
Case Number	20/00352/FUL (Formerly PP-08437526)
Application Type	Full Planning Application
Proposal	Demolition of existing building and erection of a three-storey building to form 6 x 2 bedroom flats and 3 x 1 bedroom flats
Location	Post Office 509 Pitsmoor Road Sheffield S3 9AU
Date Received	30/01/2020
Team	West and North
Applicant/Agent	Cr8 Architectural Ltd
Recommendation	Grant Conditionally

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

Plan number 101 Rev C Proposed Detailed Site Layout Plan and Landscaping published 16.07.2020

Plan number 254 Rev A Site Levels published 16.07.2020

Plan number 050 Rev A Proposed Elevations (Streetscene) published 16.07.2020

Plan number 102 Rev B Proposed Ground Floor Plan and Elevations published 16.07.2020

Plan number 103 Rev A Proposed 1st and 2nd Floor Plans published 16.07.2020

Plan number 104 Proposed Elevations published 16.07.2020

Plan number 01 showing the Red line boundary published 30.01.2020

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 site accommodation including an area for delivery/service vehicles to load and unload, for the parking of associated site vehicles and for the storage of materials, has been submitted to and approved in writing by the Local Planning Authority. Thereafter, such areas shall be provided to the satisfaction of the Local Planning Authority and retained for the period of construction or until written consent for the removal of the site compound is obtained from the Local Planning Authority.

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

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

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

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

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

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

6. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been installed and thereafter retained. Such scheme of works shall:
 - a) Be based on the findings of an approved noise survey.
 - b) Be capable of achieving the following noise levels:
Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours);
Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours);

Other Habitable Rooms: LAeq (16 hour) - 40dB (0700 to 2300 hours); Bedrooms: LAFmax - 45dB (2300 to 0700 hours).

c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

Before the scheme of sound insulation works is installed full details thereof shall first have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of the amenities of the future occupiers of the building.

7. Before the use of the development is commenced, Validation Testing of the sound insulation and/or attenuation works shall have been carried out and the results submitted to and approved by the Local Planning Authority. Such Validation Testing shall:

- a) Be carried out in accordance with an approved method statement.
- b) Demonstrate that the specified noise levels have been achieved. In the event that the specified noise levels have not been achieved then, notwithstanding the sound insulation and/or attenuation works thus far approved, a further scheme of works capable of achieving the specified noise levels and recommended by an acoustic consultant shall be submitted to and approved by the Local Planning Authority before the use of the development is commenced. Such further scheme of works shall be installed as approved in writing by the Local Planning Authority before the use is commenced and shall thereafter be retained.

Reason: In order to protect the health and safety of future occupiers and users of the site it is essential for these works to have been carried out before the use commences.

8. 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:

- Window reveals;
- Juliette balconies;
- Recessed brickwork;
- Parapet;
- Slate tile and window jambs;
- Slate tile wall to brickwork detail.

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

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

9. 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.

10. 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.

11. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved by the Local Planning Authority. Thereafter the landscaped areas shall be retained and they shall be cultivated and maintained for a period of 5 years from the date of implementation and any plant failures within that 5 year period shall be replaced.

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

12. Details of new gates and fencing within the site 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. The stone boundary wall surrounding the site shall be retained. Prior to any alteration or repair works, details shall be submitted to and approved in writing by the Local Planning Authority. Any alteration or repair shall be carried out in matching materials and construction style. The alterations and repairs shall be carried out in accordance with the approved details.

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

Other Compliance Conditions

14. The development shall not be occupied unless the cycle parking has been provided in accordance with the approved plans and storage details and, thereafter, such cycle parking accommodation shall be retained.

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

15. The Local Planning Authority shall be notified in writing when the landscape works are completed.

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

16. The new areas of hard surfacing shall be constructed of porous material or provision shall be made to direct run off water from the hard surface to a permeable or porous area of surface within the site, unless alternative details of surfacing and drainage have been submitted to and approved in writing by the Local Planning Authority. 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.

17. The development shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway, and any associated

changes to adjacent waiting restrictions that are considered necessary by the Local Highway Authority including any Traffic Regulation Orders are implemented. The means of vehicular access shall be restricted solely to those access points indicated in the approved plans.

Reason: In the interests of highway safety and the amenities of the locality it is essential for these works to have been carried out before the use commences.

Attention is Drawn to the Following Directives:

1. The applicant is advised that noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0730 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from Environmental Protection Service, 5th Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at epsadmin@sheffield.gov.uk.
2. The developer is advised that, in the event that any unexpected contamination or deep made ground is encountered at any stage of the development process, the Local Planning Authority should be notified immediately. This will enable consultation with the Environmental Protection Service to ensure that the site is developed appropriately for its intended use. Any necessary remedial measures will need to be identified and subsequently agreed in writing by the Local Planning Authority
3. The applicant is advised that responsibility for the safe development and occupancy of the site rests with the developer. The Local Planning Authority has evaluated risk assessment on the basis of the information available to it, but there may be contamination within the land, which has not been discovered.
4. The applicant is advised that with regard to the discharge of the landscape condition. The following details shall be supplied:
 1. A scaled planting plan identifying plant species (including varieties, sizes and spacing);
 2. Construction details & specification for tree pits;
 3. Maintenance spec and a contractual commitment to replace any plants that fail during this period;
 4. Topsoil specification and depths;
 5. Data sheets/ specification for all street furniture;
 6. Data sheets/ specification for all areas of paving.
5. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines 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

