.

Having viewed photographs of the site prior to the site clearance it is evident that such specimens as were present were not of significant public amenity value. The proposal includes two areas of frontage planting and some planting boxes on the rear decked area. Whilst these are welcomed it is considered that they do little to replicate the established pattern of domestic type curtilage prevalent in the locality. It is accepted that the development is for flats rather than family dwellings but the absence of any significant soft landscaping is considered further evidence that the footprint of the building as proposed represents an excessive degree of hard development on the site.

#### Mobility Housing

UDP policy H7 requires a minimum of 25% of the units proposed to be suitable as mobility housing. The revised scheme, is considered to be largely acceptable in this regard and any remaining shortfalls (such as providing ramped access onto the amenity deck) could be secured by condition were Members minded to approve the scheme.

Disabled parking spaces comply with guidelines and are considered acceptable.

#### Open Space

As the Applicant's Agent was informed at an early stage of the application that without a substantial re-design of the scheme a refusal of permission was intended a contribution towards local open space has not been sought by Officers though if permission were to be granted such a contribution would be required by Policy H16 A sum of £5, 469.30 would need to be provided as a contribution towards informal recreation space and youth/adult outdoor sports provision in the locality. Since an agreement has not been volunteered by the Applicant at the time of writing this report the application is considered contrary to Policy H16.

## Enforcement

The most recent site visit was conducted by Officers on 24th February and noted that work had commenced on a substantial portion of a retaining wall type structure, which aligned with the proposed side and rear elevations of the proposal. Whilst, the wall itself may serve a function of retaining land beyond the site to ensure stability no permission has been sought for this structure which is considered to represent an engineering operation at the least and is more than likely the commencement of the flats proposal under consideration here.

As such if planning permission is refused, it will be necessary for Members to give authority to the Director of Regeneration and Development Services or Head of Planning to take all necessary steps including the institution of legal proceedings to secure the removal of the unauthorised structures and excavation works.

## SUMMARY AND RECOMMENDATION

Overall, despite the principle of housing development being acceptable, and also acknowledging the positive contribution the development would bring in terms of the delivery of housing units in a relatively sustainable location, the scale, design and form of the development is out of character with its surroundings and the level of amenity offered to future occupants is considered unacceptable.

In design terms it is felt that both the ground floor (on front elevation), with its strong emphasis on the needs of providing suitable vehicular access, and the rear elevation as a whole which fails to respond to the prevailing architecture and character of the locality would adversely affect visual amenity of the area.

It is considered that the amenity offered future residents would be compromised by elements of the design and layout and the relationship of the accommodation to neighbouring uses.

It is felt that these concerns arise significantly as a result of the schemes requirement to site an excessive number of units on the plot, a view that it is considered is emphasised, at its most basic level, by an appreciation of the ratio of building footprint to plot size when compared to the prevailing grain of development in this suburban location.

It is therefore considered that the scheme fails to meet the relevant requirements of UDP polices BE5, BE18, H5, H14, H16 to Core Strategy policies CS31 and CS74 and to several paragraphs of the NPPF.

Accordingly, it is recommended that the application is refused and authority is given to pursue enforcement action if necessary, as set out above.

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Case Number 13/03519/RG3

Application Type Application Submitted by the Council

Proposal Siting of two temporary classroom units (Full application under Reg 3 - 1992)

Location Acres Hill Primary School  
Mather Road  
Sheffield  
S9 4GQ

Date Received 07/10/2013

Team City Centre and East

Applicant/Agent Kier Sheffield LLP

Recommendation Grant Conditionally

Subject to:

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

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

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

Drawing refs:

AL(0)01 received on 08/10/2013

Reason; In order to define the permission.

- 3 Within 6 months of the date of this approval, two raised crossing points shall be constructed on Mather Road to the front of the school at a location to be agreed with the Local Planning Authority. Prior to the improvement works being carried out, full details shall have been submitted to and approved in writing by the Local Planning Authority.

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

- 4 The temporary classroom units hereby approved shall be removed on or before the 31st December 2019.

Reason; In the interests of the future development of the area.

Attention is drawn to the following directives:

1. The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.
2. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group  
Development Services  
Sheffield City Council  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

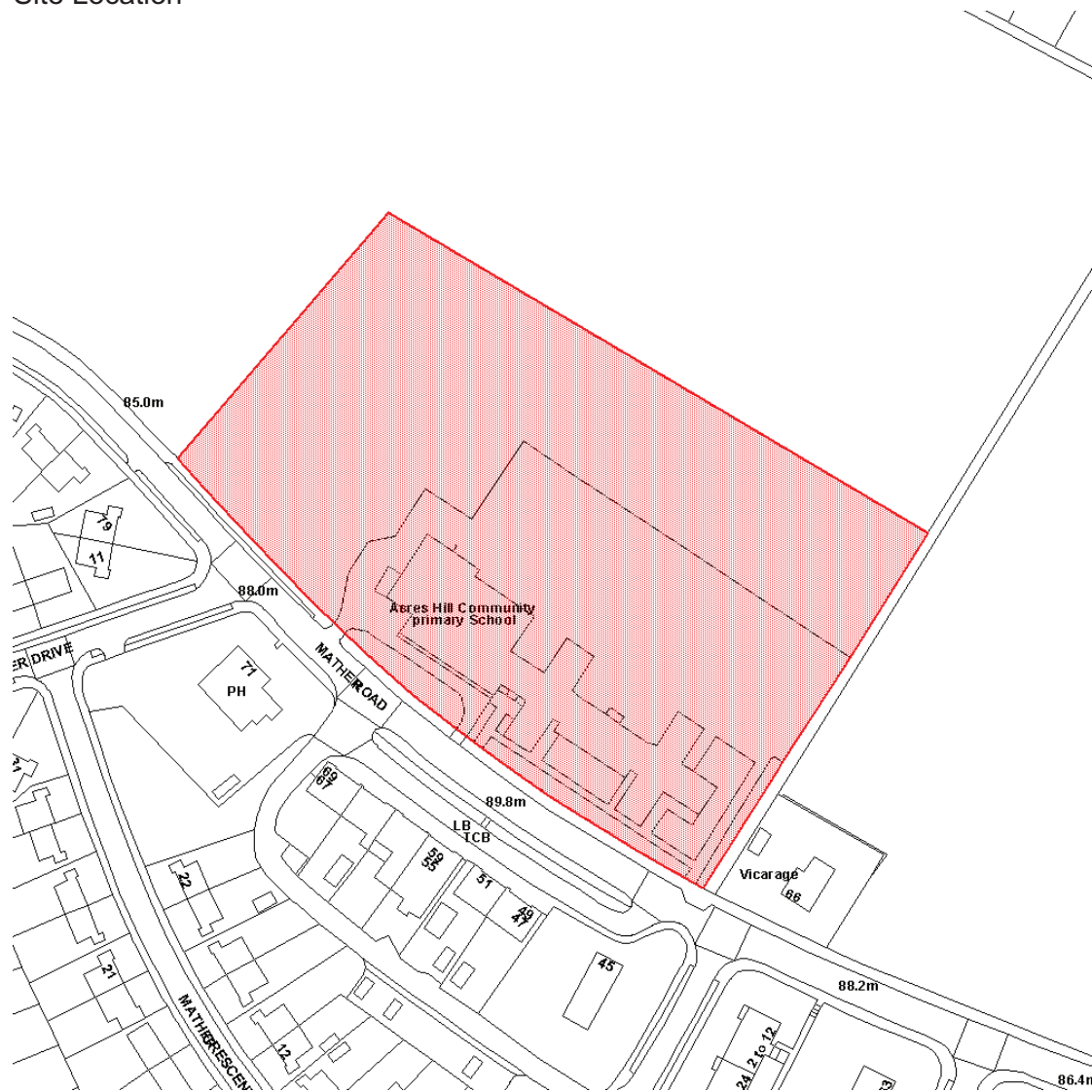
For the attention of Mr S Turner  
Tel: (0114) 27 34383

3. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at [www.sheffield.gov.uk/planning](http://www.sheffield.gov.uk/planning) or apply online at [www.planningportal.gov.uk](http://www.planningportal.gov.uk). The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

For Listed Building Consent and Conservation Area Consent applications an application for confirmation of compliance with planning conditions is still required but there is no fee.



## Site Location



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### LOCATION AND PROPOSAL

Located on the northern side of Mather Road, on the edge of the Littledale housing estate, Acres Hill Primary School comprises of a complex of single and two storey brick built buildings, plus a playground and gardens on the north and western side of the school.

The school buildings lie within a designated Housing Area while most of the playground and grassed areas beyond form part of an extensive designated Open Space Area.

Land on the south side of Mather Road, opposite the school, is designated as a Local Shopping Centre with a public house at its western end. At least 50% of the

half dozen units in the shopping area appear to be vacant or no longer in retail use. Mather Road is the only access into and out of the Littledale housing estate from Prince of Wales Road.

An additional 30 pupils entered Acres Hill school in September 2012 and a further 30 joined in September 2013. These pupils are being accommodated in existing available space within the school.

Recent Sheffield City Council population studies in the Acres Hill school catchment area have identified that pupil numbers are likely to continue rising until 2015 as follows:

September	2013	270 pupils
January	2014	345 pupils
September	2014	360 pupils
September	2015	330 pupils
September	2016	315 pupils
September	2017	300 pupils
September	2018	285 pupils
September	2019	270 pupils

Pupil numbers will start to decrease from 2015 onwards following the planned opening of new schools in the Don Valley.

In order to accommodate the temporary increase in pupil numbers, planning permission is sought for the siting of two temporary classroom units (four classrooms in total) within the school grounds.

#### RELEVANT PLANNING HISTORY

09/02575/FUL An application for the provision of a front canopy to the school was approved in October 2010.

09/03772/FUL Designs for an amended canopy were approved in January 2010.

#### SUMMARY OF REPRESENTATIONS

23 representations were received from local residents in relation to the proposals, all of whom raised objections. The concerns expressed include:

- There could be an extra 150 cars entering the Littledale estate during school drop off and pick. There is only one access road onto and off the estate which is already extremely busy at these times. Another 150 cars would make access onto and off the estate virtually impossible.
- The junction of Mather Road and Prince of Wales Road is already an accident hotspot.
- At busy times it is very difficult for traffic to leave Mather Road. We have campaigned for many years to have a set of traffic lights here - to no avail.
- More pupils means more cars parked on the road.

- Cars are often double parked, as close to the school as possible, making it extremely dangerous to cross the road and access the wider estate.
- Additional parked cars could impede emergency vehicles entering the estate, putting people's lives at risk.
- More cars would add to the already high pollution levels around Prince of Wales Road and Mather Road.
- There is already limited parking for parents bringing their children to school. It is understood the majority of new pupils will be from other areas, so the demand for parking will be increased.
- There is no safe way to cross the road near the school. You have to peer your head around the long line of cars and hope that nobody comes speeding down the road before you can cross.
- The proposed temporary classrooms will be sited on green space needed by the children as a playing area.

The above objectors also raised a number on non-planning related concerns, many of which are considered to be school management issues.

In addition, a 146 signature petition was submitted which raises objections to the proposed development for the following reasons:

- Mather Road is the only access to the Littledale estate. At peak time traffic is already at critical levels with cars trying to leave the estate often backed up over 200 yards.
- The Mather Road and Prince of Wales Road junction is dangerous and numerous accidents have occurred here.
- Noise and pollution from traffic fumes is already at a very high level in this area.
- No parking is provided outside the school for vehicles during pick-up and drop off. Many cars park on yellow lines, at the bus stop and on grass verges. Conditions are hazardous for children and parents.
- The increase in traffic into and out of the estate will exacerbate parking problems, cause obstructions for buses and emergency vehicles and increase the danger to children.

## PLANNING ASSESSMENT

### Land Use

The application site lies within a designated Open Space Area as defined in the Unitary Development Plan (UDP). Policy LR5 of the UDP (Development in Open Space Areas) states that development will not be permitted where it would detract from the green and open character of the Green Network or harm the appearance of a Public Space. It also precludes development where it would result in the loss of good quality open space, in over-development or harm to the character of the area and would be incompatible with surrounding land uses.

Similarly, policy CS47 of the Core Strategy (Safeguarding of Open Space) advises that the development of open space will not be permitted where it would result in a shortage of open space in the local area or it would deny local people easy access to open space.

