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Case Number	19/02020/FUL (Formerly PP-07897969)
Application Type	Full Planning Application
Proposal	Demolition of existing garages and alterations and extensions to stable block to form 2x dwellinghouses, erection of 1x dwellinghouse and landscaping works to form car parking and amenity area. (As Amended Plans.)
Location	Kenwood Hall Hotel Kenwood Road Sheffield S7 1NQ
Date Received	03/06/2019
Team	South
Applicant/Agent	Franklin Ellis
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:

Site Location Plan Ref DP-A-1004 Rev B (Scan Date 07 Nov 2019)  
Site Layout Proposed Ref PL-A-21200 Rev J (Scan Date 30 Oct 2019)  
Proposed Development Plan - Ground Floor Ref PL-A-21000 Rev I (Scan Date 30 Oct 2019)  
Proposed Development Plan - First Floor Ref PL-A-21001 Rev I (Scan Date 07 Nov 2019)  
Proposed Development Plan - Second Floor Ref PL-A-21002 Rev H (Scan Date 07 Nov 2019)  
Proposed Development Plan - Roof Plan Ref PL-A-21003 Rev D (Scan Date 30 Oct 2019)  
Stable Block Proposed Alterations (Sheet 1 of 2) Ref PL-A-20020 Rev H (Scan Date 07 Nov 2019)

Stable Block Proposed Alterations (Sheet 2 of 2) Ref PL-A-20021 Rev I (Scan Date 30 Oct 2019)

Proposed Plans - House A - Ref PL-A-21100 Rev F (Scan Date 30 Oct 2019)

Proposed Plans - House B - Ref PL-A-21101 Rev G (Scan Date 30 Oct 2019)

Proposed Plans - House C - Ref PL-A-21102 Rev G (Scan Date 07 Nov 2019)

Proposed Elevations PL-A-41000 Rev B (Scan Date 30 Oct 2019)

Stable Block Proposed Demolitions (Sheet 1 of 2) Ref PL-A-20015 Rev G (Scan Date 07 Nov 2019)

Stable Block Proposed Demolitions (Sheet 2 of 2) Ref PL-A-20016 Rev G (Scan Date 07 Nov 2019)

Reason: In order to define the permission.

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

3. No development shall commence until full details of 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, 2012 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

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

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

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

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

5. A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

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

6. 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 it is essential for these works to have been carried out before the use commences.

7. Notwithstanding the details on the approved plans, no tree, shrub or hedge shall be removed or pruned that is over 75mm in diameter when measured at a height of 1.5 metres above ground level, without the prior written approval of the Local Planning Authority. This is with the exception of T1, T2, T3, and the two Lawson Cypress Trees within G2 which are to be removed.

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

8. Notwithstanding the details on the approved plans, no ground works/levelling shall take place to the area to the north of the existing Stable Block, without the prior written approval of the Local Planning Authority. For any works to be approved, full details including sections of the existing and proposed levels along with details of retained trees shall be submitted.

Reason: In the interests of the visual amenities of the locality, and to protect the retained trees.

9. Details of all boundary treatments either on the perimeter of the site, or providing subdivision of the site shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority and the dwellings shall not be used unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

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

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

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

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

- (a) External Doors
- (b) Windows
- (c) Window reveals
- (d) Fascias and finials
- (e) Rainwater goods
- (f) Roof lights/Lantern
- (g) Roof Detail including timber cupola
- (h) Bin Store

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

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

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

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

13. Details of the extent and specification of brick/stone repair and cleaning shall be submitted to and approved in writing by the Local Planning Authority prior to that part of the works commencing and the works shall thereafter be carried out in accordance with the approved details.

Reason: In order to ensure that the fabric of the building is not damaged.

14. Where development commences more than two years from the date of the original protected species surveys, additional/updating surveys should be carried out to ensure that approved mitigation is appropriate for the current situation.

Reason: To ensure the ecological interests of the site are maintained in accordance with Policy GE11 of the Unitary Development Plan and that no offence is committed in respect of protected species legislation.

15. Prior to the occupation of any of the dwellings hereby approved, full details of bat and bird boxes to be erected/installed on the buildings within the development shall be submitted to and approved in writing by the Local

Planning Authority. The agreed details shall be implemented prior to the occupation of the development and permanently retained thereafter.

Reason: In the interests of bio-diversity.

