

Planning and Highways Committee

Tuesday 15 September 2020 at 2.00 pm

To be held as a virtual meeting

The Press and Public are Welcome to Attend

Membership

Councillors Jayne Dunn (Chair), Jack Clarkson, Tony Damms, Roger Davison, Peter Garbutt, Dianne Hurst, Alan Law, Bob McCann, Zahira Naz, Peter Price, Peter Rippon, Chris Rosling-Josephs and Andrew Sangar

Substitute Members

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

PUBLIC ACCESS TO THE MEETING

The Planning and Highways Committee is responsible for planning applications, Tree Preservation Orders, enforcement action and some highway, footpath, road safety and traffic management issues.

A copy of the agenda and reports is available on the Council's website at www.sheffield.gov.uk. You may not be allowed to see some reports because they contain confidential information. These items are usually marked * on the agenda.

Recording is allowed at Planning and Highways Committee meetings under the direction of the Chair of the meeting. Please see the website or contact Democratic Services for details of the Council's protocol on audio/visual recording and photography at council meetings.

Planning and Highways Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last.

Further information on this or any of the agenda items can be obtained by speaking to Abby Brownsword on 0114 273 5033 or by emailing abby.brownsword@sheffield.gov.uk.

FACILITIES

N/A

**PLANNING AND HIGHWAYS COMMITTEE AGENDA
15 SEPTEMBER 2020**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 5 - 8)
Members to declare any interests they have in the business to be considered at the meeting
- 5. Site Visit**
To agree a date for any site visits required in connection with planning applications prior to the next meeting of the Committee
- 6. Applications Under Various Acts/Regulations** (Pages 9 - 10)
Report of the Director of City Growth
- 6a. Application No. 20/01437/RG3 - Land Bound By Cambridge Street, Wellington Street And Backfields, Sheffield, S1 4HP** (Pages 11 - 54)
- 6b. Application No. 20/01438/LBCRG3 - Land Bound By Cambridge Street, Wellington Street And Backfields, Sheffield, S1 4HP** (Pages 55 - 60)
- 6c. Application No. 20/01301/OUT - Hepworth Properties Ltd, East Works, Storrs Bridge Lane, Sheffield, S6 6SX** (Pages 61 - 124)
- 6d. Application No. 20/01702/FUL - D.H. Bowyer and Sons, 4 Brooklands Avenue, Sheffield, S10 4GA** (Pages 125 - 134)
- 6e. Application No. 20/01489/FUL - 83 Redmires Road, Sheffield, S10 4LB** (Pages 135 - 156)
- 6f. Application No. 20/01666/FUL - 131 Rock Street, Sheffield, S3 9JB** (Pages 157 - 166)
- 6g. Application No. 20/01966/CHU - Dixon Dawson Chartered Architects, 6 Moor Oaks Road, Sheffield, S10 1BX** (Pages 167 - 180)
- 6h. Application No. 19/00331/FUL - Adjacent 59 Daniel Hill Mews, Opposite 75 Daniel Hill Mews, Adjacent 1 Daniel Hill Mews, Opposite 6 Daniel Hill Mews, Adjoining 83 Daniel Hill Mews,** (Pages 181 - 192)

Sheffield, S6 3JJ

- 6i. Application No. 20/02573/FUL - 60 Highfield Rise, Sheffield, S6 6BT** (Pages 193 - 200)
- 7. Record of Planning Appeal Submissions and Decisions** (Pages 201 - 208)
Report of the Director of City Growth
- 8. Date of Next Meeting**
The next meeting of the Committee will be held on Tuesday 6th October 2020 at 2pm.

ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest (DPI)** relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
 - under which goods or services are to be provided or works are to be executed; and
 - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
 - the landlord is your council or authority; and
 - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
 - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
 - (b) either -
 - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
 - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Audit and Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email gillian.duckworth@sheffield.gov.uk.

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SHEFFIELD CITY COUNCIL Planning and Highways Committee

Report of: Director of City Growth Department

Date: 15/09/2020

Subject: Applications under various acts/regulations

Authors of Report: Michael Johnson, Chris Heeley, Dinah Hope and Lucy Bond

Summary:

Reasons for Recommendations

(Reports should include a statement of the reasons for the decisions proposed)

Recommendations:

Background Papers:

NOTE Under the heading "Representations" a Brief Summary of Representations received up to a week before the Committee date is given (later representations will be reported verbally). The main points only are given for ease of reference. The full letters are on the application file, which is available to members and the public and will be at the meeting.

Category of Report: OPEN

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Case Number	20/01437/RG3 (Formerly PP-08691398)
Application Type	Application Submitted by the Council
Proposal	Retention and refurbishment of existing buildings, demolition of associated structures and erection of new buildings to form a mixed use development comprising a communal hall with associated retail space, cafe, bar (Use Classes A1/A2/A3/A4/A5) flexible business, events and studio space (Use Classes B1/D1/D2) and associated works
Location	Land Bound By Cambridge Street, Wellington Street and Backfields Sheffield S1 4HP
Date Received	06/05/2020
Team	City Centre and East
Applicant/Agent	Miss Lauren Hawksworth
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:

HOH-FCBS-Z3-XX-DR-A-0001 P1	- H3 Existing Location Plan
HOH-FCBS-Z3-XX-DR-A-0010 P1	- H3 Site Plan
HOH-FCBS-Z3-B1-DR-A-0038 P1	- Existing Basement Plan
HOH-FCBS-Z3-LG-DR-A-0039 P1	- Existing Lower Ground Floor Plan
HOH-FCBS-Z3-UG-DR-A-0040 P1	- Existing Upper Ground Floor Plan
HOH-FCBS-Z3-01-DR-A-0041 P1	- Existing First Floor Plan
HOH-FCBS-Z3-02-DR-A-0042 P1	- Existing Second Floor Plan
HOH-FCBS-Z3-RF-DR-A-0043 P1	- Existing Roof Plan
HOH-FCBS-Z3-ZZ-DR-A-0080 P1	- Existing Sections
HOH-FCBS-Z3-ZZ-DR-A-0090 P1	- Existing West Elevation
HOH-FCBS-Z3-ZZ-DR-A-0091 P1	- Existing Bethel Walk Elevation
HOH-FCBS-Z3-ZZ-DR-A-0092 P1	- Existing East Elevations

HOH-FCBS-Z3-ZZ-DR-A-0093 P1	- Existing South Elevation
HOH-FCBS-Z3-B1-DR-A-0098 P1	- Proposed Basement Level Demolition Plan
HOH-FCBS-Z3-LG-DR-A-0099 P2	- Proposed Lower Ground Floor Demolition Plan
HOH-FCBS-Z3-UG-DR-A-0100 P2	- Proposed Upper Ground Floor Demolition Plan
HOH-FCBS-Z3-01-DR-A-0101 P1	- Proposed First Floor Demolition Plan
HOH-FCBS-Z3-02-DR-A-0102 P2	- Proposed Second Floor Demolition Plans
HOH-FCBS-Z3-RF-DR-A-0103 P2	- Proposed Roof level Demolition Plan
HOH-FCBS-Z3-00-DR-A-0104 P2	- Proposed Ground Floor Bethel Sunday School Demolition Plan
HOH-FCBS-Z3-01-DR-A-0105 P2	- Proposed First Floor Bethel Sunday School Demolition Plan
HOH-FCBS-Z3-02-DR-A-0106 P1	- Proposed Second Floor Level Bethel Sunday School Demolition Plan
HOH-FCBS-Z3-RF-DR-A-0107 P2	- Proposed Roof Level Bethel Sunday School Demolition Plan
HOH-FCBS-Z3-ZZ-DR-A-0161 P1	- Demolition West Elevation
HOH-FCBS-Z3-ZZ-DR-A-0162 P2	- Demolition Bethel Walk Elevation
HOH-FCBS-Z3-ZZ-DR-A-0163 P1	- Demolition East Elevation
HOH-FCBS-Z3-ZZ-DR-A-0164 P1	- Demolition South Elevation
HOH-FCBS-Z3-B1-DR-A-0198 P1	- H3 Proposed Basement Plan
HOH-FCBS-Z3-LG-DR-A-0199 P2	- H3 Proposed Lower Ground Floor Plan
HOH-FCBS-Z3-UG-DR-A-0200 P2	- H3 Proposed Upper Ground Floor Plan
HOH-FCBS-Z3-01-DR-A-0201 P2	- H3 Proposed First Floor Plan
HOH-FCBS-Z3-02-DR-A-0202 P2	- H3 Proposed Second Floor Plan
HOH-FCBS-Z3-03-DR-A-0203 P1	- H3 Proposed Third Floor Plan
HOH-FCBS-Z3-RF-DR-A-0204 P1	- H3 Proposed Roof Plan
HOH-FCBS-Z3-ZZ-DR-A-0701 P2	- H3 GA-Section AA
HOH-FCBS-Z3-ZZ-DR-A-0702 P1	- H3 GA-Section BB
HOH-FCBS-Z3-ZZ-DR-A-0703 P1	- H3 GA-Section CC
HOH-FCBS-Z3-ZZ-DR-A-0704 P2	- H3 GA-Section DD
HOH-FCBS-Z3-ZZ-DR-A-0705 P1	- H3 GA-Section EE
HOH-FCBS-Z3-ZZ-DR-A-0706 P1	- H3 GA-Section FF
HOH-FCBS-Z3-ZZ-DR-A-0707 P1	- H3 GA-Section GG
HOH-FCBS-Z3-ZZ-DR-A-0752 P2	- H3 Site Elevations
HOH-FCBS-Z3-ZZ-DR-A-0801 P2	- H3 Proposed West Elevation
HOH-FCBS-Z3-ZZ-DR-A-0802 P1	- H3 Proposed North Elevation
HOH-FCBS-Z3-ZZ-DR-A-0803 P1	- H3 Proposed East Elevation
HOH-FCBS-Z3-ZZ-DR-A-0804 P1	- H3 Proposed South Elevation
HOH-FCBS-Z3-ZZ-DR-A-0851 P1	- Bay Study - West Elevation - Arrival Building
HOH-FCBS-Z3-ZZ-DR-A-0852 P2	- Bay Study - West Elevation - Bethel Chapel

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. Prior to the commencement of development (excluding demolition) a supplementary intrusive site investigation and risk assessment shall be carried out in accordance with the recommendations of the Preliminary Geoenvironmental Risk Assessment (ref: HOHARUP-Z3-XX-RP-CG-0002, dated 24/4/20) and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

Reason: In order to ensure that any contamination of the land is properly dealt with.

4. Any remediation works recommended in the Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

5. Prior to the commencement of development (excluding demolition) the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below shall have either:
 - a) been carried out; or
 - b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which will have been entered into which will secure that such improvement works will be carried out before the development is brought into use.

Highway Improvement Works:

(i) Backfields (partial closure to motor vehicles/ diversion and associated public realm works)

(ii) Bethel Walk (partial closure)

(iii) Cambridge Street between Cross Burgess Street and Division Street

- Displacement of on-street parking, replacement of disabled parking, provision of service laybys and public realm works.

- Promotion of a Traffic Regulation Order in relation to servicing/loading (waiting and loading restrictions) and parking restrictions, and the prohibition of motorised traffic in the vicinity of the development site, all subject to usual procedures, including provision of associated signing and lining

(iv) Provision for the movement of cyclists, pedestrians and motorised traffic along Backfields, (including the provision of direction signing), with the aim of providing interventions that deliver safe cycle routes in the vicinity of the development.

(v) Any accommodation works to traffic signs, road markings, repositioning street lighting columns, highway drainage and general street furniture deemed necessary as a consequence of the development.