The site of the proposed temporary classrooms is designated as open space but lies within the boundary of the school grounds. The proposals do not, therefore, impact on access to or harm the appearance of a public open space. Furthermore, as the school grounds are bound to the north by a belt of mature trees and shrubs, it is considered that the temporary classrooms will have little impact on the open character or appearance of the open space or the wider area. The school benefits from a good sized playground and it is considered that the siting of the temporary classrooms on the grassed area to the north of the hard surfaced play area will not cause any harm to the function of, nor significantly diminish the facilities available at, the school. The proposed development is therefore considered to comply with policies LR5 and CS47.

### Design and Amenity Issues

It has recently been confirmed that the proposed classrooms will be relocated to the Acres Hill site from Meynell Road First and Middle School, where they were given a five year consent to address a forecast increase in pupil numbers (09/01129/RG3 refers). The classrooms are situated within 2 portacabin style units measuring approximately 3 metres high by 18 metres long and 8 metres wide. Each unit has a ramped access, a lobby, toilets and 2 classrooms with stores.

While the appearance of the units is not of sufficient quality to justify a permanent consent, they are only required to accommodate a temporary rise in pupil numbers which will reach a peak in 2015 and then decrease following the completion of new schools in the Don Valley. The Education Service has confirmed that they will be required until after the school year ends in 2019. The units are located to the rear of the school and will not be visible from either Mather Road or the public open space to the north. Their impact on the visual amenities of the locality will therefore be minimal.

### Highway Issues

The proposed development would not be visible from the public highway and does not result in the loss of any on-site car parking or access areas. However, a number of local residents expressed concern that the provision of temporary classrooms, and consequent rise in pupil numbers, could have a significant negative effect on highway safety.

The main issues raised by local residents in relation to highway safety were the ability of the Mather Road/Prince of Wales Road junction to cope with additional traffic and the impact that school related on-street parking along Mather Road has on the free flow of traffic and pedestrian safety. In fact, these issues pre-date this planning application and there have been numerous requests for highway works in the vicinity of the Mather Road/Prince of Wales Road junction and the Acres Hill School, in the past. Those requests have included the signalling of the Mather Road / Prince of Wales Road junction; traffic calming and a 20mph zone to the full estate; the introduction of double yellow lines in the vicinity of the school and extending the school zigzag lines.

That said, given the level of local concern, the applicant was asked to provide further information in order that the issues raised could be thoroughly evaluated. Thus a Transport Statement was submitted which provided details as follows:

- Details of the school's catchment area.

The bulk of the residential area within the catchment is up to about 800m from the school with a large proportion of pupils residing on the Littledale estate to the immediate south. The School Organisation Team has also confirmed that the need to increase capacity at Acres Hill is as a result of local demand.

- Current traffic flow figures for vehicles on Prince Of Wales Road and at its junction with Mather Road.

Traffic flow data for Prince Of Wales Road was obtained from the Council from automatic traffic counting (ATC) equipment situated approximately 635m north of Mather Road at the railway bridge. The period of the data is 11th to 17th November 2013. This information was supplemented by a manual traffic survey of the traffic flow on Mather Road on the 17th December 2013 for the periods 0745 to 0915 and 1445 to 1630. This showed that the two way flow on Mather Road was 223 in the morning (0800-0900) and 239 in the afternoon (1445-1545).

- The accident rate at the junction of Prince Of Wales Road and Mather Road compared with similar junctions in Sheffield.

There have been 11 accidents in 5 years at the Mather Road / Prince of Wales Road / Bowden Crescent junction (details of the personal injury accident records were provided by Sheffield City Council). However, all of the incidents were slight in severity, none involved children and only 3 of them occurred around the beginning or the end of the school day, indicating that school traffic has little or no impact on accidents at this junction.

In addition to details of incidents at the Prince of Wales Road junction, comparisons were made to other locations in the area. This analysis (which includes the period August 2008 to July 2013) revealed 176 locations within the Sheffield boundary with more than 5 incidents. The number of accidents ranged from as high as 44 at one site to 51 sites with 5 accidents. There were 39 sites with 11 or more incidents. The Prince of Wales Road junction was ranked 34th jointly with 5 other sites with 11 accidents. It has to be recognised that Prince of Wales Road carries a seven day average of 32,000 vehicles in both directions which is a significant level of traffic and the number of accidents need to be viewed against this traffic flow.

- The current transport mode distribution of those attending the school.

Information from the Acres Hill Primary School Travel Plan (2013-2015) was used to estimate the school pupil travel mode split. From a pupil 'Hands-up' travel survey 57% of pupils travel to school sustainably with 43% travelling by car. Of those travelling sustainably, around three quarters walk and the remaining quarter use bikes or scooters. The school has secure storage for 20 cycles and scooters.

The survey indicated that 55% of staff travels by car and 15% car share at least once a week.

Factoring in the predicted increase in pupil numbers, the anticipated number of children travelling by car at its peak would rise from 116 pupils to 137, an increase of 21 pupils or 18%.

It should be noted that one of the objectives of the school travel plan is to increase the number of pupils traveling sustainably by 5% from 57% to 62% with consequent increases in cycling, scooting and walking. This would reduce travel by car from 43% to 38%. If the school can achieve this target for existing pupils, which would seem reasonable considering the majority live within walking distance of the school, it would reduce existing traffic from 116 pupils travelling by car to 103. This is an overall reduction of 13 pupils travelling by car.

Based upon the additional information submitted, it is considered highly unlikely that the temporary classrooms would have a significant detrimental effect on highway safety and that the slight increase in vehicular movements does not require extensive mitigation works at the Mather Road/Prince of Wales Road junction. It is already planned to introduce traffic regulation orders to make yellow school zigzags enforceable throughout Sheffield and the zigzags at Acres Hill will be included in these works. However, it is acknowledged that, as it is a long straight road, some vehicles do travel at speed along Mather Road. It is also accepted that, as with many schools, on-street parking (and sometimes illegal parking) in the immediate vicinity can impact on visibility and cause problems for pedestrians. There will be a maximum increase at the peak pupil level of 21 vehicle trips to the school. Although this is not statistically significant and is very unlikely to have an adverse effect on highway safety, it should not be ignored. Therefore, in addition to the school's ambition to increase the number of pupils traveling to school sustainably, and in order to improve highway safety in the vicinity of the school, it has been agreed that two raised crossing points will be provided at either end of the school frontage on Mather Road. Their provision is reserved by condition.

#### Air Quality

Sheffield, like many other major cities in the UK, currently breaches UK and European Union thresholds for air quality, particularly for nitrogen dioxide (NO<sub>2</sub>) and fine particles (PM<sub>10</sub>). The cause of air pollution in Sheffield is largely due to road transport and industry. The application site lies within a city wide Air Quality Management Area (AQMA) which was declared in March 2010.

The main impact on air quality in the vicinity of the application site is traffic on the Parkway and neighbouring industries to the west. The Air Quality Team have confirmed that a temporary increase in vehicle trips to the school of the magnitude suggested above will not have any significant impact on air quality in the local area.

## Coal Referral Area

The application site lies within a defined Coal Mining Development High Risk Area in which there may be coal mining features and potential hazards which need to be considered. Normally, applications for development in such areas must be accompanied by a Coal Mining Risk Assessment.

However, where the required engineering operations are minimal and thus a Coal Authority permit is not required, developments may be exempt from submitting a Coal Mining Risk Assessment. The erection of temporary structures (such as portacabins), with no ground works, do not require the submission of a CMRA.

## SUMMARY AND RECOMMENDATION

It is considered that the proposed development will not impact on access to or harm the appearance of a public open space, nor will the temporary classrooms impact on the character or appearance of the area. Therefore, the proposed development is considered to comply with policies LR5 of the UDP and CS47 of the Core Strategy.

The submitted Transport Statement suggests that there will be an increase at the peak pupil level of 21 vehicle trips to the school. While it is considered that this temporary increase will not have an adverse effect on highway safety, it has been agreed that two raised crossing points will be provided at either end of the school frontage on Mather Road. On this basis, it is recommended that Members grant planning permission subject to the proposed conditions.

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Case Number	13/02895/FUL (Formerly PP-02848072)
Application Type	Full Planning Application
Proposal	Erection of fire station, access road and workshop/training building with ancillary facilities including cycle/bin store, car parking accommodation and landscaping works (Amended description)
Location	Former Recreation Ground Sheffield Parkway Sheffield
Date Received	23/08/2013
Team	City Centre and East
Applicant/Agent	Rider Levett Bucknall Ltd
Recommendation	Grant Conditionally Subject to S of S

Subject to:

- 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.

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

Site Location Plan P(0-) LP001  
Site Plan P(0-) P100 rev G  
South and North Elevations P(0-) E002 rev E  
East and West Elevations P(0-) E001 rev E  
Training Building P(0-) P010 rev A  
Site sections P(0-) S100 rev D  
Section AA & BB P(0-) S001 rev D  
Ground Floor Plan P(0-) P001 rev F  
First Floor Plan P(0-) P002 rev D -  
Landscape plan - 467-001 Rev E  
Roof Plan P(0-) P003 Rev E -



Reason; In order to define the permission.

- 3 Prior to the commencement of development details of finished floor and site levels shall be submitted to and approved in writing with the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved levels.

Reason; In order to ensure an appropriate form of development.

- 4 No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority identifying how the following will be provided:

- a minimum of 10% of the predicted energy needs of the completed development being obtained from decentralised and renewable or low carbon energy

Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. 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, in accordance with Sheffield Development Framework Core Strategy Policy CS65.

- 5 No development shall commence until details of the means of ingress and egress for vehicles engaged in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the arrangements for restricting the vehicles to the approved ingress and egress points. Ingress and egress for such vehicles shall be obtained only at the approved points.

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

- 6 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 the safety of road users.

- 7 Before the development is commenced, 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 development 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 and Core Strategy Policies.

- 8 The building shall not be used until details of an appropriate sight line along the roundabout from the approved site access has been submitted to and approved in writing by the Local Planning Authority. The building shall not be used unless the approved sight line is provided and thereafter the sight line shall be retained and no obstruction to the sight line shall be allowed above a height of 1 metre.

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

- 9 No development shall commence until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below have either;

- a) been carried out; or
- b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the building is brought into use.

Highway Improvements:

- The provision and installation of all required advance direction signs on the approach to the development to be agreed with the Highways Authority.
- All works to the roundabout to provide the new access as shown on the approved drawing.
- All works required to provide the appropriate visibility splay at the new access.
- All works required to maintain the structural stability of the highways embankment.
- The construction of new carriageway to an adoptable standard including lighting and drainage as required.
- Reinstatement of all landscaping in the highway as existing.
- Works to footpaths as shown on the approved drawing.

Reason; To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development.

- 10 Prior to the improvement works indicated in the preceding condition being carried out, full details of these improvement works shall have been submitted to and approved in writing by the Local Planning Authority.

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

- 11 The development shall not be begun until details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure the construction of the footpath link between the application site and Bowden Wood Crescent before the development is brought into use. The construction details shall have first been submitted to and approved in writing by the Local Planning Authority.

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

- 12 Before the development is commenced, or 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.

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

- a) Windows
- b) Window reveals
- c) Doors
- d) Eaves and verges
- e) External wall construction
- f) Brickwork detailing
- g) Entrance canopies
- h) Roof
- i) Ridge & valleys
- j) Rainwater goods
- k) solar shading/brise soleil

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

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

- 14 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/materials

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

- 15 Details of a suitable means of site boundary treatment shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority and the development shall not be used unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

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

- 16 Details of the means of screening so as to prevent the carry over of water spray beyond the boundaries of the site shall have been submitted to and approved in writing by the Local Planning Authority. Prior to the use commencing and approved screening shall have been erected and shall thereafter be retained.

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

- 17 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 have first been submitted to and approved in writing by the Local Planning Authority, and once installed such plant or equipment should not be altered.

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

- 18 The applicant shall undertake further intrusive investigation to fully characterise the site as may be required by the Local Planning Authority. The report(s) shall be prepared in accordance with the Contaminated Land Report CLR 11(Environment Agency 2004) and shall have been submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

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

- 19 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 the development being commenced. 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.

- 20 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.

- 21 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 or any part thereof shall not be brought in to 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 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.

- 22 No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall for surface water have been completed in accordance with details to be submitted to and approved by the Local Planning Authority before development commences.

Reason; To ensure that the site is properly drained and surface water is not discharged to the foul sewerage system which will prevent overloading.

- 23 No development shall take place until details of the proposed means of disposal of foul water drainage, including details of any balancing works and off -site works, have been submitted to and approved by the Local Planning Authority.

