



**JohnsonMowat**  
Planning & Development Consultants

Mr Michael & Mrs Janine Savage  
&  
Mr Simon & Mrs Kealey Lambert

LAND TO THE REAR OF 241 BURNCROSS ROAD,  
CHAPELTOWN, S35 1RZ

Outline Planning Application for residential development with access taken from  
Burncross Road

**OPEN SPACE STATEMENT**



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Mr Michael & Mrs Janine Savage  
&  
Mr Simon & Mrs Kealey Lambert  
Land to the rear of 241 Burncross Road, Chapeltown, S35 1RZ

Open Space Statement

Date: 05 September 2023

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## LIMITATIONS

The assessments and interpretation have been made in line with legislation and guidelines in force at the time of writing, representing best practice at that time.

All of the comments and opinions contained in this report, including any conclusions, are based on the information obtained by Johnson Mowat Planning Ltd during our investigations.

There may be other conditions prevailing on the site which have not been disclosed by this investigation and which have not been taken into account by this report. Responsibility cannot be accepted for conditions not revealed by the investigation.

Any diagram or opinion of the possible configuration of the findings is conjectural and given for guidance only and confirmation of intermediate ground conditions should be considered if deemed necessary.

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## **1.0 INTRODUCTION**

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- 1.1 This Open Space Statement has been produced on behalf of Mr Michael & Mrs Janine Savage and Mr Simon & Mrs Kealey Lambert.
- 1.2 in support of an Outline application for the residential development of land to the rear of 241 Burncross Road, Chapeltown, S35 1RZ. This assessment seeks to undertake a review of the open space considerations relating to the applicants proposals to develop the site.
- 1.3 The site is currently vacant and remains in private ownership with no public access. There are no records which show that the site has ever been available for public use.
- 1.4 This report will consider the history of the site, the relevant planning policy framework, the development proposals, assess the relevant open space considerations, and set out the conclusions and findings of the report.

## 2.0 LOCATION, SITE HISTORY AND DEVELOPMENT PROPOSALS

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### Site Location

- 2.1 The application site is located to the rear of 241 Burncross Road, Sheffield, S35 1RZ. The site is bound by a variety of different uses, with residential properties predominantly to the north, south and west, a doctors surgery to the north west and an allotment / garden centre to the immediate east. The site is therefore wholly contained by existing development in a sustainable town centre location.
- 2.2 The Unitary Development Plan (UDP) was adopted in March 1998. The UDP Proposals Map designates the southern half of the site as part of an Area of Open Space (Policy G14).
- 2.3 Further details of the site's location can be found in the Planning Case Report and Design and Access Statement.

### Site History

- 2.4 The site is currently in private ownership and not publicly accessible. The site is vacant and has no recorded planning history.

### Development Proposals

- 2.5 The development proposals consist of an Outline application to establish the principle of residential development, with detailed approved sought in relation to access only. The indicative layout which supports the proposed development (RS72-2023-0110) demonstrates a scheme which could potentially be brought forward, comprising of:-
- The erection of circa 14no. dwellings;
  - Deliver a mix of dwellings ranging in size and houstypes;
  - Access from Burncross Road via the demolition of the existing garage at 241 Burncross Road; and
  - Provision of onsite Public Open Space and landscape planting along the western boundary of the site.
- 2.6 Further details of the proposals and the design rationale are contained within the Design and Access Statement.

## 3.0 PLANNING POLICY CONTEXT

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### Introduction

- 3.1 At the time of writing, the adopted Development Plan comprises the adopted Unitary Development Plan (UDP) (1998) and the Sheffield Development Framework (SDF) Core Strategy document (2009). The Core Strategy provides the overall spatial strategy for the SDF over the period 2009 to 2026.
- 3.2 The LPA has confirmed in the most recent 5-year housing land supply monitoring report (December, 2022) that it is not able to identify a five year land supply of housing land, it is estimated as being 3.65 years. At the time of writing the emerging Local Plan is still at an early stage with an initial Draft Local Plan “Regulation 19 Stage” being consulted on in February 2023. The Council anticipate submission to the Secretary of State later this year (2023) with anticipated adoption in 2025.
- 3.3 It is therefore considered that the Council may be some years away from being in the position to demonstrate a five year housing land supply and the development provides a significant benefit in contributing additional dwellings to help meet the Council’s under supply of market housing.
- 3.4 This section describes the adopted and emerging Development Plan for the site and considers the relevance and weight that should be attributed to the policies contained within it.