(vi) All materials within public realm works and adopted highway in the vicinity of the development are to be in accordance with the Sheffield Urban Design Compendium.

Reason: To enable the above-mentioned highways to accommodate the increase in traffic, which in the opinion of the Local Planning Authority, will be generated by the development, and in the interests of protecting 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.

6. Prior to the improvement works indicated in the preceding condition being carried out, full details of these improvement works shall have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety and the amenities of the locality.

7. No development, including any demolition of foundations and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for below-ground archaeological investigation and this has been approved in writing by the Local Planning Authority. The WSI shall include:

- The programme and method of site investigation and recording.
- The requirement to seek preservation in situ of identified features of importance.
- The programme for post-investigation assessment.
- The provision to be made for analysis and reporting.
- The provision to be made for publication and dissemination of the results.
- The provision to be made for deposition of the archive created.
- Nomination of a competent person/persons or organisation to undertake the works.
- The timetable for completion of all site investigation and post-investigation works.

Thereafter the development shall only take place in accordance with the approved below-ground archaeological investigation WSI and the development shall not be brought into use until the Local Planning Authority has confirmed in writing that the requirements of the WSI have been fulfilled or alternative timescales agreed.

Reason: To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated. It is essential that this condition is complied with before any other works on site commence given that damage to archaeological remains is irreversible.

8. Prior to the commencement of development a Construction Environmental Management Plan (CEMP), including details of the site accommodation, an area for delivery / service vehicles to load and unload, for the parking of associated site vehicles and for the storage of materials, shall be submitted to and approved by the Local Planning Authority. The CEMP shall assist in ensuring that all site activities are planned and managed so as to prevent nuisance and minimise disamenity at nearby sensitive uses, and will document controls and procedures designed to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, air quality and pollution control measures.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

9. No development, including any demolition, shall take place until the applicant, or their agent or successor in title, has implemented the programme of building recording set out in the submitted Written Scheme of Investigation (WSI) for Historic Building Recording [Wessex Archaeology, August 2020, document ref: 112720.09].

Thereafter the development shall only take place in accordance with this WSI, or any updated version subsequently approved, and the development shall not be brought into use until the Local Planning Authority has confirmed in writing that the requirements of the WSI have been fulfilled or alternative timescales agreed.

Reason: To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated. It is essential that this condition is complied with before any other works on site commence given that damage to archaeological remains is irreversible.

10. Prior to the commencement of development (excluding demolition) , a detailed Inclusive Employment and Development Plan , designed to maximise opportunities for employment and training from the construction phase of the development, shall have been developed collaboratively with Talent Sheffield and submitted to and approved in writing by the Local Planning Authority.

The Plan shall include a detailed Implementation Schedule, with provision to review and report back on progress achieved, via Talent Sheffield, to the Local Planning Authority. Thereafter the Plan shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the economic and social benefits for Sheffield from the construction of the development.

11. No demolition hereby authorised shall be carried out before a contract for the carrying out of the works of redevelopment of the site has been made, evidence that such a contract has been submitted to and approved in writing by the Local Planning Authority and planning permission has been granted for the redevelopment for which the contract provides.

Reason: To ensure that premature demolition does not take place and result in an undeveloped site, some time before rebuilding, which would be detrimental to the visual character of the Conservation Area.

12. Prior to the commencement of development or the demolition and removal of windows or roofs in the buildings or facades to be retained an assessment of the windows and roofs to be repaired or replaced shall be submitted to and approved by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: In the interests of the minimising the loss of historic fabric which contributes positively to the character of the conservation area.

13. Prior to the commencement of development (excluding demolition) outline details of the proposed surface water drainage design, including outline calculations and appropriate model results, shall be submitted to and approved by the Local Planning Authority. This shall include the arrangements and details for surface water infrastructure management for the life time of the development. The scheme shall detail phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided. Should the design not include sustainable methods evidence must be provided to show why these methods are not feasible for this site. The development shall not be occupied until full details and calculations have been submitted and approved by the Local Planning Authority. The surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of a phase shall be

brought into use until the drainage works approved for that part have been completed.

Reason: In the interests of sustainable development and given that drainage works are 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 in order to ensure that the proposed drainage system will be fit for purpose.

14. Prior to the commencement of development (excluding demolition) detailed proposals for surface water disposal, including calculations to demonstrate a 30% reduction compared to the existing peak flow based on a 1 in 1 year rainfall event, for new build roof areas and private landscape, shall be submitted to and approved in writing by the Local Planning Authority. Replicated or retained pitched roofs to the frontage and retained flat roof areas can be exempt from restriction, along with public highway. This will require the existing discharge arrangements, which are to be utilised, to be proven and alternative more favourable discharge routes, according to the hierarchy, to be discounted. Otherwise greenfield rates (QBar) will apply.

An additional allowance shall be included for climate change effects for the lifetime of the development. Storage shall be provided for the minimum 30 year return period storm with the 100 year return period storm plus climate change retained within the site boundary. The development shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of sustainable development and given that drainage works are 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 in order to ensure that the proposed drainage system will be fit for purpose.

15. Prior to the commencement of development (excluding demolition) a plan shall be submitted to and approved by the Local Planning Authority which identifies the threshold levels of each entrance along with a plan showing the adjacent public footpath levels. Thereafter the threshold levels shall be implemented in accordance with the approved plan prior to any of the units being occupied.

Reason: In the interests of facilitating inclusive access and ensuring that the development does not result in severe gradients within the public realm.

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

16. Upon completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The Validation Report shall be approved in writing by the Local Planning Authority prior to the first occupation of the development. The Validation Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to validation of capping measures and validation of gas protection measures.

Reason: In order to ensure that any contamination of the land is properly dealt with.

17. Details of barriers to define the external seating areas in accordance with section 10.5 of BS 8300-1:2018 along with a management plan for storing the barriers and

temporary seating inside the building when the relevant unit is closed shall be submitted to and approved by the Local Planning Authority prior to the external seating areas being used. Thereafter the approved details and management plan shall be implemented.

Reason: In the interests of facilitating pedestrian movement through and around the site and minimising the obstructions for mobility impaired people.

18. Prior to first occupation of the development, details of interpretive panels/boards including their siting shall be submitted to and approved by the Local Planning Authority. Thereafter the approved details shall be implemented prior to occupation of the buildings.

Reason: In the interests of the enhancing the character of the conservation area.

19. The lift within the communal hall shall be operational (except in circumstances of temporary repair and maintenance) and accessible by the public during the hours of 11:00 and 0130 each day unless alternative operating hours have been agreed by the Local Planning Authority. Details of a direct defined route through the building to the lift and appropriate signage to direct people with mobility difficulties to the lift shall be submitted to and approved by the Local Planning Authority prior to the lift being brought into use. Thereafter the route to and from the lift shall be maintained unless an alternative route has been first agreed by the Local Planning Authority and the approved signage provided before the communal hall is brought into use.

Reason: In the interests of the facilitating inclusive access in and around the development.

20. Details of improvements to the steps into the corner of the former Henry's unit and the former Bethel Chapel unit shall be submitted to and approved by the Local Planning Authority and thereafter the approved details shall be implemented before the relevant unit is occupied.

Reason: In the interests of facilitating inclusive access.

21. The development hereby approved shall be constructed to achieve a minimum rating of BREEAM 'very good' and before the development is occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that BREEAM 'very good' has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS64.

22. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of proposals for the inclusion of public art within the development shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall then be implemented prior to the occupation of the development.

Reason: In order to satisfy the requirements of Policy BE12 of the Unitary Development Plan and to ensure that the quality of the built environment is enhanced.

23. 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.

24. The 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.

25. Prior to first occupation of the development, cycle parking accommodation for 12 long Stay spaces and 12 visitor spaces shall be provided in accordance with plans to be submitted and approved by the Local Planning Authority and, thereafter, such cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport it is essential for these works to have been carried out before the use commences.

26. Prior to any construction above eaves level commencing details of an advertising strategy shall be submitted to and approved by the Local Planning Authority and thereafter the development shall be carried out in accordance with the approved strategy.

Reason: In the interests of the visual amenities of the Conservation Area.

27. 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 construction of that part of the development commences:

- Typical window and door reveals;
- The new shop frontages and entrances to the retained facades including cross sections;
- Typical replacement/new windows/doors in the retained facades;
- Balustrades;
- Eaves, verge and ridge to the communal hall roof and new roofs to the retained facades;
- Security gates to Bethel Walk;
- Dormer and terrace extension to Bethel Chapel;
- Typical metal weathered rainscreen panel sizes and arrangement.

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

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

28. Following the removal of the render to the DINA building and prior to the brickwork being painted a scheme to review whether there are any historic openings which should be expressed in the facade should be submitted to and approved by the Local Planning Authority. Thereafter the approved details shall be implemented prior to the building being brought into use.

Reason: In order to facilitate the interpretation of the site in the interests of enhancing the character of the conservation area.

29. A sample panel of the proposed new/repared masonry shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used. The sample panel shall be approved in writing by the Local Planning Authority before any masonry works commence and shall be retained for verification purposes until the completion of such works.

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

30. Prior to demolition of Albert Works facade commencing a scheme for dismantling, storage and re-use of the cutlers date stone shall be submitted to and approved by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved scheme and the date stone relocated before any of the units are occupied.

Reason: In the interests minimising the loss of historic fabric.

31. The development shall not be used for the purposes hereby permitted unless a scheme of sound (insulation and/or attenuation) works has been installed and thereafter retained. Such works shall be based on the findings of a noise report submitted to and approved in writing by the Local Planning Authority and shall include an assessment of noise impacts , in accordance with BS4142:2014+A1:2019 'Methods for rating and assessing industrial and commercial sound'.

Reason: In the interests of the amenities of occupiers of adjoining property it is essential for these works to have been carried out before the use commences.

32. No live music or amplified sound shall be played within the building unless a scheme of sound attenuation works has been installed and thereafter retained. Such scheme of works shall:

- a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey;
- b) Be capable of restricting noise breakout from the building to the street to levels not exceeding the prevailing ambient noise level by more than 3dB when measured;
 - (i) as a 15 minute LAeq, and;
 - (ii) at any one third octave band centre frequency as an 15 minute LZeq.

Before such scheme of 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 locality and occupiers of adjoining property.

33. Prior to the first occupation of the development, a Delivery Management Plan (DMP) shall be submitted for written approval by the Local Planning Authority. The DMP

shall include permitted timings for deliveries and associated activities, and set out procedures and controls designed to minimise local amenity impacts from delivery noise, as far as reasonably practicable. All commercial deliveries then shall be carried out in accordance with the noise mitigation procedures and controls, as set out in the approved DMP.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

34. A comprehensive and detailed hard and soft landscape scheme for the site, including proposed levels and cross section along with details of street furniture and a lighting scheme for the public realm areas 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 and facilitating safe and convenient pedestrian access.

35. Prior to the occupation of the communal hall, a plan showing the Changing Places Facility shall be submitted to and approved in writing by the Local Planning Authority. The approved facility shall be provided before the first occupation of the communal hall and thereafter retained.

Reason: In the interests of facilitating inclusive access.

36. The bat boxes shall be incorporated on the buildings as shown in Appendix B of the ecology appraisal and a scheme for erecting bird boxes shall be submitted to and approved by the Local Planning Authority before the buildings are occupied. The approved bat and bird boxes shall be erected prior to the buildings being occupied.

Reason: In the interests of mitigating the ecological impact of the development.