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

6. 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.
7. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group prior to commencing works:

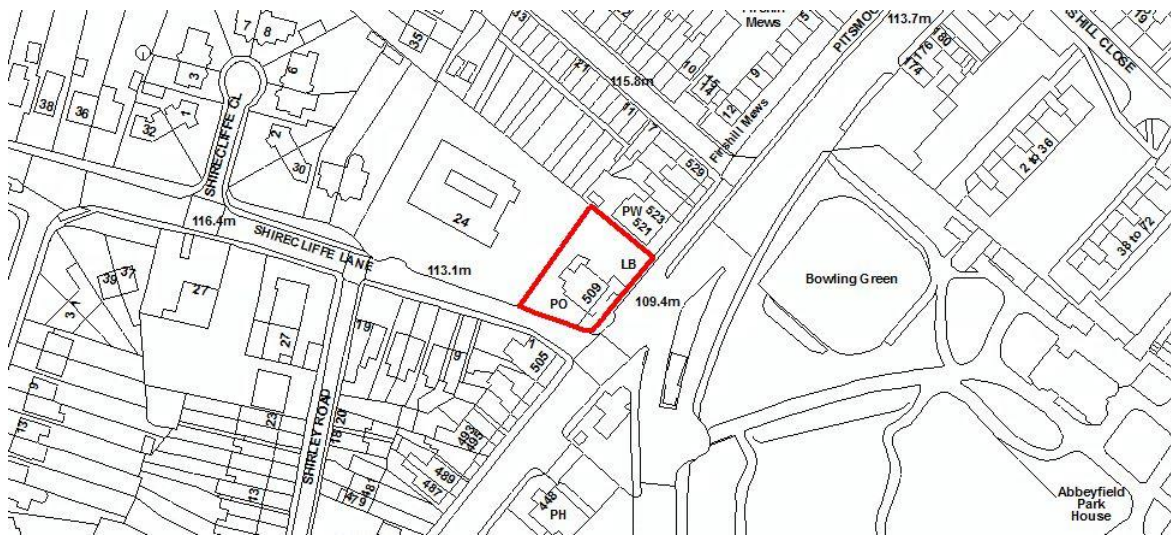
Telephone: 0114 273 6677

Email: highways@sheffield.gov.uk

They will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.

8. The applicant is advised to seek advice from Building Control as to whether an Asbestos Survey would be required with regards to clearing the site prior to development.
9. The applicant is advised to have regard to the advice provided by Northern Powergrid. This was published on the file on 6th February 2020.

Site Location



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LOCATION AND PROPOSAL

The application site is located on Pitsmoor Road, at a busy signalised junction, where Pitsmoor Road meets Burngreave Road and Shirecliffe Lane. Pitsmoor Road abuts the frontage of the site and Shirecliffe Lane abuts the south-west edge.

The site is currently occupied by a building that was last used as a shop and a post office, with a residential unit above. The facilities are no longer operational. The applicant seeks consent to demolish the existing building and construct a 3 storey building that would accommodate 9 flats. Amenity space and cycle storage is proposed to the rear. No parking provision is proposed on the site.

The area is generally characterised by two storey properties. Abbeyfield Park is located opposite the site containing Abbeyfield House, a Grade II listed Building. The park itself is a locally designated historic park. Closer to the site a Grade II Listed Toll House is located on the junction of Pitsmoor Road/ Burngreave Road. The site lies within an Area of Special Character as defined in the Sheffield Unitary Development Plan.

RELEVANT PLANNING HISTORY

The applicant submitted an enquiry for pre application advice in advance of making this submission.

SUMMARY OF REPRESENTATIONS

46 letters of objection have been received following publicity on this application.

The applicant has provided a representation supporting the scheme and responding to the objections received, which is summarised towards the end of this section.

The points raised in objection are summarised below:

Highways

- The development is in an awkward place and would cause traffic chaos and safety issues during demolition and construction as it is on a major junction, route into the city, close to schools and on the main approach to the hospital A and E;
- There is already a high demand for parking in the area with many houses being terraced and having no off street parking. There is no parking on the main road and side streets are too narrow or crowded. The development could accommodate 30+ people with cars and no parking. The scheme would cause parking obstruction and detriment to pedestrian safety, due to lack of car parking;
- Due to the existing lack of off street parking in the area, HGVs (which include refuse collections and deliveries) have to ask local residents to move their vehicles so that they are able to attend to the collection of bins, etc. This development will exacerbate what already is a bad situation;