### **Other Compliance Conditions**

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

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

17. The dwellings shall not be used unless the car parking accommodation for 6 cars as shown on the approved plans has been provided in accordance with those plans and thereafter such car parking accommodation shall be retained for the sole 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 it is essential for these works to have been carried out before the use commences.

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

Reason: In order to control surface water run off from the site and mitigate against the risk of flooding.

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

Reason: To ensure that the traditional architectural character of the building is retained and there is no visual intrusion which would be detrimental to the amenities of the locality.

20. Rooflights shall be conservation style whereby no part of the rooflight shall project above the surface of the roofing slates unless otherwise approved in writing by the Local Planning Authority.

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

Attention is Drawn to the Following Directives:

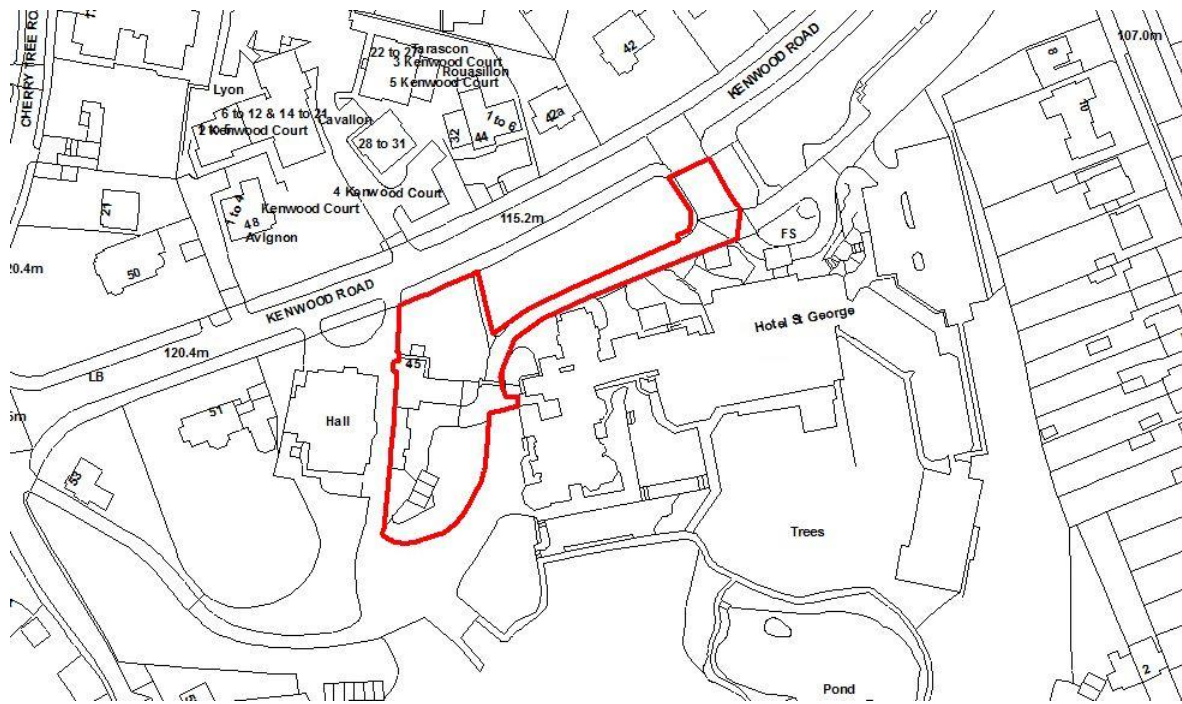
1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines on the Council website here:

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

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

# Site Location



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## LOCATION AND PROPOSAL

The application site is located within the grounds of the Kenwood Hall Hotel, and relates to the redundant stable block area which is located to the west of the main Hotel building. This area is currently used as a yard/storage area and is fenced off from the main Hotel. Its previous use was for staff accommodation, but the buildings have been derelict for a number of years. Within this area is a substation enclosure and a 1980's garage block.

The site is allocated as a Housing Area within the Unitary Development Plan, and also falls within the Nether Edge Conservation Area. The wider parkland/garden on the southern side of the hotel is a Historic Garden. The wider area is characterised by large properties that are set within large grounds which are surrounded by mature trees and landscaping. The properties are generally set back from the road and behind strong boundary treatments. This application site is slightly different to the immediate surrounding area as it is read in conjunction with the Hotel use, within its substantial grounds.

