
Case Number	17/04282/FUL (Formerly PP-06238990)
Application Type	Full Planning Application
Proposal	Erection of 14no dwellings including ancillary parking, landscaping and access works
Location	Abbeydale Tennis Club Abbeydale Road South Sheffield S17 3LJ
Date Received	12/10/2017
Team	South
Applicant/Agent	Axis Architecture
Recommendation	Grant Conditionally

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the following approved documents:
 - Red Line Plan received via email dated 24 November 2017 (Ref: 26594(00)10B).
 - Site Plan received via email dated 18 December 2017 (Ref: 26594(00)20N).
 - Highway Design Plan scanned date 12 October 2017 (Ref: 100/PO2).
 - Highway Design Plan received via email dated 14 December 2017 (Ref: 101/PO3).
 - Section Plan received via email dated 18 December 2017 (Ref: 26594(03)10H).
 - Section Plan received via email dated 18 December 2017 (Ref: 26594(03)11B).
 - House Type D, Dwelling 1 scanned date 12 October 2017 (Ref: 26594(02)03C).
 - House Type E, Dwelling 2 scanned date 20 October 2017 (Ref: 26594(02)06B).

- House Type D(2), Dwelling 3 scanned date 12 October 2017 (Ref: 26594(02)05A).
- House Type C, Dwelling 4 scanned date 12 October 2017 (Ref: 26594(02)02C).
- House Type C(2), Dwelling 5 scanned date 20 October 2017 (Ref: 26594(02)04B).
- House Type A, Dwelling 6-9 received via email dated 24 November 2017 (Ref: 26594(02)00D).
- House Type A, Dwelling 10 received via email dated 18 December 2017 (Ref: 26594(02)07).
- House Type B, Dwelling 11-14 scanned date 20 October 2017 (Ref: 26594(02)01E).

Reason: In order to define the permission.

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

3. No development shall commence until details of the 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 and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences in order to ensure that the proposed drainage system will be fit for purpose.

4. No development shall commence until detailed proposals for surface water disposal, including calculations have been submitted to and approved in writing by the Local Planning Authority. Surface water discharge from the completed development site shall be restricted to a maximum flow rate of QBar based on the area of the development. An additional allowance shall be included for climate change effects for the lifetime of the development. Storage shall be provided for the minimum 30 year return period storm with the 100 year return period storm plus climate change retained within the site.

Reason: In the interests of sustainable development and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development

commences in order to ensure that the proposed drainage system will be fit for purpose.

5. No development shall commence until full details of measures to protect the retained trees and hedges, including the trees and hedges that sit within the footway/bridleway to the north of the site, have been submitted to and approved in writing by the Local Planning Authority. The approved measures shall thereafter be implemented. These measures shall include:
 - a) A construction methodology statement detailing how any works within the Root Protection Areas (RPAs) of these trees/hedges will be implemented.
 - b) A plan showing these accurate RPAs.
 - c) The construction detail of any retaining walls in the RPAs, including the levels at the base and top of these walls, and the extent of foundation (including any excavation for that foundation).

Reason: It is essential that this condition is complied with before any other works on site commence given that damage to trees and hedges is irreversible.

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

6. Before development commences a construction vehicle management plan shall have been submitted to and approved in writing by the Local Planning Authority detailing:
 - How construction vehicles will ingress and egress the site.
 - What measures will be taken to ensure larger vehicles associated with the construction phase do not arrive or leave the site at peak times for the postal sorting office that is located across Abbeydale Road South.
 - What measures will be taken to ensure larger vehicles associated with the construction phase do not use Twentywell Lane as part of their route to and from the site.

The construction phase of the development shall be carried out in accordance with these details thereafter.

Reason: In the interests of mitigating the impact of the construction phase on the local road network.

7. No 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.

8. Within three months of development commencing full details of bird and bat boxes, including locations, shall have been submitted to and approved in writing by the Local Planning Authority. These bird and bat boxes shall be in place before the development is occupied and thereafter retained.

Reason: In the interests of ecology.

9. The development hereby approved shall not be occupied until full details of the design and specification of the ball stop mitigation, including details of management and maintenance responsibilities, as set out in the Lobosport Technical Report LSUK.17-0971 V1, have been submitted to and approved in writing by the Local Planning Authority, after consultation with Sport England. The approved details shall be installed in full before the development is first occupied and managed/maintained in accordance with the agreed details thereafter.

Reason: To provide protection for the occupants of the development from potential ball strike from the adjacent playing field and to accord with policy.

10. Within three months of development commencing final details of the following shall have been submitted to and approved in writing by the Local Planning Authority:

- A) Boundary treatments, including fencing/walls between private gardens.
- B) Privacy screens on the eastern side of the balconies/terraces associated with units 9 and 10.

Before first occupation the approved details shall be in place and they shall thereafter be retained.

Reason: In the interests of delivering a suitable form of development from a design and amenity perspective.

11. A comprehensive and detailed hard and soft landscape scheme, which shall be in substantial accordance with the approved plans and include additional planting to the hedgerow set on the northern boundary of the site, shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

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 soft 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.

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. Large scale details, including materials and finishes, at a minimum scale of 1:20 of the items listed below, shall be approved in writing by the Local Planning Authority before the relevant part of the development commences:
 - a) Windows, including reveals and surrounds.
 - b) Balustrades/screening to terraces.
 - c) Doors.
 - d) Eaves, verges and parapets.
 - e) Garage Doors.