- The lack of parking would cause parking further away from the site on other streets. Not being able to park close to your house causes security implications;
- Even though the transport links are excellent, this would not stop people owning a car and there would be nowhere to park unless it was stipulated that future occupants could not own a car;
- The scheme would cause congestion;
- The junction of Shirecliffe Lane is dangerous for cars trying to cross the main road and is often used as a short cut;
- The 'No Right Turn' into Shirecliffe Lane is ignored. Vehicles turn quickly into it with no warning. Concern is raised that a tall building directly on the corner can only make this more dangerous for pedestrians, cyclists and other road users;
- Concern for the safety of children and parents walking to the 2 schools in close proximity to the site. Increase in cars and footfall where there is a narrow pavement and school children would cause highway safety issues;
- When the site was a post office, cars and vans often pulled outside towards the no entry road which is not what pedestrians expect cars to be doing. This will only increase if new dwellings are built here;
- Residents should be limited to non car drivers and this should be controlled through condition;
- Road access and access onto the site would be directly blocking a crossing across the main road. It would be an issue trying to cross the road safely if people were coming out of the flats. It would also make some worrying blind spots when walking;
- Concern is raised that the current Covid 19 issue will result in higher car ownership and usage due to discouragement of the use of public transport.
- The scheme should be redesigned with reduced density, on site parking with electric charging points and secure cycle storage;
- Concern about space in the site and parking during the construction process and disruption to free flow of traffic;
- Existing parking issues are poorly enforced.

Design

- The development is overly prominent/ overdominant and too large/ tall, Not in keeping with the 2 storey terraces;
- Materials are inappropriate. Inappropriate design. The proposed building has no architectural merit - it's not attractive and will not age well;
- Strong feelings that the development would appear out of character amongst older buildings. The building would be out of context in this location and is not attractive;
- The development should be more in keeping with the listed Toll Gate opposite and the listed Abbeyfield House and the rest of the surrounding properties;
- The scheme does not acknowledge at all the character of the local buildings and the Victorian Park opposite;
- Loss of historic and attractive building;

- Development on this site should have a pitched roof, be constructed of materials similar to neighbouring houses, have lower occupancy levels and make relevant parking provision;
- Layout and density of building, the building is of bad design and with little landscape options. Should be reinstating the Georgian/ early Victorian characteristics.

Amenity concerns:

- The garden on Roe Lane would be overlooked;
- The area is already overdeveloped and overpopulated;
- There is no outdoor space for residents;
- Concern that increased emissions from 13 cars would add to already high pollution levels in the area;
- Noise and pollution concerns arising from demolition and construction;
- Inadequate bin storage would lead to an overflow of rubbish in the area.

Other issues:

- The loss of trees and impact on local bat and bird habitats;
- The area is full of properties with multi-occupancy. The area needs family homes rather than small apartments. There are sufficient flats/ apartments in the area;
- The development should be considered a HMO development. Pitsmoor already exceeds the subscribed limit set by the Local Authority regarding HMOs;
- Affordable housing is requested;
- Local services are already at capacity;
- The property would be better used as a family home or shop;
- There is enough intimidation and gangs without adding more places to commune. Concern about who the end user would be;
- New play equipment funded by the developers should be provided in the park if the development goes ahead;
- Nobody has been consulted about this. There should be consultation about what would replace the old post office;
- Concern is raised that local opposition may have been rendered useless by current Covid19 situation;
- Other sites could be renovated to provide housing;
- There is no evidence of need for this development.

APPLICANT'S RESPONSES TO 26 REGISTERED OBJECTIONS

The applicant has submitted a representation in response to the first 26 objections made, which can be summarised as follows:

Justification for the closure of the Post Office is provided:

- The site has been owned by the applicant's family since 2004 and as a Post Office for 13 years. The proprietors retired in April 2017, and a new lease was

awarded to a private tenant who also ran a Post Office for 2 years. The lease was surrendered early. The Post Office facility, therefore, ceased in July / August 2019;

- Royal Mail has advertised, on their website for new prospective tenants and potential sub postmasters. Interest has been virtually non-existent;
- Location of other nearby local post offices are highlighted;
- The applicant confirms the property has been marketed and attempts to sell the property outright have been unsuccessful - not a single serious enquiry has been forthcoming;
- The property is vacant and has been for some time and has problems with fly tipping and discarded drug paraphernalia.

The applicant puts forward that development of the site is in line with the NPPF in that it would:

- Boost the supply of homes (paragraph 59 of the NPPF);
- Make use of a brownfield site and remediate a site which is well related to existing settlements which should be encouraged where suitable opportunities exist. (paragraphs 84 and 118 of the NPPF);
- Reflect the changes in the demand for land. Where there is no "reasonable prospect" of land being used for its allocated purpose, authorities are asked to support alternative uses that will help meet unmet needs for development in the area (NPPF para.120).

The applicant argues that this retail unit and those similar are no longer commercially viable and that the planning system must respond to this. They point to the national housing shortage crisis, and that those in need of smaller, more affordable units are particularly hard hit. They state that this proposal will provide entry level housing at affordable levels of rent for key workers. They consider that refusal of the application would be wholly contrary to the thrust of the policies on providing such housing set out at paragraphs 67 to 72 of the NPPF, with particular reference to paragraph 68 which encourages the development of small and medium sized sites.

They point out that the scheme has taken pre-application advice on board and responded positively to officer recommendations. They state that there is a demand for such housing, given the current local and national shortage and that this development will assist the general shortage of good quality affordable housing.