The application seeks planning permission to demolish the more recent garage block, retain and make alterations to the existing stable block to convert into 2 new dwellings, and to erect a new building to the south of the stables to be used as a dwelling. The existing sub-station is currently being re-located to an alternative location outside of the redline boundary, in the grounds of the Hotel.

Amended plans have been received showing in total, the creation of 3 x 4 bedroom dwellings, with car parking provided within a central courtyard area. Pedestrian and vehicular access is to be gained via the existing access point, shared with the hotel, on Kenwood Road.

## RELEVANT PLANNING HISTORY

There is an extensive planning history relating to the hotel and its grounds.

Pre-application advice was sought on this Stable Block site for the alterations and extensions to create 3 dwellings. This concluded that any development in this location should seek to retain and convert the stable block, with only minor alterations and additions. The principle of the demolition of the more recent garage block, and replacement with a good quality new build element could be supported.

The most relevant of planning applications relates to a pending application for the "Demolition of Banqueting Suite and outbuildings, erection of 36no residential apartments within 3 blocks (Blocks A, B and C) with associated parking, landscaping works and ancillary works". Ref 19/02022/FUL. This application remains under consideration and is not in a position to be presented at the same time as the application for the stable block.

## SUMMARY OF REPRESENTATIONS

Following the posting of site notices, and neighbour notification, 30 representations have been received, including from the South Yorkshire Badger Group. The majority



of the comments refer to the application on the adjacent site for 36 apartments Ref: 19/02022/FUL, and in some cases duplicate comments. Issues raised in the objections include:

#### Design

- Kenwood Hall is a significant historic building and any development must be in keeping and appropriate to the existing site. The application is inappropriate in terms of the use conversion.
- The scale of the proposal is out of keeping with the adjacent properties which are single occupancy.
- Conservation Areas should not be densely populated.
- The application wrongly suggests the site is a brownfield site, and this is incorrect - it's an important wildlife and green space.
- This is part of a historic building within a conservation area and it should be preserved to avoid altering the character of the building and neighbourhood in general.
- The proposed courtyard is just a hardstanding designed as access to car parking spaces, and it's not acceptable to concrete over this existing green space.
- The proposal represents needless overdevelopment of the area, and the site should be protected for the city and local community.
- The development will drastically change the nature of what is a quiet residential area.
- The site is on the Sheffield City Councils list of Historic Parks and Gardens.
- The demolition of the old stable block and associated buildings to form new dwellings and parking is an encroachment in both the conservation area and the historically important buildings on the site.
- The drawings are poor, and it's difficult to tell what visual impact the new buildings will have.
- There has been inadequate consideration given to the status of the hotel and its 12 acres of park land.
- The proposal is for further fragmentation of an important historic park, which therefore will no longer be appreciated as the holistic design it originally was.
- The area immediately to the east of the block and to the north consists of the re-shaping of the landform as conceived by Robert Marnock, the most successful landscape gardener of the 19<sup>th</sup> Century. There is no elevation of the contouring of this area.

#### Highways

- There are on-going traffic problems, and this proposal will greatly increase traffic in the area.
- The surrounding roads are almost entirely parked up 9-5 on weekdays.
- There will be overspill parking onto the adjacent roads, causing more congestion.
- Car parking is insufficient on the site and will result in a dangerous increase in traffic on the cross roads of Cherry Tree Road, Kenwood Road and St Andrews Road.
- There will be an increased risk to pedestrians, which is of particular concern considering the close proximity to local schools.

#### Landscape

- The loss of the tree canopy to facilitate the development is completely out of keeping with the spirit of the Conservation Area, with the remediation plans proposed being insufficient.
- The removal of so many trees is unacceptable, reducing wildlife habitat.
- Climate change is high on the agenda, and keeping as many mature trees as possible and planting more should occur.
- There is no detailed survey of the planting surrounding the shrubberies, which was one of the main aspects of landscape gardening for which Marnock was famous.
- The addition of a new block to the south as proposed would affect the setting and entrance area of the main building, to the extent that these buildings would compete against each other.

### Ecology

- The development will involve damage to wildlife habitats, with this green space being an important wild scrub area.
- Badgers have been seen many times over recent years and badger activity is well known to locals in the immediate area.
- Nether Edge hosts the largest concentration of Tawny Owls in the UK and they depend on green spaces like this.
- The Ecological Survey which has been carried out is wholly inadequate, and lacks any detail.
- The Bat survey was prepared at the wrong time of the year, and no specific bird survey has been undertaken.
- There are no biodiversity enhancements, with no assessment made of the proposed developments impact on wildlife, and no net gain has been demonstrated.

