

## Draft Planning and Design Brief for former Abbeydale Grange and Bannerdale Centre

### Appendix 1 - Public Consultation Comments

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Public consultation on the draft Brief was held from 20 February to 3 April 2013. Members of South and South West Community Assemblies were briefed on the 24<sup>th</sup> January and 7<sup>th</sup> February respectively, and invited to the drop-in sessions.

The recent public consultation on the Brief was undertaken in two main ways:

- (i) Two public drop in sessions held on the 27<sup>th</sup> February and 5<sup>th</sup> March; and
- (ii) A mailshot was sent out to existing contacts via email

The Brief was available on the Council's website and in the local library for people to read at home and send in comments. Members of South and South West Community Assemblies were briefed on the 24<sup>th</sup> January and 7<sup>th</sup> February respectively, and invited to the drop-in sessions.

73 people or organisations commented, 43 of which were elicited from the drop in events and 30 were submitted by email or letter. The comments received have been broadly grouped into the following categories alongside officer's responses and subsequent proposed changes to the Brief. A spreadsheet showing a response to every comment is available upon request.

	Number of comments	Officer Response	Recommendation
<b>Comments on the consultation process</b>			
Praise and appreciation for the consultation process as it has given the opportunity for views to be heard.	3		N/A
Grateful for the team's assistance in helping them to understand the proposals	1		N/A
<b>Approval process for the Brief</b>			
Request that the Brief is taken to Planning Committee	1		The Brief will be taken to Planning Committee on

			the 21 <sup>st</sup> May/
<b>Option 1 – Abbeydale School Site</b>			
Outright objection	1		
<b>Highways, access and air quality</b>			
Consider opening up the one way junction of Hastings Road and Abbeydale Road	6	We do not anticipate that the removal of the left turn only onto Abbeydale Road would be required but will be considered as part of a Traffic Impact Assessment.	No change proposed
Objections to using 750 pupils at the former school as the threshold for estimating the number of acceptable vehicle movements for a proposed housing scheme. There were not 750 pupils at the school and it was closed during the holidays.	10	We accept that there were not 750 pupils at the school when it closed even though it did have capacity for 750. The average number of pupils was 594 during its last three years. We will, therefore, estimate the maximum number of vehicle movements that would be acceptable for a housing proposal based on a rounded figure of 600. Appendix 4 of the Brief now includes this information which is based on the TRICS Database. TRICS is a national database that challenges and validates assumptions about the transport impacts of new developments based on a vast range of survey information on different land uses. In this instance, we have chosen the appropriate land use and refined the site characteristics to reflect those which most closely resemble the former school to estimate the number of trips that would have occurred. The trip rates only relate to school days. However, a full Traffic Assessment will be required for a proposal for 80 or more houses and will require a greater level of detail.	Accepted in part. To be acceptable from a Highways point of view, the number of vehicle movements for a proposed housing scheme should not exceed the number that existed at the former Abbeydale Grange School based on a capacity of 600 pupils. Appendix 4 of the Brief now includes some estimates.
Concern about traffic increase on Springfield Road and Hastings Road	3	A Traffic Assessment will be required for 80 or more houses and appropriate mitigation measures taken to limit the impact on the local road network. However, according to national planning policy the traffic impact must be severe for a proposal to be refused on this issue alone.	No change proposed
Suggestions that access should be taken from Abbeydale Road to minimise impact on Hastings Road	3	An additional access onto Abbeydale Road at this location would be unacceptable due to an unacceptable impact on the highway network.	No change proposed.
Concerns about general increase in traffic in the locality	2		