In response to objections made on highway ground the applicants comments are summarised as:

- Policy is to encourage sustainable travel solutions, moving away from use of the private car and locate housing in areas which are well served by public transport. This site is on an excellent city bus route;
- The Target occupier market is those who can manage without a car because either their work place is within walking distance or they are able to access public transport (e.g. NHS). Reference is made to paragraphs 105 and 108b of the NPPF;
- It is highlighted that there has been no objection from highways officers

- It is queried whether there have been previous concerns raised to the Council / Highways Agency regarding parking difficulties for residents; concern for children attending nearby schools; concern for the elderly; concern for emergency service vehicles attending local hospitals;
- No parking has been provided because the road layout is far too complex for entry and exit into the site (it is not to seek to maximise development on site);
- Cycle storage will be provided;
- Parking difficulties in the surrounding area will not be significantly increased by this development. These difficulties are present at most cross roads leading up to a main road and as objectors' detail these are long established in this area;
- There is no evidence or projection that suggests that this proposal would cause significant congestion or restrict traffic flow particularly given the small scale of the scheme;
- Legal requirements in respect of construction safety procedures which would protect pedestrians during the construction process are highlighted. They say that this is true of any construction and is not a ground to refuse this application. Some inconvenience to local residents will always result in any type of construction however this must be balanced with the need for more houses to be built.

In response to design comments the applicant makes the following points:

- The density is supported by paragraph 123 of the NPPF particularly in this location well served by public transport;
- The design complies with policy and is not an overdevelopment. The development will enhance the surrounding area;
- The Post Office is not listed and is now in a state of disrepair and is no longer commercial viable;
- The proposal is limited three storeys and the design is bespoke to this site, and has been enhanced through pre-application discussions, which encouraged a contemporary design;
- The colour of the brick has been recommended by your officers;
- Adequate green space and bin storage will be provided in the development

PLANNING ASSESSMENT

Planning Policy Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 require that planning applications are determined in accordance with the development plan unless material considerations indicate otherwise.

The Council's development plan comprises the Core Strategy which was adopted in 2009 and the saved policies of the Unitary Development Plan (UDP) which was adopted in 1998. The National Planning Policy Framework published in 2018 and revised in February 2019 (the NPPF) is a material consideration (paras 2 and 212 of the NPPF).

Paragraph 213 of the NPPF provides that existing policies in a development plan should not be considered out-of-date simply because they were adopted or made prior to the publication of the NPPF and that due weight should be given to existing policies in a development plan, according to their degree of consistency with the NPPF.

In all cases the assessment of a development proposal needs to be considered in light of paragraph 11 of the NPPF, which provides that when making decisions, a presumption in favour of sustainable development should be applied and 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 (e.g. because they are inconsistent with the NPPF), this means that planning permission should be granted unless:

- the application of policies in the NPPF which relate to protection of certain areas or assets of particular importance which are identified in the NPPF as such (for example SSSIs, Green Belt, certain heritage assets and areas at risk of flooding) provide a clear reason for refusal; or
- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole. This is referred to as the “tilted balance” and this assessment will have due regard to this.

Key Issues:

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 listed buildings, Area of Special Character, Historic Park and street scene.
- The effect on the living conditions of future and existing occupiers;
- Whether suitable highways access and off-street parking is provided;
- The impact of the proposal upon the existing landscaping.

Land Use

The application site falls within a Local Shopping Area as identified in the Sheffield Unitary Development Plan where Policy S7 lists Housing (Use Class C3) as an acceptable use subject to other policy criteria - Policy S10 being most relevant. UDP Policy S10 (Conditions on Development in Shopping Areas) states that in Shopping Areas development will be permitted provided that it would:

- (a) Not lead to a concentration of uses which would prejudice the dominance of preferred uses in the Area

The Local Shopping Centre has 67% of units in A1 use. This change of use would reduce this to 61% which is compatible with this policy.

Paragraph 85 of the NPPF promotes vitality and viability of centres by allowing them to grow and diversify in a way that can respond rapidly to change in retail and leisure

trends to allow a suitable mix of uses (including housing) and reflect their distinctive characters. The scheme would accord with this.

The aims of the local and national policy are similar; however the NPPF gives more flexibility. Moderate weight is therefore given to these UDP policies.

The site previously accommodated a post office as well as a retail unit. Post offices are considered a community facility and UDP Policy CF2 (Keeping Community Facilities) states that development which would result in the loss of community facilities will be permitted if: (a) the loss is unavoidable and equivalent facilities would be provided in the same area; or (b) the facilities are no longer required; or (c) where a change of use of a building is involved, equivalent accommodation would be readily available elsewhere.

The applicant's supporting information is documented above and has set out the steps taken to continue the previous activities on site. It is highlighted that there are Post Offices at Ellesmere Road and Fir Vale (Owler Lane). It is accepted that the loss of the facility is unavoidable and, indeed it has already closed.

As to whether "equivalent facilities would be provided in the same area" (second part of part a CF2a), the two Post Offices are more than 400 metres ('the same area' in CF2) from the former Post Office on Pitsmoor Road; therefore this would be contrary to Policy CF2. However, the Post Offices at Ellesmere Road and Owler Lane can serve the same catchment that the Pitsmoor Road Post Office served, and are doing so already; there is a high frequency bus route between the two Post Offices in vibrant Local and District Centres (vacancy rates at 3 and 4% respectively) so it is not unreasonable for customers to visit those Centres combined with other trips. Therefore, whilst not ideal, the loss of the post office is accepted.

