

**From:** [REDACTED]  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** Submission of Representations - Land at Chippinghouse Road  
**Date:** 20 February 2023 12:09:35  
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Dear Sir / Madam,

We submit the attached representation document, on behalf of our client, Bolsterstone Group PLC, in response to Sheffield City Council's Publication Draft of the Sheffield Plan: Our City, Our Future.

The submitted document relates to our client's interest in Land at Chippinghouse Road (Site Location Plan appended).

I would be grateful if you could confirm receipt of the attached representation, and should you have any questions, please do not hesitate to contact me.

Kind regards,

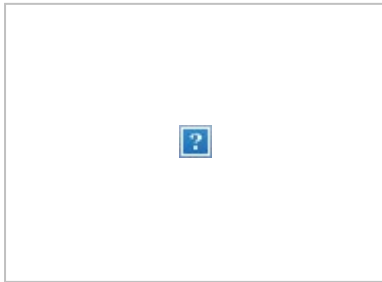
George

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# Representations to the Publication Draft of the Sheffield Plan: Our City, Our Future

Land at Chippinghouse Road and London Road

On behalf of Bolsterstone Group PLC  
February 2023

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## **APPENDICES**

### **APPENDIX 1 – Site Location Plan**

Prepared By: George Baines (Planner) and Alice Henderson (Senior Planner)

Asteer Planning LLP, Mynshulls House, 14 Cateaton Street, Manchester, M3 1SQ

Version: FINAL

Date: February 2023

## 1 INTRODUCTION

- 1.1 These representations have been prepared by Asteer Planning LLP ('Asteer') on behalf of Bolsterstone Group PLC ('Bolsterstone') in response to Sheffield City Council's ('SCC') Publication Draft of the Sheffield Plan: Our City, Our Future ('Publication Plan').
- 1.2 These representations have been prepared in the context of Bolsterstone's interest in land between Chippinghouse Road and London Road ('the site'). A Site Location Plan is contained at **Appendix 1**.
- 1.3 These representations are structured as follows:
- **Chapter 2** sets out the background to the site, including its location, characteristics, and planning history;
  - **Chapter 3** sets out the site's sustainability credentials, deliverability and the benefits that its delivery for a range of uses would bring;
  - **Chapter 4** sets out Bolsterstone's comments on the Publication Plan;
  - **Chapter 5** sets out a summary and conclusions.
- 1.4 Bolsterstone respectfully request that SCC gives due consideration to these representations in the ongoing preparation of the Local Plan.

## 2 SITE BACKGROUND

### The Site and Surrounding Area

- 2.1 The site at present is an area of cleared brownfield land situated within the Lowfield area of the city. The main access to the site is located off Chippinghouse Road, with other access points also located off Broadfield Road. The perimeter of the site to the east runs adjacent to London Road 'A61'. Most recently the site has submitted planning consent for a vehicle hire business and the erection of a single storey building to support the operation (Ref: 22/04151/FUL) which, at the time of writing is pending a decision however a positive outcome is expected. In December 2020, planning permission was granted for an access to the site (Ref: 20/03628/FUL) following Sheffield City Council's highway improvements.
- 2.2 Immediately north of the site is a large area of 2 – 3 storey terraced dwellings, and industrial / storage units to the west. To the south east lies the River Sheaf and the main railway route from the south which leads to Sheffield Station. The site is immediately bordered to the west by a number of two storey units which currently comprise residential and commercial uses and to the east by a second hand vehicle business forecourt.
- 2.3 The site is situated at the heart of a community district, with a number of local amenities and facilities within walking distance of the site, alongside Abbeydale Road to the west hosting a selection of convenience stores, restaurants and coffee shops. Madina Masjid Mosque lies approximately 80m to the north and Mount Pleasant Park and Heeley's People's Park north and east of the site respectively.
- 2.4 There are no designated heritage assets within the site boundary. No TPOs are located or within the vicinity of the site, and no ecological designations are assigned. The majority of the site sits within Flood Zone 2 with the western portion located within Flood Zone 3.
- 2.5 There are no public rights of way within the site.