### Amenity

- There will be significant noise, and light levels and loss of amenity to local residents
- There will be greater levels of pollution on residents
- The proposed units and associated parking will overlook existing residential buildings on Kenwood Road.
- This green piece of Sheffield helps to filter the air of traffic pollution in the immediate area which is much needed.
- There will be a noise, disturbance and an increase in heavy vehicles during the construction period.

### Others

- The local schools and medical centres would not be able to cope with an increase in demand, they are already full, with insufficient staffing and resources.
- How will this development support the Green Party policies of Nether Edge?

## PLANNING ASSESSMENT

The main issues to be considered in this application are;

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

## - Land Use Policy

The application site falls within a Housing Area, redeveloping the site for housing (Use Class C3) is in line with the preferred use identified within UDP policy H10 'Development in Housing Areas'. It is therefore acceptable in principle.

Policy CS23 of the Core Strategy 'Locations for New Housing' states that new housing development will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure. Core Strategy Policy CS24 'Maximising use of Previously Developed Land for New Housing' seeks to try and ensure that priority is given to developments on previously developed sites. The site is small within an existing urban area and sustainably close to a regular bus route.

The site is currently occupied by the stable block, courtyard and garage buildings. The majority of the development would be on land that is previously developed land. The development of this small urban site for new housing complies with the aims of policies CS23 and CS24.

Paragraph 11 of the updated National Planning Policy Framework (NPPF) 2019 stipulates plans and decisions should apply a presumption in favour of sustainable development, and that 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 Local Planning Authority is in the process of updating its five year housing land supply position but given the changed assessment regime identified in the NPPF (2019) and associated Practice Guidance, further detailed work is required. The Local Planning Authority are therefore undertaking additional work to reflect the requirements of national policy and guidance, before publishing conclusions in a monitoring report (expected later this year). At the current time, the Council cannot demonstrate a five year supply. The Council's most recent assessment of supply, contained in the SHLAA Interim Position Paper (2017), showed a 4.5 year supply of sites, and this includes the appropriate buffer. Consequently the housing supply policies that are most important for determining this application are automatically considered to be out of date.

## - Housing Density

Policy CS26 'Efficient Use of Housing Land and Accessibility' within the Core Strategy requires appropriate housing densities to ensure the efficient use of land. In this location, Policy CS31 'Housing in the South West' states that, in South-West Sheffield priority will be given to safeguarding and enhancing its areas of character.

For a site such as this, which is within an urban area but more than 400 metres away (as you would walk rather than as the crow flies) from a District Shopping Centre or high-frequency bus route, a range of 30-50 dwellings per hectares is appropriate.

The site is approximately 0.25 of a hectare, and the 3 proposed units would give a density of approximately 12 dwellings per hectare. This is significantly below the suggested range, however a large proportion of the site area is taken up by the access road, or contains mature trees and is not appropriate to build on. This scheme is for a conversion rather than new build, and it is considered that the proposed range reflects the character of the area and as such is within the spirit of Policies CS26 and CS31 of the Core Strategy.

#### - Design and Conservation

The hotel and its grounds are located within Nether Edge Conservation Area which is a Designated Heritage Asset. The Council has a commitment to the conservation of the character and appearance of this area which is supported by the addition of an Article 4 Direction on the domestic properties of townscape merit within the conservation area.

The Core Strategy policy CS74 'Design Principles' requires development to enhance distinctive features of the area, which is backed up through UDP policies H14 'Conditions on Development in Housing Areas' and BE5 'Building and Design Siting' which expect good quality design in keeping with the scale and character of the surrounding area.

As the site also falls within the Nether Edge Conservation Area, Policy BE16 'Development in Conservation Areas' and BE17 'Design and Materials in Areas of Special Architectural or Historic Interest' of the UDP are relevant. These policies require high quality developments which would respect and take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, and which also seek to preserve or enhance the character of conservation areas and the cities heritage.

Chapter 12 of the NPPF (2019) requires good design, where paragraph 124 states that good design is a key aspect of sustainable development and should contribute positively to making places better for people. Paragraph 130 requires that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area. Paragraph 131 goes on to say that great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally so long as they fit in with the overall form and layout of their surroundings.