Reason; To ensure that the development can be properly drained.

- 24 No development shall commence until details of the design, landscaping, implementation, adoption, maintenance and management of the sustainable

drainage system have been submitted to and approved in writing by the Local Planning Authority. The system shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include a timetable for its implementation, and a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the effective operation of the sustainable drainage system throughout its lifetime.

Reason; In the interests of sustainable development.

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

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

- 26 A comprehensive and detailed hard and soft landscape scheme for the site and adjoining land shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority.

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

- 27 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.

- 28 The proposed green roof(s) (vegetated roof system) shall be provided on the roof(s) in the locations shown on the approved plans prior to the use of the buildings commencing. Full details of the green roof construction and specification, together with a maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site and unless otherwise agreed in writing shall include a substrate based growing medium of 80mm minimum depth

incorporating 15-25% compost or other organic material. Herbaceous plants shall be employed and the plants shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason; In the interests of biodiversity.

- 29 The existing landscaped areas within the site shall be retained and protected from construction activity. Any damage during construction / demolition works shall be made good by reinstating to the condition/appearance prior to the commencement of the works.

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

- 30 The development shall not be occupied until a Landscape and Ecological Management Plan, including short, medium and long term aims and objectives, management responsibilities and maintenance schedules for all distinct areas in and immediately adjoining the site, has been submitted to and approved in writing by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be implemented as approved.

Reason; In the interests of biodiversity.

- 31 Before the use hereby permitted begins, the applicant shall submit for written approval by the Local Planning Authority a comprehensive lighting scheme for the site including the access road giving details of the impact of lighting from the development on adjacent woodlands and landscaping. The report shall be carried out in accordance with The Institution of Lighting Engineers 'Guidance Notes for the Reduction of Light Pollution 2000' and the development shall thereafter be carried out in accordance with the approved details.

Reason; In the interest of ecological mitigation and impact on adjoining landscape features.

- 32 Surface water discharge from the completed development site shall be restricted to a maximum flow rate of 5 litres per second. Before the use of the development is commenced, a validation test to demonstrate that the necessary equipment has been installed and that the above flow rate has been achieved shall have been carried out and the results submitted to and approved in writing by the Local Planning Authority.

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

- 33 Prior to the occupation of the building details of the provision (including specification and location on or off site) of 5 bird and 5 bat boxes shall have been submitted to and approved in writing by the Local Planning Authority thereafter the bird and bat boxes shall be provided in accordance with the approved details.

Reason; In the interests of ecological mitigation.

- 34 Unless otherwise approved in writing by the Local Planning Authority, no buildings shall be occupied or brought into use prior to completion of the approved foul drainage works.

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

- 35 The development hereby approved shall be constructed to achieve a minimum rating of BREEAM 'very good' and before the development is occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that BREEAM 'very good' has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

Reason; In the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS64.

- 36 The gradient of shared pedestrian/vehicular access shall not exceed 1:12 .

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

- 37 There shall be no gates or barriers erected at the means of access to the site.

Reason; To ensure access is available at all times.

- 38 The development shall not be used unless the car parking accommodation 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.

- 39 The building shall not be used unless turning provision has been provided to the satisfaction of the Local Planning Authority, at the end of the access road, to permit any vehicle using the road inadvertently to leave in a forward gear. When such turning provision has been provided, thereafter the turning provision shall be retained.

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

- 40 The site shall be developed with separate systems of drainage for foul and surface water on and off site.

Reason; In the interest of satisfactory and sustainable drainage.



- 41 Surface water from vehicle parking and hardstanding areas shall be passed through an interceptor of adequate capacity prior to discharge . Roof drainage should not be passed through any interceptor.

Reason; In the interest of satisfactory drainage.

Attention is drawn to the following directives:

1. The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.
2. 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. 0800 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 the Environmental Protection Service, 2-10 Carbrook Hall Road, Sheffield, S9 2DB: Tel - 0114 2734651.
3. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Engineers in their document "Guidance Notes for the Reduction of Light Pollution". This is to prevent obtrusive light causing disamenity to neighbours. The Guidance Notes are available from the Institute of Lighting Engineers, telephone number (01788) 576492 and fax number (01788) 540145.
4. Plant and equipment shall be designed to ensure noise levels do not exceed 10dBA (LA90) below background noise levels when measured at the site boundary.
5. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.  
  
If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.
6. 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 a signed consent under the Highways Act 1980. An

administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group  
Development Services  
Sheffield City Council  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

For the attention of Mr S Turner  
Tel: (0114) 27 34383

7. You are required as part of this development, to carry out works within the public highway: As part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Sheffield City Council  
2-10 Carbrook Hall Road  
Sheffield  
S9 2DB

For the attention of Mr P Vickers

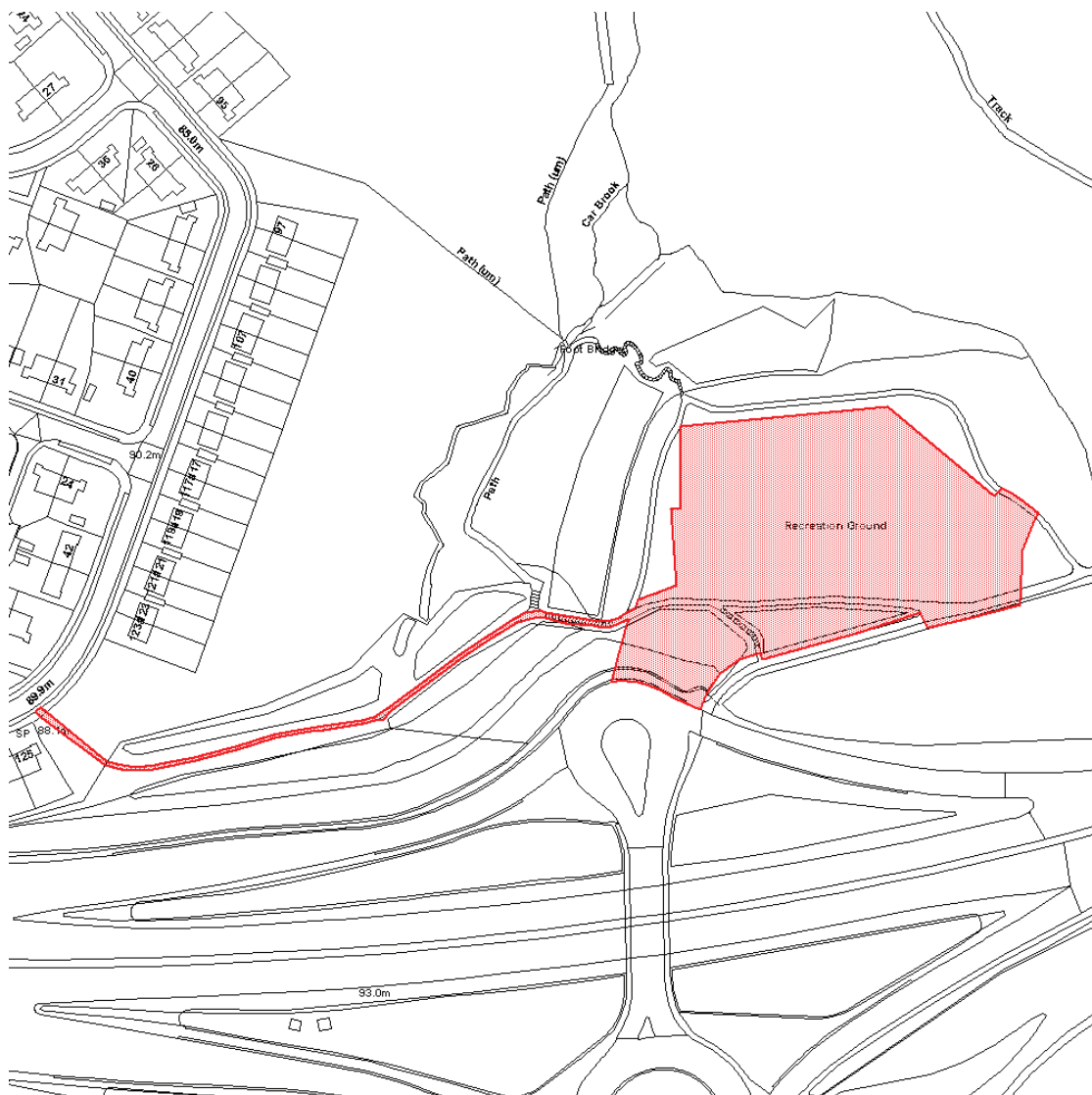
Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

8. Surface water run-off from areas of hardstanding used for training exercises and/or other similar areas likely to become contaminated by the use of foam and/or chemicals shall not be discharged to any public surface water sewer network. Surface water from such areas must pass through adequate interception and/or settlement facilities before discharge to the public foul or combined sewer network. A trade effluent consent - that may be conditional and, amongst other things, place a restriction on the rate of discharge to public sewer - may be required for such discharges. The developer is advised to contact Yorkshire Water's Industrial Waste Section (telephone 0845 124 2424) about any such proposal.
9. The use of sirens by Emergency service vehicles shall be operated in accordance with the SYFR's 'Driving Managing Occupational Road Risk Emergency Driving of Service Vehicles' document section 12.3 'Audible Warning Devices'

10. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at [www.sheffield.gov.uk/planning](http://www.sheffield.gov.uk/planning) or apply online at [www.planningportal.gov.uk](http://www.planningportal.gov.uk). The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

For Listed Building Consent and Conservation Area Consent applications an application for confirmation of compliance with planning conditions is still required but there is no fee.

### Site Location



## INTRODUCTION

This proposal is for a new fire station at land adjacent to the Sheffield Parkway and is one of two planning applications which have been submitted by South Yorkshire Fire and Rescue Services (SYFR) for new fire stations in Sheffield. The proposed stations are required to address issues with fire service coverage in the south-east and east of the city. The applications have been submitted in tandem as the proposed improvements in emergency service coverage to the city are reliant on both fire stations being constructed in order to provide coordinated and comprehensive emergency service coverage.

This application and the application for a new fire station adjacent to Moor Valley (planning ref: 13/02394/FUL) are both presented to members for consideration at this committee. These two new fire stations are proposed to replace outdated existing stations at Darnall (built 1956), Mansfield Road (built 1963) and Mosborough (built 1962) which are no longer considered to provide appropriate or efficient emergency service coverage due to changes in population patterns and emergency service demands.

## LOCATION AND PROPOSAL

The application site comprises of approximately 0.8 hectares of land and is located adjacent to the slip road/roundabout at the junction of the Sheffield Parkway (A630) and the Mosborough Parkway (A57). The site comprises of a relatively level area of open grass and scrub land which has been used previously as a compound/material store associated with major highway works in the vicinity. The site is located approximately 6 metres below the level of the roundabout, separated from the Sheffield Parkway slip road to the south by a large planted bund. The remainder of the site is bounded by a series of informal and formal pathways which run around the edges of the site. Bowden Housestead Woodland stretches extensively to the north and east of the site and forms a substantial buffer to the closest residential properties to the site which are located on Bowden Wood Crescent approximately 150 metres to the west.

The site is only currently accessible on foot via an adopted public footpath from the roundabout and from a series of footpaths which lead into the site from the north, west and east through the woodland. The Trans Pennine Trail (TPT) is located approximately 200 metres to the east of the site.

The application site is located in the Green Belt as identified on the adopted Sheffield Unitary Development Plan (UDP) proposals map. The surrounding woodland is also a Scheduled Ancient Woodland and forms part of the Carbrook Ravine Local Nature Reserve (LNR).

It is proposed to erect a new full-time manned fire station. The proposed station is a part two storey part single storey structure and will sit centrally within the existing cleared level plateau area and will not encroach into the established adjoining woodland. The floor area extends to 1260m<sup>2</sup> which will incorporate fire service personnel accommodation, appliance bays and functional fire service facilities. The application site also comprises car parking, yard area and a training tower. A new road into the site is proposed from the roundabout at the junction of the Sheffield Parkway and the Mosborough Parkway in order to facilitate vehicle access to the site.