## Planning History

2.6 The following planning history is deemed relevant to the site and these representations:

Reference	Description	Decision
22/04151/FUL	Use of land as vehicle hire (Use Class Sui Generis) including erection of a single-storey building for office use, erection of vehicle wash bays, provision of boundary treatment, new vehicular access to London Road, 1m high paladin fencing, exit gates to Chippinghouse Road and resurfacing to provide vehicle parking/circulation areas	Application Submitted 16th Nov 2022 (Awaiting Decision)
22/04152/ADV	Signage for vehicle car hire business	Submitted 16 <sup>th</sup> Nov 2022 (Awaiting Decision)
20/03628/FUL	Formation of vehicular access	Granted 23 <sup>rd</sup> Dec 2020
20/04025/DPN	Demolition of properties 482-510 London Road and former NPG sub-station to the rear of 482 London Road	Granted 21 <sup>st</sup> December 2020

2.7 In addition, the immediate surroundings to the site has seen recent mixed use development adjacent to the development site.

Reference	Description	Decision
16/02636/FUL	Erection of a building for use as a retail shop, workshops and storage on ground floor, storage on first floor and provision of external storage	Granted 20th Sep 2016

	space and associated landscaping and car parking accommodation	
13/03889/FUL	Demolition of existing building and erection of 7 terraced houses and two-storey retail building with associated external works	Granted 18th July 2014

### 3 A SUSTAINABLE AND DELIVERABLE SITE

- 3.1 The site is a gateway site into the City from the south and is situated within a sustainable and accessible location and comprises underutilised brownfield land. The surrounding areas of Heeley and Meersbrook are popular community areas benefitting from a mixed-use neighbourhood district fronting on to London Road. Broadfield Road, which lies to the south of the boundary provides a direct link to Abbeydale Road providing quick access to the affluent south-west area of Sheffield.
- 3.2 Bolsterstone consider that the site would be suitable for a range of uses including residential, commercial, retail and sui generis. The on-going roadworks to add a new filter lane from Broadfield Road also create an ideal new opportunity to bring the site forward for such uses.
- 3.3 With regard to residential uses, the National Planning Policy Framework ('NPPF') (2021) and the Government's growth agenda seek to ensure that sufficient land is available in the most appropriate locations to increase housing supply, support growth and boost home ownership. Importantly, this land should be deliverable. In accordance with the definition of deliverable as set out in Annex 2 of the NPPF, to be considered deliverable, sites should:
- **Be Available:** A site is considered available where there is confidence that there are no legal or ownership problems;
  - **Be Suitable:** A site is considered suitable for housing development if it offers a suitable location for development and would contribute to the creation of sustainable, mixed communities; and,
  - **Be Achievable:** A site is considered achievable for development where there is a reasonable prospect that housing will be developed on the site within five years. This is a judgement about the economic viability of a site and the capacity of the Developer to compete and sell housing over a certain period taking into account market factors, cost factors and delivery factors.
- 3.4 The site is available, suitable and achievable and is ideally positioned to contribute towards the Council's housing supply in accordance with the NPPF. The following demonstrates that the site is deliverable:



**Available**

- 3.5 The site is current vacant and available for redevelopment. Bolsterstone have a strong track record of delivering development on sustainable brownfield sites, with quick and effective delivery.
- 3.6 The site is therefore considered to be available in the context of the NPPF.

**Suitable**

- 3.7 The site is deemed suitable for residential development as it:
- Comprises an available brownfield site within a sustainable and accessible location;
  - Redevelopment of the site would ensure a vacant and currently underutilised site is brought back into use;
  - Provides an opportunity to increase the potential for green and biodiverse uses on the site, which at present do not exist.
  - Sits within a sustainable location, close to a range of amenities and transport links;
  - Aligns with SCC's ambition within the Publication Plan to deliver growth within existing urban areas with minimal removal of land from the Green Belt. It is a key priority of the strategy for housing growth to deliver future housing on sustainable brownfield sites within existing urban areas;
  - Has no identified environmental constraints that would prevent the site coming forward for residential development; and,
  - Is situated within a local highway network that has the capacity to accommodate the development.

