

Case Number	22/02651/CHU (Formerly PP-11402063)
Application Type	Planning Application for Change of Use
Proposal	Alterations to dwellinghouse to form 2 self-contained studio / bedsits
Location	9 Paper Mill Road Sheffield S5 0EA
Date Received	14/07/2022
Team	North
Applicant/Agent	Wireframe Studio
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:

Proposed Plans and Elevations, Drawing Number 4 Rev 4, Published 08.09.22
Existing Plans and Elevations, (red line site plan) Drawing No 03 Rev 2, published 14.07.22

Reason: In order to define the permission.

Pre-Commencement Condition(s)

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

Other Compliance Conditions

3. The dwellings shall not be occupied unless the car parking accommodation as shown on the approved plans has been provided and surfaced in accordance

with those plans and thereafter such car parking accommodation shall be retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality it is essential for these works to have been carried out before the use commences.

Attention is Drawn to the Following Directives:

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

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

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

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

Site Location



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Location and Proposal

The application site is an end, two storey dwellinghouse located on Paper Mill Road. The street scene is predominantly residential and characterised by dwellings similar in age and appearance to the application property. The area is designated as a Housing Area in the adopted Sheffield Unitary Development Plan.

Consent is sought to subdivide the dwelling to form 2 studio flats. Each studio would occupy a floor and consist of a living /bedroom and separate kitchen and bathroom.

There is a good sized rear garden which would form shared amenity space. No external alterations are proposed to the property.

Representations

One letter of objection has been received which has been accompanied by a petition with 34 signatories objecting to the proposal. The following points are raised;

- The units would attract single people which could cause problems on the street. Eg. visitors day and night, people congregating. Concerns are raised regarding safety.
- The area is characterised by family housing, concern is raised that bedsits would be inappropriate.
- Concern is raised that if families occupied each bedsit with two vehicles each there would be a highway safety issue caused by parking demand.
- The driveway is too steep for people to access.
- Comment is made that the bedsits would have little space.
- Concern is raised that owners and residents would not maintain the garden.
- Works have commenced to covert the properties without planning permission.
- Issues with mess and debris in the highway during conversion are detailed.
- Concern regarding lack of public consultation on the planning application

Policy Context

The Council's development plan comprises the Core Strategy (CS) 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 revised in 2021 (NPPF) is a material consideration.

The key principle of the NPPF is the pursuit of sustainable development, which involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life.

The Council has released its revised 5-Year Housing Land Supply Monitoring Report. This new figure includes the updated Government's standard methodology which includes a 35% uplift to be applied to the 20 largest cities and urban centres, including Sheffield.

The monitoring report released in August 2021 sets out the position as of 1 st April 2021 – 31st March 2026 and concludes that there is evidence of a 4- year supply of

deliverable housing land. Therefore, the Council is currently unable to demonstrate a 5-year supply of deliverable housing sites.

Consequently, the most important Local Plan policies for the determination of schemes which include housing should be considered as out-of-date according to paragraph 11(d) of the NPPF.

The so called 'tilted balance' is therefore triggered, and as such, planning permission should be granted unless

di) the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed or
dii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

In this context the following assessment will:

- Consider the degree of consistency these policies have with the NPPF and attribute appropriate weight accordingly, while accounting for the most important policies automatically being considered as out of date.

- Apply 'the tilted balance' test, including considering if the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits.

Land Use

The site lies in a Housing Area in the UDP. UDP Policy H10 (Development in Housing Areas) identifies C3 residential use as the 'Preferred' land use in Housing Areas. Therefore, the proposed residential development is compatible with the UDP's designation and an acceptable use.

Core Strategy Policy CS23 (Locations for New Housing) identifies that new housing will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure.

Core Strategy Policy CS22 (Scale of the Requirement for New Housing) relates to the scale of the requirement for new housing and sets out Sheffield's housing targets until 2026; identifying that a 5-year supply of deliverable sites will be maintained. However, the NPPF now supersedes this, and the Council cannot demonstrate adequate Housing Land Supply at this point. Weight cannot therefore be afforded to the housing figures identified in Policy CS22.