37. Prior to the first occupation of the development a plan shall be submitted to and approved by the Local Planning Authority identifying the areas of public realm that shall be kept open for public access (which shall include a link between Cambridge Street/Backfields/Wellington Street) at all times along with a maintenance strategy for these areas. Thereafter the public shall be permitted unrestricted access to the approved areas at all times (subject to any exceptions agreed within an approved written access strategy) and these areas shall be maintained in accordance with the approved maintenance strategy.

Reason: In the interest of the facilitating convenient pedestrian movement and the amenities of the locality.

Other Compliance Conditions

38. All development and associated remediation shall proceed in accordance with the recommendations of the approved Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works should cease and the Local Planning Authority and Environmental Protection Service (tel: 0114 273 4651) should be contacted immediately. Revisions to the Remediation Strategy shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

Reason: In order to ensure that any contamination of the land is properly dealt with.

39. The steps within New Backfields, Linley's Square and Bethel Walk shall be designed to meet the following standards:

- (a) Minimum going 300mm, maximum riser height 170mm
- (b) Distinguishable nosings which do not project
- (c) Continuous distinguishable easily grasped handrails at two levels on both sides - and within the width of the steps where necessary - extended horizontally over the landings in the direction of travel without creating an obstruction
- (d) Areas of corduroy hazard warning tactile paving within the top and bottom landings in accordance with 'Guidance on the use of Tactile Paving Surfaces'.

Reason: In the interests of facilitating inclusive access.

40. Final details of the doors to the main entrance to the Communal Hall shall be submitted to and approved in writing by the Local Planning Authority, following consultation with the Council's Access Liaison Group prior to the Communal Hall being brought into use. The approved doors shall be installed prior to the first occupation of the development and thereafter be retained unless otherwise agreed in writing. and retained.

Reason: In the interests of facilitating inclusive access

41. 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.

42. The commercial units within Use Classes A3, A4, A5 and D2 shall only be used by customers between 0730 hours and 0130 hours on any day except Bethel Chapel which shall only be used by customers between the hours of 0730 hours and 0230 hours on any day. The roof terraces shall only be used by customers between 0730 hours and 2330 Sunday to Thursday and 0730 to 0100 Fridays and Saturdays.

Reason: In the interests of the amenities of the locality and occupiers of adjoining residential property.

43. The approved landscape works shall be implemented prior to the first occupation of the development or within an alternative timescale to be first approved in writing 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 it is essential for these works to have been carried out before the use commences.

44. Prior to the first occupation of the development the following public realm works shall be implemented:

- (a) Albert Walk hard and soft landscaping
- (b) Linley Square
- (c) Upgrading of the footpaths to Cambridge Street and Wellington Street along the site frontage
- (d) New Backfields steps, hard and soft landscaping

Reason: In the interests of promoting convenient and high quality pedestrian connections and in accordance with the comprehensive masterplan for the area.

45. Externally mounted speakers are only permitted on the roof terraces if fitted with a noise limiter to restrict speaker noise to levels not exceeding the prevailing ambient noise level by more than 3dB when measured at the nearest noise sensitive facade and shall not be used after 2300 hours on any day.

Reason: In the interests of the amenities of adjoining residential occupiers.

46. The Travel Plan shall be implemented in accordance with the details and timescales contained within it.

Reason: In the interests of encouraging sustainable travel to the site.

47. No doors (except sub-station doors or emergency exit doors) are to open into the adjoining public realm or adopted highway.

Reason: In the interests of pedestrian safety.

48. The rooflights shall be Conservation type fittings where within existing fabric and the replacement/repairs windows within the retained facades shall be set in the same depth of reveal as existing.

Reason: In the interests of the visual amenities and historic character of the conservation area.

Attention is Drawn to the Following Directives:

1. The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CEMP should include, as a minimum:
- Reference to permitted standard hours of working;
 - 0730 to 1800 Monday to Friday
 - 0800 to 1300 Saturday
 - No working on Sundays or Public Holidays
 - Prior consultation procedure (EPS & LPA) for extraordinary working hours arrangements.
 - A communications strategy for principal sensitive parties close to the site.
 - Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for;
 - Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
 - Vibration.

- Dust - including wheel-washing/highway sweeping; details of water supply arrangements.
- A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.
- A noise impact assessment - this should identify principal phases of the site preparation and construction works, and propose suitable mitigation measures in relation to noisy processes and/or equipment.
- Details of site access & egress for construction traffic and deliveries.
- A consideration of potential lighting impacts for any overnight security lighting. Further advice in relation to CEMP requirements can be obtained from SCC Environmental Protection Service; Commercial Team, Fifth Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at eps.commercial@sheffield.gov.uk.

2. 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.
3. In considering and devising a suitable Delivery Management Plan, useful reference may be made to the Department for Transport 2014 guidance document "Quiet Deliveries Good Practice Guidance - Key Principles and Processes for Freight Operators". Appendix A of the document provides general guidance, along with key points for delivery point controls, and driver controls.
4. The applicant is advised to consider the recommendations of South Yorkshire Police which can be viewed on the online application file.
5. The applicant is advised that 'Talent Sheffield' is a Sheffield City Council initiative delivered through the Invest Sheffield and Opportunity Sheffield teams, to ensure that investors and developers in the City receive the support required to meet the commitments in the Inclusive Employment and Development Plan and deliver the maximum possible benefits to Sheffield people and its communities.
6. The Ecology Service has advised that in terms of bats as the work is to be carried out under a Low Impact Class Licence (LICL). A registered consultant ecologist will need to be appointed and the site will need to be registered with Natural England prior to work commencing. The report work should not take place after the beginning of November.

The lighting scheme should be designed to minimise the impact of lighting on the bat and bird boxes.

If there is a long delay between now and commencing with development, surveys may need to be repeated.

The recommendations under 5.2 of the ecology assessment should be taken into account in the soft landscaping design.

7. 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.
8. As the proposed development will involve the closing/diversion of a public highway(s) you are advised to contact the Highway Records team as soon as possible with a view to the necessary authority being obtained for the closure/diversion of the highway(s) under Section 247 of the Town and Country Planning Act 1990. This process can take several months to complete.

Principal Engineer, Highway Records
Highways Maintenance Division
Howden House, 1 Union Street
Sheffield
S1 2SH

Tel: (0114) 273 6301 or 273 6125
Email: highwayrecords@sheffield.gov.uk

9. As the proposed development will involve the closing/diversion of a public path(s) you are advised to contact the Highway Records team as soon as possible with a view to the necessary authority being obtained for the closure/diversion of the path(s) under Section 257 of the Town and Country Planning Act 1990. This process can take several months to complete.

Principal Engineer, Highway Records
Highways Maintenance Division
Howden House, 1 Union Street
Sheffield
S1 2SH

Tel: (0114) 273 6301 or 273 6125
Email: highwayrecords@sheffield.gov.uk

10. You are required, as part of this development, to carry out works within the public highway. You must not start any of this work until you have received formal permission under the Highways Act 1980 in the form of an S278 Agreement. Highway Authority and Inspection fees will be payable and a Bond of Surety required as part of the S278 Agreement.

You should contact the S278 Officer for details of how to progress the S278 Agreement:

Mr J Burdett
Highways Development Management
Highways Maintenance Division
Howden House, 1 Union Street
Sheffield
S1 2SH

Tel: (0114) 273 6349
Email: james.burdett@sheffield.gov.uk

11. Before commencement of the development, and upon completion, you will be required to carry out a dilapidation survey of the highways adjoining the site with the

Highway Authority. Any deterioration in the condition of the highway attributable to the construction works will need to be rectified.

To arrange the dilapidation survey, you should contact:

Highway Co-Ordination

Telephone: 0114 273 6677

Email: highways@sheffield.gov.uk

12. 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.

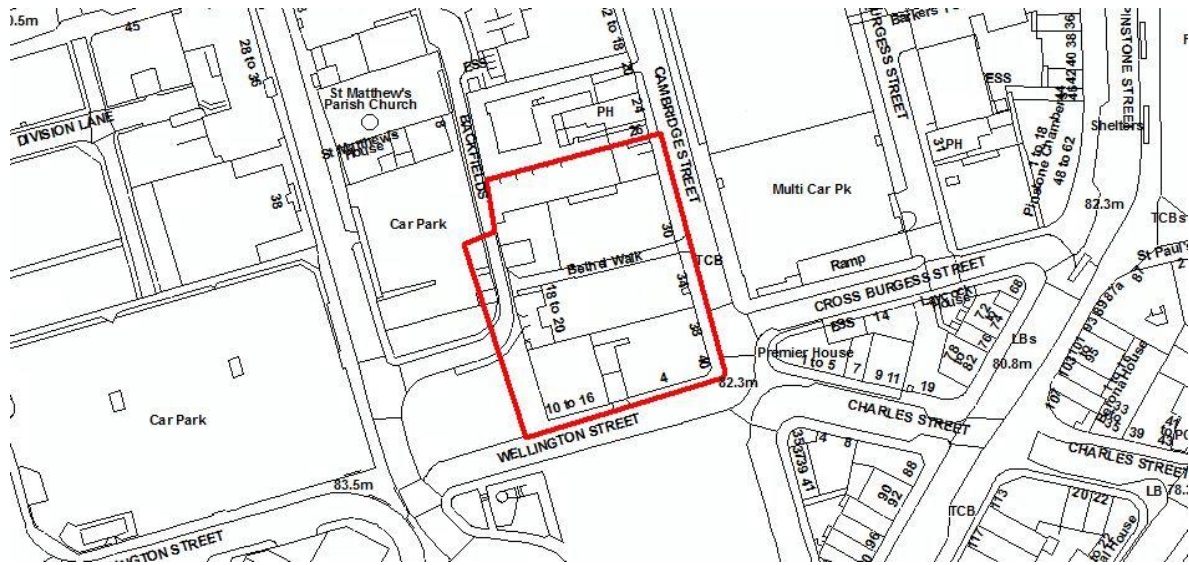
13. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines on the Council website here:

<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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INTRODUCTION

This is a dual report which covers the planning and heritage issues for both full planning application 20/01437/RG3 and listed building application 20/01438/LBCR3.

The Government has made changes to the Use Classes Order which came into effect on 1.9.2020. Use Classes A1 (retail), A2 (financial and professional services), A3 (restaurants and cafes), B1 (business), parts of D1 (non-residential institutions) and D2 (assembly and leisure) are combined into a single new Use Class: Class E Commercial, Business and Service. Changes between these uses will no longer constitute “development” and will not require planning permission.

A4 (drinking establishments / pubs), A5 (hot food takeaways), D2 (concert halls) are sui generis uses (not falling within any use class).

D2 (hall or meeting place for the principal use of the local community) are now Local Community uses Class F.2.

Planning applications submitted before 1st September 2020 must be determined against the current Use Classes, even when the decision is made on or after that date. Once the permission is implemented, the building or land will thereafter fall within one of the new Use Classes, unless expressly prevented via planning control (condition or legal agreement).

LOCATION AND PROPOSAL

The application site is approximated 0.4 hectares and bounded by Cambridge Street, Wellington Street, Backfields and Carver Street and falls from north to south by approximately 2.5 to 3 metres. It is located to north of the newly completed HSBC offices and to the west of the John Lewis store. The whole of the site lies within the Sheffield City Centre Conservation Area and it contains the following existing buildings which are between 2 and 3 storeys high:

- the former Albert Works, 28 Cambridge Street of which only the Cambridge Street facade remains;
- the former George Binns Outfitters / Bethel Chapel, 30 Cambridge Street;
- the former Bethel Sunday School, 34 Cambridge Street (Sheffield Arts Centre);
- DINA, 36 Cambridge Street;
- Henry's Corner, 38-40 Cambridge Street;
- Henry's Two, 2-4 Wellington Street;
- Brew House, 10-16 Wellington Street.