The scheme has been the subject of extensive pre-application advice, which concluded that any development in this location should seek to retain and convert the stable block, with only minor alterations and additions. The principle of the demolition of the more recent garage block, and replacement with a good quality new build element could be supported.

Firstly, the principle of the re-use of the existing historic stable block and the removal of the unsympathetic garage building towards the south of the site is welcomed. The stable block at present is in a derelict state, and in need of significant repair works.

House A is positioned in the north-west corner of the stable block, running next to the existing driveway serving the adjacent 1980's banqueting hall. The main structure is to be retained and no significant external alterations are proposed. A single set of double glazed doors are proposed in the north elevation to allow access to rear of the site from the living area, (reduced from the two sets of double doors originally proposed). A new infill structure is proposed at the ground floor to create Bedroom 1, along with internal subdivision of the building, and the insertion of roof lights to the living room.

House B is positioned to the north-east corner of the stable block. Amended plans have been received showing a small single storey extension located on the north elevation of House B. This is a simple contemporary flat roofed structure featuring a lantern light behind the parapet which lines through with the eaves of the existing projection to House A. This new addition sits slightly back from the existing structure at House A, and sits subservient, with the main openings in the side elevation, which provides access to the rear. New painted timber windows are proposed to the existing openings at ground floor level, and several conservation style roof lights are proposed serving the second floor rooms.

House C is formed in the new build two storey element to the south of the site, along with utilising the ground floor of the existing stable block to form an L shaped ground floor plan. Following amended plans, the new build section is designed to appear as a barn, and will feature natural stone and timber painted windows and doors. It has been pushed in from the side boundary so that this part of the build appears subservient to the main existing stable block, and is not considered to compete with the existing building.

The three proposed houses sit around a central courtyard area. Amended plans have been received showing a reduction in the level of car parking spaces which originally dominated the courtyard area, and the introduction of hard and soft landscaped areas, improving the visual appearance of the courtyard.

A new boundary wall is to be created along the east boundary of the site, which is to be constructed from natural stone to match the existing wall details, and the existing archway is to be repaired and retained.

All existing windows are to be repaired or replaced where necessary with a painted timber double glazed unit, along with repairs or new rain water goods, and replacement finials where they are missing. The existing timber louvered cupola is to be retained and repaired. All roof coverings are to be removed, and it is intended that any useable slates will re-used with any additional new slates required to be of matching natural slates. New areas of stonework are to be natural stone, with re-pointing of the existing mortar where necessary. All of the details can be controlled through a condition on any approval to ensure an appropriate quality within the conservation area.

Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, greater weight should be given to the asset's conservation. Paragraphs 194 specifically states "Any harm to, or loss of, the significance of a designated heritage asset (from its alteration

or destruction, or from development within its setting) should require clear and convincing justification. Paragraph 196 goes on to say that where a proposed development will lead to less than substantial harm to a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

It is considered that the proposal creates less than substantial harm. Public benefit would accrue from re-use of this historic building which is in a poor state, the removal of the less sympathetic alterations, and management of the surrounding landscaping, which will improve the overall appearance of the site. In addition, it results in a small contribution to housing supply in the city when there is currently a shortfall in the 5 year supply.

The proposal therefore complies with policies H14, BE5, BE16 and BE17 of the UDP, Core Strategy Policies CS31, and CS74, and Paragraphs 131, 189-194, 196 and 202 of the NPPF.

#### - Living Conditions

The closest neighbouring buildings are the Hotel use adjacent, and the houses on the opposite side of Kenwood Road.

UDP Policy H14 ' Conditions on Development in Housing Areas' requires that (c) the site should not be over-developed or deprive residents of light, privacy or security, or cause serious loss of existing garden space which would harm the character of the neighbourhood.

The guidelines found in the adopted Supplementary Planning Guidance on Designing House Extensions are not strictly applicable in this instance owing to them relating to house extensions. However they do suggest a number of detailed guidelines relating to overbearing and overshadowing, privacy and overlooking, and appropriate garden sizes. These guidelines include that two storey dwellings which face directly towards each other should be a minimum of 21 metres apart. Two storey buildings should not be placed closer than 12 metres from a ground floor main habitable window, and a two storey extension built alongside another dwelling should make an angle of no more than 45° with the nearest point of a neighbour's window to prevent adverse overshadowing and overbearing. These guidelines are reflected in the South Yorkshire Residential Design Guide (SYRDG), which Sheffield considers Best Practice Guidance, but which is not adopted as Supplementary Planning Guidance.