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

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

14. Before development commences a report shall have been submitted to and approved in writing by the Local Planning Authority identifying how a minimum of 10% of the predicted energy needs of the development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy.

Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources, or agreed measures to achieve the alternative fabric first approach, shall have been installed/incorporated before development is occupied, and a report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed/incorporated prior to occupation of the development. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

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

Other Compliance Conditions

15. 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.

16. No dwellinghouse hereby approved shall be occupied until the improvement works to the existing site access from Abbeydale Road South and the access road, as identified on the hereby approved plans, have been provided in accordance with those plans.

Reason: In the interests of highway safety.

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

Reason: In the interests of the amenities of occupiers of adjoining/future property, bearing in mind the restricted size of the curtilage and to ensure that the traditional architectural character of the development is retained.

18. 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.

19. The hereby approved development shall be carried out in accordance with the Mitigation Section (Section F) and the Compensation and Enhancement Section (Section G) of the Ecological Impact Assessment dated September 2017 (Ref: 1278a(A))

Reason: In the interests of ecology.

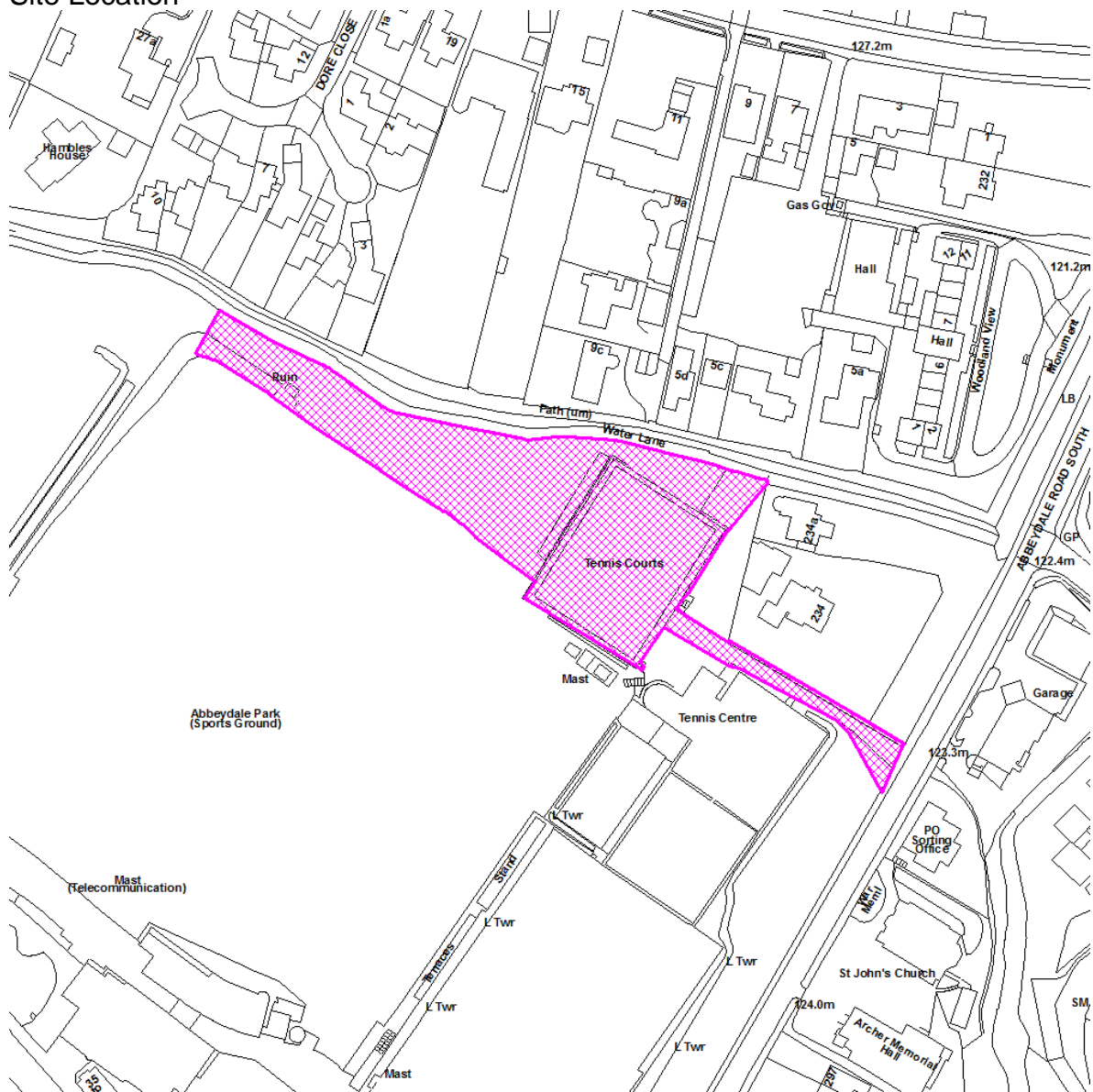
Attention is Drawn to the Following Directives:

1. The applicant is advised that the materials associated with this development will need to be of the highest standard for these to be deemed as appropriate. This includes natural stone and slate.
2. Where conditions require details to be submitted, an Application for Approval of Details Reserved by Condition is required (unless the condition gives the option of implementing the details already submitted). The Local Planning Authority is expected to determine these applications within 8 weeks of being validated, so it is essential to include all the information required. Apply online

at www.planningportal.gov.uk. There are fees, which are also set by the Government.