The Bethel Sunday School is listed grade II. To the north of the site is the Grade II* listed Leah's Yard and to the north-west the Grade II listed St Matthew's Parish Church. In addition to the buildings, the application site includes the footpaths adjoining the buildings to the Cambridge and Wellington Street frontages and part of Backfields and an area of car parking and under used land to the west of the buildings which is to be developed as a new pedestrianised street between Backfields and Wellington Street.

The site is currently occupied by Dina Venue, an Arts Centre, Community Space and Café within the former Bethel Sunday School as well as vacant buildings including the former Chapel and Henry's Corner, Henry's Two and Brew House.

The site has been the subject of applications as part of 'Sheffield Retail Quarter'. The site and surroundings contain a mixture of retail, food and drink, community and office uses. It forms part of the Heart of the City II Masterplan, which is a mixed use regeneration scheme incorporating retail, residential, hotel, food and drink and leisure uses. Within this Masterplan the site is identified as block H3 and the intention is to provide collective social and events spaces with associated food and drink and leisure uses whilst retaining important historic fabric.

Block H2 lies to the west on the Caver Street car park and application 20/01895/RG3 has been submitted for an 8/9 storey mixed use development of retail and food and drink uses on the ground floor and offices above. To the south is the recently constructed Block D which was occupied by Grosvenor House and is now occupied by HSBC.

The application is seeking permission for demolition of the existing buildings except the listed former Bethel Sunday School and the front facades of the Cambridge Street and Wellington Street buildings along with the Brewhouse and the former Bethel Chapel building, excluding the west facing elevation of the latter building. A new build communal hall designed with a maximum capacity of 2370 people is to be developed at the centre of the site and extends into part of Henry's 2, Brewhouse and the building currently occupied by DINA and will be between 3 to 4storeys high.

A large part of the communal hall will be double height to provide a generous space for events with a balcony wrapping around the edge at the upper level. The scheme is designed to provide 20 units which will be able to be used for retail (A1), cafe/restaurant (A3), bar (A4), takeaway (A5), community (D1) and leisure (D2) uses. It is anticipated that Henry's Corner, Bethel Chapel and the former Sunday School will be let as individual units over 3 floors. Bethel Chapel has been designed with a maximum capacity of 1280 people; a new level is proposed in the west of the building to engage with Linley Square and provide spill out space. There is potential for a roof top bar at second floor level with two attached external terraces; there will also be a roof terrace accessed from Bethel Chapel above the former Binn's store.

Plant space is to be provided on the third floor. The gross external floorspace of the existing buildings is approximately 5000m². The gross external area of the completed development will be approximately 6400m²; therefore the development will increase the floorspace by approximately 1400m². The net internal area (excludes areas like toilets, plant and shared corridors) of the completed development is 4416m².

Backfields is to be truncated further north than its current extent with the southern section extended as a pedestrianised street through to Wellington Street. Bethel Walk, the existing east/west walking route through the site, will be truncated and form an access to the new communal hall. This link will be replaced by a new street called Albert Walk to the north linking Cambridge Street to Backfields on the site of

Albert Works. A new area of public realm will be created in the north-west corner of the site adjoining the rear of Bethel Chapel which is referred to as Linley's Square and also along Albert Walk and the new pedestrianised link to Wellington Street.

There will be a level entrance to the new communal hall from Linley's Square with an entrance served by a lift from the pedestrianised New Backfields. There will also be an entrance through the DINA building and a stepped entrance from the truncated Bethel Walk. The level changes across the site mean that there will be level access into the communal hall from the north which will run through at first floor level into the existing buildings fronting Wellington Street with the retail and food and drink uses at street level below.

The lower ground floor units have been designed with individual entrances from the surrounding streets.

The masonry facade to Wellington Street is to be retained with the windows replaced or refurbished in keeping with the existing building. The existing pitched slate roof above Brewhouse is to be refurbished whilst the pitched slate roof above Henrys is to be replaced to match existing and the flat roof over Henrys 2 is to be replaced with a pitched tiled roof.

To Cambridge Street the masonry facades are to be retained with the exception of the free standing wall to the former Albert Works. The windows to Henrys corner, the Bethel Chapel and the upper floor of Stone the Crows will be refurbished or replaced in keeping with the existing building. The existing roof to Henry's Corner will be replaced to match existing, and the roof to DINA refurbished or replaced. The opening to DINA and the Stone the Crows shopfront will be demolished and replaced with more contemporary metal framed windows.

The new build communal hall and arrival building rise behind the retained frontages to the west towards Backfields. These elements are of a contemporary design to be faced in weathered metal and perforated rainscreen cladding with dark metal faced curtain walling, window frames and doors.

RELEVANT PLANNING HISTORY

The site was part of the permission for the New Retail Quarter (05/03933/OUT) and included the demolition of buildings along Cambridge Street.

A reserved matters application was submitted (08/03377/REM) for the retention of facades and erection of buildings.

Application 15/02938/FUL was for facade retention and included 35 - 41 Cambridge Street, 2 - 4 & 10 - 16 Wellington Street.

Application 15/02917/OUT for a comprehensive retail-led mixed use scheme for a 7 hectare City Centre site was endorsed by the Planning and Highways Committee in August 2016.

Changes to the retail environment required further reconsideration of the strategy for the site, culminating in the release of the proposals for the Heart of The City Phase 2 Masterplan (HoCII). Block D of HoCII (Grosvenor House) has been completed and is occupied by HSBC. Block B (Laycock House) has permission for the conversion of Laycock House with a new build 8 storey block (18/04257/RG3). Block C (known as Pepperpot) has been granted permission for retention of facades on Pinstone Street and part of Charles Street and Cambridge Street and erection of a seven storey building behind for a mix of uses (18/04069/RG3). Block F located on the corner of Rockingham and Wellington Street (Kangaroo Works) has been granted permission for the erection of a mixed use development (19/01836/FUL) and construction is due to start later this year.

REPRESENTATIONS

Statement of Community Involvement (SCI)

The applicant has submitted a SCI. The main period of pre-application public consultation with local residents, businesses and community groups ran for just over six weeks from Thursday 12 March 2020 until Tuesday 28 April 2020.

A consultation leaflet was sent to approximately 1,458 commercial and residential properties located within close proximity to the site.

A stakeholder briefing pack was distributed electronically to key stakeholders and political representatives.

A press release was issued to local media outlets to raise awareness of the consultation.

A dedicated webpage on the project website specifically for the public consultation containing detailed plans for Block H3, including a video, and a link to a feedback form was provided.

A dedicated project email address and information line for people to ask questions and provide feedback was set up.

Posts on the project's Instagram and Twitter pages relating to the consultation were made.

Due to the Covid-19 pandemic, two drop in public consultation events had to be cancelled. As a result, more detailed information, including a full set of consultation boards and a consultation video, was added to the project website.

In total, 76 responses were received and the feedback included many supportive comments. A wide variety of comments were made with the main areas of interest relating to building design, heritage, public realm, access and sustainability. Detailed analysis of the comments can be found in the SCI - a selection of the points raised include:

- There were different views on the design - some comments were that it is dull and boring whilst others complemented the design as being interesting and unique. The new buildings were felt not to dominate the retained buildings;
- There was support for the retention of heritage buildings, suggestions that the front extension to Bethel Chapel should be removed and the western wall should be rebuilt in traditional materials. There was concern about the shortening of Bethel Walk and the demolition of the Cambridge Street elevation of Albert Works;
- There were comments that steps should not be used in the public realm and the open space should be available at all times. There were favourable comments about the public realm design and that it should be distinctive and modern like Millennium Square and native planting should be used.

The applicant has advised officers that the feedback has been taken into account in the development of the proposals. They felt the early engagement with heritage groups was particularly positive.

Given that the applicant has clearly undertaken a public consultation exercise which has influenced the scheme, the SCI should be given some weight when determining the application.

Historic England

Historic England supports the application and they conclude that the proposal accords with paragraph 192 of the National Planning Policy Framework which asks that the benefit of conserving and re-using heritage is considered alongside the value of good new design in order to deliver economic and social benefits. They consider that the variety, scale and simplicity of the buildings in Block H3 reflect the intense and changing use of land and contrasts with the more civic and grander architecture of the main streets, adding depth to the City Centre Conservation Area. The loss of fabric and partial vacancy means that the site's potential is underused.

They welcome this new proposal which, in contrast to that tabled in 2015, retains most of the historic structures and not just those that are listed. This leads to a much more respectful impact upon the significance of the conservation area and indeed the listed Leah's Yard and the Bethel Chapel Sunday School which gains context from its unlisted historic neighbours.

They consider that the amount of development proposed for the site is considerable and this presents a challenge of how to maximise use whilst respecting the fabric and character of the historic buildings and realising strong new architecture, at the same time knitting the block into the emerging character of the Heart of the City II masterplan.

They say that the proposal responds well to this challenge. On plan the juxtaposition of scales between new and old, particularly the communal hall is marked – the new seemingly diminishing the presence of the historic. In reality this effect would be reduced by the depth of the site and the tight city grain which would allow the new to be read behind the historic rather than dominating over it. In turn the new helps to

mediate between the scale of the historic street frontage and the medium rise office block of H2. Also, the variety of styles, materials and colour produced by H3 would alleviate the visual heaviness of H2. Such variety and contrasts are perhaps at the heart of the Heart of the City projects.

The combination of uses within H3 reflect the intensity of use once found within the city centre, where all space is used and purposes mixed to produce a vibrant experience. This should ensure that all the historic buildings in the block are conserved into the foreseeable future and experienced by a wider section of the population.

Hallamshire Historic Buildings

Hallamshire Historic Buildings support the planning and listed building applications. They consider the proposal is very positive because it:

- Retains the existing street layout;
- Retains and reuses existing buildings including Bethel Chapel and buildings on Wellington Street;
- Is more respectful of heritage than previous schemes;
- Delivers new buildings which complement and do not dominate the listed buildings;
- Creates a wide mix of uses and destination which will ensure the future of the historic buildings.
-

However they have set out 4 points of concern in respect of the detail:

- DINA building – The loss of historic fabric to what is likely the oldest surviving building on Cambridge Street. The southern wall adjoining Henry's should be retained unless proved to be impractical. A condition should require a potential delivery hatch to be exposed between second floor windows if discovered when removing render, thereby emphasising the building's historic use. Recording should take place during demolition;
- Bethel Sunday School – The creation of a dormer as the southwestern corner is a significant change and should only be permitted if it can be shown that there is no other practical way of linking the first and second floors;
- Bethel Walk – The truncation of Bethel Walk which is a historic pedestrian route will create a dark and stepped cul de sac which is likely to create security risks after darkness. It is unclear if security gates are proposed at the Cambridge Street end which should be confirmed. A scheme to mitigate security risks should be conditioned and the design of the gates submitted for approval. A condition should require the establishment of a new right of way along the new walkway through the site to replace Bethel Walk public right of way;
- Albert Works – The loss of the Albert Works façade creates a wide opening on the street frontage which is uncharacteristic of Cambridge Street. The façade illustrates the historic mix of uses in the city centre. It is acknowledged that creating an access to block H3 is critical and there are significant benefits facilitating future access to Leah's Yard. However it may be feasible to provide access whilst partially retaining the façade. A condition should

prevent demolition until there is a definite proposal for Leah's Yard considering the partial retention of the Albert Works facade. The acknowledgement of the importance of the Cutlers Coat of Arms keystone is welcomed and details of its conservation, temporary storage and re-instatement should be conditioned.