Concerns about air quality caused by traffic increase.	8	National air quality standards are already breached in the area so any proposal should aim to have a neutral impact on local air quality. An Air Quality Impact Assessment with an associated Traffic Impact Assessment will be required for any development on this site, in order to consider the cumulative impacts and the potential for associated mitigation measures. A Residential Travel Plan should be produced to encourage sustainable travel choices, including specific measures such as the installation of electric charging points; the use of 'car club' services; household travel planning and bus service vouchers, cycle schemes, discounts and cycle training and signage / design to improve the attractiveness of local walking and cycling routes. Lowering the parking ratio from 2:1 to 1.5:1 per unit could also be considered. The form of space heating is also an issue to be considered in terms of the local impact on air quality. The open space and trees fronting Abbeydale Road should be safeguarded and maintained to provide an environmental buffer in accordance with UDP Policy GE22 and H14(f); this won't mitigate a scheme's impact on air quality but it will help protect residents within the site from traffic emissions on Abbeydale Road.	Accepted in full. The Brief should make a stronger reference to air quality and potential mitigation measures in relation to the Abbeydale School Site.
Requests for off-street parking	1	A housing scheme will be required to have off-street parking in line with the guidelines listed on p.19 of the Brief.	No change proposed.
Support for new rights of ways to be created, but wish to see one created from the existing gate at the corner of Hastings Road and Abbeydale Road and along the frontage of Abbeydale Road rather than through the site.	2	We will encourage the re-opening of the access point at the corner of Hastings Road and Abbeydale Road but its exact route through the site will depend on the detailed design and layout of a proposed housing scheme in order to ensure the safety and security of a new footpath.	The Opportunity and Constraints plan and the Urban Design Framework to clarify the potential new pedestrian access point at the corner of Hastings Road and Abbeydale Road.
<b>Development size and density</b>			
Questions about the size of the developable area – 2.44ha looks bigger than the footprint of the former school buildings	5	The area that can be designated Open Space should be confined to the areas outside the site's perimeter fence which has public access (definition under CS47). However, the site allocation (P00518, Pre-submission Proposals Map, 2013)	Not accepted. However, the Brief should clarify that the 15m buffer zone will create 0.48 hectares

		requires a 15m buffer zone to the ancient oak woodland along the northern boundary of the site. This will create new 0.48 hectares of new Open Space to form part of the site.	of new Open Space – to be clarified under the Open Space heading.
Objections to 40 – 60 dph (dwellings per hectare) because of 'over-development', traffic impact and air quality impact.	5	Policy CS26 in the Core Strategy looks at how to make the most efficient use of housing land in Sheffield. Density ranges for new housing developments will vary depending on the accessibility of the location. Subject to the character of the area being protected, the location of the Abbeydale School Site on a high frequency bus route on Abbeydale Road, in accordance with policy CS26 would suggest a density range of between 40 to 60 dwellings per hectare. Policy CS26 does allow for densities outside these ranges where they achieve good design, reflect the character of an area or protect a sensitive area. Local air quality is an issue in this part of the city and national air quality standards are already breached in the area. However, we cannot use this policy to require lower densities for reasons of air quality because a lower density may not always result in fewer vehicle movements (and thus a lesser impact on air quality). See responses on air quality above for details about how proposals could limit their impact on air quality.	No change proposed.
Core Strategy Policy CS26 cannot be used to justify the densities as it fails to take account of the likely traffic flows – experience shows that people will want and need to use cars regardless of their proximity to high frequency bus routes.	1	Core Strategy policy CS26 cannot be used to justify lower densities in order to protect air quality because the wording in the link between pollution and the exceptions to density ranges in CS26 (character of the area, good design, protect sensitive area) is not strong enough. See response to air quality concerns above.	
<b>Trees and open space</b>			
Retain the trees and open space along Abbeydale Road	4	The area fronting Abbeydale Road is designated as Open Space in the pre-submission Proposals Map. The recent tree planting by the Carter Knowle and Millhouses Community Group demonstrates the high value that is attached to this Open Space, therefore its loss would 'deny people in the local area to a small informal open space that is valued or well used by people living or working in the local area' (part c. of Core Strategy policy CS47). See also the response on air quality above.	Brief to be clarified. The Opportunities and Constraints plan (fig. 10) and the Urban Design Framework (fig. 13) to show the safeguarding of the open space and trees fronting Abbeydale