Paragraph 84 of the NPPF seeks the retention and development of accessible local services and community facilities. As assessed above, there is little prospect of the Post Office being brought back into use and alternatives in the locality are available. The aims of the local and national policies broadly align and significant weight can be given to the local policy.

The Core Strategy supports housing in this area, and promotes the need for new housing developments in the city. The proposal specifically assists the aims of Policies CS23 and CS24, by providing housing within the urban area, on a suitable, sustainably located, previously developed site, supporting regeneration and making efficient use of land and infrastructure.

The policy approaches of CS23 and CS24 in respect of prioritising brownfield sites is considered to align with the NPPF paragraphs 117 and 118, which promote the effective use of land and the need to make use of previously-developed or 'brownfield land'. Furthermore, paragraph 118 c) gives substantial weight to the value of using brownfield land within settlements for homes and other identified needs. Given the strong alliance with the NPPF, in this regard it is concluded that these policies can be offered substantial weight and, as such, it is concluded that the principle of developing the site is supported in policy terms.

The site is located adjacent to a high frequency bus route, where Policy CS26(c) recommends a density of 40-60 dwellings per ha. The proposed density is approximately 131 dwellings per ha. Whilst this is significantly higher than the range detailed, densities outside this are permitted by the policy where design is good and it reflects the character of the area.

These issues will be discussed in detail within this report but it is considered that the development meets these aims.

Paragraphs 122 and 123 of the NPPF seek to make optimal use of the potential for each site taking into account characteristics of the area. The local and national policies align.

The proposal to develop the site for housing is therefore acceptable in principle, in accordance with the identified local policies.

The NPPF section 5 seeks to significantly boost the supply of homes. The identified local policies are considered up to date and consistent with the overall Framework, in accordance with para. 213.

Paragraph 73 of the NPPF requires the Local Planning Authority to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement. At present, Sheffield can identify a 5.1 year supply, and the subject site contributes to that, and significant weight is attributed to the benefits of the proposal in assisting Sheffield's required supply of housing.

Core Strategy Policy CS41 (Creating Mixed Communities) encourages housing developments to meet a range of housing needs – including a mix of prices, sizes, types and tenures. This aligns with the NPPF on the basis that a strong principle of sustainable development is the provision of a strong, vibrant and healthy community with a sufficient number and range of homes provided to meet the needs of current / future needs and communities' health, social and cultural well-being (paragraph 8, b).

The proposed development contains a mix of 1 and 2 bedroomed flats. The tenure will be open market housing for private sale. Given the small size of the site the mix and type is considered acceptable.

The proposal, therefore, is considered to be compliant with Policy CS 41 and the NPPF.

Design and Impacts on Character and Appearance of the Locality and Historic Assets

Core Strategy Policy CS74 'Design Principles' requires development to enhance distinctive features of the area, which is backed up through UDP Policies S10 and BE5 'Building and Design Siting' which expect good quality design in keeping with the scale and character of the surrounding area.

This site falls within an Area of Special Character, is opposite the Grade II Listed Toll House and opposite the site within Abbeyfield Park (locally designated Historic Park) is a further Grade II listed Building.

Policies BE15, BE17 and B18 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 city's heritage.

Developments should not harm the character or appearance of Listed Buildings or Areas of special Character. Policy BE18 in particular seeks the retention of buildings, walls, trees and open spaces and other features which contribute to the character of the Area of Special Character and requires new development to respect the appearance and character of the area.

Policy BE19 states that proposals affecting the setting of a listed building will be expected to preserve the character and appearance of the Building and its setting. Policy BE21 'Historic Parks and Gardens' within the UDP states that the character, setting and appearance of Historic Parks and Gardens will be protected.

Demolition of Existing Building

Whilst the existing building may have had some historic and architectural merit in the past, it has been unsympathetically clad and an unattractive shop front inserted. The commercial aspect is now vacant and the building does not have a positive visual impact in the street scene. It is particularly visible in its elevated position and at this junction. The demolition of the existing building in connection with the redevelopment of the site is therefore acceptable

Design and Layout

The site is a corner plot at a busy junction and is prominent. The development has been designed to acknowledge both road frontages which and it would have a similar set back from the highway to the existing buildings fronting Pitsmoor Road. This allows for some landscaping to be reintroduced and, importantly, the retention of the stone boundary walls.

The building would be 3 storeys in height with a flat roof. The buildings in the immediate context are two storeys with pitched roofs, with those to the north being fairly elevated above pavement level. The development would be constructed from a lower ground level than the existing building on site. The streetscene context plan, submitted with this application, shows the overall height of the proposed building sitting below that of the church to the north. The proposed upper floor accommodation would be level with the first floor of the neighbouring building. The development is shown to step up in height slightly at the corner, to acknowledge this junction.

Number 505 Pitsmoor Road on the opposite side of Shirecliffe Lane is lower rise; the buildings beyond this are higher than this. There is also a fall in gradient down Pitsmoor Road.