The closest properties to the proposal are on the opposite side of Kenwood Road, which is a wide tree-lined highway. It is considered that all nearby properties will not experience any reduction in living conditions through adverse levels of overlooking or overbearing/overshadowing. Existing occupiers will inevitably see an increase in residents on this vacant site, but any noise and disturbance generated from 3 family homes will not be at a detrimental level.

There is a current planning application for the parcel of land to the west of this site, which proposes to build apartments on a similar footprint to the existing banqueting

hall. This application is un-determined at present and therefore the outcome is not certain. However, in the event of this being supported the distances between the two proposals appear acceptable.

Each of the 3 new dwellings has a good level of outlook from the main habitable living areas. There is a distance of 21 metres between the windows in the south elevation of House B and the windows in the north of House C. House B is positioned slightly closer, but is off-set slightly, with 19.5 metres between facing windows to House C. These distances are considered acceptable, and furthermore they are over the shared courtyard area whereby privacy levels could reasonably be reduced.

All three houses have access to the shared central courtyard area, which incorporates areas of soft landscaping. This will create defensible spaces in front of the ground floor bedroom and living spaces of each of the units. House A and B have access to a rear garden area to the north of the site. This area at present is very overgrown with self-set shrubs, and is in need of some maintenance. This area is covered by an area Tree Preservation Order (TPO), so it is not intended that this will become a fully grassed level amenity area. However, it will provide sufficient amenity space for future occupiers of House A and B. House C has a private garden to the south and east of the site.

The Hotel use adjacent does host weddings and other occasions, and so inevitably there could be some noise breakout from the Hotel building. This is considered not to be to a detrimental level and will not cause significant harm to future residents, who in addition would be aware that they were choosing to live within the grounds of a Hotel use.

Therefore it is considered that the proposed development, will not impact on the amenities of occupiers of neighbouring properties, or future occupiers of the proposed units. The scheme accords with Policy H14 of the UDP.

#### - Highways

Policy H14 'Conditions of Development in Housing Areas' (part d) requires a development to provide safe access to the highway network and provide appropriate off-street parking and not endanger pedestrians.

The NPPF seeks to focus development in sustainable locations and make the fullest possible use of public transport, walking and cycling. At paragraph 109 it identifies that development should only be refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Access to the site is taken from the main hotel entrance, which is followed around to the right and through the existing archway into a courtyard area.

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

In total, 6 parking spaces are proposed which would equate to 2 spaces per unit. This level of car parking is considered acceptable in this location.

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

#### - Landscaping

Policy GE15 'Trees and Woodlands' within the UDP states that trees and woodlands will be encouraged and protected. This is supported through Policy BE6 'Landscape Design' which seeks at part (c) to integrate existing landscape features in the development including mature trees and hedges.

The proposal seeks to remove T1 (Ash) and T3 (Sycamore) which are both located to the north of the stable block. These trees are closest to the existing buildings, with T1 positioned approximately 0.5 metres away, and T3 positioned under 2 metres away from an existing retaining wall and is causing damage. Both trees are in close proximity to the stable block, and are required to be removed to allow for the re-use of the building.

The mature Holm Oak (T4) which is located to the north of the stables is to be retained. This area also contains a number of a self-seeded trees, which have been left unmaintained for a significant length of time. This has resulted in a dense area of soft landscaping which essentially obscures views of the stables from the highway. However through lack of any management, the trees and shrubs are of poor quality, often interlocking with one another.

It is intended to retain a dense area of planting along the north boundary abutting Kenwood Road, and along the east and west sections of this area to the north of the stable block.

An area is to be cleared close to the stable block, and towards the centre of the site, adjacent to T4. This will improve the condition of T4 and provide some amenity area to House A and House B.

A mature English Oak (T2) is located to the south of the stable block, which was dead at the time of the tree survey. This tree is required to be removed irrespective of any redevelopment works.

To the south of the application site, is a band of trees which make up Groups G1 and G2. Again, these groups of trees have been left unmanaged for a significant length of time, and are made up of outgrown species. 4 Lawson Cypress Trees have been planted more recently, but some of these are close to the curbing for the Hotel car park, and are causing damage and/or have deformities. The two best specimens are to be retained, and the others are to be removed. This in turn should allow for more space surrounding the retained trees.