			Road.
Retain trees fronting Hastings Road	2	Subject to a tree survey, the trees fronting Hastings Road are of a size and maturity that warrant their protection in accordance with UDP Policy GE15.	No change proposed.
Support for the woodland buffer zone and it must not be shown as 'developable' but used for open space and landscaping.	5	Support is noted and it will be a condition of any proposal that development is to be set back 15m from the ancient oak woodland. The land within the 15m will be new Open Space and will part of the 4.35 hectares of developable land. It will be included as part of a landscaping scheme and it is an option for part of it to form the 10% requirement for on-site open space.	Brief to be clarified under the Open Space heading.
<b>Design</b>			
Objections to 3-4 storeys fronting Abbeydale Road	6	The former school was predominantly 3 storeys but it was up to 4 storeys in places. We would, in principle, accept proposals that were of this scale but they must not cause the loss of light and privacy to existing and proposed neighbouring buildings and must be in scale and character with the area.	Not accepted. Brief to be clarified in Section 7 under the Abbeydale School Site heading.
The design of new housing should reflect the Edwardian/Victorian character of the area.	1	In accordance with Core Strategy policy CS74, high-quality development will be expected which respects, takes advantage of and enhances the townscape and landscape character of the area with its associated scale, layout and built form, building styles and materials. The final design details of a scheme will be discussed with an applicant at the time of a planning application.	No change proposed.
Objection to the 'key corner building' because it will lead to the loss of community trees.	3	Abbeydale Road is a key route into the city, so the inclusion of a 'key corner building' would aid legibility both along Abbeydale Road and enhance the scheme's distinctiveness. However, the recent tree planting along the Abbeydale Road frontage demonstrates the high value that is attached to this Open Space by the community. As a result, development should be set slightly further back to protect the Open Space which lowers the impact that a key corner building could have.	Remove the key corner building on the Urban Design Framework, but clarify Section 7 under Abbeydale School Site to state that the scheme's legibility and distinctiveness should be ensured through building orientation, scale, form and location of entrances and windows along the

			frontage of Abbeydale Road.
<b>Other</b>			
Requests for a GP surgery / pharmacy	3	As a local planning authority we are unable to require this because its deliverability would depend on the objectives of the landowner and the potential to find operators.	No change proposed.
The site is in an area of coal mining legacy. A Coal Mining Risk Assessment and intrusive site investigations will be needed for the Abbeydale School Site to accompany a planning application.	1	Note the information and advice.	Insert: 'Coal Mining Risk Assessment (informed by intrusive site investigations)' in the list of planning application requirements in Section 10 for the Abbeydale School Site.
<b>Option 2a – Western end of the Open Space</b>			
Outright objections	29	We propose to remove Option 2a because the amenity of the Open Space – the appearance, character and ambience of its landscape – will be detrimentally affected by the siting of development at the western end of the site. Should a future applicant wish to pursue it then it must have a compelling rationale showing how good design (the siting, layout, external appearance and landscaping of the development and its relationship with the open space), viability and a seamless use of the football pitches with no loss of quantity and quality can be best achieved.	The Brief to remove Option 2a. The Pre-submission Proposals Map will still show site allocation P00525 in its current form, but the Brief, as a material planning consideration, would not support the option of developing the western end of the site.
<b>Open Space/ Playing Fields</b>			
Relocating the football pitches would cause disruption and uncertainty to its users, including Ecclesall Rangers and Millhouses Juniors and informal users.	21	The acceptability of Option 2a depends on the ability to re-provide the football pitches within the site with no loss of quantity and quality. The pitches would also have to be replaced before they are lost to development in order to ensure a seamless use to avoid disruption to the football teams; a requirement of Sport England.	Although the Brief is to remove Option 2a, it should still clarify in Section 4.3 under the Open Space heading that there must be a seamless use of any