The height of the building is compatible with the existing development on Pitsmoor Road. On Shirecliffe Lane, the site behind is occupied by a large building on elevated land. The scale in the context of this street is acceptable.

There is variation in the height of the building and the proximity of the front wall to the site boundary is staggered. This, together with changes in material and fenestration detail means that the building would not appear overly imposing.

The design provides good vertical articulation and the openings have a vertical emphasis which is a characteristic of the street. The material palette is red brick and vertically hung slate. These are applied to give the building vertical emphasis. The final brick choice will be controlled by condition. Both red brick and slate are dominant in the street and are appropriate material choices. Whilst slate is to be applied to the walls this is appropriate given the contemporary design approach taken.

The immediate context is traditional pitched roof terraces, with the Historic Park opposite and the Grade II Listed Toll House located on the junction. This context does not preclude a contemporary design approach being taken. As assessed above this development has been well designed and relates to the scale of the street, and its characteristics and material pallet. Subject to control over the detailing and materials, the appearance of the development would be high quality and be an improvement over the current situation on site. The scheme allows for the retention of the stone boundary wall and replacement landscaping. The scheme would not harm the character and appearance of the Area of Special Character.

The development would affect the setting of the Grade II Listed Toll House which was built in the early 19th Century. This has historical and some architectural, significance. The listed building is sited on what would have been the main road from Sheffield to Barnsley, Wakefield and Leeds.

The development would be seen in immediate context with the Toll House, most so when travelling north up Burngreave Road. From this aspect it would be viewed as a back drop. The Toll House is sited at a busy road junction with a modern utilitarian car sales building to the south. There are a variety of development types surrounding the Toll House. The proposal would be more prominent than the existing building on site and would have more impact than the existing, however this is regarded as being less than substantial harm (the NPPF test) and would not significantly affect the character and appearance of the Toll House. This is compliant with Policy BE19 of the UDP.

Grade II listed Abbeyfield House is located well within the park and the park itself forms the setting of this building. Whilst there may be some contextual views, the setting of this building would be unaffected and therefore unharmed by the development.

Abbeyfield Park is identified on the local list as being a historic park, but it is not featured within the national list. The highway network separates the development site from the park and the development would not impact on the setting. Whilst there

are some very limited context views, the nature of the development would be such that it would not harm the character or appearance of the Park.

Paragraphs 189-196 of the NPPF reinforce the aims of the above local historic environment policies. Beyond this they introduce an impact test. They state that when considering the impact of a proposed development on the significance of a designated heritage asset great weight should be given to the asset's conservation. In this instance the scheme is considered cause less than substantial harm to the significance of the Toll House.

Paragraph 196 states that where there is less than substantial harm, this harm should be weighed against the public benefits, including where appropriate securing its optimum viable use. In this instance the redevelopment of the site would make use of a vacant site and boost the housing supply in a sustainable location. Balancing these factors with the low level impact on the Listed Building the less than substantial harm is considered to be outweighed by the benefits of developing the site.

The impact on the park and listed building within it does not result in harm to these assets.

The aims of the local and national policy broadly align so moderate weight is given to the local policy.

Chapter 12 of the NPPF requires good design - Paragraph 124 states that good design is a key aspect of sustainable development and should contribute positively to making places better for people. Paragraph 127 c) requires development to be sympathetic to the local character and history whilst not preventing or discouraging appropriate innovation or change (such as increased densities). 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. For the reasons outlined in the above assessment, the development accords with these aims.

The thrust of the national policy aligns with the local policies requirements and therefore significant weight is attributed to these local policies.

Landscaping

UDP Policy BE6 seeks good landscape design. Policy GE15 seeks to see mature trees retained where possible and to replace any which is lost. Policy BE18 also details the importance of retaining trees in Areas of Special Character.

There are trees in the northern corner of the Pitsmoor Road frontage and across the back of the site. Collectively these do contribute to the visual amenity of the area, particularly on the Pitsmoor Road frontage.

A survey of the condition of the trees indicated they are however of low quality. The Council's Landscape Officer has confirmed that none are worthy of a Preservation Order.

The plans do not allow for any retention of the trees. Whilst this is unfortunate, landscape areas have been designed into the new scheme with some limited opportunity for replacement planting along the Pitsmoor Road frontage and possibly some to be incorporated on the back corner adjacent to Shirecliffe Lane.

Whilst not as readily visible from public areas, the rear amenity space would also need to be subject to a high quality landscape scheme.

Given the quality of the existing trees it is reasonable to accept their removal subject to replacement planting. The replacement planting would provide adequate habitat replacement for any wildlife in the area.

Section 15 of the NPPF (Conserving and Enhancing the Natural Environment) broadly aligns with these aims, as does paragraph 127.

Accessibility

The scheme has been positively amended during the course of the application to allow for level access into and around the building. Due to site constraints one of these accesses is to the rear which is not ideal. However refusal cannot be justified on this basis. The scheme accords with aims of Policy BE7 of the UDP and paragraph 127 of the NPPF which closely align.

Highways Issues

UDP Policy H5(c) requires appropriate off street parking for the needs of people living there.

Policy S10(f) seeks that development would be well served by transport facilities and provide safe access to the highway network and appropriate off street parking and not endanger pedestrians.