They consider the above concerns amount to harm to a Listed Building, to the setting of a Listed Building, and to the character and appearance of a Conservation Area. They accept that the harm is less than substantial, and is likely to be outweighed by the considerable benefits of the scheme as a whole, including ensuring the future of historic buildings. However they consider that given the NPPF presumption against harm it is necessary for the applicant to consider alternatives otherwise the requirement for a clear and convincing justification a required by paragraph 194 of the NPPF has not been met.

Conditions should require the provision of historic interpretation panels to be provided on site and care to be taken when altering Henry's as there may be a hidden more ornate Cutlers' Coat of Arms keystone which should be conserved and re-used if discovered.

Hallamshire Historic Buildings dispute the applicant's argument that harm to heritage assets is only engaged where there is 'net heritage harm'. They consider the heritage harm should be balanced against the public benefits of the proposal as required by paragraph 196 of the NPPF. They also dispute the applicant's assertion that the UDP policies are increasingly out of date - the weight given to them depends on their consistency with the NPPF.

Joined up Heritage Sheffield

Support both the planning and listed building applications. They endorse the comments of Hallamshire Historic Buildings (HHB) particularly with respect to the scheme's more positive response to heritage and the involvement of the heritage sector which should be established as good practice. They also share the concerns of HHB regarding the loss of most of the DINA building, the dormer in the Bethel Sunday School roof, truncation of Bethel Walk and loss of the remaining fragment of Albert Works. There is harm to designated heritage assets, albeit less than substantial, and clear justification must be provided to show that less harmful alternatives have been considered. They also support the imposition of the conditions recommended by them.

Conservation Advisory Group

Sheffield Conservation Advisory Group welcomed the retention of the frontages to buildings on Cambridge Street but expressed concern at the loss of the rear of DINA and Albert Works, as well as the closure of Bethel Walk, which forms part of the historic layout of this part of the city centre. The Group also considered that the proposal for new development would dominate the retained buildings on Cambridge Street, and that the materials were not appropriate for the setting.

Sheffield Climate Alliance (SCA)

SCA is an alliance of organisations pressing for action to tackle climate change. Although they consider there are several features that support climate change action it is their view that the application does not go far enough and they object to the application.

They consider that some of the supporting documents do not give sufficient emphasis to climate change and others such as the Transport Statement are out of date whilst the recommendations of the Ecological Appraisal are not followed through in other documents.

In terms of the Energy and Sustainability Statement they question why air source heat pumps are not being provided for the whole development and how the other energy not produced by the pumps will be supplied. They point out that there is no guarantee that future mechanical plant will be low or zero carbon. They note that the second part of CS65 which seeks to ensure developments reduce carbon emissions by 20% beyond the Building Regulation requirements has been held in abeyance for some time for viability reasons and not reviewed as intended in the Climate Change and Design SPD (approved 2011).

They consider the Design and Access Statement does not mention how the development will mitigate climate change as required by government guidance. Whilst it says that development will be designed to meet BREEAM standard Very Good it does not explain if this is sufficient to meet the Council's emission reduction targets and whether instead it should be designed to reach BREEAM standard Excellent. The scheme should go further in acknowledging that the climate is changing by designing for electrical equipment for mechanical ventilation and cooling.

They also consider the planning statement is deficient in neglecting the policies on climate change.

South Yorkshire Police

They have recommended that the development is built to comply with Secured by Design standards. The key elements of this are described in their consultation reply.

LAND USE POLICY

Unitary Development Plan

Policy S2 – Development of Frontage in the City Centre's Retail Core

The frontage of the site along Cambridge Street is within the Retail Core of the Central Shopping Area. This means that retail and complementary uses which add to the vitality and viability of the Central Shopping Area will be encouraged. The site is not in the Fargate Area so there is no requirement for only shops (A1) on ground floor frontages (as per S2a) but A1 is a preferred use elsewhere in the Retail Core which means it should be the dominant use. Over 70% of the units in the Retail Core are within A1 use (includes Fargate, The Moor, Pinstone Street and Cambridge Street) and even if none of the ground floor space was occupied by an A1 operator it

would not affect the dominance across the Retail Core, and in any case the potential for A1 always remains open under the list of proposed uses.

The proposal accords with this policy and S2 is in accordance with the NPPF in that it is appropriate to define the primary shopping area. However it could be argued that it is too restrictive in allowing only A1 uses on the ground floor of Fargate and therefore should be given only moderate weight.

Policy S3 – Development in the Central Shopping Area

The site is located in the Central Shopping Area in the UDP and is also a Key Development Site. Policy S3 says that shops, offices used by the public, food and drink outlets and housing are the preferred uses (notwithstanding the Retail Core frontage along Cambridge Street under S2). B1 offices are acceptable as are community facilities and institutions (class D1) and Leisure and Recreation (class D2). Key development sites are sites where it is particularly important to attract office development and higher parking levels are allowed.

Policy S3, which promotes main town centre uses in the City Centre, allows for some flexibility. It is considered to be in line with the NPPF and should be given significant weight. Key Development sites are defined in Policy T22 and the parking standards have been superseded by the Car Parking Guidelines such that Policy T22 has very limited weight.

All the proposed uses are either acceptable or preferred under Policy S3 therefore the proposal is in line with this policy.

Policy S10 – Conditions on Development in Shopping Areas

Policy S10 says that new development should not lead to a concentration of uses which would prejudice the dominance of preferred uses in the Area or its principal role as a Shopping Centre. By requiring a dominance of preferred uses Policy S10 does not provide the flexibility as required by the NPPF although it does allow some exceptions and therefore it has moderate weight. This proposal is in compliance with this policy as the development will support the role of the Central Shopping Area and will not affect the current dominance of preferred uses (A1, A2, A3 and C3).

Core Strategy

Policy CS17 – City Centre Quarters

Policy CS17a applies to the Heart of the City Quarter and promotes the New Retail Quarter, the prime office and retail streets and main civic, arts and cultural buildings, with high quality public spaces within this part of the city. This policy supports the role town centres play at the heart of the local community and therefore accords with the NPPF and should be given significant weight. This proposal is support by this policy as it is delivering a key part of the New Retail Quarter (now Heart of the City II) and reinvigorating one of the retail streets.

Policies CS3 – Locations for office Development and CS4 – Offices in the City Centre

Policy CS3 promotes the City Centre as a location for office development and policy CS4 says that new large scale and high density office development will be concentrated in the City Centre. Policies CS3 and CS4 represent a sequential approach to new office development which is line with the NPPF and should be given significant weight. The application is proposing only a small amount of office space at 200m². However adjoining sites such as Grosvenor House and Block H3 provide a substantial amount of office space and therefore, taken as a whole, HOC II will achieve the objectives of these policies.

Supplementary Planning Guidance

‘Supplementary Planning Guidance for the New Retail Quarter’ was produced in 2002. Although now mostly superseded by other planning documents, it explained the strategy for the redevelopment of Sheffield City Centre and emphasised the importance of fully integrating the NRQ with other parts of the City Centre, taking account of pedestrian routes, visual links and the character of the surrounding area.

Draft City Centre Masterplan

Consultation on a new Draft City Centre Masterplan finished in 2018. The Plan is produced by the Council to promote the city centre as a great place to live, work and visit. It has not been prepared by the Local Planning Authority nor approved by the Planning and Highways Committee, and so it has no material weight in its own right but the context and evidence presented are considered to contribute to the decision making process.

The new Plan recognises that Sheffield City Centre’s retail offer remains uniquely unbalanced in comparison with local and regional demand and that the Heart of the City II Project offers an unparalleled opportunity to provide a fuller, higher quality retail offer as well as prestige office accommodation, residential accommodation and great public spaces.

In terms of retail development it says that HOC II will provide efficient and flexible state of the art units for retailers large and small with a range of business, leisure and residential accommodation in the upper floors. It says that subsequent phases after the HSBC block will provide a complete range of retail spaces including smaller units for independents and specialists. There will be a high ratio of food and drink opportunities, as these form an integral part of today’s shopping experience for many people.

The Heart of the City II Masterplan identifies Block H3 as a location for a diverse range of buildings and uses, all centred on a unique dining court. This shows the latest landowner and developer investment intentions.

National Planning Policy Framework (NPPF)

Paragraph 85 of the National Planning Policy Framework says that planning decisions should support the role that town centres play at the heart of local communities. Paragraph 86 says that main town centre uses should be located in town centres, then in edge of centre locations. The Glossary to the NPPF defines retail, leisure, restaurants, bars and pubs, health and fitness centres, office and culture and tourism development as main town centre uses.

HOC II is a key project in regenerating the City Centre and this site is highly significant in achieving this objective. The scheme will provide a communal hall which will be a new destination and a wide mix of main town centre uses. It is therefore supported by the NPPF policies referred to above.

HERITAGE, CONSERVATION, LISTED BUILDING ISSUES

Policy

The Planning (Listed Buildings and Conservation Areas) Act 1990 says that in deciding whether to grant planning or listed building consent the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. With respect to conservation areas it says that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Paragraph 189 of the NPPF says that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 192 says that in determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 194 says that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial loss or harm to a listed building should be exceptional.

Paragraph 196 says that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. The Planning Practice Guidance says that partial destruction of a heritage asset is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm.

Paragraph 197 says that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 200 says that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance.

Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

UDP Policy BE 16 'Development in Conservation Areas' says permission will only be given for proposals which would preserve or enhance the character or appearance of the Conservation Area. Buildings which make a positive contribution to the character or appearance of a Conservation Area will be retained.

UDP Policy BE19 'Development affecting Listed Buildings' says that the demolition of Listed Buildings will not be permitted. Proposals for internal or external alterations which would affect the special interest of a Listed Building will be expected to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest. Proposals for change of use will be expected to preserve the character of the building. Proposals for development within the curtilage of a building or affecting its setting will be expected to preserve the character and appearance of the building and its setting.

Whilst both these policies seek to conserve heritage assets, which is consistent with the NPPF, they are more restrictive than the NPPF which establishes principles for considering development which has a harmful impact on heritage assets. Therefore these policies should be given moderate weight.

Significance

The buildings on the site date back to 1835 (Bethel Chapel with 20th Century front extension for former Binns store). Bethel Sunday School dates from 1852. The Cambridge Street facade of the former Albert Works dates between 1856-62, although only 2 of the 4 storeys remain. Henry's Corner, Henrys II and the Brewhouse date from 1901-04. The buildings behind these facing frontages are of much lesser significance.

The Conservation Area comprises the historic core of the city that developed during the Georgian period. It developed into a largely industrial area during the nineteenth century and was further altered later in the century with a number of civic improvements and building schemes.

The heritage statement says the existing buildings on the site evidence the development of the late nineteenth and early twentieth century. With the exception of the listed Bethel Sunday School the principle buildings are all described as unlisted

significant buildings within the Conservation Area in the Urban Design Compendium. The buildings have historic value derived from the date of their association with the development of the street, which originally formed part of the traditional fine metal and cutlery making area in the city centre. The fine urban grain of the buildings, their modest construction and range of architectural styles make a positive contribution to the significance of the Conservation Area and, as a consequence, they have notable group value in conjunction with the Grade II listed Former Sunday School and the wider street scene. The later extension and free standing buildings to the west are not considered to contribute to the significance of the Conservation Area.

The Cutlers' stone on the former Albert Works probably dates from the late 17th and early 18th Century and has likely existed around this location for most of this period and it is considered important that it remains in this location.