			playing pitches that are lost to development.
Concern that the quality of the replacement would not be good enough due to topography and poor drainage elsewhere on the site	3	Sport England is a statutory consultee on planning applications affecting football pitches and if they are not satisfied with the quality of replacement they will object, triggering a referral to the Secretary of State. It is important for the applicant, therefore, that they meet Sport England's requirements to avoid delays and reduce risk during the application process.	Although the Brief is to remove Option 2a, Section 4.3 should still explain Sport England's position on any loss of playing pitches.
There may be landfill under the pitches which would make it un-developable.	2	A Phase 1 Site Investigation has been carried out across the site and it shows that the area of potential historic landfill does not extend to the formal football pitches. However, any proposal for development here would be recommended to carry out intrusive site investigations.	Brief to summarise the outcome of the recent Phase 1 Site Investigation in Section 4.3 under the Environmental Protection Issues heading.
<b>Highways and access</b>			
Concern about access and the traffic impact	12	Access from Carter Knowle Road is least problematic in terms of highways safety and impact on the surrounding network. The secondary access would be for emergency vehicles only and closed off for all other traffic.	Brief to clarify the nature of the secondary access.
<b>Views / loss of light and privacy and outlook</b>			
It would compromise the panoramic views across and into the site	3	The right to a private view is not a material planning consideration. Proposals should comply with the design principles in CS74 including views and vistas across the city to the surrounding countryside.	No change proposed.
It would be intrusive on the open space and spoil the green character and tranquillity close to where people live	4	The rationale behind Option 2a was to create a large consolidated area of parkland within the centre of the site. We accept local residents' views that the amenity of the Open Space – the appearance, character and ambience of its landscape – will be affected by the siting of development at the western end of the site.	Accepted in full. The brief is to remove Option 2a.
It will cause loss of light and privacy to neighbouring properties	7	Detailed proposals would be scrutinised at the planning application stage to ensure that there is no overlooking, loss of privacy or light to adjacent residents and properties.	Brief to clarify in Section 4.3 under Design Principles that proposals

			for development should ensure that there is no overlooking, loss of privacy or light to adjacent residents and properties.
<b>Ecology / Trees</b>			
It will affect wildlife	5	An applicant would be required to carry out a phase 1 habitat survey and expected to protect features of ecological value and implement mitigation measure where appropriate.	No change proposed.
Concern about the loss of trees	4	Mature healthy trees should be retained wherever possible in line with a tree survey. Any lost should be replaced within a scheme.	No change proposed.
<b>Option 2b – Bannerdale Centre Site</b>			
Support because it is brownfield land	6	Support is noted and the effective use of brownfield land is encouraged by national policy. However, its brownfield status is not the overriding factor in favour of Option 2b over Option 2a because under Core Strategy policy CS24 greenfield sites within the urban area may be supported if there is less than a 5-year supply of deliverable sites, which there currently is in the city.	No change proposed.
Retention of part or whole of the Bannerdale Centre for mixed uses inc. residential, community and workshops.	8	Up to 20% of the site area could be developed for non-housing uses. The local planning authority cannot require non-housing uses nor can it allow a greater proportion because the benefit of non-residential uses would not outweigh the harm it would cause to the supply of housing land required by Core Strategy policy CS22. UDP Policy CF2 states that proposals which would result in the loss of community facilities will be permitted if its loss is unavoidable and equivalent facilities would be provided elsewhere in the same area, or the facilities are no longer required. A full consideration of local community spaces should be undertaken by the Council as landowner. There are known to be community spaces in the local area so it is expected that the need to retain the Bannerdale Centre will not outweigh the city's need for housing land.	The Brief to clarify the principle of uses under Section 4.2, and include reference to UDP Policy CF2 in Section 4.3 under Other Planning Policies to Consider.