**Achievable**

- 3.8 There are no site constraints that would affect the viability and/or deliverability of the site. Therefore, it is considered that the site can be viably developed.
- 3.9 The delivery of new homes in this location would make a positive contribution towards meeting the housing needs of the Borough.
- 3.10 Notwithstanding that the site represents a deliverable housing site, the site is also suitable for a mix of uses including commercial, retail and other sui generis uses consistent with

a local district centre especially given its gateway location into the city centre on a busy commuting route.

## 4 COMMENTS ON THE PUBLICATION DRAFT PLAN

4.1 Within the Publication Plan, the site is not proposed to be allocated for a specific use but is proposed to be located within a wider area identified as a '**General Employment Zone**'.

4.2 Draft Policy EC3 (Development in General Employment Zones) states:

4.3 *"In General Employment Zones the following uses will be:*

### ***Acceptable***

- *Storage and distribution (Class B8) not including open storage.*
- *Hotels (Class C1) where they would comply with Policy EC6.*
- *Commercial, business and service uses (Class E) – where they would comply with Policy EC5.*
- *Learning and non-residential institutions (Class F1) and local community uses (Class F2) – only in locations that are accessible and where they would comply with Policies EC5 and EC6.*

### ***Unacceptable***

- *Residential institutions (Class C2).*
- *Secure residential institutions (Class C2A).*
- *Dwellinghouses (Class C3).*
- *Houses in multiple occupation (Class C4).*
- *Purpose built student accommodation.*

*Other uses will be considered on their individual merits but will not be permitted where they would undermine the suitability of the Zone for the acceptable uses or would not comply with Policies EC5 and EC6."*

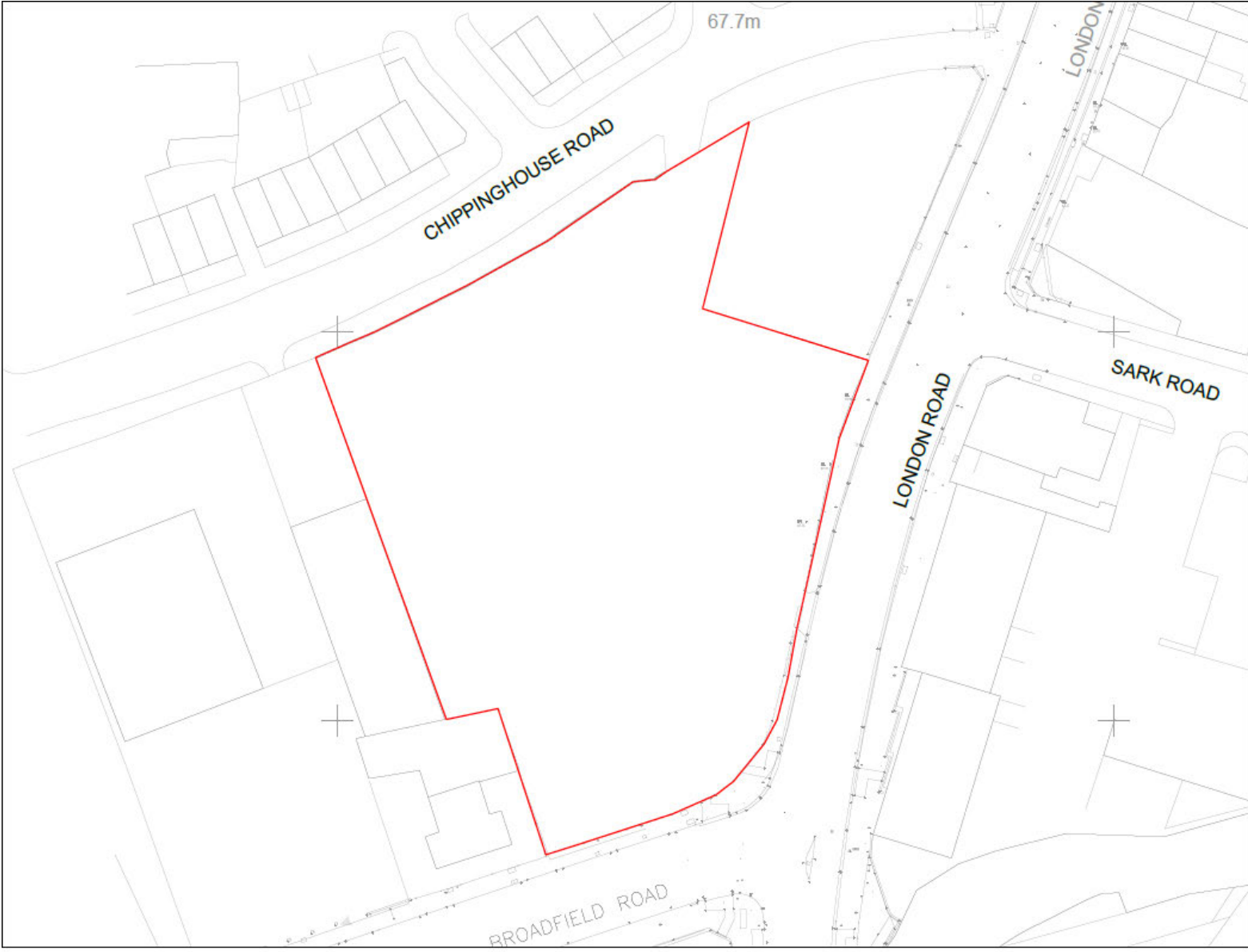
4.4 The supporting texts notes at para 5.14 that: *"The General Employment Zones provide opportunity and flexibility for a wide range of business to expand, locate and relocate. However, residential uses and other sensitives uses are not appropriate in these areas due to noise, traffic or other disturbance"*