Bethel Chapel Sunday School is listed grade II and has later extensions at the rear. It is associated with the unlisted Chapel to the north and it was much altered when the George Binns Ltd store was constructed - none of the historic fabric remains behind the facade. The heritage statement argues that the Sunday School was listed principally for its association with the non-conformist Chapel which is an important aspect of social history. The external appearance of the Sunday School has aesthetic value. The interior is substantially altered and the building retains limited evidential value from its former use as a Sunday School.

Leah's Yard is located to the north of the site on Cambridge Street and is listed (Grade II*) the two former houses fronting Cambridge Street that date from the early nineteenth century. The complex has evidential value which allows an understanding of how the site developed. It has historical value as a surviving example of a little mesters workshop. It has some limited aesthetic and communal value.

St Matthew's Church is located to the north west of the site between Carver Street and Backfields and is listed grade II and was constructed in 1854-5. It is a typical mid-Victorian Anglican Church in the Gothic Style with fine Arts and Crafts fixtures and furnishings in the interior. The church and spire have aesthetic value as a landmark within the Conservation Area but it is mainly significant for its interior. It has historical value as the centre of the High Church worship in the nineteenth century city centre.

Impact on listed buildings

The only listed building directly affected is Bethel Sunday School. The internal fabric of this building has been much altered. Internal partitions and stairs are to be removed and new stairs provided to tie in the existing floor levels with those of the communal hall. A dormer is proposed at the rear to allow the stair to reach the upper level. The proposed level changes along Bethel Walk mean that some of the lower level windows will be partly obscured and one will be bricked up on the north elevation whilst the existing door will be raised. Two new windows designed to line through and to match existing will be introduced on the north elevation in order to provide ventilation to the fire escape protected lobbies.

Given that the original internal building fabric has been lost, the removal of staircase and partitions will not have a harmful impact on the character of the listed building. Due to the width of Cambridge Street and as the new dormer is relatively small and set back from the frontage it is only likely to be viewed from mid distant views where it will be seen against the backcloth of the communal hall. The dormer is necessary to achieve the head height above the stairs whilst linking the existing and new buildings for escape purposes. The communal hall itself will adjoin the rear of the Sunday school and be approximately 2 storeys higher. Given the modest increase in scale and the relatively tight streetscape it is considered that the new build will not appear too dominant. However it is concluded that the dormer and associated loss of original roof fabric along with the increased scale of the new development will have a limited negative impact on the character and setting of the listed building.

Balanced against these negative impacts are the benefits of securing viable uses for the building and the repairs /refurbishment of the building and windows. Overall it is concluded that the harmful impact on the listed building is less than substantial. Leah's Yard which is listed grade II* is located immediately to the north of the site.

The scheme largely maintains the Cambridge Street frontage in tact with the exception of the demolition of the freestanding wall to the former Albert Works to allow for the creation of Albert Walk. The demolition of this wall will diminish the setting of the Leah's Works by removing some of the historic fabric on the Cambridge Street frontage which contributes to the setting of the listed building. The modest scale of the new built development and the fact that the northern part of the site adjoining Leah's Yard will be open public realm means that the development will not dominate Leah's Yard. The restoration and re-use of the buildings on the site along with the high quality public realm will benefit the setting of Leah's Yard. Overall it is concluded that the negative impact associated with the loss of the Albert Works frontage is balanced by the benefits of refurbishing the site and the new public realm so that it is considered that the impact on the setting of Leah's Yard is neutral.

St Matthew's Church is situated to the north-west of the site. It has aesthetic value and the Spire is an important landmark on Carver Street. Given the modest scale of the development, the degree of separation from the Church and the fact that the development will not impose on any key views of the Church it is concluded that the impact in the setting of the Church is insignificant.

Impact on the Conservation Area

The scheme retains the listed building and some of the unlisted buildings such as the Bethel Chapel and Brewhouse along with most of the Cambridge Street and Wellington Street frontages all of which are an important part of the character of the Conservation Area. The refurbishment of the retained buildings and high quality public realm will enhance the character of the Conservation Area. The loss of the modern buildings and extensions to the rear will not have a harmful impact on the character of the Conservation Area.

However the loss of the original fabric behind the façade and some of the roofs of the DINA, and Henry's buildings will diminish the character of the conservation area.

This also applies to the loss of the Albert Works front wall and the truncation of the pedestrianised Bethel Walk. The different levels and highly divided interior of these buildings do not lend themselves to conversion to a communal hall and modern retail units. The freestanding wall to Albert Works has already been reduced by 2 storeys and would be further compromised by introducing a large opening required to accommodate the expected pedestrian flows along Albert Walk. It would also compromise the legibility of the Albert Walk route and limit the development potential of Block H1 to the north.

Given these considerations it is concluded that the benefits are not sufficiently compelling to justify the partial retention of this wall. Whilst the truncation of Bethel Walk is regrettable it is not feasible to retain it as a through route without compromising the viability of the scheme as a whole. The first part of the route from Cambridge Street will be retained as an access point to the communal hall.

The southern wall to the DINA building could be retained; however this would be an expensive and difficult operation and as it is a party wall between 2 properties which is not currently exposed to public view and this would remain the case following the development; it is considered that there are insufficient grounds to insist on this.

The new development is considered to be respectful to the character of the conservation area in terms of both scale and design. Given the tight streetscape and its scale it will form a backcloth to the retained buildings whilst not appear over dominant. The repairs and new build elements to the retained buildings and facades will be sympathetic to their character and to the character of the conservation area. The new build elements will comprise of bold modern architecture which will contrast with the retained structures. However the interesting roof line and form of the new development breaks up its massing and creates a fine grain which complements the Conservation Area.

Whilst there are some negative effects on the character of the Conservation Area due to loss of historic fabric; the truncation of Bethel Walk; and the increase in scale of the communal hall these impacts are considered to be less than substantial.

CONCLUSION ON HERITAGE ISSUES

Whilst there will be some harm to the heritage assets as described above, it is considered that a clear and convincing justification has been provided for this harm as required by Paragraph 192 of the NPPF. The less than substantial harm caused is clearly outweighed by the benefits of putting the heritage assets into viable uses; the benefits of restoring the heritage assets; the enhancements to the public realm; and consequently the setting of the heritage assets; the new development which will make a positive contribution to local character and distinctiveness; and the substantial regeneration benefits of the delivering a mix of retail and leisure uses which are key to the vitality and viability of the City Centre.

Taking these factors into account overall it is concluded that the development will enhance the character of the Conservation Area and enhance and preserve the setting of the listed buildings. Therefore the proposal is considered to be consistent with the Development Plan and the provisions of the NPPF.

DESIGN ISSUES

Policy

Policy CS74 of the Core Strategy states High-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, including the distinctive heritage of the city, particularly the buildings and settlement forms associated with the metal trades (including workshops, mills and board schools) and the City Centre.

The policy states development should also:

- contribute to place-making, be of a high quality, that contributes to a healthy, safe and sustainable environment, that promotes the city's transformation;
- help to transform the character of physical environments that have become run down and are lacking in distinctiveness;
- enable all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people; and
- contribute towards creating attractive, sustainable and successful neighbourhoods.

This policy is consistent with Paragraph 125 of the NPPF which says that plans at the most appropriate level, set out a clear design vision and expectations. Therefore the policy should be given significant weight.

Paragraph 127 of the NPPF says that planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

The scheme will make a strong positive contribution to the townscape. In particular the mix of public uses is appropriate for this highly accessible location and these will

support transport facilities. The communal hall and associated public space will be a new city centre destination and help to create a sense of place.

The retention/adaption of the more interesting existing buildings on the main street frontages responds to the heritage interest of the site/ local character and will help to knit the development successfully into its context. The glazed frontages at ground floor with entrances and active uses facing on to Cambridge Street, Wellington Street, Backfields and Linley Square will be welcoming and create vibrant and safe spaces.

The new east/west route across the site (Albert Walk) maintains connectivity and footfall through Linley Square whilst also providing an opportunity for Leah's Yard Block (H1) to have south facing spaces which can help to activate Linley's Square.

The retention of existing fabric on the eastern and southern parts of the site means that the scale of development remains the same in these locations. The scale increases on the western part of the site with the new buildings generally being 1 to 2 storeys higher than the existing buildings. Consequently the scale increases towards the edge of the conservation area which helps to create a more comfortable transition between the buildings on the site and Block H2 to the west which is 8 storeys high. The modest increase in scale within the site also means that whilst the new development will be visible behind from the existing street frontages it will not appear over dominant. The scale of the new buildings strikes an appropriate balance between the need to respect the heritage context and respond to the desire for an increase in civic scale and density in a highly accessible city centre location.

The retention of the existing building fabric to the Cambridge and Wellington Street frontages will ensure that the much of the development maintains the existing character faced in the traditional facing material of brick and stone with slate roofs. The existing fabric will be repaired with glazing either repaired or replaced to complement the existing. The west elevation of the Bethel Chapel will be re-configured with regular window openings in a similar arrangement to the original east elevation. The modern window insertions will help to activate Lindley Square and the larger windows at first floor level will reflect the grander public uses at this level.

The new build elements exhibit a contemporary design character with weathered and perforated metal rainscreen cladding and dark metal curtain walling facing materials referencing Sheffield's industrial past. The warm colours of the metal facing materials will provide contrast and distinguish the new build elements from the existing fabric and the darker colours to be utilised on the Block H2 office development to the west.

The communal hall roof design is a modern interpretation of market hall design with glazed and solid strips. The pitched roofs complement the existing buildings and the varied roof profile helps to relieve the massing of the new build elements.

The new build elements are more sculptural and solid in character with the level of glazing reflecting the uses so that the lower levels are more highly glazed which will activate the public realm. Consequently the lower levels to the New Backfields frontage of the Arrival Building will be highly glazed with the entrance clearly marked with additional glazing and a canopy. The north elevation of the new building facing

on Linley Square will be fully glazed at ground level with large contemporary designed openings above, which will animate the square and create visual interest.

The design of the scheme is high quality and respects local character. It will help transform this run down block, create distinctive and attractive spaces and secure the future of the heritage buildings. It complies with both the Core Strategy and NPPF design policies.

LANDSCAPE

Unitary Development Plan Policy BE6 'Landscape Design' says that good quality landscape design will be expected in new developments and refurbishment schemes. Applications for planning permission for such schemes should, where appropriate, include a suitable landscape scheme.

Paragraph 127b) of the NPPF promotes well designed places by appropriate and effective landscaping. Policy BE6 is consistent with the NPPF and should be given significant weight.

The public realm is an important part of the Heart of the City II project. Block H3 is positioned at the centre of the scheme at a pivotal point between the Fargate, Division Street and Moor retail areas. The public realm to be provided as part of this scheme consists of Linley Square at the north west corner of the site which will form part of two new pedestrianised streets (Albert Walk and New Backfields) which connect Cambridge Street with Wellington Street so that pedestrians will pass through the Linley Square. There will also be upgraded footpaths to Cambridge Street and Wellington Street.

Linley Square will be approximately 25m wide, whilst New Backfields will be approximately 8m wide and Albert Walk 10m wide. The wider Albert Walk will allow for flexibility to adapt the northern edge to respond to the Leah's Yard scheme when this comes forward in future as part of Block H1. Whilst much of the public realm is north facing a sun path analysis shows that Linley Square and Albert Walk will receive sunlight during much of the day during the summer period. New Backfields is likely to receive sunlight in the morning period.