#### RELEVANT PLANNING HISTORY

There is no relevant planning history

#### SUMMARY OF REPRESENTATIONS

23 letters of representation in objection to the scheme have been received from local residents as well as an online petition compiled on [www.change.org](http://www.change.org) which at the time of writing this report had 239 signatures. The petition is in an electronic format and includes the facility for signatories to leave comments; unfortunately the online petition does not reveal the specific addresses of signatories just a general location, a number of which are located outside of the Sheffield region. The issues are summarised as follows:

- There is no existing mains drainage to the site.
- The site is Green Belt and alternative Brown Field locations should be used.
- The site is rich in wildlife, including birds, plants and insects and bats which are protected species.
- Noise will be created from the building works which will affect the wildlife.
- The Parkway is already heavily congested and as such this access would be difficult and dangerous.
- Light, noise and extra traffic pollution.
- The site has never been industrial and is a well-used recreation space.
- Existing fire station buildings should not be demolished and new ones built.
- It is adopted council policy to discourage building in the Green Belt.
- We should protect these sites for future generations.
- The building will stand out as a monstrosity in this environment.
- The proposal will set a precedent for the future development of the Green Belt.
- Additional consultation should be undertaken to give elderly residents who do not have a computer the chance to comment.

Objections have also been received from the Council for the Protection of Rural England (CPRE) the Woodland Trust and the Sheffield and Rotherham Wildlife Trust which are summarised as follows:

- A 15 metre buffer should be provided around the perimeter of the site to minimise any impact on the woodland.
- The proposal does not accord with local and national planning policies and does not respect the distinctive character of the area.

- The scheme may set a precedent for future development in the Green Belt.
- The site is a well-used and valued recreation space.
- No buffer is provided along the northern boundary of the site and as such operations and lighting will have an impact on the adjoining woods.
- Appropriate lighting cowls should be provided adjacent to the woodland.
- Surveys should be undertaken of the adjoining woodlands once the development is complete to establish if there has been any impact on the woodland.
- Access for local people should be retained to the woodland.
- An exceptional case for development of this Green Belt site has not been put forward when there are extensive alternative sites available.
- The area is not well served by green open space.

### Statement of Community Involvement

In addition to the Council's statutory consultation process, prior to the submission of the application the fire service carried out their own consultation exercise. The Council policy on pre-application consultation is set out in the adopted Statement of Community Involvement (SCI) which encourages developers to undertake pre-consultation in order to involve communities in planning decision and allow comments to be taken on board at an early stage of the process.

In this case meetings were held with local Councillors. A leaflet drop to over 900 residents in the vicinity of the site was also carried out, the extent of which was agreed with Councillors. An initial press release was also posted in the Sheffield Star and Telegraph and information was available on the fire services website and through social media (twitter). A second press release was issued in late July showing images of the proposed stations and related articles then appeared in the Sheffield Telegraph and Yorkshire Post online. A public drop in session was also held at Asda Handsworth on the 25th July 2013. Feedback could be left at the consultation event by completing a form or comment could be made directly via the fire services web site. On the suggestion of Councillor Lea contact was made with the Friends of Handsworth (formerly the Handsworth Community Forum) and the fire service attended a meeting with the Friends of Handsworth on the 12th August. The consultation process is considered to be comprehensive and is compliant with the aims and objectives of the SCI.

### PLANNING ASSESSMENT

#### Policy and Green Belt issues

The application sites lies entirely within the Green Belt and as such Policies GE1, GE2, GE3 of the UDP, Policy CS71 of the Core Strategy (CS) and The National Planning Policy Framework (NPPF) regarding new development in the Green Belt apply. All of the above polices seek to direct new development to previously developed sites in order to protect the Green Belt from the encroachment of urban development. One of the key principles of Green Belt policy is to keep land permanently open with the policy position being very clear in terms of restricting growth of the built up area.

Policy GE3 of the UDP and the NPPF state that the construction of new buildings, with the exception of certain buildings and uses such as agricultural and sporting facilities etc. is inappropriate development and should not be permitted in the Green Belt.

Inappropriate development is by definition considered harmful and in accordance with Policy GE3 and the NPPF should not be permitted unless very special circumstances exist. The NPPF states that 'very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

There is no definition within national or local policy of what constitutes very special circumstances as each proposal must be judged on its individual merits. In this case the applicant is arguing that very special circumstances exist for developing this Green Belt site based on the need to improve emergency service coverage to the residents of the south-east and east areas of Sheffield.

Two new fire stations are proposed to replace existing fire stations at Mansfield Road, Darnall and Mosborough all of which were constructed in the 1950's/60' and where located to serve the pattern of residential and commercial development at that time. The decline of traditional industry in the Don Valley and more stringent fire safety protection legislation and modernisation of industrial processes has reduced fire risk. Residential dwellings now have the highest fire risk and therefore there is a shift in emphasis to provide a fire service which optimises the protection of people where they live. Changing patterns of residential development particularly the growth of residential suburbs in the south-east and east of the city has resulted in a shift in where emergency service coverage is now required. The existing pattern of fire service provision represents historic fire service needs and does not reflect the emphasis now given by the fire service to protecting people where they live.

The fire service has a target to respond to 80% of emergencies in a 6 minute time period. This target is borne out of national fire safety legislation which highlights the importance of prevention, protection and response as being the fundamental driver to the effective and efficient delivery of the functions of the fire service. As a result of the change in the patterns of development since the existing three fire stations were built, the fire service can no longer effectively meet this service delivery target. The fire service recently separately consulted on measures to amend or completely remove the requirement to attend to 80% of all life risk incident emergencies within 6 minutes in light of national funding cuts to the service. However notwithstanding this consultation exercise it still remains the fire service's priority to respond to as many emergency calls in the shortest possible time and the location of fire stations remains paramount to achieving this objective.

The applicant has undertaken an extensive site selection process which has included the consideration of a number of alternative sites across the city and in parts of the Rotherham Metropolitan District boundary. The site selection process has been conducted using recognised national fire safety software packages and computer modelling to establish the optimum location for the fire stations to provide maximum population coverage in the shortest possible response times.

The computer modelling uses historic data of how long it takes fire engines to attend incidents. It also takes account of traffic conditions and physical barriers to access such as road width and bridge height restrictions. The system also considers how a station is staffed, as a full-time manned station can respond to incidents quicker than a retained station where fire fighters have to travel to the station from their 'day jobs' before responding to the incident, which has an effect on response times. The proposed station at Parkway would be full-time manned and replace the existing stations at Darnall and Mansfield Road which are now considered to be poorly located to serve the wider Sheffield area.

Over 30 different sites were considered for development with a number fundamentally discounted due to poor access, lack of availability for development or due to being located too close to existing stations and therefore not offering any improvement to coverage or response times. The computer modelling has been used to test the remaining sites for coverage and response times. The sites have been compared to the coverage and response times from the existing stations to establish the optimum configuration and location for the new stations in order to provide enhanced population coverage and response times.

There is a significant overlap in coverage from the existing fire stations particularly to areas immediately to the north and south of the city centre and large gaps in coverage in the south-east and east of the city such as Handsworth and Hackenthorpe. The proposals also improve coverage to large parts of the committed Orgreave development site located just across the district boundary in Rotherham, where approximately 4,000 new homes are in the process of being constructed.

In selecting the optimum location for the fire stations the objective is to minimise overlap of coverage from existing stations in the Sheffield area and maximise the number of households covered from the proposed stations.

The computer modelling uses up to date census data (2011) to analyse how many dwellings and people would receive improved emergency service coverage (fall within the 6 minute response time area) and those that would have reduced emergency service coverage as a result of the development. The computer modelling is highly sensitive and small shifts in the position of the stations can affect the fire service's ability to achieve the target 6 minute response times. The submitted modelling information demonstrates that even if the position of the station was moved to one of the alternative sites located in very close proximity to the proposed site at the Sheffield Parkway, such as Pipworth school or Aldi on Prince of Wales Road or Aldi at the former Turner Business Park at Handsworth Road, coverage and response times would be significantly detrimentally affected.

The location of the two new fire stations is linked in terms of how emergency service coverage is provided and in order to achieve the required improvements to emergency service coverage both stations must be provided in tandem. The proposed stations together result in 7,221 households (11,190 including the Orgreave development when complete) which equates to 17,457 people (26,800 including Orgreave development when complete) receiving improved emergency



service coverage as a result of locating of the stations at the proposed Sheffield Parkway and Birley sites.

Clearly as a result of the proposed development there is a substantial improvement in emergency service coverage and response times to residents and business in large parts of the city. The strategic position of the stations on these Green Belt sites is considered to enable the fire service to deliver enhanced fire service coverage and response times to incidents in the south-east and east parts of the city which currently have poor coverage. The reconfiguration of the stations minimises coverage overlaps from existing stations and enables the fire service to address the changes in patterns of development since the original stations were built and to take advantage of access to the modern highway network to enhance response times. The community benefits of improved emergency service coverage are considered in this case to be very special circumstances for developing in the Green Belt and outweigh any harm to the Green Belt. As such the principle of developing in the Green Belt is considered acceptable in this case.

The site, although not allocated as Open Space in the UDP due to it being in the Green Belt, clearly has an informal open space function. In terms of policy CS47 'Safeguarding Open Space' there is an abundance of open space in the area with access to the adjoining woodlands and open areas surrounding the site. As such the proposal will not result in a quantitative shortage of open space and the loss of the site would not deny people easy access to open space. The development would not result in a break in the Green Network due to the fact the site has previously been used as a highways compound. An ecology assessment, (which is discussed in more detail later in the report) concludes that the development would not lead to the loss or harm to an important ecological or landscape features. As such the proposal is considered to comply with Policy CS47.

#### Design and Visual Impact on the Green Belt

Policy CS74 of the CS, which relates to design principles advises 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. Policy CS74 also advises that any new development should respect the topography of the City, views and vistas and the townscape and landscape character of the particular area with their associated scale, layout, form and building style and materials. Policy BE5 of the UDP also requires good design and the use of good quality materials in all new developments with special treatment given to corner sites to create a lively and interesting environment. The visual impact on the development on the wider Green Belt should also be minimised.

The site is located adjacent to the Sheffield Parkway separated from the slip road by a landscaped embankment. As noted earlier in the report the site has previously been used as a material and construction compound associated with highways works in the vicinity the site. As such, although located in the Green Belt, it has in the past been actively used for commercial activity.

The highways embankment clearly defines a boundary between existing built development and the Green Belt, and the development of this site will lead to an

encroachment of urban development into the Green Belt. However the low lying position of the site in relation to the adjoining roundabout and slip road as well as the extensive Woodlands to the north, east and west of the site ensures that the site is extremely well screened. The retained woodland edge to the site also provides a significant degree of visual separation between the existing level plateau area which forms the application site and the surrounding woodland and wider Green Belt. Taking account of the site's screening, its previous use, the characteristics of the site and its very close proximity to the Sheffield Parkway from a visual perspective the development of the site is not considered to have a substantial impact on the wider appearance of the Green Belt.

The position of the building and layout of the site is largely determined by the need to minimise conflict between emergency service vehicles entering and exiting the site and efficient turning and manoeuvring provision within the site. A new arm will be formed off the existing Sheffield Parkway slip road roundabout and a two lane access road will enter the site parallel with the existing public footpath which runs along the southern boundary of the site. The fire station building is split into two interconnected blocks. A two storey building accommodates the office and training room at ground floor and fire service personnel welfare and accommodation facilities at first floor, attached to which is a single storey three vehicle appliance bay. The building sits centrally within the existing level plateau area of the site surrounded by parking and yard areas which ensure efficient access and circulation around the site. A training tower and road traffic collision training area is proposed in the north-west corner of the site.

In terms of scale the accommodation and office block is a flat roofed building arranged over two floors in order to minimise the building's footprint given the site's space constraints. The height of the appliance bay is dictated by the need to accommodate emergency services vehicles, however it is a single storey structure with a shallow sloping roof. The two storey element of the building is purposefully located at the southern end of the site to minimise its visual impact. This two storey element sits adjacent to the proposed access road and existing highway which sits approximately 6 metres above the level of the site and minimises the visual impact of the building when viewing it from the surrounding Green Belt. The building has also been designed to sit approximately level with the established tree canopy in an attempt to screen the building from the wider Green Belt. The appliance bay is a lower, relatively narrow, single storey building which extends across the site towards the existing woodland. The stepping of the building from two storeys at the southern end of the site adjacent to the Parkway to single storey at the northern end of the site minimises the visual impact of the building on the adjoining woodland.

A training tower is proposed in the north-west corner of the site, this structure is an operational requirement of the station as it enables fire fighters to carry out training simulations. The building is functional in design and in order to minimise its visual impact it has been reduced in height from three storeys to two storeys which will ensure that the building will not be viewed overly prominently above the adjoining tree canopy.