The existing site has a single access point that is accessed off a busy, complicated, signalised junction. The intensification of this access would be undesirable from a highway safety perspective.

The vehicle access point is shown to be removed, with no parking proposed within the site. There is not adequate room within the curtilage to provide any off street parking.

The location of the site is such that local amenities and access to good public transport links are within a short walking distance from the site. Further to this, the applicant has indicated secure cycle storage is to be provided.

At this location on street restrictions are such that prospective residents would have to leave their vehicles away from the site. As such, it is not expected that a significant number of residents would have access to a vehicle. Bearing the aforementioned points in mind, the lack of parking would not be expected to have a

significant impact on the local highway network and therefore, a refusal on highway grounds could not be justified given the very site specific constraints in this case. Given the very low anticipated level of car ownership associated with this development, significant issues regarding congestion would not arise. It is acknowledged that the residential development would need to be serviced for deliveries and waste collection, however this would have been the case with the previous retail and post office use, therefore the impact on congestion and flow of traffic would be unlikely to be significantly different.

The building is located sufficient distance from the junction so that it would not cause visibility issues.

The presence of the pedestrian crossing immediately adjacent to one of the entrances into the site is noted, however this is comparable to the existing situation and taking comparison to the previous levels of activity on the site then pedestrian conflict issues would not be intensified.

Comment has been made within representation about highway implications during the construction phase. Conditions will be attached to any approval to control these matters in the form of a Construction Management Plan.

Section 9 of the NPPF promotes sustainable transport. Paragraph 109 of the NPPF states that development should only be prevented or refused on highway safety grounds if there would be unacceptable impact on highway safety or impacts on the road network would be severe. This above assessment demonstrates that this would not be the case in this instance.

The aims of the local and national policies broadly align, however national policy emphasises sustainable travel more heavily than the UDP, moderate weight is given to the local policy in light of this.

Living Conditions

Policy H5 seeks to ensure that living conditions would be satisfactory for occupants of the accommodation and for their immediate neighbours.

S10 states that development permitted should not cause unacceptable living conditions to residents in surrounding development.

Amenity of existing residents

The introduction of flats would be compatible with the residential nature of the area and therefore compliant with part a) of H5.

The neighbouring property to the north east along the Pitsmoor Road frontage is a church with a flat above. This property has no side windows in the gable. The proposed block is positioned adjacent to this with no windows in the side elevation, immediately adjacent to the boundary. Significant overbearing, overshadowing or overlooking implications would not arise.

To the rear of the site is a residential property that is subdivided. The separation distance from this property is such that unacceptable disamenity through overbearing, overshadowing or overlooking implications would not arise.

The development has been sensitively designed to minimise the impact on No 505 Pitsmoor Road. This property is separated from the application site by Shirecliffe Lane. There is a secondary ground floor obscure glazed window in the gable with the main window facing Pitsmoor Road. Due to the orientation and the siting of the building within the development site, significant overshadowing and overbearing implications would not arise.

Openings are proposed in the side elevation of the development. These would be orientated to face over the highway with the main outlook being at the side gable of No 505 rather than over their garden. The relationship is such that significant loss of privacy would not arise.

Other properties are sufficiently separate from the application site so that loss of amenity would not arise.

Amenity of future occupants

The internal amenity space for the proposed units is of good size. The main living accommodation would face south east and have a good standard of outlook and natural light. The outlook of the bedrooms at ground floor is a little compromised by the height and proximity of the perimeter boundary walls of the site, however given the outlook of the main habitable areas and the size of the units, the quality of the living accommodation is acceptable.

The development incorporates an acceptable size of amenity space to the rear of the units. Details will be controlled via condition to ensure that this is set out and landscaped to a good standard.

The site is immediately adjacent to a busy road intersection and therefore noise and disturbance issues could arise. This could adequately be addressed via the glazing specification being controlled by condition.

Paragraph 127(f) of the NPPF seeks a high standard of amenity for existing and future users. The above assessment demonstrates compliance with this aim. The aims of this align with Policy H5(b) and S10(d) of the local policy and significant weight is given to this element.

Sustainability

Policies CS63, 64 and 65 as well as the Sustainability SPG sets out the Council's approach to sustainable development. The policies require that developments are designed sustainably from the outset to minimise their energy demands, ensure that they make the best use of solar energy, passive heating and cooling, natural light, and natural ventilation, minimise water consumption and that buildings are designed flexibly from the outset to ensure their long term sustainability. 10% of the development's energy needs must also be provided from a decentralised low

carbon or renewable resource. Alternatively a fabric first approach to reduce the development's energy needs by 10% would also be considered to comply with the policy.

A short statement from the applicant details that airsource heat pumps would be incorporated into the development. A suitable condition can be attached to require final details of the measures that will be employed to achieve this policy aim. In addition to the above the scheme is sustainably located and would be car free with cycle storage provision. This would encourage sustainable modes of transport, generating less pollution. The site is previously developed and achieves a high density

Flood Risk and Drainage

The site is in Flood Zone 1 so there is low risk of flooding. An additional area of the site would be developed compared to the existing. The application form details that surface water drainage would be by sustainable methods. The garden area to the rear will be conditioned to be landscaped which would aid natural drainage. Subject to appropriate condition adverse drainage implications would not arise. This would be compatible with the aims of CS67 which seeks to reduce the extent and impact of flooding.