It would be cheaper to develop than Option 2a	1	Viability is a planning consideration and the local planning authority should pay careful attention to viability and costs in plan-making and decision-taking and ensure that plans are deliverable.	Viability is mentioned in Section 4.2.
Support because it is closer to public transport	1	The support is noted.	No change proposed.
<b>General issues across the sites</b>			
<b>Housing / Affordable housing</b>			
Disappointment that only affordable housing is included and no social housing	1	Affordable Housing can take the form of either social rent or intermediate housing for purchase (e.g. shared ownership). In the South West Housing Market Area, 75% of AH should be for social rent and 25% for intermediate housing, therefore social housing will be provided (if viable).	No change proposed.
Affordable housing is important	1	There is a policy requirement and therefore up to 30-40% will be required if viable.	No change proposed.
The Housing Assessment is 6 years old and as a new one has been commenced it seems premature to assume in the Brief and in an Outline Planning Application that demand is unchanged	1	The Strategic Housing Market Assessment (SHMA) is presently being updated, and due to the historic nature of the information it is acknowledged that the existing data may not be a wholly accurate representation of the current housing market. The Council however, do use other evidence bases in addition to the SHMA, such as the Strategic Housing Land Availability Assessment, along with regular monitoring of future population and household growth in Sheffield to gain an understanding of housing requirement; and this monitoring does shown that there is a shortfall of deliverable housing sites within the city to meet the current housing requirements.	No change proposed.
Concern that limits on housing densities will have a 'get out clause'.	1	Policy CS26 in the Core Strategy looks at how to make the most efficient use of housing land in Sheffield. Acceptable density ranges are outlined in the policy depending on the location of a site. Densities outside of these ranges will be allowed where they achieve good design, reflect the character of an area or protect a sensitive area. Evidence would have to be provided to argue why an exception to density range could be made, and a decision made on balance.	No change proposed.
Request for 2-bed houses be considered	1	The Strategic Housing Market Assessment (SHMA) will show	No change proposed.

		the demand in the South West housing market area. The 2007 SHMA showed a demand for 2 and 3 bedroom houses but the 2013 SHMA will be available in the summer, so will provide more up-to-date evidence of requirements. Policy CS41 requires that new housing meets a range of needs, including providing for smaller households in highly accessible locations, which the Abbeydale School Site is.	
<b>Local infrastructure</b>			
Concern about the capacity of drain and sewerage infrastructure	1	Any need to upgrade existing drainage connections and the design of suitable drainage systems will be solved at a cost to the developer, including the use of sustainable urban drainage systems (SUDS) as required by Core Strategy policy CS67b.	Brief to clarify requirement for developer to pay for drainage/sewerage upgrades in Section 4.3 under Drainage heading.
New housing will increase pressure on local schools	1	School capacity is taken into account when planning applications are considered. The Brief acknowledges that the sites are in an area where housing development would cause or contribute to a shortage of school places, and contributions will be required from developers, the amount depending on the number and type of dwellings proposed. The Community Infrastructure Levy (CIL) - expected to be adopted by Cabinet in April 2014 - will replace planning contributions and is a new way of securing contributions from developers towards infrastructure provision, including education.	No change needed – already covered in the Brief.
<b>Air quality / traffic</b>			
Concern about air quality in the area and a breach of EU legislation	4	National air quality standards are already breached in the area so the target for any proposal should be a neutral impact on local air quality. An Air Quality Impact Assessment with an associated Traffic Impact Assessment will be required for any development on this site, in order to consider the cumulative impacts and the potential for associated mitigation measures. See response on air quality in relation to Option 1, above.	The Brief should make a stronger reference to air quality and potential mitigation measures in relation to the Abbeydale School Site.
CS66 on air quality should be applied more rigorously and the Brief should apply a more stringent	1	See response above on air quality and in relation to Option 1.	See above.

test for any development with the aim of improving the situation locally.			
Concern about increase in traffic	1	A Transport Assessment will be required for housing developments of more than 80 units; although the Council does reserve the right to request one in other instances; where the location and/or nature of the development are of a particularly sensitive nature (for example).	Brief to be clarified
The Hastings Road traffic calming has been omitted from the Strategic Movement Plan.	1	We have now included this feature on the Strategic Movement Plan.	Accepted in full
<b>Open Space issues</b>			
Reinstate the tennis courts, community centre and somewhere warm for parents to sit.	1	Proposals to reinstate the tennis courts and build a community centre are beyond what can be required from a developer.	No change needed
A new children's play area	4	On page 14 of the Brief we state that a proposal for housing on each site should provide 10% on-site Open Space and contribute to the enhancement of formal open space in the local area. On the Abbeydale Grange site the 10% on-site open space may include a safe, secure and accessible open space along the buffer strip between the woodland and a proposed housing development. On the Bannerdale Centre site, due to its direct relationship with the existing open space, it would be more appropriate to require the enhancement of the existing open space rather than require new open space within the development. The type of new open space provision will depend on the available funds from a developer at the time of a planning application.	No change needed
No multipurpose hardcourt area with floodlighting	1	A proposal to provide a multipurpose hardcourt area is beyond what can be required from a developer.	No change needed
Requests for allotments	2	A proposal to provide allotments is beyond what can be required from a developer. However, 10% on-site open space will be required for each site as described above, and the type of new open space provision will depend on the available funds from a developer at the time of a planning application.	No change needed
Community spaces should be proposed	1	A proposal to provide community spaces is beyond what can be required from a developer and cannot be required through	No change needed