The architectural approach is modern and contemporary. The two storey block is largely faced in vertical natural timber boarding which helps to assimilate the building with the site's natural setting. The east and west elevations of the two storey building will be curtain wall glazed with timber solar shading which will give the building a degree of permeability. The southern facade incorporates large glazed openings and a clearly legible entrance. The single storey appliance bay is faced in a blue engineering brick with the front and rear elevations dominated by partially glazed red appliance bay doors which are a traditional feature of a fire station.

The design and scale of the buildings and the layout of the site have been carefully considered in order to minimise the visual impact on the Green Belt. The proposed design will deliver a high quality building that meets the needs of the fire service and responds to the site's natural setting. The site does not occupy an overly prominent position in the streetscene and will be largely screened from the adjoining highway due to the low lying position of the site, existing landform and established landscaping. The proposed building is therefore not considered to detrimentally affect the visual amenities of the locality or appearance of the Green Belt. The proposal therefore accords with Policy CS74 of the Core Strategy.

#### Sustainability Issues

Policies CS63, 64 and 65 of the CS set out the Council's approach to dealing with climate change and sustainability. The supporting text to CS64 advises that to satisfy the policy, all new non-residential developments over 500 square metres should achieve a BREEAM rating of very good (or equivalent). The applicant has submitted a sustainability statement which indicates that BREEAM very good will be achieved, details of which will be secured by planning condition.

The policy also requires buildings to be designed and constructed to minimise their energy consumption from the outset by making the best use of solar energy, passive heating, natural light and ventilation as well as minimising water consumption and maximising water recycling. The building has been designed sustainably from the outset. The structure will be highly insulated to minimise heat loss through the building envelope and has been orientated to minimise heat loss and take advantage of solar gain, with solar shading provided on the windows to the south, east and west to minimise overheating.

The shallow footprint of the building and large window openings maximise natural lighting of the internal spaces with rooms that do not have external walls, such as corridors, lit by roof lights where possible reducing the need for artificial light. The appliance bay which does not require heating is located on the north (cold) side of the building and minimal window openings are provided on the north elevation to limit heat loss. This careful consideration of the layout and design of the building will minimise its energy consumption from the outset.

Where possible the building will be naturally ventilated, removing the need for energy consuming ventilation equipment. Rain water harvesting will also be installed and used to flush toilets and wash vehicles minimising water consumption. Sustainable drainage methods will also be utilised to collect surface

water run-off from the access roads and large parts of the training yard in the form of swales and retention ponds, which will then feed into the existing water course (Carbrook). This approach will intercept surface water run-off minimising the impact on existing mains drainage capacity whilst also enhancing the bio diversity of the site. Full details of the sustainable urban drainage methods will be secured by planning condition. An extensive green roof is also proposed which will, along with its ecological and visual benefits also improve the building's insulation. The proposed development is therefore considered highly sustainable and complies with policy CS64.

SYFR have a set a target for 20% of energy to be provided by renewable sources which exceeds the council's requirements. In this case the applicant is proposing to meet the 20% renewable target through roof mounted photovoltaic cells and solar hot water heating system which will be located on the appliance bay section of the building, this approach will minimise the need to bring expensive services such as gas into the site. Full details will be secured by condition. In light of the above the proposals are considered to comply with Policies CS63, 64 and 65.

#### Ecology and landscape Issues

Policy GE11 'Nature conservation and Development' of the UDP seeks to protect and enhance the natural environment and promote nature conservation, by ensuring that the design, siting and landscaping of development includes measures to reduce potentially harmful effects on natural features of value.

The site is located adjacent to Bowden Housestead Woods Scheduled Ancient Woodland and the Carbrook Ravine which is a Local Nature Reserve (LNR). The proposed development is to be located entirely within the previously developed level plateau area adjacent to the parkway which comprises of scrub land formerly used as a materials compound and store. The development does not encroach into the adjoining ancient woodland or LNR and a tree survey has been undertaken by the applicant to confirm that there will not be any development located in the root protection zones of the existing trees.

The ecology assessment submitted with the application states that no protected species or valuable habitats will be lost or damaged as a result of the development of this site. The site is characterised in the assessment as being neutral grassland, the report also identifies a seasonal wetland depression on the plateau area at the eastern end of the site, just outside the application site boundary, as well as a small area of existing willow scrub in the south-east corner of the site. The proposed development will clearly lead to the loss of an existing open area of grass land, however as noted in the ecology assessment the loss of part of the site to accommodate the development is not considered significant from an ecology perspective or to affect the adjoining woodland or nature reserve.

The site will remain to an extent open when constructed, comprising of open yard areas with the only buildings located in the central area of the site and the north-west corner of the site. A green roof is proposed which will offset to a minor degree the physical loss of green space. The existing willow scrub land to east of the site will also be retained as part of the development. A sustainable drainage system is

proposed to be incorporated which will take the form of a swale which will run along the northern boundary of the site between the proposed hard standing area and the footpath. The swale will feed into a newly created detention pond to the east of the site which will then feed into a second detention pond which will involve some minor re-profiling and excavation of the existing wetland depression area identified in the ecology assessment. The swales and ponds will take the surface water run-off from the newly developed areas of the site allowing it to naturally infiltrate into the ground, evaporate or discharge via a suitable flow control into the adjoining Carbrook. This method removes the need to direct water to a traditional piped drainage system and creates new areas of habitat to enhance the biodiversity of the site.

Comments have been received from the Woodlands Trust requesting a 15 metre planted buffer zone between the proposed site and the existing woodland. A 15 metre buffer zone around the entire boundary of the site would render the site undevelopable. In excess of a 15 metre wide buffer to the trees is provided along a majority of the eastern boundary and a 10-15 metre wide buffer between the woodland to the edge of the hard standing area is retained along the majority of the western boundary. The north west corner of the site is located closest to the existing woodland. The submitted tree survey has identified that there is no harmful impact on the adjoining trees as a result of the development, however the site boundary has been adjusted to reduce the extent of the site hard standing in order to increase the buffer zone between the developed part of the site and the woodland which is considered acceptable to mitigate any harmful impact. The buffer zone between the site and the woodlands will be planted with a mixture of broadleaved tree species and shrub species to complement the existing landscaping of the site and to enable the existing informal footpath links around the site to be retained. The proposed pond areas at the east of the site outside will be left largely clear to enable access and maintenance to the ponds and provide a different type of landscape habitat on site.

Additional landscaping will also be provided along the access road and the newly created access road retaining embankment. Any damage to the landscaping on the existing embankment which was recently installed following the previous use of the site as a compound will be made good.

For safety reasons the developed area of the site will require lighting, including the car parking area and training yard areas. Full details of a suitable lighting scheme will be secured by condition in order to minimise any light spillage outside of the site, mitigating any negative impact on the woodland. A lighting assessment has been carried out of the proposed access road to assess the requirement to provide formal adoptable standard street lighting along the adopted section of the access road. The lighting assessment has concluded that existing lighting columns on the adjoining Sheffield Parkway slip road and roundabout will appropriately illuminate the access road without the need for additional highways standard lamp stands. As such a more subtle lighting solution can be utilised. This will reduce the illumination of the site, details of which will again be secured by planning condition.

Bird and bat boxes will be conditioned to be provided either on site or in the woodland, the detailed location of which will be secured by condition and agreed with the Council's Ecology section.

In light of the above, the loss of the site is not considered to detrimentally affect the adjoining woodland or nature reserve or significantly harm the ecology or biodiversity of the area. The proposed sustainable drainage system, new detention ponds, site landscaping and green roof are considered in offset the amount of green space lost to accommodate the development. In light of the above the proposal is considered acceptable from an ecology and landscape perspective.

## Highways

Key to the delivery of a fast and effective emergency response is access to the modern highway network which has changed significantly since the original stations were constructed. The proposed fire station has been specifically located at this site to facilitate ease of access to the public highway network in order to expedite emergency service response times.

In order to facilitate vehicle access to the site a new junction will be formed on the existing Mosborough Parkway/Sheffield Parkway slip road roundabout. Although a very busy location at evening and morning peak times the applicant's transport consultants have submitted a robust transport statement which includes extensive monitoring of existing vehicle movements through the junction, vehicles speeds and assessment of historical accident data at the junction. The submitted information clearly indicates that the introduction of another arm on the roundabout to facilitate access to the site will not have any detrimental impact on the operation or vehicular movements through the junction. As such the location of the access is considered acceptable subject to some minor redesign of the existing highway layout and changes to the existing highways signage to give drivers advance warning of the amended road layout.

The extent of the adopted area of public highway will require rationalising as part of the works. As proposed the existing adopted highway boundary cuts straight through the proposed access road and as such it will be realigned to follow the more recognised formal arrangement of the new access road when constructed.

The existing public footpath which runs parallel to the proposed access road from the existing roundabout on the Sheffield Parkway will be largely unaffected aside from a slight diversion to enable pedestrians to cross the new access road. All existing informal footpaths links which run around the perimeter of the site will be retained. The footpath link which leads off to the west of the site back to Bowden Wood Crescent will be resurfaced, and the last ten metres of the path which is currently just grass will be formally surfaced in order to provide a pedestrian link to anyone wanting to access the site on foot from the closest bus stop located on Bowden Wood Crescent. Appropriate on-site parking provision is provided for staff and visitors and covered secure cycle parking is also proposed.

In light of the above the proposals are considered acceptable from a highways perspective

## Noise and Amenity Issues

The station will be operational and staffed 24 hours a day, with the main activity taking place at shift change times when staff will be arriving and departing and obviously when responding to emergencies and conducting training exercises to the rear of the building.

The closest residents to the site are located some 150 metres to the west of the site on Bowden Wood Crescent, separated from the site by a substantial area of mature woodland. Background noise levels in the area are already high largely due to road traffic on the Sheffield and Mosborough Parkway, as such site operations are not considered to give rise to any unacceptable noise and amenity issues. SYFR have a siren protocol in place which identifies that sirens will not be used unless entirely necessary. Although the use of sirens cannot be completely ruled out, it is unlikely that sirens will be required at night-time when residents in the vicinity may be more sensitive to noise as traffic will generally be clear. The use of sirens in the day when exiting the site in this busy location is not considered to give rise to any unacceptable noise and disturbance. As such the operations of the fire station in this location are not considered to give rise to any unacceptable amenity or noise and disturbance issues.

## RESPONSE TO REPRESENTATIONS

Issues raised in relation to alternative brownfield sites are covered in the main body of the report. Sustainable drainage solutions form part of the development proposals; details of which will be secured by planning consent. All other issues raised are considered in the main body of the report.

## SUMMARY AND RECOMMENDATION

This application seeks permission to erect a new fire station and associated training yard, training tower and new access road on land adjacent to the junction of the Sheffield Parkway and the Mosborough Parkway. The site comprises of a level plateau area which has historically been used as a site and materials compound connected with highways work. The site is located adjacent to Bowden Housestead Woods; a Scheduled Ancient Woodland and the Carbrook Ravine Local Nature Reserve

The application site is located in the Green Belt and in accordance with national planning guidance is considered inappropriate development as it does not fall within any of the categories listed as development which is acceptable in the Green Belt. Inappropriate development in the Green Belt is by definition harmful and should not be approved except in very special circumstances (VSC).

The applicant has argued that VSC exist for developing in the Green Belt on the basis of needing to improve emergency service response times and coverage to residents of the south-east and east areas of the city. Existing fire stations at Mansfield Road, Darnall and Mosborough all built before 1965 are proposed to be replaced with two new fire stations, the fire station which is the subject of this

application and a second station at Birley 13/02894/FUL) which is presented to members on the same agenda.

The existing fire stations were located to reflect demand and population patterns at that time. Following the decline of industry in the Don Valley and significant growth in population in the south east and eastern parts of the city fire service demand has shifted and the existing stations are no longer able to provide fast and efficient coverage to these expanding residential and commercial areas.

The applicant has carried out a comprehensive site selection process looking at approximately 30 different sites across the city for the proposed stations. Nationally recognised computer software has been used to establish the optimum location for the stations which will enable the fire service to deliver an improved emergency response. There is a significant overlap in coverage from the existing stations. The proposed developments will minimise overlaps in coverage and improve coverage and response to larger parts of the south-east and east parts of the city. The proposed stations together will result in 7,221 households (11,190 including the Orgreave in Rotherham district boundary development when complete) which equates to 17,457 people (26,800 including Orgreave when complete) receiving improved emergency service coverage as a result of locating the stations at the proposed Sheffield Parkway and Birley sites. Both new fire stations must be delivered in tandem if the above highlighted coverage improvements are to be delivered. Clearly there is substantial community benefit of improved fire service response times and wider coverage of residents and business which is considered in this case to constitute very special circumstances and outweigh any harm to the Green Belt.