New Backfields will incorporate steps to accommodate the level changes between Wellington Street and Albert Walk. At this stage the hard and soft landscaping proposals have not been designed in detail but the design and access statement establishes principles for developing the public realm. Seating and landscaping within Linley Square will be positioned to allow for movement through the square and to the surrounding units whilst providing for spill out from adjacent units. High quality paving and landscaping will be provided along with materials and street furniture consistent with the established City Centre palette. The Cutlers Coat of Arms keystone from Albert works is to be incorporated into the hard landscaping of Albert Walk.

The design approach as outlined in the design and access statement is fully supported including the use of an established palette of high quality natural hard landscape materials such as sandstone paving and granite detailing. Also the

inclusion of robust, bespoke crafted elements and a substantial amount of planting, including new trees. The hard and soft landscaping works will help to deliver the transformational change in this location that other phases of the Heart of the City have already delivered. The landscaping proposals are consistent with policy BE6 and the NPPF.

Conditions are proposed which will require detailed hard and soft landscaping plans to be submitted for approval and implemented.

ACCESS AND MOVEMENT

Policy

Core Strategy Policy CS51 sets out the Council's transport priorities. The strategic priorities for transport are:

- a. promoting choice by developing alternatives to the car
- b. maximising accessibility
- c. containing congestion levels
- d. improving air quality
- e. improving road safety
- f. supporting economic objectives through demand management measures and sustainable travel initiatives.

The objectives of this policy are consistent with the NPPF and therefore it should be given significant weight.

Policy CS61 'Pedestrian Environment in the City Centre' says a Pedestrian Priority Zone in which a high-quality environment will allow priority for the safe, convenient and comfortable movement of pedestrians within and through the area, will be established in various locations in the City Centre one of which is the Heart of the City.

The promotion of a high quality pedestrian environment is consistent with the NPPF but the priority locations need updating in line with the Transport Strategy; therefore the policy should be given moderate weight.

Paragraph 103 of the NPPF says that significant development should be focused in locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.

Paragraph 110 says that applications should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;

- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

Paragraph 111 says that all developments that will generate significant amounts of movement should be required to provide a travel plan and be supported by a transport assessment.

Existing Context

Cambridge Street provides a one-way link northbound from Cross Burgess Street to Division Street. The southern section of Cambridge Street between Wellington Street and Pinstone Street has recently been pedestrianised. Carver Street is a one-way southbound route running between West Street and Wellington Street and connecting to Rockingham Street. Backfields runs in a southbound only direction parallel with Carver Street from Division Street, connecting westbound to Carver Street through the centre of the site. Wellington Street runs in an east-west direction between Carver Street and Fitzwilliam Street. To the east of Carver Street the road has been pedestrianised as part of the Project Cavendish scheme.

Bethel Walk provides a pedestrian connection between Backfields and Cambridge Street. The southern section of Carver Street, eastern section of Wellington Street and northern section of Charles Street adjacent to Blocks B, C and Project Cavendish have recently been pedestrianised.

There are numerous cycle routes through the City Centre. The nearest suggested cycle routes are on Pinstone Street and Burgess Street.

The city centre has an extensive bus network; there are bus routes near to the site on Pinstone Street (approx. 2 mins walk) and Furnival Gate (approx. 3 mins walk) and also on West Street which accommodates Supertram (approximately 3-4 mins walk). In total there are over 100 bus services every hour which serve stops close to the development site and provide access to numerous destinations.

There are currently approximately 9,000 off street car parking spaces across Sheffield city centre. Approximately 4,000 of these car parking spaces are within an approximate 400 metres radius of the site. The John Lewis car park is immediately to the east of the site (412 spaces) and the Wellington Street NCP car park to the south west of the site (449 spaces). On street parking and loading is permitted on Cambridge Street and there is on street disabled parking on Cambridge Street and Cross Burgess Street with taxi parking on Burgess Street and one of the main City Centre taxi ranks on Barkers Pool. Loading is also allowed on Backfields.

Proposals and Assessment

The planning application provides for a flexible range of uses and for the purposes of the transport assessment possible likely uses have been considered for each Unit and likely / worst case trip generation estimates made. Trip generation rates have been calculated for the morning (8am to 9am), evening (5pm to 6pm) and Saturday peak hours (12am to 1pm). These have then been discounted to take account of linked trips with other city centre land uses and the trips allocated to the different modes of transport based on TRICS data. This gives an estimate of the total predicted number of trips for each mode during the peak hours. The overall vehicle trip generation is considered relatively low with approx. 40 two-way trips in the weekday evening peak hour and approx. 150 two way trips in the Saturday peak hour. As this will be distributed across a wide network of highways it is considered that the existing network can adequately accommodate the traffic generated.

Pedestrian footways on the Cambridge Street and Wellington Street will be improved with high quality paving and will connect with the landscaped Charter Square and pedestrianised streets around the site. Bethel Walk will be truncated by the development but within the northern part of the site Albert Walk and Linley's Square will create a new pedestrianised route and public realm connecting to Backfields. The southern section of Backfields will also be pedestrianised to create a stepped link to Wellington Street. The predicted pedestrian trip generation is low and it is considered that this can be accommodated on the existing and proposed pedestrian infrastructure.

In terms of inclusive access the units facing on to Cambridge Street and Wellington Street will have level access directly from the street. Three of the four entrances to the communal hall will have level access the exception being Bethel Walk which will be a stepped access. There will be level access to Lindley Square from Cambridge Street via Albert Walk and from Carver Street. The steps on New Backfields can be bypassed by utilising the lifts within the communal hall lift core which are expected to be available until the early hours of the morning. Lifts within the communal hall will allow for inclusive access to all floors and individual units trading over several floors will have areas identified for tenant installation of lifts.

The proposed improvements to footpaths, the new pedestrianised links and new public square all to be surfaced with high quality paving and provided with high quality street furniture will significantly enhance pedestrian access and the pedestrian environment.

Existing public transport will serve the development as described above. The site is very well located to promote usage of existing city centre bus, and tram services.

Public transport use will be promoted by the travel plan. It is anticipated that the number of public transport trips can be accommodated on the existing bus and tram services.

The City Centre is well served by cycling infrastructure. Carver Street / Backfields allows two-way cycle access to/from the north of the site via Division Street, a signed cycle route. Cross Burgess Street and Cambridge Street allow for access to/from the north and east connecting to Pinstone Street, a signed cycle route. It is considered that the cycle trip generation can be accommodated on the existing cycle network.

12 cycle parking spaces will be provided in the lower ground floor of Block H3 for employees with lockers/changing and shower facilities. 12 short stay cycle spaces will be provided within the public realm on Albert Walk this level of provision is consistent with the Council's cycle parking guidelines.

Vehicular access to the site will be one way via Pinstone Street, Cross Burgess Street, Cambridge Street and Division Street. There will be no parking within the site so parking demand will be served by existing car parks and on-street parking. No parking provision is consistent with the Council's parking guidelines which are intended to reduce car trips within the city centre where there are opportunities for access by other modes. However the occupancy of City Centre car parks has been assessed pre-Covid. This indicates over 400 long stay spaces and 680 short stay spaces available on a weekday. On a Saturday, there are approx. 1,000 long stay spaces and just under 1,000 short stay spaces available. The peak weekday car parking demand from Block H3 is predicted to be 71 from 18:00-19:00hrs and the peak Saturday car parking demand is predicted to be 178 from 18:00-19:00hrs. It is considered that there will be sufficient capacity to accommodate the parking demand generated by the development.

A separate Highways scheme being brought forward by the Council will reconfigure space on Cambridge Street immediately east of the site to improve accessibility and provide landscaping. This will include two service laybys located immediately east of the building on Cambridge Street. The communal hall and 3 western most units will have dedicated bin stores within the building. The other units will provide their bin storage within the units. On street parking on Cambridge Street will be reorganised as part of the highway scheme and will include the loss of the pay and display bays and the re-provision of the existing disabled parking spaces.

The application proposal is well located to deliver the city's transport priorities of maximising accessibility and promoting choice by alternatives to the car (CS51). It fits well with Policy CS61 in creating a high quality Pedestrian Priority Zone in the Heart of the City. It is supported by the NPPF in it locates significant development where it can be made sustainable whilst giving priority to pedestrian and cycle movement and facilitating access by public transport.

Travel Plan

A travel plan has been submitted in support of the application. The following measures are proposed;

Walking - The scheme itself will provide high quality pedestrian areas and connections with its surroundings. In terms of the travel plan, one large scale event will be held annually to promote the health benefits of walking. Walking routes will be displayed on the travel plan information boards/screens and the travel plan web site and advice provided on personal safety. Guaranteed rides home by taxi for employees in emergency situations will be the responsibility of individual employers. Cycling – In addition to the cycle parking referred to above information on cycle routes will be provided and one large scale event promoting cycling

will be promoted annually. Cycle training will be provided and a user group established. Possible discounts on cycling equipment with a local retailer will be pursued.

Public Transport – Information will be provided on public transport services and discounted ticket options will be explored with SYPTTE. Individual employers will be encouraged to consider interest free loans for season tickets and provision of guaranteed rides home for staff in emergencies. The travel plan sets targets for mode of travel for different uses. The targets will be monitored through surveys and mitigation proposed if the targets are not being met. The travel plan is considered to acceptable.

SUSTAINABILITY

The scheme re-uses existing buildings in part and is developing a Brownfield site both of which are consistent with promoting sustainable development. It is sustainably located as there is a high potential to access the site by sustainable means and for visitors to link trips with other city centre uses. It will also increase density in a highly accessible location.

In terms of the 3 overarching objectives of sustainable development defined in paragraph 8 of the NPPF. It will contribute to the economic objective – it will help to support a strong city centre economy which is a key economic objective of the city at the same time as providing employment in construction and during the operational phase. It will contribute to the social objective – by providing a destination and facilities that will support social and cultural well-being and a vibrant city centre and by creating a well designed and safe environment with accessible open space. It will contribute to the environmental objective by enhancing the built and historic environment by making efficient use of land and by mitigating and adapting to climate change.

The development will be designed to achieve the BREEAM Very Good standard which will meet the Council's Core Strategy Policy CS64. Heating within the communal hall and speculative retail units will be generated by low carbon air source heat pumps; the communal hall will also be predominantly naturally ventilated. Plant and natural ventilation will be designed to take into account weather conditions altering due to climate change to 2050.

Other sustainable design measures include:

- High performance building fabric for new buildings and compliance with the building regulations for retained buildings;
- High efficiency LED lighting and maximising natural lighting;
- Where possible heat recovery in ventilation and kitchen extract systems;
- Water efficiency measures such as dual flush WCs, water metering, automatic shut off valves to prevent taps being left running;
- Flexibly designed space capable of adaptation;
- New construction to use recycled elements where possible.

Energy to generate heating is to be provided via low carbon air source heat pumps. This will amount to roughly 15.8% of the predicted regulated energy consumption of the building and excluding equipment/unregulated energy. Therefore the proposal

will exceed the terms of Policy CS65 which seeks to ensure that new development provides a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon.

ARCHAEOLOGY

Previous archaeological assessments have established that the area lies on the edge of the historic core of the city and can be expected to contain archaeological evidence relating primarily to expansion in the 18th and 19th centuries as well, potentially, as evidence for earlier activity on the fringe of the settlement.

Subsequently trial trenching has taken place at various locations within and adjoining the site which has shown that well preserved archaeological evidence exists at the site of the former Albert Works and that further investigations are needed both in this area and on other parts of the site.