However, it is considered that weight can still be afforded to policy CS23 on the basis that it links to key themes in the NPPF including increasing the supply of new homes, regeneration and sustainable development, the efficient use of land, brownfield land development, sustainable development, and sustainable travel.

The scheme makes efficient use of an existing building within a sustainable, urban, residential location. Furthermore it would add to the supply and mix of accommodation in the area. The scheme is compatible with the above mentioned policies.

Amenity

Policy H5 seeks to ensure that a concentration of uses would not lead to nuisance for existing residents and that living conditions would be satisfactory for occupants of the accommodation and immediate neighbours. Policy H14 sets out similar aims regarding amenity.

The Guidance contained within SPG on Designing House Extensions is also applicable in assessing residential amenity implications.

This aim is robustly reflected in paragraph 130 of the NPPF and as such it is considered that significant weight can be attached to the local policies.

The use of the property as two separate units would be unlikely to yield a significantly higher number of occupiers. The existing house is two bed roomed and the nature of the studio style accommodation would be likely to be occupied by single people. The use would be residential within a residential area and would be compatible, adding to the mix of accommodation in the area. There is no evidence that the scheme would result in nuisance.

No external alterations are proposed and the internal accommodation would be laid out so that habitable room windows have the same outlook as existing.

The scheme would have acceptable residential amenity implications.

Amenity of Future Occupiers.

The South Yorkshire residential Design Guide states the minimum size of a studio should be 33m sq. The Technical housing standards - nationally described space standard sets this at 39 m sq. At 29sqm, these units do fall short, however it is accepted that this is a conversion and not a new build. The unit would have acceptable internal light and space, with the living area being of a reasonable dimension. There is also access to good sized outdoor amenity space. As such it is considered that the amenity for future occupiers would be acceptable.

Highways

UDP Policy H14 seeks to ensure developments provide safe access to the highway network, appropriate off-street parking and does not endanger pedestrians.

Paragraph 111 of the NPPF states that 'Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'

The policies align and weight can be attached to the local policy.

The site has a dropped kerb, however parking on the site frontage is not formalised. It is evident that cars have been parked on the grass. The applicant has submitted a plan showing a single off street parking space which will be surfaced. Whilst an additional second parking space would be preferred, it is acknowledged that the intensity of use of the site will not materially alter, and there is some on street parking available, despite the demand for this. Taking a balanced view the parking provision is accepted.

Concern has been raised through representation about the gradient of the land, this is however regarded as being acceptable.

Unacceptable highway safety implications would not arise as a result of the scheme.

CIL

In this instance the proposal falls within Zone1. Within this zone there is a CIL charge of £0 per square metre.

RESPONSE TO REPRESENTATIONS

The above assessment discussed many of the points raised through representation.

It is noted that there is particular concern regarding the future occupiers of the units, in terms of safety and potential antisocial behaviour. There is no evidence to suggest that this would be an issue. Any such behaviour would be addressed via separate legislation. The scheme cannot be resisted on planning grounds based on these concerns.

Concern is raised that works have commenced to covert the properties without planning permission- Any works have been carried out at the owners own risk.

Issues with mess and debris in the highway during conversion are raised – Separate powers exist to address this issue outside the planning process.

Concern regarding lack of public consultation on the planning application -Immediate neighbours adjoining the site have been consulted in line with the Council's Code of Practice for Publicity and Consultation on Planning Applications.

Concern is raised that owners and residents would not maintain the garden – This is not a material planning consideration, however powers do exist to address untidy land.

Summary

Consent is sought to subdivide a two bedroom end town house to 2 studio flats.

Owing to the Council's lack of a 5 year housing land supply the tilted balance is engaged and Paragraph 11 (d) ii) of The Framework applies which requires permission to be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.

In considering the planning balance for this proposal the benefits are considered to be; the contribution towards the provision of housing in the context of the lack of a 5 year housing land supply, the sustainable location of this small site which would add to the mix of housing in the area, and very limited benefits to the economy.

The disbenefits are that the size of each unit is slightly substandard and an additional parking space would be preferred, however this has been discussed above and is regarded as being acceptable.

In this instance the planning balance falls in favour of the development which is compliant with the above mentioned policies and referenced sections of the NPPF.

Recommendation: Grant Conditionally.