The proposed development is not considered to detrimentally affect the adjoining scheduled ancient woodland or local nature reserve. The proposal is not considered to give rise to any significant ecology issues. The site will be comprehensively landscaped; swales and new detention ponds will also be formed which will enhance the biodiversity of the site whilst also sustainably dealing with surface water.

The architecture is contemporary and the high quality and sustainable approach to the design of the scheme, which utilises natural materials, includes a green roof and renewable energy technologies are considered acceptable. The development has been designed to minimise its visual impact on the Green Belt and owing to its position adjacent to the Sheffield Parkway and being surrounded by mature woodland it is not considered to have any detrimental impact on the wider character of the Green Belt.

A new vehicle access to the site will be formed from the roundabout adjacent to the site located at the end of the Sheffield Parkway and Mosborough Parkway. The scheme does not give rise to any highways issues.

In light of the above it is considered that improvements to fast and efficient fire service response and coverage to the people of Sheffield in this case constitute very special circumstances which outweigh any harm from developing this site in the Green Belt. The proposal therefore complies with all relevant Core Strategy,



Unitary Development Plan Policies and Guidance Contained in the National Planning Policy Framework. As the proposal represents development in the Green Belt and as such a departure from policy it is recommended that planning consent is granted subject to the listed conditions and referral to the Secretary of State.

Case Number 13/02894/FUL (Formerly PP-02848068)

Application Type Full Planning Application

Proposal Erection of fire station and training tower with ancillary facilities including fire service personnel accommodation, multi-purpose training room, car parking accommodation and landscaping works (Amended plans and description)

Location Land At The Junction Of Moor Valley And Birley Lane, Moor Valley Sheffield, S20 5BP

Date Received 27/08/2013

Team City Centre and East

Applicant/Agent Rider Levett Bucknall Ltd

Recommendation Grant Conditionally Subject to S of S

Subject to:

- 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.

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

Dwg: 467-101 rev C landscape plan  
Dwg: B(0-) E001 rev E south and north elevations  
Dwg: B(0-) E002 rev E east and west elevations  
Dwg: B(0-)E003 west elevation training tower and service enclosure  
Dwg: B(0-)S001 rev D Section AA  
Dwg: B (0-) P001 rev E ground floor plan  
Dwg: B(0-) P002 rev E roof plan  
Dwg: B(0-) P003 first floor plan  
Dwg: B(0-) P100 rev G site plan

Reason; In order to define the permission.

- 3 Prior to the commencement of development details of finished floor and site levels shall be submitted to and approved in writing with the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved levels.

Reason; In order to ensure an appropriate form of development

- 4 No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority identifying how the following will be provided:

- a minimum of 10% of the predicted energy needs of the completed development being obtained from decentralised and renewable or low carbon energy

Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. 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, in accordance with Sheffield Development Framework Core Strategy Policy CS65.

- 5 No development shall take place until details of the proposed means of disposal of foul and surface water drainage, including details of any balancing works and off-site works, have been submitted to and approved by the Local Planning Authority.

Reason; To ensure that the development can be properly drained.

- 6 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 the safety of road users.

- 7 The development shall not be begun until details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure the reconstruction of the footways adjoining the site before the development is brought into use. The detailed materials specification shall have first been approved in writing by the Local Planning Authority.

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

- 8 No development shall commence until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below have either;

- a) been carried out; or
- b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the development is brought into use.

Highway Improvements:

- a) Provision of Wig Wag safety light system as required at the junction of Birley Lane, Moor Valley, Birley Moor Road and Sheffield Road.
- b) Extension of footway along the Moor Valley frontage of the site

Reason; To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development.

- 9 Before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of suitable and sufficient covered cycle parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority and the covered cycle parking 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 and Core Strategy.

- 10 Before the development is commenced, or 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.

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

- a) Windows
- b) Window reveals
- c) Doors
- d) Eaves and verges
- e) External wall construction
- f) Brickwork detailing
- g) Balconies
- h) Entrance canopies

- i) Roof
- j) Ridge & valleys
- k) Rainwater goods

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

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

- 12 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.

- 13 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 have first been submitted to and approved in writing by the Local Planning Authority, and once installed such plant or equipment should not be altered.

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

- 14 The applicant shall undertake further intrusive investigation to fully characterise the site as may be required by the Local Planning Authority. The report(s) shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004) and shall have been submitted to and approved in writing by the Local Planning Authority prior to the commencement of development.

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

- 15 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 the development being commenced. 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.

- 16 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.

- 17 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 or any part thereof shall not be brought in to 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 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.

- 18 Surface water discharge from the completed development site shall be restricted to a maximum flow rate of 5 litres per second. This should be achieved by sustainable drainage methods where feasible. Before the use of the development is commenced, detailed proposals for surface water disposal, including calculations to demonstrate the reduction, must be submitted to and approved by the Local Planning Authority and a validation test to demonstrate that the necessary equipment has been installed and that the above flow rate has been achieved shall have been carried out and the results submitted to and approved in writing by the Local Planning Authority.

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

- 19 Details of a suitable means of site boundary treatment shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority and the development shall not be used unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

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

- 20 The first floor residential accommodation shall at all times remain ancillary to the use of the building as a fire station.

Reason; Owing to the special circumstances of the applicant.

- 21 There shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works and no buildings shall be occupied or brought into use prior to completion of the approved foul drainage works.

Reason; To ensure that no foul or surface water discharges take place until proper provision has been made for their disposal.

- 22 Surface water from vehicle parking and hardstanding areas shall be passed through an interceptor of adequate capacity prior to discharge. Roof drainage should not be passed through any interceptor.

Reason; In the interest of satisfactory drainage.

- 23 The building 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.

- 24 The development shall not be used unless the car parking accommodation 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.

- 25 The gradient of shared pedestrian/vehicular access shall not exceed 1:12 .

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

- 26 There shall be no gates or barriers erected at the means of access to the site.

Reason; To ensure access is available at all times.

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

notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

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

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

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

- 29 Prior to the occupation of the development details of the specification of the tree pits, extra heavy standard trees and tree protection measures shall be submitted to and approved in writing by the Local Planning Authority.

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

- 30 No development shall commence until a Landscape and Ecological Management Plan, including short, medium and long term aims and objectives, management responsibilities and maintenance schedules for all distinct areas, has been submitted to and approved in writing by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be implemented as approved.

Reason; In the interests of biodiversity.

- 31 The proposed green roof(s) (vegetated roof system) shall be provided on the roof(s) in the locations shown on the approved plans prior to the use of the buildings commencing. Full details of the green roof construction and specification, together with a maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site and unless otherwise agreed in writing shall include a substrate based growing medium of 80mm minimum depth incorporating 15-25% compost or other organic material. Herbaceous plants shall be employed and the plants shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason; In the interests of biodiversity.

- 32 The development hereby approved shall be constructed to achieve a minimum rating of BREEAM 'very good' and before the development is occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that BREEAM 'very good' has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.



Reason; In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS65.

- 33 Prior to the occupation of the building details of the provision (including specification and location on or off site) of 5 bird and 5 bat boxes shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter the bird and bat boxes shall be provided in accordance with the approved details.

Reason; In the interest of ecological mitigation.

- 34 Before the use hereby permitted begins, the applicant shall submit for written approval by the Local Planning Authority a report giving details of the impact of lighting from the development on adjoining land. The report shall be carried out in accordance with The Institution of Lighting Engineers 'Guidance Notes for the Reduction of Light Pollution 2000' and the development shall thereafter be carried out in accordance with the approved details.

Reason; In the interest of ecological mitigation and impact on adjoining landscape features.

Attention is drawn to the following directives:

1. The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.
2. Surface water run-off from areas of hardstanding used for training exercises and/or other similar areas likely to become contaminated by the use of foam and/or chemicals shall not be discharged directly to any public surface water sewer network. Surface water from such areas must pass through adequate interception and/or settlement facilities before discharge to the public foul or combined sewer network. A trade effluent consent - that may be conditional and, amongst other things, place a restriction on the rate of discharge to public sewer - may be required for such discharges. The developer is advised to contact Yorkshire Water's Industrial Waste Section (telephone 0845 124 2424) about any such proposal.
3. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group  
Development Services  
Sheffield City Council  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

For the attention of Mr S Turner  
Tel: (0114) 27 34383

4. You are required as part of this development, to carry out works within the public highway: As part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Sheffield City Council  
2-10 Carbrook Hall Road  
Sheffield  
S9 2DB

For the attention of Mr P Vickers

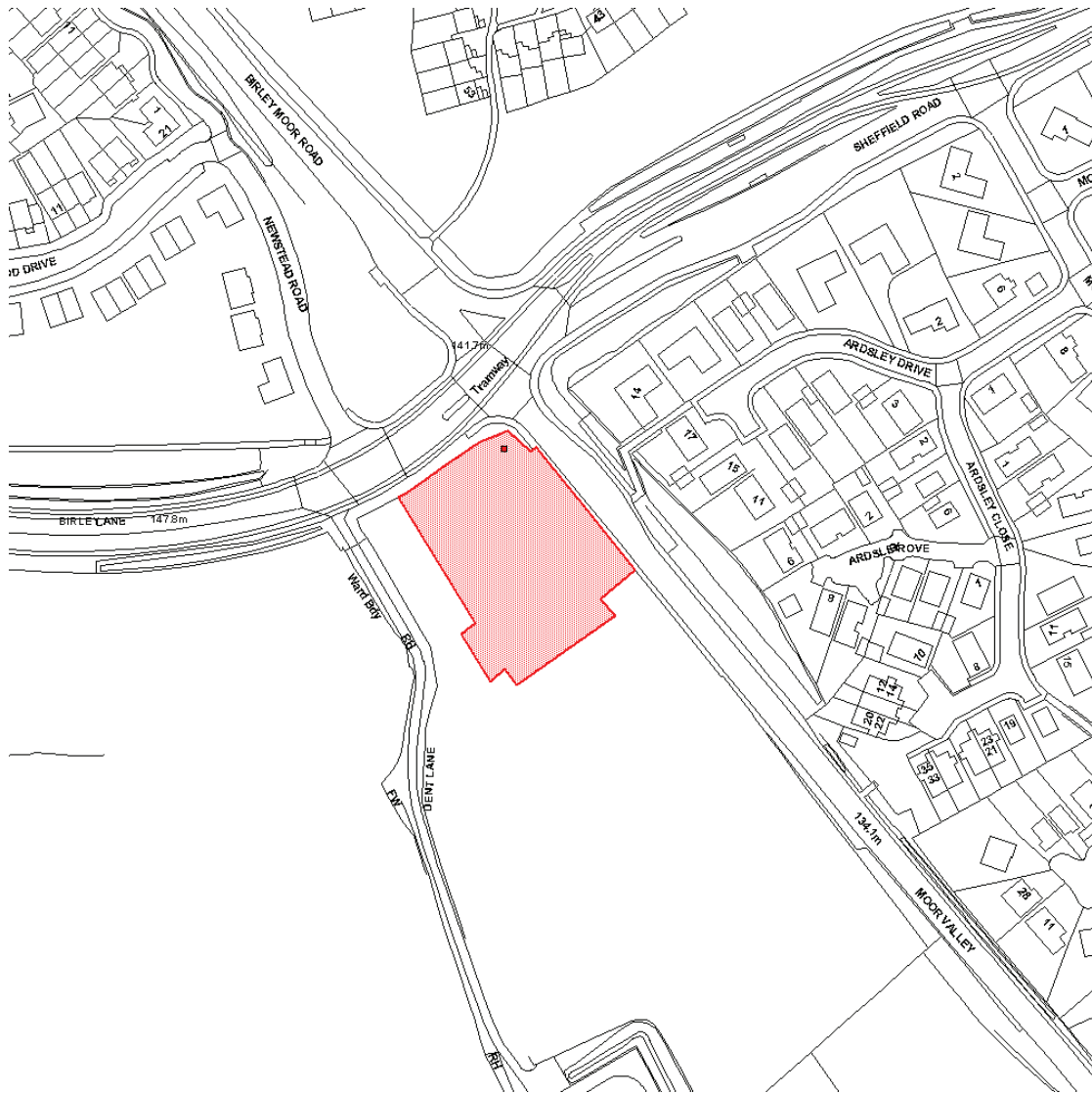
Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

5. 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. 0800 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 the Environmental Protection Service, 2-10 Carbrook Hall Road, Sheffield, S9 2DB: Tel - 0114 2734651.
6. Plant and equipment shall be designed to ensure noise levels do not exceed 10dBA (LA90) below background noise levels when measured at the site boundary.
7. The use of sirens by Emergency service vehicles shall be operated in accordance with the SYFR's 'Driving Managing Occupational Road Risk Emergency Driving of Service Vehicles' document section 12.3 'Audible Warning Devices'

8. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document "Guidance Notes for the Reduction of Obtrusive Light (GN01: 2011)". This is to prevent obtrusive light causing disamenity to neighbours. The Guidance Notes are available for download from the Institution of Lighting Professionals' website, or telephone (01788) 576492.
  
9. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at [www.sheffield.gov.uk/planning](http://www.sheffield.gov.uk/planning) or apply online at [www.planningportal.gov.uk](http://www.planningportal.gov.uk). The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

For Listed Building Consent and Conservation Area Consent applications an application for confirmation of compliance with planning conditions is still required but there is no fee.

# Site Location



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## INTRODUCTION

This proposal is for a new fire station at land adjacent to Birley Lane and Moor Valley and is one of two planning applications which have been submitted by South Yorkshire Fire and Rescue Services (SYFR) for new Fire Stations to serve the south-east and east of the City. The applications have been submitted in tandem as the proposed improvements in emergency service coverage to the south-east and east parts of the city are reliant on both fire stations being constructed in order to provide coordinated and comprehensive emergency service coverage.

This application and the application for a new fire station adjacent to the Sheffield Parkway (planning ref: 13/02395/FUL) are both presented to members for consideration at this committee. These two new fire stations are proposed to replace outdated existing stations at Darnall (built 1956), Mansfield Road (built 1963) and Mosborough (built 1962) which are no longer considered to provide appropriate or efficient emergency service coverage due to changes in population patterns and emergency service demands.

## LOCATION AND PROPOSAL

The application site comprises of approximately 0.3 hectares of land located on the south-west corner of the junction of Birley Lane and Moor Valley. The site comprises of open grass land and falls away from Birley Lane following the natural topography of Moor Valley. To the north and east of the site are new and established housing areas. To the west of the site is the Birley Golf Club which is separated from the application site by an unmade track (Dent Lane) that provides access to a gas valve compound located further to the south-west of the application site. To the south of the site is open grass land beyond which is the Moor Valley Garden Centre.

The application site is located in the Green Belt and identified on the adopted Sheffield Unitary Development Plan proposals map as a potential site for a park and ride facility associated with the Supertram which runs along Birley Lane.

It is proposed to erect a new manned fire station. The building is a part two storey and part single storey building which will incorporate fire service personnel accommodation, community room, appliance bays and functional fire service facilities. The application site also comprises car parking, yard area and a training tower. The building will front Moor Valley where it will also be accessed from.

## RELEVANT PLANNING HISTORY

There is no relevant planning history to this site.

## SUMMARY OF REPRESENTATIONS

11 letters of representation have been received including comments from Mosborough Valley Wildlife Group and the Mosborough Village Action Group (MVAG), the issues raised are summarised as follows:

- Brown field sites should be considered before Green field sites are developed.
- Alternative Brownfield sites will be available in close proximity on the Newstead Estate.
- Other developments in Green Belt land including proposals by network rail in the Beighton Area have been rejected.
- The site is in the South Yorkshire Forest and would result in the loss of habitat.
- MVAG were given assurances by the City Council that nothing would be built on Green Belt land.
- If the site is examined you will find rubble several metres deep underground as the Council gave Supertram permission to dump construction waste on the site subject to reinstatement of the land.
- Other fire station will be closed to facilitate the construction of this station.
- It would be more financially beneficial to refurbish existing stations than to build new ones.
- The development of this site will cut off wildlife links to surrounding areas and cut across this green corridor.
- The development will impact property prices.
- Noise impact from emergency service vehicle sirens.
- Pre application consultation and consultation during the application process is not wide spread enough.
- The development is inappropriate in this location.
- The junction at Birley Moor Lane and Birley Lane is one of the busiest in the city with bus and tram traffic. The addition of the station will give rise to pedestrian and highway safety issues.
- There are badger sets in the vicinity.

#### Statement of Community Involvement

In addition to the Council's statutory consultation process, prior to the submission of the application the fire service carried out their own consultation exercise. The Council policy on pre-application consultation is set out in the adopted Statement of Community Involvement (SCI) which encourages developers to undertake pre-consultation in order to involve communities in planning decisions and allow comments to be taken on board at an early stage of the process. In this case meetings were held with local Councillors. At Councillor's request the Owlthorpe Forum were provided with details of the scheme. A leaflet drop to residents in the vicinity of the site was also carried out, the extent of which was agreed with Councillors. An initial press release was also posted in the Sheffield Star and information was available on the fire services website and through social media (twitter). A second press release was issued in late July showing images of the proposed stations and related articles then appeared in the Sheffield Telegraph and Yorkshire Post online. A public drop in session was also held at Crystal Peaks Retail Park on the 25th July 2013 at which a fire engine was present to draw attention to the consultation. Feedback could be left at the consultation event by completing a form or comment could be made directly via the fire services web

site. The consultation process is considered to be comprehensive and is compliant with the aims and objectives of the SCI.

## PLANNING ASSESSMENT

### Policy and Green Belt issues

The application sites lies entirely within the Green Belt and as such Policies GE1, GE2, GE3 of the UDP, Policy CS71 of the Core Strategy (CS) and The National Planning Policy Framework (NPPF) regarding new development in the Green Belt apply. All of the above polices seek to direct new development to previously developed sites in order to protect the Green Belt from the encroachment of urban development. One of the Key principles of Green Belt policy is to keep land permanently open with the policy position being very clear in terms of restricting growth of the built up area.

Policy GE3 of the UDP and the NPPF state that the construction of new buildings, with the exception of certain buildings and uses such as agricultural and sporting facilities etc. is inappropriate development and should not be permitted in the in the Green Belt.

Inappropriate development is by definition considered harmful and in accordance with Policy GE3 and the NPPF should not be permitted unless very special circumstances exist. The NPPF states that 'very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

There is no definition within national or local policy of what constitutes very special circumstances as each proposal must be judged on its individual merits. In this case the applicant is arguing that very special circumstances exist for developing this Green Belt site based on the need to improve emergency service coverage to the residents of the south-east and east areas of Sheffield.

Two new fires stations are proposed to replace existing fire stations at Mansfield Road, Darnall and Mosborough all of which were constructed in the 1950's/60' and were located to serve the pattern of residential and commercial development at that time. The decline of traditional industry in the Don Valley and more stringent fire safety protection legislation and modernisation of industrial processes has reduced fire risk. Residential dwellings now have the highest fire risk and therefore there is a shift in emphasis to provide a fire service which optimises the protection of people where they live. Changing patterns of residential development particularly the growth of residential suburbs in the south-east and east of the city has resulted in a shift in where emergency service coverage is now required. The existing pattern of fire service provision represents historic fire service needs and does not reflect the emphasis now given by the fire service to protecting people where they live.

The fire service has a target to respond to 80% of emergencies in a 6 minute time period. This target is borne out of national fire safety legislation which highlights the importance of prevention, protection and response as being the fundamental driver to the effective and efficient delivery of the functions of the fire service. As a result of the change in the patterns of development since the existing three fire stations were built, the fire service can no longer effectively meet this service delivery target. The fire service recently separately consulted on measures to amend or completely remove the requirement to attend to 80% of all life risk incident emergencies within 6 minutes in light of national funding cuts to the service. However notwithstanding this consultation exercise it still remains the fire service's priority to respond to as many emergency calls in the shortest possible time and the location of fire stations remains paramount to achieving this objective.

The applicant has undertaken an extensive site selection process which has included the consideration of a number of alternative sites across the city and in parts of the Rotherham Metropolitan District boundary. The site selection process has been conducted using recognised national fire safety software packages and computer modelling to establish the optimum location for the fire stations to provide maximum population coverage in the shortest possible response times.

The computer modelling uses historic data of how long it takes pumps to attend to incidents; it also takes account of traffic conditions and physical barriers such as road width and bridge height restrictions. The system also considers how a station is staffed as a full-time manned station can respond to incidents quicker than a retained station where fire fighters have to travel to the station from their 'day jobs' before responding to the incident which has an effect on response times. The proposed station at Birley would be full-time manned and replace the existing retained station at Mosborough which is very poorly located to serve the wider Sheffield area.

Over 30 different sites were considered for development with a number fundamentally discounted due to poor access, lack of availability for development or due to being located too close to existing stations and therefore not offering any improvement to coverage or response times. The computer modelling has been used to test the remaining sites for coverage and response times. The sites have been compared to the coverage and response times from the existing stations to establish the optimum configuration and location for the new stations in order to provide enhanced population coverage and response times.

There is a significant overlap in coverage from the existing stations particularly in areas immediately to the north and south of the City Centre and large gaps in coverage in the south-east and east of the city such as Handsworth and Hackenthorpe. The location of the stations also improves coverage to large parts of the Orgreave development, just across the district boundary in Rotherham, where approximately 4,000 new homes are to be constructed.

The location of Mosborough Fire Station close to the Derbyshire border severely limits its usefulness to South Yorkshire Fire Service as almost half of its potential use is outside of the district in Derbyshire. In selecting the optimum location for the stations the objective is to minimise overlap of coverage from existing stations in



the South Yorkshire area and maximise the number of households covered from the proposed stations.

The computer modelling uses up to date census data (2011) to analyse how many dwellings and people would receive improved emergency service (fall within the 6 minute response time area) coverage and those that would have reduced emergency service coverage as a result of the development. The computer modelling is highly sensitive and small shifts in the position of the sites can affect the fire service's ability to achieve the target 6 minute response times.

The location of the two new fire stations is linked in terms of how emergency service coverage is provided and in order to achieve the required improvements to emergency service coverage both stations must be provided in tandem. The proposed stations together result in 7,221 households (11,190 including the Orgreave development when complete) which equates to 17,457 people (26,800 including Orgreave development when complete) receiving improved emergency service coverage as a result of locating the proposed stations at the Sheffield Parkway and Birley sites.

Clearly as a result of the proposed development there is a substantial improvement in emergency service coverage and response times to residents and business in large parts of the city. The strategic position of the stations on these Green Belt sites is considered to enable the fire service to deliver enhanced fire service coverage and response times to incidents in the south-east and east parts of the city which currently have poor coverage. The reconfiguration of the stations minimises coverage overlaps from existing stations and enables the fire service to address the changes in patterns of development since the original stations were built and to take advantage of access to the modern highway network to enhance response times. The community benefits of improved emergency service coverage are considered in this case to be very special circumstances for developing in the Green Belt and outweigh any harm to the Green Belt. As such the principle of developing in the Green Belt is considered acceptable in this case.

#### Design and Visual Impact on the Green Belt

Policy CS74 of the CS, which relates to design principles, advises 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. Policy CS74 also advises that any new development should respect the topography of the City, views and vistas and the townscape and landscape character of the particular area with their associated scale, layout, form and building style and materials. Policy BE5 of the UDP also requires that good design and the use of good quality materials will be expected in all new developments with special treatment given to corner sites to create a lively and interesting environment. The visual impact on the development on the wider Green Belt should also be minimised.

The building is located at a busy traffic intersection close to the junction of Birley Lane and Moor Valley. The site is located in the Green Belt, however it is located on the very edge of the built up area, closely related to the established built context which is located immediately to the north of the site, as well as established housing

development to the east on the opposite side of the road which stretches some 250 metres past the site along Moor Valley. Immediately to the west is the Birley Golf Club and to the south of the site is a gas holder site, beyond which is the Moor Valley Garden Centre and a short run of terraced properties. As such it is evident that this is not an isolated Green Belt site.

Although in the Green Belt the site is also designated on the UDP proposals map as a potential site for a park and ride facility associated with Supertram, as such there has been a clear long term plan to develop the site. Initially the proposed fire station was proposed to be located further to the south on Moor Valley, reserving the land adjacent to the Birley Lane junction for future park and ride facilities. However, following negotiations, the building was re-positioned adjacent to the junction on Birley Lane to more closely assimilate with the established built up area and to minimise the encroachment into the Green Belt. The proposed building is not considered to occupy an isolated location in the Green Belt and its location on a busy traffic junction will ensure that the development is considered in the context of the existing built up area which surrounds the Birley Lane/Moor Valley Junction.