3. 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. 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.
4. Future residents are advised that they are liable to experience general noise and disturbance, including a degree of light pollution, from the adjacent Abbeydale Sports Club.
5. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
6. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.

Site Location



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LOCATION AND PROPOSAL

The application site is located to the west of Abbeydale Road South, approximately 70 metres to the south of its junction with Twentywell Lane.

The site, which is accessed directly from Abbeydale Road South, is set entirely within an Open Space Area as designated within the adopted Sheffield Unitary Development Plan and is currently in use as a tennis centre associated with Abbeydale Sports Club. The facilities include four outdoor tennis courts, four covered tennis courts, a clubhouse, a children's mini-court and a gravel covered car parking area.

The site also includes a section of informal grass land in the area set to the north west, which in part forms the top of the banking associated with the Abbyedale Sports Ground cricket pitch.

The northern boundary of the site is shared with an existing bridleway and footpath, known as Water Lane, which links Abbeydale Road South to Cavendish Avenue (Dore). The boundary is defined by mature trees and a hedge. Residential properties, which are accessed from Dore Road, are set across the bridleway/footpath. Water Lane defines the boundary of an Area of Special Character, which the application site sits outside of.

The only other use (outside of the sport club itself) that shares a common boundary with the application site is residential and is made up of two detached properties that have a frontage onto Abbeydale Road South (234 & 234A Abbeydale Road South). These properties are set at a lower level.

In terms of topography as well as land levels falling in an easterly direction, they also rise towards Dore Road in a northerly direction.

Planning permission is being sought for the following:

- To erect 14 dwellinghouses and an access road on the site of three existing outdoor tennis courts and the informal grass/banked area to the north of the existing tennis club.

These houses would be two storeys with pitched roofs, although several also provide additional room in the roof space through the use of gable features. Several detached garages will be built in association with the properties and the principle materials will be natural stone and slate.

Four of the new properties will provide three bedrooms with the remaining ten units providing five bedrooms.

- Improvement works to the established access road into the site from Abbeydale Road South, including changing the gradients.

This access, which is only slightly offset from the Abbeydale Road South postal sorting office, will serve the new properties and tennis club and remain the only access into the site.

- Structure/netting on the southern boundary to protect future residents/property from cricket balls associated with Abbeydale Sports Club.

- Dedicated car parking would be retained for users of the tennis club to the north east of the site adjacent to the boundaries of the residential properties that front Abbeydale Road South.

As it creates something of a fallback position, it is noted that planning permission was originally approved in July 2007 under planning reference 06/03803/FUL to do works including the construction of four detached dwellings served by a private drive on the current site of the three outdoor tennis courts. Although these houses have not been constructed, this earlier planning application remains extant.

RELEVANT PLANNING HISTORY

As highlighted in the Location and Proposal section above, planning permission was originally approved in July 2007 under planning reference 06/03803/FUL for:

- The resurfacing of outdoor tennis courts.
- The provision of air-dome to two existing outdoor tennis courts.
- The erection of a replacement clubhouse, including link to existing indoor courts.
- The erection of 4 dwellinghouses on three existing outdoor tennis courts.

The dome was constructed, and various applications followed this 2007 approval and sought to vary the wording of the planning conditions/the timeframe for implementing elements of the approved scheme. As such this previous approval remains extant.

SUMMARY OF REPRESENTATIONS

Representations from Local Councillors

Councillors Colin Ross and Martin Smith have made representations in respect of this application which raise the following points:

- There is concern about the loss of land that is designated as open space/playing fields.
- The junction with Abbeydale Road South would be directly opposite the Royal Mail sorting office, which has considerable drop-off & pick-up demands, and is within a short distance of the very busy Twentywell Lane/Abbeydale Road South junction, a well-known local bottleneck. This is far from ideal and can steps be taken to mitigate the impact such as measures to control the activity of Heavy Goods Vehicles associated with the construction phase?
- The proposal will change the character of the footpath/bridleway that runs to the north of the site (Water Lane).
- Is the housing density of the proposed scheme appropriate?

- What will be the impact on the main cricket pitch associated with the main sport club and its ability to hold major events for which there is no other venue in the city?
- The application makes reference to other developments at Abbeydale Sports Club that would go ahead if the proceeds from this scheme became available. It would greatly assist the Council in coming to a considered decision if more details of those plans were made available.

Representation from the Dore Village Society

The Dore Village Society has written to object to the application on the following grounds:

- The development would have an unacceptable impact on the amenity of future and existing residents with regards to issues such as privacy, noise, light pollution and security given the proximity to the adjacent sports fields/activities.
- The development would not provide safe access to the highway network and would endanger pedestrians in the grounds of the tennis club.
- Parking for the tennis club could encroach on residents parking and vice versa.
- The proposed development would result in the loss of open space that is of such quality it is city wide importance (the tennis courts).
- The loss of the tennis courts will be detrimental to the viable and attractive operation of the tennis club.
- The presence of housing in such proximity to the sports club would threaten the viability and continued use of the playing fields and it is therefore incompatible with the intensive use of this neighbour.
- Siting the development so close to the adjacent Water Lane bridleway and public footpath would be detrimental to the character and enjoyment of this right of way.