		planning policy.	
What is happening to the Bannerdale Centre car park?	1	The parking area to the north of the Bannerdale Centre was previously used as a hockey pitch and given protection by Sport England as part of the wider playing fields. Its use for parking purposes was only granted on a temporary basis for 5 years in 2000 to serve the Bannerdale Centre. It is acknowledged that the car park does not function as open space at present but due to a quantitative shortage of open space per head of the population in the locality, under Core Strategy policy CS46, where opportunities arise, new open space will be created. The closure of the Bannerdale Centre in 2014 means the car park will become surplus to requirements which presents an opportunity to revert it back to open space.	No change needed
The east-west avenue of trees – some very old – should be retained.	1	All mature and healthy trees (to be confirmed by a tree survey) should be retained wherever possible, and any lost to development replaced.	No change needed
Support that footpaths are being retained and added to	3	The support is welcomed	No change needed
Requests for cycleways alongside footpaths	1	A proposal to provide cycleways alongside footpaths is beyond what can be required from a developer and cannot be required through planning policy. However, such ideas may be considered as part of a Residential Travel Plan to encourage walking and cycling.	No change proposed.
The football pitches need lots of car parking to reduce on-street parking in the area	1	The comment is noted.	No change proposed.
How will the profit from the sale of playing fields be assessed and re-invested in accordance with the School Standards and Framework Act?	1	This is an issue to do with the legal designation of the playing fields. It is the Secretary of State that oversees the sale of playing fields under the School Standards and Framework Act. The SoS will usually only agree to the sale of school playing fields if the sports and curriculum needs of schools and their neighbouring schools can continue to be met. Sale proceeds must be used to improve sports or education facilities and any new sports facilities must be sustainable for at least 10 years.	The wording at Section 3 has been changed to reflect this question.
Retain/propose the footpath from Springfield Close to Carter Knowle Road, Holt House School and the	4	We acknowledge that this footpath needs including on the Urban Design Framework.	Accepted in full

woodlands			
Support to improve the site's strategic links to other green spaces in the City.	1	The support is welcomed.	No change needed
Green and open spaces should be kept to a maximum	2	The comment is noted and the amount of Open Space across the site will not be reduced as a result of development.	No change needed
Support for the retention of the woodlands	2	The support is welcomed.	No change needed
Support for development to enhance the open space	3	The support is welcomed.	No change needed
Reduce the size of the Bannerdale Centre car park and use it for open space	1	This is an aim in the Brief and steps are being taken to enhance the Open Space across the site, see above.	No change needed
Consider opening the culvert running under the site	1	Opening the culvert running under the site is beyond what can be required by a developer.	No change needed
Concern that the cricket nets on the playing fields and the athletics training area on the Abbeydale Grange site will not be designated for re-provision in the forthcoming Playing Pitch Strategy	1	In the event that the cricket nets are lost to development, Sport England reports that given that they have been unused for 10 years, it would be reasonable to provide space for their re-provision (that accorded with their exception E3 of their Playing Fields Policy) and develop them later when funding arises. The athletics training area on the Abbeydale School Site is not included in the playing pitch strategy and won't be required to be replaced.	No change needed
The Public Right of Way from the Bannerdale Centre down to the Abbeydale Grange lodge has been omitted on the Strategic Movement Plan	1	We have now included the right of way on the Strategic Movement Plan.	Accepted in full
Archaeological remains of charcoal pits and a possible ancient footpath thought to have been used as a salt route should be investigated.	1	The Brief advises that an archaeological assessment be prepared should development extend into previously undeveloped areas.	No change needed

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