In terms of scale, during the consideration of the application, an additional floor of accommodation has been added to the amenity block due to the station becoming a full-time manned station rather than a retained station. The building is now a part two storey and part single storey structure comprising of two main elements; a larger appliance bay, the size and height of which is determined by the functional requirements of the fire service to accommodate the fire appliances and the largest specialist fire fighting vehicles. Attached to the appliance bay is a two storey flat roofed brick built block, which accommodates the fire service personnel accommodation at first floor as well as community rooms, watch office and welfare facilities.

Architecturally the building is a modern contemporary approach. The appliance bay is located under a sloping pitched green roof under which are a series of high level windows which provide natural light to the appliance bay. The pitched green roof spans the entire appliance bay and helps to blend the building into the wider landscape context minimising the visual impact on the Green Belt particularly when viewed from the north. The building is located at a lower level than Birley Lane and the existing small belt of semi mature trees, shrub and hedge planting fronting Birley Lane will be retained and enhanced to provide further screening to the site and buildings. The northern elevation will also be clad in natural random coursed stone which is considered to complement the site's Green Belt setting. The front elevation of the building is dominated by the large red appliance bay doors, which are a traditional feature of a fire station. The doors are highly glazed to give views of the appliances within. The doors are framed by a high quality contrasting blue stack bonded brick.

The two storey block will house the community space, office functions and on site accommodation for the fire fighters. The building will be faced in a red brick which reflects the local character and established built context of the wider area and provides a contrast to the stone and glazing which the appliance bay is faced in. The front elevation facing Moor Valley is articulated with large full height glazed windows with deep reveals and a prominent legible pedestrian entrance. A small

landscaped area will be provided to the site frontage and the low stone walling which currently runs along part of Moor Valley to the south of the site will be extended across the site frontage. Further landscaping will be provided around the perimeter of the site which will help to minimise the visual impact of the yard and parking areas.

A training tower is located in the north-west corner of the site adjacent to Birley Lane. The tower will be timber clad and although the tallest element on site standing at 12 metres in height, it will be located substantially below the level of Birley Lane due to the sloping topography of the site and will be read in the context of the existing tall pylons which support the Supertram infrastructure on Birley Lane, rising topography and existing buildings to the north. As such the visual impact of the drill tower is not considered to detrimentally affect the appearance of the wider Green Belt or appear unduly prominent in this busy street scene.

The design of the development has been carefully considered in order to minimise its visual impact on the Green Belt and will deliver a high quality building that meets the needs of the fire service. The design is considered to be of sufficient quality and architectural merit for this important corner site in the Green Belt and therefore accords with Policy CS74 of the Core Strategy.

#### Sustainability Issues

Policies CS63, 64 and 65 of the CS set out the Council's approach to dealing with climate change and sustainability. The supporting text to CS64 advises that to satisfy the policy, all new non-residential developments over 500 square metres should achieve a BREEAM rating of very good (or equivalent).

The applicant has submitted a sustainability statement which indicates that due to the nature of the of the building it may be difficult to meet all of the required credits to achieve a BREEAM very good score, however all attempts will be made to achieve the standard.

The policy also requires buildings to be designed and constructed to minimise their energy consumption from the outset by making the best use of solar energy, passive heating, natural light and ventilation as well as minimising water consumption and maximising water recycling. The building has been designed sustainably from the outset. The structure will be highly insulated to minimise heat loss through the building envelope. The building has been orientated to minimise heat loss and take advantage of solar gain. The appliance bay which does not require heating is located on the north (cold) side of the building and minimal window openings are provided on the north elevation to limit heat loss. Larger full height windows are provided on the south elevation to enhance solar gain to the more public occupied spaces within the building and high level glazing to provide natural light and solar gain to the appliance bay. Sunshades will prevent overheating of these spaces. This careful consideration of the layout and design of the building will minimise its energy consumption from the outset.

Where possible the building will be naturally ventilated, removing the need for energy consuming ventilation equipment. Rain water harvesting will also be

installed and used to flush toilets and wash vehicles minimising water consumption. The applicant is also considering potential sustainable urban drainage methods including soak ways, details of which will be secured by planning condition. An extensive green roof is also proposed which, along with its ecological and visual benefits, will also improve the building's insulation. The proposed development is therefore considered highly sustainable and complies with Policy CS64.

SYFR have a set a target for 20% of energy to be provided by renewable sources which exceeds the council's requirements. In this case the applicant is proposing to meet the 20% renewables target through the use of air source heat pumps and roof mounted photovoltaic cells which will be located on the flat roof section of the building, full details of which will be secured by condition. In light of the above the proposals are considered to comply with Policies CS63, 64 and 65.

### Ecology Issues

Policy GE11 Nature conservation and Development of the UDP seeks to protect and enhance the natural environment and promote nature conservation, by ensuring that the design, siting and landscaping of development includes measures to reduce potentially harmful effects on natural features of value.

The site comprises of grass scrubland with the exception of the existing hedge and tree planting located adjacent to the northern boundary of the site which will be retained and enhanced as part of the development. The applicant has submitted an ecology assessment with the application which states that no protected species or valuable habitats will be lost or damaged as a result of the development of this site. Due to the abundance of scrub land in the immediate area the proposed loss of this site is not considered to affect wider nature conservation. The majority of trees along the northern boundary will be retained and enhanced and further planting will be provided around the perimeter of the site in the form of new hedge, shrub and tree planting which will create some new nesting and foraging habitat. Bird and bat boxes will be conditioned to be provided either on site or in the immediate vicinity, the detailed location of which will be secured by condition and agreed with the Council's Ecology section.

The presence of Badgers in the vicinity of the site has been highlighted by local residents, however no physical evidence of badger sets was found on the site or in the immediate vicinity and as such there is not considered to be any impact on badgers or protected species of any kind.

A green roof is proposed which will enhance the biodiversity of the site and mitigate to some extent the amount of green space lost to accommodate the development. In light of the above the proposals are considered acceptable from an ecology perspective.

### Highways Issues

Key to the delivery of a fast and effective emergency response is access to the modern highway network which has changed significantly since the original

stations were constructed. The proposed station has been specifically located at this site to facilitate ease of access to the public highway network in order to expedite emergency service response times.

The station itself is not considered to generate significant volumes of traffic with the main trip generation being fire-fighters arriving and leaving the site for their shift and responding to emergency calls. The station is to be a community station and will include a small community room that can be used free of charge by members of the community, however this is not considered to generate significant volumes of traffic which would detrimentally affect highway safety.

Appropriate on-site parking provision is provided on site as well as turning space for emergency service vehicles. The station will house 'Special Vehicles' including a large ladder appliance and incident support unit which will be used as incidents dictate. The site is highly accessible by public transport (both tram and bus) and although emergency personnel are highly unlikely to use such facilities, people using the on-site community facilities are afforded easy access to the site. In addition covered and secure cycle parking provision is provided on site.

In order to facilitate easy and expedient access to the adjoining highways network for emergency service vehicles a 'Wig Wag' traffic light warning system will be installed on the Moor Valley arm of the junction. Emergency service personnel will trigger the Wig Wag lights when responding to an emergency call, which in turn will ensure that the existing traffic lights at the junction turn red to stop traffic or green to release traffic to allow the appliance to exit the station efficiently. The detailed functioning of the warning light system and integration with the existing traffic lights will be coordinated with the Council's traffic management section and South Yorkshire Passenger Transport (SYPTTE) to ensure the safe operation of the lights and tram system as trams currently have traffic priority through the junction.

In light of the above the proposals are considered acceptable from a highways perspective.

#### Noise and Amenity Issues

The station will be operational and staffed 24 hours a day, with the main activity taking place at shift change times when staff will be arriving and departing and obviously when responding to emergencies and conducting training exercises to the rear of the building. In addition there will be some activity associated with the community room although this is likely to be minimal and not considered to give rise to any excessive noise and disturbance.

The closest residents to the site are located some 30 metres to the east of the site, separated from the site by Moor Valley (highway) and a large mature hedgerow which provides a buffer to the road. Background noise levels in the area are already considered to be relatively high largely attributed to the operations of the tram network and traffic using Birley Lane and Moor Valley. Concerns have been raised by residents regarding noise and disturbance primarily from the fire appliances using sirens when responding to emergency calls. The fire service have a siren protocol in place which identifies that sirens will not be used unless entirely

necessary. Although the use of sirens cannot be completely ruled out, it is unlikely that sirens will be used when appliances exit the site as the fire service will use emergency service blue warning lights and activate the wig wag traffic light control override system that will facilitate the removal of any traffic from the adjoining junction. As such the operations of the fire station in this location are not considered to give rise to any unacceptable amenity or noise and disturbance issues.

## RESPONSE TO REPRESENTATIONS

The commercial cost of developing the stations and the impact on property prices is not a planning matter. The development was publicised by way of letter, site notice and newspaper advert in accordance with the Council's statutory requirements. In addition the applicant carried out a comprehensive pre-application consultation. Each application has to be considered on its merits and the previous refusal or approval of development in the Green Belt does not set any form of precedent for this decision. All other issues are covered in the main body of the report.

## SUMMARY AND RECOMMENDATION

This application seeks permission to erect a new fire station and associated training yard, training tower and new access road. The site comprises of approximately 0.3 hectares of land located on the south-west corner of the junction of Birley Lane and Moor Valley. The site comprises of open grass land and falls away from Birley Lane following the natural topography of Moor Valley.

The application site is located in the Green Belt and in accordance with national planning guidance is considered inappropriate development as it does not fall within any of the categories listed as developments which are acceptable in the Green Belt. Inappropriate development in the Green Belt is by definition harmful and should not be approved except in very special circumstances.

The applicant has argued that very special circumstances exist for developing in the Green Belt on the basis of needing to improve emergency service response times and coverage to residents of the south-east and east areas of the city. Existing fire stations at Mansfield Road, Darnall and Mosborough all of which were built before 1965, are proposed to be replaced with two new fire stations - the fire station which is the subject of this application and a second station at Sheffield Parkway (13/02895/FUL) which is also presented to members on the same agenda.

The existing fire stations were located to reflect demand and population patterns at that time. Following the decline of industry in the Don Valley and significant growth in population in the south-east and eastern parts of the city, fire service demand has shifted and the existing stations are no longer able to provide fast and efficient coverage to these expanding residential and commercial areas.

The applicant has carried out a comprehensive site selection process looking at approximately 30 different sites across the city for the proposed stations. Nationally

recognised computer software has been used to establish the optimum location for the stations which will enable the fire service to deliver an improved emergency response. There is a significant overlap in coverage from the existing stations. The proposed developments will minimise overlaps in coverage and improve coverage and response times to larger parts of the south-east and east parts of the city. The proposed stations together will result in 7,221 households (11,190 including the Orgreave development in Rotherham district boundary when complete) which equates to 17,457 people (26,800 including Orgreave when complete) receiving improved emergency service coverage as a result of locating the stations at the proposed Sheffield Parkway and Birley sites. Both new fire stations must be delivered in tandem if the above highlighted coverage improvements are to be delivered. Clearly there is substantial community benefit of improved fire service response times and wider coverage of residents and business, which is considered in this case to constitute very special circumstances and outweigh any harm to the Green Belt.

The proposed development is very closely related to the established built up area with housing development located immediately opposite the site which extends in an easterly direction along Moor Valley. The site is also allocated on the UDP proposals map for a Park and Ride facility which clearly indicates that the site has been earmarked for development. The proposal is not considered to give rise to any significant ecology issues or harm any recognised protected species.

The design of the scheme has been amended during the process of the application to include fire service personnel accommodation. The Architecture remains contemporary and the sustainable approach to the design and utilisation of high quality materials and a comprehensive green roof combine to present a scheme which minimises its visual impact on the Green Belt whilst addressing the site's prominent corner location.

A new vehicle access to the site will be formed from the Moor Valley and a new Wig Wag traffic light warning system will be installed to ensure the safe and efficient operation of the traffic junction. The scheme does not give rise to any highways issues.

In light of the above it is considered that improvements to fast and efficient fire service response and coverage to the people of Sheffield in this case constitute very special circumstances which outweigh any harm from developing this site in the Green Belt. The proposal therefore complies with all relevant Core Strategy, Unitary Development Plan policies and guidance Contained in the National Planning Policy Framework. As the proposal represents development in the Green Belt and, as such, a departure from policy it is recommended that planning consent is granted subject to the listed conditions and referral to the Secretary of State.

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