Representations from Members of the Public

Representations have been received by four members of the public which raise the following comments/objections:

- The junction into the site is already dangerous and intensifying this use should be resisted. Difficulties associated with this access include the gradient of the driveway and its proximity to the junction of Abbeydale Road South/Twentywell Lane.
- Owing to their height the new properties will allow views into the houses and gardens of the properties to the north, which are accessed via Dore Road. The existing hedge to Water Lane (the bridleway/footpath) offers little screening, especially as it is deciduous.
- The proposals will overlook and overshadow the properties to the east, which front onto Abbeydale Road South.
- The proposed houses are a storey too high and lowering the ground levels on the site to reduce the impact on surrounding residents should be explored further.
- The information submitted in support of the application does not take into consideration surrounding residential uses.
- The tennis courts are a well-used sports facility and their loss should be resisted.
- The proposal results in the loss of further green space, which should be resisted. It represents an overdevelopment for this reason.
- The proposal encroaches onto the sports grounds/fields and should be resisted.

- The letters sent informing residents of the development should refer to Abbeydale Sports Club, rather than Abbeydale Tennis Club. In this respect much of the development is taking place on land associated with the sports club, which is closer to several residents on Dore Road.
- The proposal plans shoe-horn a lot of houses into a relatively inaccessible and inappropriate site.

Representations from Sport England

In their initial response Sport England placed a holding objection on the application as they required more details with regard to the justification and reinvestment strategy concerning the tennis courts and wider sports club.

In light of further information with regard to a previous planning permission that remains extant and involved developing housing on the outdoor tennis courts (see 06/03803/FUL), Sport England provided a second response that withdrew their holding objection based on this fall-back position.

More generally Sport England expressed acceptance of the application for several reasons, which are summarised as follows:

- The development results in a minor encroachment onto the playing field. However, having considered the sloping nature of this section of playing field and its ability to accommodate a range of pitches, it is not considered that the development would reduce the sporting capability of the sports club site.
- The English Cricket Board has raised no objections to the proposals as suitable measures have been put in place to protect future occupiers from cricket ball strikes, most notably through the provision of protective netting.
- The Lawn Tennis Association (LTA) have noted that there is a significant supply of tennis facilities within this area of south west Sheffield and, although demand for tennis is known to be high in this area, the LTA consider that the remaining provision is sufficient to meet this level of demand.

In summary, Sport England is satisfied that the development meets the intention of Sport England policy exemption E3.

PLANNING ASSESSMENT

National Planning Policy Framework

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

Housing Land Supply

The NPPF requires local authorities to identify a 5 year supply of specific 'deliverable' sites for housing with an additional 5% buffer.

In addition, Policy CS22 (Scale for the Requirement for New Housing) within the Sheffield Development Framework Core Strategy (CS), sets out Sheffield's housing targets until 2026.

In relation to Sheffield's current housing land supply position, although the latest monitoring shows in excess of a 5-year supply of housing sites against the CS targets, these targets pre-date the National Planning Policy Framework and should now be considered out of date.

The latest Government household growth projections suggest that housing need in the city is higher than was previously planned for in the CS and, as such, the city has an approximate 4.1 year supply of housing using the latest growth projections.

It is clear that a residential proposal such as this would make a positive contribution towards the identified housing supply shortfall and this should be offered appropriate weight as a material consideration.

Land Use

The proposed development is entirely within an Open Space Area as defined by the adopted Sheffield Unitary Development Plan and results in the loss of formal sports provision in the form of three outdoor tennis courts and grass areas, including the top of a grass bank associated with the formal cricket pitch.

The NPPF (paragraph 73) states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

1. An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
2. The loss resulting from the proposed development would be replaced by equivalent or better provisions in terms of quantity and quality in a suitable location; or
3. The development is for alternative sports and recreational provision, the need for which clearly outweighs the loss.

In addition, Policy CS47 (Safeguarding Open Space) within the CS sets out the parameters against which the loss of open space must be considered.

Section a) of CS47 states that the loss of existing open space would not be permitted if it would result in a quantitative shortage of the relevant type of open space.

Section b) states that the loss of open space would not be supported if that open space is of high quality.

Section c) says that people in the local area should not be denied easy or safe access to a local park or to smaller informal open space that is valued or well used by people living or working in the local area.

Section d) states the development should not cause or increase a break in the green network.

For the purposes of CS47a) and in relation to the loss of the tennis courts, Sport England and the Lawn Tennis Association have confirmed that there would be sufficient indoor and outdoor tennis provision retained in the local area and do not object to the loss of existing provision on this basis.

An open space assessment of the area has identified that there is a sufficient amount of informal open space in the catchment area and it is also noted that this informal space (application site) is within the grounds of a private sports club, as such access is limited. There would be no conflict with this section a) of the policy.

In relation to CS47 b), whilst the existing tennis courts clearly are of a good quality, as their loss is not considered as unacceptable to Sport England or the Lawn Tennis Association it is reasonable to conclude that they are not viewed as being of such a high quality that their retention is essential.

Furthermore, the application has been accompanied by supporting information that demonstrates the informal areas of open space are not of notable ecological or landscape value.