A condition on any approval can ensure that the relevant trees are to be retained, and that suitable details of tree-protection areas are provided including a method



statement for any construction works within the root protection zones. Details of re-planting as part of the soft landscape works for the scheme can also be controlled through a condition.

In this context the development complies with the aims of policies GE15 and BE6 of the UDP.

#### - Ecology Considerations

Policy GE11 'Nature Conservation and Development' of the UDP requires development to respect and promote nature conservation. Paragraph 175 (d) of the NPPF encourages opportunities to incorporate biodiversity improvements in and around developments.

An ecology survey has been carried out relating to this site, as well as the adjacent proposed apartment scheme site within the Hotel grounds.

In relation to this application only, as identified by the red line boundary, and following consultation with the Council's Ecologist, it is considered that there will be no detrimental harm on the existing ecology through the proposed development.

There will be a loss of some trees and shrubs which could provide foraging areas, however there remain sufficient green areas within the site, and the surrounding area to support local wildlife. Furthermore, a condition can be attached to any approval which requires details of bat/bird boxes to be submitted, which will enhance and encourage biodiversity on the site.

The most recent ecology survey was carried out in Nov 2018, and it is reasonable for it to last for two years. However, any approval of permission should include an updated survey condition to allow for a delay in development.

On this basis the scheme is considered to comply with the aims of policy GE11.

#### - Flood Risk and Drainage

The site does not fall within a high or medium risk flood zone that would affect the principle of the development, and as such does not require a Flood Risk Assessment to be carried out.

Policy CS67 'Flood Risk Management' of the Core Strategy states that the extent and impact of flooding should be reduced. In this instance, any new areas of hardstanding could be constructed from a porous material, which would restrict surface water run-off, and this can be controlled through a relevant condition to any approval to ensure any alterations are to a minimum.

#### - Community Infrastructure Levy (CIL)

CIL has now been formally introduced; it applies to all new floor space and places a levy on all new development. The money raised will be put towards essential infrastructure needed across the city as a result of new development which could

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

## RESPONSE TO REPRESENTATIONS

The majority of issues raised through the representations are discussed in the above report. Those which are not, are addressed in the section below.

- Noise and disturbance are a potential consequence of construction activity however, separate legislation (Environmental Protection) applies to this.
- The 3 units proposed in this application are not considered to create a significant demand on local services in the area.
- The policies of an individual political party are not a relevant planning consideration. The application must be determined in accordance with the local development plan and national planning guidance (NPPF).

## PLANNING BALANCE

The assessment of this development proposal needs to be considered in light of paragraph 11 of the NPPF, which identifies that when making decisions, a presumption in favour of sustainable development should be applied.

Paragraph 11 goes on to state that where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date, as is the case here as Sheffield does not benefit from a five year housing land supply, planning permission should be granted unless any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

For the reasons described above, it is considered that it has been demonstrated that there are no significant adverse impacts as a consequence of this application being granted, and there will be a small benefit to housing supply of granting permission for three dwellings on the site.

## SUMMARY AND RECOMMENDATION

The principle of converting the building into 3 residential units is considered acceptable in land use policy terms. The proposal would represent efficient use of land, in a sustainable location within the main urban area. The proposed development will not have a detrimental impact on the amenities of occupiers of neighbouring properties, with future occupiers of the proposed development afforded a good level of amenity. The level of car parking accommodation is acceptable and would avoid any severe implications in highway safety terms. The proposal does involve the felling of a number of trees which are causing damage to existing

structures or which have deformities, but the good quality trees are to be retained, and the area is to have a management plan.

The proposal is considered to create less than substantial harm to the Conservation Area, with the removal of the less sympathetic garage block from the site being welcomed, along with bringing the dilapidated building back into use, both of which would have a positive impact on the immediate area, along with the wider conservation area.

The delivery of 3 housing units would make a small but positive contribution to the city's housing stock whereby there is no 5 year supply, and the overall scale, massing, design and detailing is considered to be in keeping with the character and appearance of the application site, and the conservation area.

The application therefore complies with Policy H10, H14, BE5, BE16, BE17, GE11 and GE15 of the UDP Policies, CS23, CS24, CS56, CS53 and CS74 of the Core Strategy and Paragraphs 109, 131, 189-196 and 202 of the NPPF, and is recommended for approval subject to conditions.

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