- 4.5 Bolsterstone are supportive of the flexibility that the policy provides with regard to commercial, retail, hotel, storage and community uses on the site. However, Bolsterstone consider that Policy EC3 is overly restrictive and limits the possibility of development on suitable sustainable brownfield sites, particularly for residential development. It is acknowledged that some sites within the designation would be unsuitable for residential development, however this general assumption severely limits the opportunity for deliverable sites, such as this site, to come forward for residential development.
- 4.6 With reference to comments outlined above, Policy EC3 as drafted conflicts with SCC's ambitions to deliver the majority of housing on brownfield sites within the urban area.
- 4.7 Bolsterstone consider that the policy should allow greater flexibility when it comes to permitted land uses, rather than a prescriptive list of acceptable and unacceptable uses. It is not clear from the Council's evidence how the acceptability of uses has been determined. A criteria based mechanism should be included within the policy that allows for alternative uses to come forward where the site is no longer suitable for commercial or industrial use, and where it is acceptable when tested against other policies and considerations in the plan (such as amenity). The current policy wording, which wholly prohibits residential uses within General Employment Zones, severely restricts the deliverability of suitable brownfield sites for much needed housing within the city.
- 4.8 Furthermore, the reasoning provided by the Council in the supporting text for the unsuitability of residential development in this area is noted as noise, traffic and other disturbances. While this could be applicable to some sites within predominantly industrial areas, this is not a sufficient reason to prohibit residential development and could be considered against other detailed policies in the plan. These technical matters should be assessed on a case-by-case basis through appropriate technical assessments and specific mitigation proposed if required.

## 5 SUMMARY

- 5.1 These representations have been prepared by Asteer on behalf of Bolsterstone in response to SCC's Publication Draft of the Sheffield Plan in relation to their land interest at land between Chippinghouse Road and London Road.
- 5.2 The site is deemed highly sustainable and suitable for a variety of uses, including commercial, retail, industrial, residential and sui generis uses.
- 5.3 Bolsterstone is generally supportive of the site's allocation under Draft Policy EC3 'Development in General Employment Zones', and support the flexibility of this policy in permitted a range of uses including commercial, industrial, hotel and community uses however Bolsterstone recommends that the following amendments should be considered by the Council as the Local Plan is progressed:
- **Greater flexibility is included in Policy EC3 'Development in General Employment Zones'** - Bolsterstone consider that this policy as drafted is too prescriptive and should not expressly prohibit residential development, rather should include a mechanism for alternative uses (such as residential) to come forward in circumstances where an employment use becomes unviable and where any technical, amenity or other impacts can be adequately mitigated when such a use is considered against other development management policies in the plan, and the site characteristics.
- 5.4 Bolsterstone would like to reserve the right to appear in person at the Examination in Public into the Local Plan.