In relation to CS47 c & d), as already identified the informal open space forms part of a private sports club site and is not well used as a result. In addition, its loss does not create or increase a break in the city's Green Network.

As it is considered that a scheme satisfies parts a) to d) of Policy CS47, parts e) to g) require consideration. These parts have a stronger focus on mitigating the loss if appropriate.

Section f) is most relevant and states that if the area affected is identified as surplus for its current open space function, and it could not fulfil other unsatisfied open space needs, then the loss can be accepted.

It is relevant here to note once again that Sport England and the Lawn Tennis Association have not objected to the scheme, mainly owing to the sloping nature of the land adjacent to the existing cricket pitch and the extent of other tennis provision in the surrounding areas.

In addition, officers are satisfied that the site could not fulfil other unsatisfied open space needs given the restricted dimensions and topography.

The proposal is therefore not considered to conflict with relevant local and national planning policies with regard to developing on open space.

Brownfield Land

The area of the site that houses the tennis courts and car parking/hardstanding associated with the tennis club would be classed as brownfield.

The NPPF, along with Core Strategy Policy CS24 (Maximising the Use of Previously Developed Land for New Housing), prioritise the development of previously developed (brownfield) land for new housing.

As such, developing the existing brownfield land is supported in the context of local and national policy.

Greenfield Land

The grassed area(s) to the north of the site are classed as greenfield land and once again Core Strategy Policy CS24 (Maximising the Use of Previously Developed Land for New Housing) requires consideration.

This policy states that no more than 12% of dwelling completions will be on greenfield sites in the period between 2004/05 and 2025/26. It goes on to state that housing on greenfield sites will only be developed in certain circumstances, including within or adjoining urban areas, as long as annual monitoring shows that there is less than a five year supply of deliverable sites.

Completions of properties have not reached the stated 12% and are closer to 6%. In addition, it is recognised that the site is within an existing urban area and there is also not currently a five year supply of deliverable sites.

For the reasons above, development on the greenfield section of the site is considered to be acceptable in relation to Policy CS24.

Density of Development

Policy CS26 (Efficient Use of Housing Land and Accessibility) within the CS requires appropriate housing densities to ensure the efficient use of land.

Policy CS31 (Housing in the South West) within the CS states that, in South-West Sheffield priority will be given to safeguarding and enhancing its areas of character. As such, 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.

In this location, which is near to the high frequency public transport route that runs along Abbeydale Road South, the appropriate density range is 40 - 60 dwellings per hectare.

This proposal for 14 new homes represents a density of approximately 24.5 dwellings per hectare, which is below the range set out in the policy. Exceptions may be made to the policy where the proposal achieves good design, reflects the character of an area or protects a sensitive area.

The low density level is explained to an extent by the amount of larger properties, with ten of the proposed fourteen units providing five bedrooms. This larger property type is certainly characteristic of this part of the city with numerous similarly scaled units fronting Abbeydale Road South and Dore Road for example.

The restrictions on density are also explained in part by the rather awkward shape of the site, which for example tapers into a narrow strip towards the north west. There is also a need to accommodate a new access road and parking/turning facilities for the retained tennis club.

Furthermore, it will be demonstrated in the Design Section of this assessment that the proposals represent good design.

As such, when considered in the round this assessment demonstrates that the proposals accord with Policy CS26 & CS31 within the CS.

Impact on Neighbouring Sports Ground

The application has been accompanied by a Cricket Ball Trajectory Assessment which demonstrates that, with the provision of three metre high protective netting along the southern boundary, future residents/property will be suitably protected from cricket balls. This assessment takes account of a professional level of play. As such, Sport England has confirmed that the England Cricket Board has no objections to the proposals.

Clearly there will be noise and light associated with activities at the sports ground that will have a limited impact on the future residents and there has to be an element of 'buyer beware' with regard to this. As such, a directive is proposed informing future residents to expect a degree of disturbance with regard to this neighbouring use.

Based on the above, it is not considered that approving housing on this site would jeopardise the continued operation of the adjacent sports ground and its various activities.

Design

The NPPF states that development should always seek to secure high quality design, but decision makers should not attempt to impose architectural styles or a particular taste, albeit they should promote and reinforce local distinctiveness.

Policy BE1 (Townscape Design) within the UDP states that a high quality townscape will be promoted with a positive approach to conservation and a high standard of new design.

Policy BE5 (Building Design and Siting) of the UDP states that original architecture will be encouraged, but that new buildings should complement the scale, form and architectural style of surrounding buildings.

Policy CS74 (Design Principles) within the CS states that high quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

- Scale and Layout

In relation to scale, two storey properties with pitched roofs are very much reflective of the established character of the area.

More generally the area does contain a number of different house types. For example the properties that front Abbeydale Road South to the immediate east are two storeys and detached, while the properties across Water Lane to the north include detached bungalows.

Given this variation there is no objection to certain property types providing accommodation in the roof space through the introduction of gable features. Indeed both the adjacent Abbeydale Road South properties have similar details.

In relation to layout this is largely defined by the constraints of the site, including the need to provide an access road. The layout is however considered to be perfectly legible and examples of this include:

- As the site is entered you would pass eight properties facing each other as would be the case on more traditional street.
- The access road is bookended by the property to the east.
- The remaining dwellinghouses, which are set centrally within the site, are to the north of the access road, which creates uniformity.
- Each of the properties would have a traditional rear garden.
- The detached garages are set back from the respective front elevations and the surface level car parking is set within landscaping/tree planting, which softens the impact.