### Sheffield Development Framework (SDF) Core Strategy

- 3.5 The relevant Development Plan is the SDF, which was adopted in 2009, prior to the publication of the Framework. The site is partially allocated as open space in the SDF, therefore any development on this area of land must comply with Policy CS47. The policy reads as follows:

*“Development of open space will not be permitted where:*

- a. it would result in a quantitative shortage of either informal or formal open space in the local area; or*
- b. it would result in the loss of open space that is of high quality or of heritage, landscape or ecological value; or*

- c. *people in the local area would be denied easy or safe access to a local park or to smaller informal open space that is valued or well used by people living or working in the local area; or*
- d. *it would cause or increase a break in the city's Green Network.*

*Development that would still result in the loss of open space will only be permitted where:*

- e. *as soon as practicable, equivalent or better replacement open space would be provided in the local area; or*
- f. *the site is identified as surplus for its current open space function and:*
  - i. *a proposed replacement would, as soon as practicable, remedy a deficiency in another type of open space in the same local area; or*
  - ii. *it could not fulfil other unsatisfied open space needs; or*
- g. *the development would be ancillary to the open space and have a minimal impact on the use or character of the open space."*

3.6 In relation to subsection (a) the proposal would not result in a quantitative shortage of informal or formal open space in the local area. Located within the proposals map there are 17no. open space sites within 1300 meters (18 minute walk / 4 minute cycle) of the site. 5 of the open space facilities are located within 300 meters of the site. Clearly there is extensive open space within the locality, this is evidenced further in the supporting Open Space Assessment.

3.7 In relation to subsection (b) the site has no quality as open space, given it is not publicly accessible and consists of poor quality trees and scrubland. Whilst it is agreed that the eastern half of the open space allocation serves a function as an allotment (outside of the application boundary), the application site itself is effectively back land which serves no purpose as open space.

3.8 In relation to subsection (c) there is no record that this land has ever been publicly accessible, it is in private ownership with defined site boundaries and fencing to prevent trespassing. There is also clear extensive open spaces as set out above.



- 3.9 In relation to subsection (d) the proposal would not cause or increase a break in the City's Green Network. The surrounding area is urban in nature, severing any green network. The application site is not linked to a wider greenspace network.
- 3.10 Subsection (f) requires that in order to permit new development, an assessment should demonstrate whether i) a proposed replacement is required to remedy a deficiency in another type of open space in the same local area; or ii) whether it could fulfil other unsatisfied open space needs. It is considered that this part of the policy is in conflict with the requirements of the Framework. It is noted that the Core Strategy predates the revised Framework and its predecessor and does not reflect guidance set out in the Framework in relation to open space.
- 3.11 It is considered that on the basis that the site forms no public use, and there is a surplus within the local area, the proposal complies with Paragraph 99 of the Framework. Given the conflict, Policy CS47 is considered to be out of date and no weight should be given to provisions of e-g.
- 3.12 Policy CS47 should also be seen in the context of it being a policy most important for determining the application and due to the Council's failure to demonstrate a five-year housing supply it is considered to be out of date (Paragraph 11 and footnote 8 of the Framework).
- 3.13 In relation to the principal of development, the NPPF and Local Plan support the use of sustainable sites. The site is not, and has not been, accessible to the public. The provision of dwellings on the site would make a contribution to Sheffield City Council meeting its housing target.

### **National Planning Policy Framework**

- 3.14 The Government's National Planning Policy Framework (the Framework) now forms the relevant policy guidance at the national level for the determination of all planning applications; this is especially so where the local development plan is either silent, absent or out of date. The Framework is a material consideration which must be taken into account in all planning decisions.
- 3.15 Paragraph 8 of the Framework sets out the three dimensions of sustainable development, including:

*“A social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being”*

3.16 Paragraph 10 of the Framework states:

*“So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.”*

3.17 Paragraph 99 of the Framework states:

*“Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

- An assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
- The loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
- The development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.”*

### **Sheffield’s Great Outdoors Green & Open Space Strategy (July 2010 - 2030)**

3.18 This document presents a strategy to outline a 20 year plan to meet local people’s needs in relation to Sheffield’s outdoor spaces, to deliver environmental benefits and to raise the quality of green and open spaces throughout the city.

3.19 The focus of the strategy is on the wide range of benefits and opportunities that green and open spaces provide and is centred around 4 key themes:

- People
- Places
- Environment & Sustainability
- Quality Management

3.20 Whilst the Development Plan provides a mechanism for protecting green space from the built environment, the Green and Open Space Strategy is more focussed the management and the improvement of quality. It is noted that since this document has been adopted, the application site has not been 'enhanced' in any form, and remains privately owned with no access to the public.