The aims of these core strategy policies are closely aligned with those contained in Section 14 of the NPPF. The scheme accords with the relevant aims within this section of the NPPF.

Community Infrastructure Levy (CIL)

CIL is a planning charge introduced as tool to help local authorities deliver infrastructure to support development. In this instance the proposal falls within Zone 2. Within this zone there is a CIL charge of £0 per square metre

RESPONSE TO REPRESENTATIONS

Many issues raised through representation have been addressed within the above assessment. The remaining concerns are discussed below:

Residents should be limited to non car drivers and this should be controlled through condition.

- This would not be reasonable or enforceable.

Concern is raised that the current Covid 19 issue will result in higher car ownership and usage due to discouragement of the use of public transport.

- The current circumstances are evolving. The scheme must be assessed in accordance with current planning policy.

Developments should be moving in the direction of reinstating the Georgian/ early Victorian and earlier representations.

- This is not a policy requirement.

The area is already overdeveloped and overpopulated, local services are already at capacity.

- The location and size of the site are suitable for the level of development proposed. The scheme would generate additional population in the area. This would increase demand for local services, however mechanisms outside the planning process must address this.

Inadequate bin storage would lead to an overflow of rubbish in the area.

- Bin storage is incorporated to the side of the building. There is adequate space within the site for suitable waste storage to be provided.

The area is full of properties with multi occupancy. The area needs family homes rather than small apartments. There are sufficient flats/ apartments in the area Pitsmoor already exceeds the subscribed limit set by the Local Authority regarding HMOs.

- The proposal is for apartments not a HMO. Whilst family housing is needed in this area the site size and access limits the provision of this significantly. The development proposed is acceptable in terms of the type of accommodation it would provide.

Affordable housing is requested.

- The size of the development does not trigger this policy.

There is enough intimidation and gangs without adding more places to commune and concern who the end users would be.

- The site would be brought back into use and would be less attractive for people to congregate than the existing/ previous use.
- The application form details that the apartments would be open market housing.

New play equipment funded by the developers should be provided in the park if the development goes ahead.

- There is no policy provision to require this.

Nobody has been consulted about this. Concern is raised that local opposition may have been rendered useless by current Covid19 priority.

- The scheme has been publicised by neighbour notification, site notice and press advert. The representations received are fully considered in this report.

There should be consultation about what would replace the old post office

- The applicant details commercial viability issues limit what can be placed on site, consultation on this development has taken place.

Other sites could be renovated to provide housing

- Whilst this may be the case, the LPA must assess the scheme submitted.

There is no evidence of need for this development

- No evidence of need is required for this application; however National Planning Guidance seeks to provide an increased number of homes.

There is no evidence to suggest these dwellings will attract NHS tenants/buyers.

- The applicant sets out that this is the target market; however evidence of this is not needed. The profession of the end users is not material to the determination of this application.

Existing parking issues are poorly enforced – non planning issue

SUMMARY AND RECOMMENDATION

The application seeks consent to demolish the existing building on site and redevelop it with a single 3 storey building accommodating 9 units.

The principle of residential use is acceptable in this location and the scheme would provide additional homes and make use of a vacant, brownfield site in a sustainable location.

The previous post office on site has been closed for some period of time and whilst attempts have been made to revive this, this has not been possible. Alternative post offices exist in the locality and are relatively easy to access from this area. The loss of the previous use is accepted and the redevelopment of the site for positive use in line with local and national policy is welcomed.

The design approach has resulted in strong objection. The contemporary approach is acceptable and acknowledges the character of the area in terms of siting, height, scale and materials palette. The stone boundary walls would be retained. Whilst it is regrettable that the existing trees within the site would be lost. It is accepted that replacement planting could be provided, particularly owing to the quality of the existing trees. The development would not be harmful to the streetscene or the Area of Special Character.

The Grade II listed Toll House is opposite the site and the Historic Abbeyfield Park with grade II listed building would also be opposite. The Toll House would be seen in context with the development and there would be some impact to the setting. This is regarded as having less than substantial harm to the historical and architectural significance of this asset and when balanced with the public benefits that the development would bring as described in this report, this is acceptable.

Significant public objection has been raised regarding the lack of any parking within the development. This is accepted given the sustainable location of the development close to amenities and on excellent transport routes. Furthermore good capacity and facilities for cycle storage are incorporated into the scheme. It is expected that the scheme by virtue of its lack of parking would not prove attractive to vehicle owners.

The scheme has an acceptable impact on the amenities of existing residents and offers good amenity for future residents.

The most important policies for this scheme relate to land use; design & heritage; highways; and amenity. Whilst some elements of these differ from the NPPF, broadly the aims align and sufficient weight can be given to these policies.

The scheme is considered to be compliant with UPD policies S7, S10, CF2, BE5, BE6, BE7, BE15, BE17, BE18, BE19, BE21 and H5; and Policies CS23, CS24, CS26, CS41, CS63, CS64, CS65, CS67 and CS74 of the Core Strategy; as well as the aims of the NPPF.

For these reasons the application is recommended for approval subject to the listed conditions.

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