- Appearance, Detailing and Materials

The materials being proposed for the new buildings are of a high quality, being natural stone and slate. These materials are seen elsewhere in the vicinity and raise no concerns.

The proposed dwellinghouses will be well articulated with a number of features that add interest, including front gable features and dressed stone window surrounds.

There are also elements within the elevations that are included to suitably reflect some of the detail within the elevations of the neighbouring units. The most noteworthy being the gradual reduction in the scale of window openings as the elevation is ascended.

The plans show of a low stonewall being utilised as the boundary treatment where such features project into the main access road and this is considered to be a contextual response.

The proposals include the erection of netting along the southern boundary to protect future residents/property from cricket balls. This netting will reach three metres in height and will appear relatively lightweight. As it will be viewed in the context of the existing sports ground and will not be very visible from public areas it creates no concerns with regard to appearance.

Overall the combination of the high quality materials and rich detailing will ensure an appropriate quality and appearance.

Ecology Considerations

Policy GE11 (Nature Conservation and Development) requires development to respect and promote nature conservation.

The application has been accompanied by an assessment that has considered the ecological implications of the development.

In relation to bats, a dusk emergence survey was carried out on 22 August 2017 and this recorded foraging activity along the hedgerow to the north.

In terms of mitigating the impact on bats, the existing hedgerow is to be retained and it is recommended that any new lighting does not result in this hedgerow being significantly lit. Based on this the impact on bats is considered to be insignificant.

In relation to birds, while no nests were noted during the survey, the trees and hedgerow within the site do have the potential to support nesting birds.

In terms of mitigating the impact on birds, the existing hedgerow and a number of the existing trees are to be retained. Furthermore, recommendations are put forward about the appropriate times of year for clearance works. Based on this mitigation the impact on bats is considered to be insignificant.

The ecological assessment concludes that it is highly unlikely that any other endangered species would be active on the site.

In terms of compensation the scheme will include new planting, including to the retained hedgerow to the north, and bird/bat boxes.

Subject to condition, the proposals are therefore considered to be acceptable from an ecology standpoint.

Landscape/Trees

Policy GE15 (Trees and Woodlands) within the UDP states that trees and woodlands will be encouraged and protected. This is to be achieved in part by requiring developers to retain mature trees, copses and hedgerows, wherever possible, and replace any trees which are lost.

It is firstly noted that the hedgerow and mature trees that form the common boundary with Water Lane (the bridleway/footway) to the north are to be retained. The hedgerow will be reinforced with new planting, which is welcomed.

The development does result in the loss of four individual trees and four groups of trees, all of which are within the heart of the site and not considered to be Category A specimens (the highest quality).

Measures will be taken to ensure additional trees are not lost and this includes protective fencing during the construction phase and compliance with a method statement for any works with the root protection areas of the retained trees.

Compensation is offered for the lost trees in the form of new landscaping and tree planting within the development.

Based on these circumstances, the proposals are considered to be acceptable from a landscape perspective.

Sustainability

Policy CS63 (Responses to Climate Change) within the CS sets out the overarching approach to reduce the city's impact on climate change. These actions include:

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

In relation to the requirements of CS63, the site is in a sustainable location in respect of access to local amenities and public transport. For example, the site is within a reasonable walking distance of a high frequency bus route and Dore Train Station.

In addition, a large part of the site is previously developed and the scheme will incorporate sustainable drainage systems that will result in a reduced surface water run-off rate (see Drainage Section below).

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

Until recently residential developments had to achieve Code for Sustainable Homes Level Three to comply with CS64. This section of CS64 has however been superseded by recently introduced Technical Housing Standards (2015), which effectively removes the requirement to achieve this standard for new housing developments.

The proposals will however meet sections of Policy CS64 when considered separately, which includes achieving a high standard of energy efficiency by for example allowing additional wall thickness to accommodate increased levels of insulation.

Policy CS65 (Renewable Energy and Carbon Reduction) within the CS sets out objectives to support renewable and low carbon energy generation and further reduce carbon emissions.

New developments are therefore expected to achieve the provision of a minimum of 10% of their predicted energy needs from decentralised and renewable, low carbon energy, or a 'fabric first' approach. The applicant anticipates that a 'fabric first' approach will be followed in this instance.

Overall, it is considered that the proposal meets the local sustainability policy requirements.

Highways

Policy CS51 (Transport Priorities) within the Sheffield Development Framework Core Strategy (CS) identifies strategic transport priorities for the city, which include containing congestion levels and improving air quality.

In terms of pedestrian safety the design includes a segregated footway that allows users of the retained tennis club to access this facility. Several of the new houses can also be accessed via a segregated footway.

Residents and visitors of the four houses to the north west of the site would not benefit from a segregated footpath. The carriageway widens at this point and would function as a shared surface, which creates no concerns given the anticipated low speeds of vehicles in this area.

Part of the proposals will also see the access road designed to adoptable standards, including works to achieve suitable gradients and visibility splays. The existing access road is also being widened in places to accommodate the increased use.