## APPENDIX 1 – SITE LOCATION PLAN



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**From:** [REDACTED]  
**To:** [REDACTED]  
**Cc:** [REDACTED]  
**Subject:** Submission of Representations - Land at Woodside Works  
**Date:** 20 February 2023 12:10:52  
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[Woodside Works - Representations FINAL 200223.pdf](#)

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The submitted document relates to our client's interest in Land at Woodside Works (Site Location Plan appended).

I would be grateful if you could confirm receipt of the attached representation, and should you have any questions, please do not hesitate to contact me.

Kind regards,

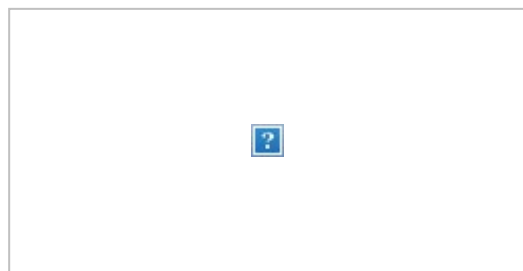
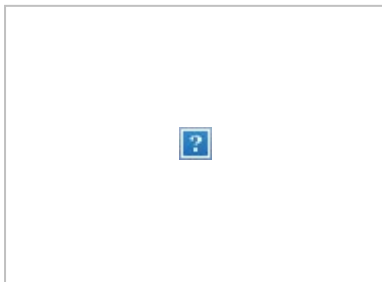
George

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[REDACTED]

[REDACTED]





# Representations to the Publication Draft of the Sheffield Plan: Our City, Our Future

Land at Woodside Works, Rugby Street

On behalf of Bolsterstone Group PLC  
February 2023

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## **APPENDICES**

### **APPENDIX 1 – Site Location Plan**

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Asteer Planning LLP, Mynshulls House, 14 Cateaton Street, Manchester, M3 1SQ

Version FINAL

Date: February 2023

## 1 INTRODUCTION

- 1.1 These representations have been prepared by Asteer Planning LLP ('Asteer') on behalf of Bolsterstone Group PLC ('Bolsterstone') in response to Sheffield City Council's ('SCC') Publication Draft of the Sheffield Plan: Our City, Our Future ('Publication Plan').
- 1.2 These representations have been prepared in the context of Bolsterstone's interest in land at Woodside Works, Rugby Street ('the site'). A Site Location Plan is contained at **Appendix 1**.
- 1.3 These representations are structured as follows:
- **Chapter 2** sets out the background to the site, including its location, characteristics, and planning history;
  - **Chapter 3** sets out specific comments on the Publication Plan including the site's draft housing allocation (Ref: KN34);
  - **Chapter 4** sets out a summary and conclusions.
- 1.4 Bolsterstone respectfully request that SCC gives due consideration to these representations in the ongoing preparation of the Local Plan.

## 2 SITE BACKGROUND

### The Site and Surrounding Area

- 2.1 The site is situated within an existing industrial location between Neepsend and Parkwood Springs. In its existing form, the site hosts a three storey industrial unit which is partially vacant.
- 2.2 Within the current Development Plan, the site is not allocated for a specific use however is located within a wider area identified as a 'Fringe Industry and Business Area'.
- 2.3 The industrial unit is of an 'L' shape, with the main access to the site off Rugby Road, which in turn leads to Rutland Road, connecting the city centre with the northern element of the city. Immediate uses surrounding the site are of other industrial buildings of similar height. Further afield to the east lies Stanley Fields and to the west Parkwood Springs. Residential terraced dwellings are located north of the site, lying on the edge of the Pitsmoor area of the city. The River Don and Kelham Island lie to the south.
- 2.4 Local amenities are in close proximity with a number of convenience stores, restaurants and public houses approximately 400m to the south within the neighbourhood of Kelham Island and Neepsend. The site is well served by public transport with existing bus stops approximately 130m to the south of the site on Rutland Road. It is also located within walking distance of both Parkwood Springs and Stanley Fields.
- 2.5 There are no heritage designations within or immediately surrounding the site.
- 2.6 No TPOs are located or within the vicinity of the site, and no ecological designations are assigned. The site sits within Flood Zone 1.
- 2.7 There are no public rights of way across the site.