### **Sheffield Open Space Assessment (2022)**

3.21 Through the preparation of the emerging Sheffield Plan, the Council undertook an audit of open space across the district. The aim of which is "to provide a robust assessment of the quality, quantity and accessibility of publicly accessible open spaces in order to establish local provision standards and create an up to date evidence base which can be used to inform new Sheffield Local Plan policy". This study consisted of a main report and several Area Profiles, including the Chapeltown and Ecclesfield area.

3.22 The Open Space Assessment concluded that consideration could be given to the loss of natural green spaces as these are in surplus for the Chapeltown and Ecclesfield area. It is notable that within Figure 3 'Overview of Open Space Provision', **the application site is designated as being general 'housing market area' in its entirety, with only the adjacent allotments being identified as Open Space**. This strengthens the Applicants position that the land does not serve a purpose as open space currently.

## 4.0 OPEN SPACE CONSIDERATIONS

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- 4.1 There are a number of open space considerations which need to be taken into account in this instance, these are set out below.
- 4.2 The site has never been publicly available as open space or available for public use in general.
- 4.3 For the avoidance of doubt the land is currently vacant and currently forms disused paddock land. The site is allocated as open space in the Sheffield Unitary Development Plan (UDP), a designation which dates back to 1998.
- 4.4 The southern half of the site, which is designated as open space, is currently unkempt grassland which has become overgrown in its vacant state. The land is bounded to the west by the rear garden of residential properties and to the east by an allotment garden. The site itself is visually unremarkable. Where possible existing trees are to be retained within the development scheme and therefore retaining those aspects which contribute to the visual amenity of the area.
- 4.5 The site is within an area which benefits from extensive open space which range between both formal and informal. The table below demonstrate the designated open space within 1,300 metres of the site.

<b>Address</b>	<b>Distance from Application Site</b>	<b>Commentary</b>
Burncross Road Allotments	0 meters	Council owned private allotments.
Burncross Cemetery	20 meters	Football club training sports pitches.
Windmill Hill Primary School	134 meters	School playing fields with a play equipment and football pitches.
Land at Chapeltown Community Centre, Orchard Street	195 meters	Large greenfield space which is publicly accessible and closely relates to the community facility.
Willow Crescent Recreational Area	277 meters	Greenfield area of public open space.
Ferns Park	528 meters	Large area of public open space with a football pitch and playground. Footpaths lead to Foxfield Spring Wood.
Charlton Brook	579 meters	Linear area of open space along the brook and dam, with an equipped area of play, bike track and basketball court
Thornccliffe Cricket Club	633 meters	Cricket pitch.

Colt Primary School	727 meters	School playing fields with play equipment and football pitches.
Lound Junior School	752 meters	School playing fields with play equipment and greenfield open space.
Burncross Road Recreational Ground	744 meters	Greenfield area of public open space with equipped area of play.
Ecclesfield Community Sports Centre	906 meters	Substantial greenspace and sports facilities including synthetic turf pitches, grass pitches, tennis courts, basketball courts, as well as athletics track and field.
Greengate Lane Academy	914 meters	School playing fields with a play equipment and football pitches.
Mortomley Park	1,070 meters	Park/open space with 4no. grass football pitches, a basketball net and equipped play area.
Thornccliffe Health and Leisure Centre	1,180 meters	Large scale sports facilities including cricket pitch, football pitches, tennis courts and bowling green.
Angram Bank Recreation Ground and Cottam Road Open Space	1,240 meters	Park/open space with an equipped area of play and grass football pitch.
Angram Bank Primary School	1,280 meters	School playing fields with play equipment and greenfield open space.

## 5.0 SUMMARY AND CONCLUSIONS

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5.1 This section of the report identifies the main planning considerations and provides a summary of the key findings.

- The proposed development site is allocated as open space in the UDP (1998). The UDP and SDF (2009) are now largely time expired and significantly pre-date the Framework (see Planning Case Report).
- The site is in private ownership and has never been publicly available for recreations purposes. The proposals will incorporate an element of onsite open space which will be publicly accessible.
- The site itself has very little visual amenity value, the existing trees on-site are to be retained where possible to maintain any visual amenity value of the site.
- The Council's Open Space Audit has identified an overall surplus of natural greenspace typology of Open Space within this locality.
- The application proposals seek the residential development of the site, helping to make good a significant housing shortfall in the District.

5.2 These development proposals are considered to be policy compliant in the consideration of the loss of designated open space.