The access road into the site does however still narrow to single width for a limited section close to the access point with Abbeydale Road South. Whilst not ideal, the width of the access road either side of this pinch point allows a sufficient width for cars to pass and there is a reasonable line of sight. Furthermore, there is space to ensure vehicles will be very unlikely to queue back onto Abbeydale Road South.

As requested within a representation from a Councillor Smith, the applicant is willing to restrict the activity of larger vehicles associated with the construction traffic so that:

- Reasonable endeavours are made to ensure they do not arrive or leave the site at peak times for the postal sorting office that is located across Abbeydale Road South.
- They do not use Twentywell Lane as part of their route to and from the site.

These steps will ensure the impact of the construction phase on the local highway network is managed.

The parking provision for the properties is considered to be acceptable with the smaller three bedroom units being provided with two spaces and the larger units being provided with between three and four spaces. Areas of the access road also provide sufficient width for informal on-street parking for visitors when needed.

Each of the units is provided with a detached or integral garage, which are of a size that ensures a car can comfortably park within them. The plans also demonstrate that there is space within the garages to store bicycles.

The carriageway narrows to a width of 3.25 metres in a limited section, which is less than the 3.66 metres needed for fire appliance access. As such, the applicant has annotated the plans to demonstrate that the necessary clear width can be provided by leaving land to the side of the carriageway clear.

Furthermore, officers are satisfied that there is sufficient space within the site to allow for large vehicles, such refuse vehicles, to manoeuvre/turn. Tracking information has been provided to demonstrate this.

27 car parking spaces are retained for the tennis club, which is comparable with the existing car parking spaces and a suitable level of provision.

Overall therefore the scheme is considered to be in compliance with the above highway policies.

Mobility Housing

Policy H7 (Mobility Housing) of the UDP has set standards for acceptable quantum's of mobility housing within residential development. However, as these standards are not part of an up to date local plan they have been superseded by the recently introduced Technical Housing Standards (2015), which effectively removes the requirement for mobility housing at this time.

Affordable Housing

Policy CS40 (Affordable Housing) within the CS states that developers of all new housing schemes of 15 units or greater will be required to contribute towards the provision of affordable housing where this is practical and financially viable.

As this proposal is for 14 units Policy CS40 does not apply and the scheme is not required to provide an affordable housing contribution.

Drainage

Policy CS67 (Flood Risk Management) within the CS states that the extent and impact of flooding should be reduced.

The application has been accompanied by a Sustainable Urban Drainage Strategy, which notes the requirement to reduce surface water run-off from the new development in comparison to the existing situation.

This strategy recommends further investigation into the potential for features such as soakaways to be incorporated, but concludes that measures such as underground attenuation tanks may be the most successful way to reduce the surface water run-off rates.

Yorkshire Water and the Lead Local Flood Authority have confirmed that the development is acceptable in principle and final details with regard to how surface water rates will be reduced can be dealt with through planning conditions. The scheme is therefore considered to be in accordance with Policy CS67 within the CS.

Amenity of Future Occupiers

Paragraph 17 of the NPPF seeks to ensure developments achieve good standards of amenity for all existing and future occupants of land and buildings.

Having assessed the submitted information in terms of internal layouts and the positioning of buildings, it is considered that future occupiers will generally be afforded good living conditions in terms of outlook, light and privacy.

Each property will also be provided with a reasonably sized rear garden area, although it is noted that the garden associated with Unit 2 would ideally be deeper. This garden is around five metres in depth in places, but this is compensated by the 21 metre width, providing an overall private garden area in excess of 100 square metres.

One further point of note in regard to the amenity of future occupiers relates to the fact that several of the proposed properties set to the north of the site will have balconies at first floor accessed from the living room. This will allow mutual overlooking into the gardens of the new properties. As this overlooking is mutual in this instance it is not considered to require an intervention.

Based on the above, the proposal is considered to offer an acceptable level of amenity for future occupiers.

Amenity of Surrounding Uses

Paragraph 17 of the NPPF seeks to ensure developments achieve good standards of amenity for all existing and future occupants of land and buildings.

The gable wall of the proposed house closest to the boundary of the residential properties to the east (234 & 234a Abbeydale Road South) is set approximately 28 metres from the rear elevation of 234 Abbeydale Road South, which is the property it actually sits adjacent to, number 234a being offset to the north east.

Although the land levels fall towards the Abbeydale Road South properties, with, for example, a level difference of approximately three metres from the gable wall of the

proposed dwellinghouse and the rear elevation of 234 Abbeydale Road South, given the separation distances, it could not be deemed reasonable to resist this scheme on the grounds of shadowing or dominance impacts on the Abbeydale Road South properties, even when the orientation is accounted for.

There are no windows in the gable wall of the plot closest to the Abbeydale Road South properties, so overlooking will not be an issue as a result. There is however a first floor balcony accessed from the living room that could allow views towards the Abbeydale Road South properties. The submitted plans have indicated a privacy screen to stop this potential and officers are satisfied this will provide a suitable solution. It is proposed that final details of this privacy screen are secured by planning condition should Members be minded to approve the application.