### Planning History

- 2.8 There is no recent planning history for the site of relevance to these representations.

### 3 COMMENTS ON THE PUBLICATION DRAFT PLAN

- 3.1 Within the Publication Plan, the site is proposed to be allocated as a housing site (Ref: 'KN34 – 132 Rugby Street, S3 9PP'.) This draft allocation does not provide any specific criteria in relation to the site but identifies a total capacity of 12 homes.
- 3.2 In addition to the specific housing site allocation proposed, the site is also proposed to be located within the emerging policy area of 'Policy VC3 - Central Area Flexible Use Zone', which deems the following uses acceptable and unacceptable:

#### *Acceptable*

- Hotels (Class C1).
- Dwellinghouses (Class C3) – where the scale and mix of new homes would comply with Policy NC5.
- Houses in multiple occupation (Class C4) – subject to compliance with Policy NC5.
- Houses in multiple occupation with more than 6 residents – subject to compliance with Policy NC5.
- Commercial, business and service uses (Class E) – where they comply with Policy EC5.
- Learning and non-residential institutions (Class F1).
- Local community uses (Class F2) Public houses, wine bars or drinking establishments (with or without expanded food provision) - where they comply with Policy NC14.
- Leisure developments – where they would comply with Policies EC5 and NC14.

#### *Unacceptable*

- General industrial (Class B2).
- Storage or distribution (Class B8).
- Secure residential institutions (Class C2a).
- Other uses that would be incompatible with residential use due to the noise, pollution or traffic that they would generate.

- 3.3 Bolsterstone is supportive of the site's draft allocation for housing which aligns with SCC's objective to deliver future housing on sustainable brownfield sites within existing urban areas. Bolsterstone however note that the figure of 12no. units should be viewed as indicative at this stage rather than represent a maximum. Ultimately, the appropriate density and quantum of development on the site will be informed by detailed design and technical work however Bolsterstone consider that there is a strong case for a medium / high density on the site given its characteristics and sustainable location. The Publication Plan as drafted does not include a buffer between housing land supply and need and therefore to ensure the Council's housing targets are met in full, it is important to maximise the opportunities where they become available to maximise the efficient use of suitable brownfield sites for development across the plan period.
- 3.4 In addition, Bolsterstone are generally supportive in principle of the site being located within the emerging policy area of 'Policy VC3 - Central Area Flexible Use Zone', which permits a wide-range of potential uses within these areas. This is important to ensure that the site is not unduly restricted by solely being allocated for housing and could potentially come forward for a number of alternative uses, should market conditions or other considerations dictate that another use is more appropriate / viable. Whilst our understanding from the draft proposals map is that the site will essentially be covered by both the housing site allocation and the flexible use allocation, Bolsterstone respectfully request clarification on this matter to ensure that a flexible range of potential uses will be permitted on the site.

## **4 SUMMARY**

- 4.1 These representations have been prepared by Asteer on behalf of Bolsterstone in response to SCC's Publication Draft of the Sheffield Plan in relation to their land interest at Woodside Works.
- 4.2 Bolsterstone is supportive of the site's draft allocation for housing which aligns with SCC's objective to deliver future housing on sustainable brownfield sites within existing urban areas. Bolsterstone however note that the figure of 12no. units should be viewed as indicative at this stage and that the site presents an opportunity to maximise density subject to design and other technical considerations.
- 4.3 Bolsterstone are generally supportive in principle of the site being located within the emerging policy area of 'Policy VC3 - Central Area Flexible Use Zone', which permits a wide-range of potential uses within these areas. Bolsterstone consider it important that this flexible use policy is applied to the site, along with the housing site allocation in recognition that the site could potentially come forward for a number of alternative uses, should market conditions or other considerations dictate that another use other than residential is more appropriate / viable.
- 4.4 Bolsterstone would like to reserve the right to appear in person at the Examination in Public into the Local Plan.

## APPENDIX 1 – SITE LOCATION PLAN