The rear elevations of the new properties are set a suitable distance from the residential properties across Water Lane (the footpath/bridleway) to the north. A few example of this being:

- There is a separation distance of approximately 25 metres from the closest part of the rear elevation of unit 10, which is the property to the north east of the site, and the rear boundary of the existing property to the north, and 35 metres between the facing elevations.
- There is a separation distance of approximately 26.9 metres from the closest part of the rear elevation of unit 1, which is the property to the north west of the site, and the rear boundary of the existing property to the north, and 29 metres between the facing elevations.

Furthermore, the sections provided show very little changes in terms of land levels and in several cases the existing residential properties to the north are set at a higher level than the application site. The existing and proposed properties are also screened from one another to a degree by the mature trees that are part of the adjoining bridleway/footway. As such, the proposed scheme will not create any unacceptable shadowing or dominance impacts on the properties to the north.

In terms of privacy, there will be both windows and first floor terraces that will face towards the existing residential properties to the north. Once again, when the distances are accounted for, along the separation created by the footpath/bridleway and its associated trees and planting, these relationships are considered to be acceptable.

There is an existing mature hedge along the common boundary with Water Lane that restricts views between the new gardens and the existing gardens to the north. As part of the proposals new planting will be introduced in this hedgerow, which will provide further screening. However, given that this hedge is deciduous there will be some views between the gardens in the future. Given that these gardens are separated by the footway/bridleway and the hedge does provide effective screening for large parts of the year this is not a notable cause for concern.

Given the above the proposed scheme is considered to have an acceptable impact on the amenity of surrounding residential uses.

Archaeology

South Yorkshire Archaeology Service has considered the application and confirmed that this site does not have any significant archaeological potential. No conditions or further investigation is therefore recommended.

Land Contamination Considerations

The Environmental Protection Service has confirmed that the site does not pose a potential risk from a land contamination perspective and as such no planning conditions are recommended with regard to such matters.

Community Infrastructure Levy (CIL)

The site is located within a CIL Charging Zone with a residential levy of £80 per square metre. The application has been accompanied by the requisite CIL Additional Information Forms.

RESPONSE TO REPRESENTATIONS

The majority of the issues raised in the representation have been addressed in the above assessment and the remaining issues are addressed as follows:

- The proposal will change the character of the footpath/bridleway that runs to the north of the site (Water Lane).

In response, whilst this may be the case to an extent, this adjoining route does not benefit from any special protection and residential consent already exists on part of the application site.

Furthermore, the above assessment has demonstrated that the scheme will represent good design and the existing trees/hedgerow on the common boundary with Water Lane will be retained.

- The application makes reference to other developments at Abbeydale Sports Club that would go ahead if the proceeds from this scheme became available. It would greatly assist the Council in coming to a considered decision if more details of those plans were made available.

In response, whilst some information has been provided in this regard, this is not a material consideration with respect to this application given that the tennis courts have been identified as surplus to requirements by the Lawn Tennis Association and Sport England have removed their objection based on a previous residential approval on the outdoor tennis courts.

- The information submitted in support of the application does not take into consideration surrounding residential uses.

In response, whilst this is not considered to be the case, the above assessment has considered the impact on these existing residential uses.

- The letters sent informing residents of the development should refer to Abbeydale Sports Club, rather than Abbeydale Tennis Club. In this respect much of the development is taking place on land associated with the sports club, which is closer to several residents on Dore Road.

In response, the letters referred to have used the most relevant address and also informed recipients of how to view the plans, where the exact location of the development would become apparent.

SUMMARY AND RECOMMENDATION

The proposals represent residential development of 14 houses in the grounds of Abbeydale Sports Club and include the loss of three outdoor tennis courts.

The Lawn Tennis Association does not raise objections to the loss of the tennis courts owing to the significant supply of tennis facilities within this area of south west Sheffield. Furthermore, Sport England is satisfied that the development complies with their policy exceptions.

Mitigation in the form of netting will be put in place to protect future residents/property from cricket balls from the adjacent sports ground, and a directive will be utilised to inform future residents that they must expect some noise and disturbance owing to the adjoining sports ground.

The redevelopment of both the brownfield and greenfield sections of the site is considered to be policy compliant, with a particular note to the sustainable location and lack of five year housing land supply.

Whilst the density is on the low side, this is in a large part owing to the awkward shape of the site and constraints such as providing a new access road. Furthermore, the development is considered to reflect both good design and the character of the wider area.

The scheme will be orientated and separated suitably from surrounding uses so as to ensure the amenity of said uses/occupiers is not unduly harmed. Future occupiers will also be provided with suitable amenity, which includes the use of private gardens and terraces.

The scale and siting of the new buildings are suitably sympathetic to the context and these incorporate a number of design features to create meaningful articulation and visual interest.

The scheme will introduce several features to ensure the sustainability credentials of the development are acceptable. This includes utilising renewable energy/fabric first design and reducing surface water run-off rates.

The car parking provision is adequate for the size of properties. With the improvements proposed to the vehicle access point accounted for, this will be fit for

purpose from a highway safety perspective. Parking provision similar to existing will be retained for the tennis club.

The mature trees and hedge along the footway/bridleway to the north will be retained and improved in places. Furthermore, the limited numbers of trees to be removed are within the site and are not of significant public amenity value. These will be replaced with new. Suitable mitigation will also be put in place to ensure the ecological credentials of the development are acceptable; this includes bird and bat boxes.

As such the proposals are considered to be acceptable and the scheme is recommended for conditional approval.

RECOMMENDATION

Grant Conditionally.