A building recording scheme has been submitted and agreed with the South Yorkshire Archaeological Service and a condition requires this to be implemented in advance of demolition. A scheme of works for investigating below ground archaeology has yet to be agreed and therefore a condition is proposed which requires this to be submitted and implemented before development takes place.

AMENITY IMPACT

Whilst there are no sensitive uses near to the site at the moment, planning permission has been granted for a scheme on a site between Cross Burgess Street, Pinstone Street and Charles Street, 18/04257/RG3 (Block B HOC II) which includes apartments on the upper floors.

In order to balance the desire to encourage the City Centre night time economy whilst safeguarding residential amenity for residents, conditions are proposed that require sound insulation details to be submitted; to control the level of amplified music and speaker noise on the raised terraces; and limit the operating hours for the units and terraces. A Construction Environmental Management Plan condition will also mitigate the amenity impact during the construction period.

With these controls in place the amenity impacts should be mitigated to an acceptable level.

ECOLOGY

Paragraph 170 of the NPPF says that planning policies and decisions should contribute to and enhance the natural and local environment by minimising impacts and providing net gains in bio-diversity.

A preliminary ecological survey has been undertaken. An external bat roost suitability assessment of all accessible structures and trees within the red line boundary was undertaken in January 2020 to determine their suitability for supporting bat roosts. Also an internal assessment was undertaken where access was available and it was safe to do so.

The site is dominated by buildings with scattered areas of scrub. The ecological assessment recommends that any new landscaped areas utilise native species beneficial to pollinating invertebrates. Alternatively, nectar producing ornamental species which are also beneficial to pollinating invertebrates may be utilised. Species should be of local provenance, where practicable. It recommends that green roofs should be considered although this is not considered appropriate on this site where pitched roofs are proposed to respond to the context and heritage character of the site. Bird boxes should also be considered to enhance the site for nesting birds.

Whilst a bat roost was identified in a 2015 survey it was not recorded in the recent surveys. The assessment recommends further bat surveys are carried out. The work will be carried out under a Low Impact Class Licence (LICL). A registered consultant ecologist will need to be appointed and the site will need to be registered with Natural England. It is also recommended that 3 bat boxes are included in the scheme. Site lighting should also be designed to give consideration for bats.

The City Ecologist is satisfied that the correct methodology has been used and that no further surveys are required as part of the planning process. A condition is proposed to ensure the three bat boxes are incorporated into the design as shown in the ecology appraisal and the lighting scheme is designed to minimise the impact of lighting on the bat and bird boxes to be provided. The recommendations for planting can be taken up in the detailed landscaping scheme.

With the above measures in place and the new planting proposed the development is expected that the development will deliver a biodiversity enhancement in line with the NPPF.

GROUND CONDITIONS

The site lies within a Development High Risk Area for coal mining. A coal mining risk assessment has been submitted and concludes that mitigation measures are not required. Ground gas monitoring has identified elevated ground gas and gas protection measures are proposed. The Coal Authority has no objections to the proposal and advised that the gas protection measures will be controlled under the building regulations.

A land contamination report has been submitted in support of the application. This has been reviewed by the Council's land contamination officer and is considered to be satisfactory. Conditions are proposed which require intrusive site investigations along with remediation and validation if appropriate. With these safeguards in place the site can be developed safely.

DRAINAGE STRATEGY AND FLOODING ISSUES

The drainage strategy covers both Blocks H3 and H2. The site is entirely impermeable. The surface water currently drains to the public sewers and is unrestricted. Core Strategy Policy CS67 requires that for brownfield sites, surface water discharge is limited to 30% less than the existing surface water runoff, based on a 1 in 1 year (30min) storm event.

In terms of the drainage hierarchy for surface water, the ground conditions and proximity of development means infiltration is not viable. The nearest watercourses and surface water sewers are too distant from the site. Therefore discharging to the existing combined sewers is the only viable option.

Retained buildings are likely to discharge by the existing method at unrestricted rates. The highways and soft landscaping will have unrestricted discharges but the landscaping will reduce run off and delay the discharge. Where restrictions to run-off are applied they will be at 70% of the existing rate of run off. Allowable run off rates have been calculated for Blocks H2 and H3. The storage that is required in order to achieve the restricted run off rates on Block H3 will be provided by blue roofs in the roof terrace areas behind the Cambridge Street and Wellington Street buildings and on the roof of the Arrival Building. Underground storage will also be provided within Linley Square.

The site lies within flood zone 1 and the risk of river flooding is low. The risk of surface water flooding and sewer flooding is also low. Therefore there are no concerns regarding flooding.

Yorkshire Water has advised that the proposals are acceptable subject to clarification of certain matters of detail.

The Lead Local Flood Authority has no objections to the surface water drainage subject to the discharge to the combined sewer being acceptable to Yorkshire Water. Conditions are proposed requiring surface water run off to be reduced and full details of the surface water drainage proposals to be submitted for approval.

LOCAL EMPLOYMENT

The Council's seeks to maximise the local employment and training benefits of major developments by encouraging applicants to work with Talent Sheffield to this end. The applicant has agreed to this and a condition is proposed requiring a local employment strategy to be submitted for approval.

SUMMARY AND RECOMMENDATION

The proposed development accords with the land use policies for this site. It will deliver a vibrant mix of uses which will transform this prominent run down and underused block. The design is sensitive to the Conservation Area and Listed Buildings as it retains the most valuable heritage assets, including the majority of the unlisted frontages to Cambridge Street and Wellington Street; and it delivers well designed new buildings which do not dominate the listed buildings or conservation area. Whilst there will be some negative heritage impacts these are considered to be less than substantial and significantly outweighed by the benefits of securing viable uses for the heritage assets; restoring the heritage assets; and significantly enhancing the appearance of this prominent site within the Conservation Area. The wider benefits associated with this key regeneration project that will deliver uses that are vital to vitality and viability of the City Centre outweigh the limited negative heritage impacts.

The design is high quality and the retained buildings/frontages will ensure the development knits in well with its context whilst the new build elements comprise of bold modern architecture that will form a distinctive and positive addition to the streetscape and conservation area. The development will function well by providing active and well overlooked street frontages and areas of public realm.

The new route through the site will enhance connectivity and Linley Square will be an attractive and intimate addition the City Centres public spaces.

The site is well located to benefit from sustainable travel options and is a sustainable form of development contributing to the NPPF's overarching objectives for sustainable development, whilst being consistent with the Council's sustainable design planning policies.

Conditions will ensure that the impact of uses will be controlled such that they should not have a significant harmful impact on City Living.

Paragraph 11 of the NPPF says that there is a presumption in favour of sustainable development.

For decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole

Paragraph 12 of the NPPF says that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making.

The application lies within the Central Shopping area in the Unitary Development Plan and within Sheffield City Centre Conservation Area and also incorporates a listed building and adjoins a listed building. It is therefore considered that shopping, heritage and design policies are the most important policies for determining this application.

As described in the subject sections above the most relevant shopping and the City Centre Quarters policy are not out of date and the proposal is in line with these policies. The heritage and design policies are not out of date and the development is also in line with these policies. Therefore, given that the most important policies align

with the NPPF, section d) of paragraph 11 has not been applied in this instance.

Overall it is concluded that this is a high quality scheme which will enhance the Conservation Area and preserve the character and setting of Listed Buildings. It is an important regeneration project which meets the Development Plan objectives and it will help to sustain the vitality and viability of the City Centre.

It is therefore recommended that both planning and listed building consent be granted subject to the listed conditions in each case.

Case Number	20/01438/LBCRG3 (Formerly PP-08691398)
Application Type	Listed Building Consent by the Council
Proposal	Retention and refurbishment of existing buildings, demolition of associated structures and erection of new buildings to form a mixed use development comprising a communal hall with associated retail space, cafe, bar (Use Classes A1/A2/A3/A4/A5) flexible business, events and studio space (Use Classes B1/D1/D2) and associated works
Location	Land Bound By Cambridge Street, Wellington Street and Backfields Sheffield S1 4HP
Date Received	06/05/2020
Team	City Centre and East
Applicant/Agent	Montagu Evans
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 Planning (Listed Buildings and Conservation Areas) Regulations 1990.

Approved Plan(s)

2. The scheme shall be implemented in accordance with the following approved plans:

HOH-FCBS-Z3-XX-DR-A-0001 P1	- H3 Existing Location Plan
HOH-FCBS-Z3-XX-DR-A-0010 P1	- H3 Site Plan
HOH-FCBS-Z3-B1-DR-A-0038 P1	- Existing Basement Plan
HOH-FCBS-Z3-LG-DR-A-0039 P1	- Existing Lower Ground Floor Plan
HOH-FCBS-Z3-UG-DR-A-0040 P1	- Existing Upper Ground Floor Plan
HOH-FCBS-Z3-01-DR-A-0041 P1	- Existing First Floor Plan
HOH-FCBS-Z3-02-DR-A-0042 P1	- Existing Second Floor Plan
HOH-FCBS-Z3-RF-DR-A-0043 P1	- Existing Roof Plan
HOH-FCBS-Z3-ZZ-DR-A-0080 P1	- Existing Sections
HOH-FCBS-Z3-ZZ-DR-A-0090 P1	- Existing West Elevation

HOH-FCBS-Z3-ZZ-DR-A-0091 P1	- Existing Bethel Walk Elevation
HOH-FCBS-Z3-ZZ-DR-A-0092 P1	- Existing East Elevations
HOH-FCBS-Z3-ZZ-DR-A-0093 P1	- Existing South Elevation
HOH-FCBS-Z3-B1-DR-A-0098 P1 Demolition Plan	- Proposed Basement Level
HOH-FCBS-Z3-LG-DR-A-0099 P2 Demolition Plan	- Proposed Lower Ground Floor
HOH-FCBS-Z3-UG-DR-A-0100 P2 Demolition Plan	- Proposed Upper Ground Floor
HOH-FCBS-Z3-01-DR-A-0101 P1 Plan	- Proposed First Floor Demolition
HOH-FCBS-Z3-02-DR-A-0102 P2 Plans	- Proposed Second Floor Demolition
HOH-FCBS-Z3-RF-DR-A-0103 P2 Plan	- Proposed Roof level Demolition
HOH-FCBS-Z3-00-DR-A-0104 P2 Sunday School Demolition Plan	- Proposed Ground Floor Bethel
HOH-FCBS-Z3-01-DR-A-0105 P2 School Demolition Plan	- Proposed First Floor Bethel Sunday
HOH-FCBS-Z3-02-DR-A-0106 P1 Bethel Sunday School Demolition Plan	- Proposed Second Floor Level
HOH-FCBS-Z3-RF-DR-A-0107 P2 Sunday School Demolition Plan	- Proposed Roof Level Bethel
HOH-FCBS-Z3-ZZ-DR-A-0161 P1	- Demolition West Elevation
HOH-FCBS-Z3-ZZ-DR-A-0162 P2	- Demolition Bethel Walk Elevation
HOH-FCBS-Z3-ZZ-DR-A-0163 P1	- Demolition East Elevation
HOH-FCBS-Z3-ZZ-DR-A-0164 P1	- Demolition South Elevation
HOH-FCBS-Z3-B1-DR-A-0198 P1	- H3 Proposed Basement Plan
HOH-FCBS-Z3-LG-DR-A-0199 P2 Plan	- H3 Proposed Lower Ground Floor
HOH-FCBS-Z3-UG-DR-A-0200 P2 Plan	- H3 Proposed Upper Ground Floor
HOH-FCBS-Z3-01-DR-A-0201 P2	- H3 Proposed First Floor Plan
HOH-FCBS-Z3-02-DR-A-0202 P2	- H3 Proposed Second Floor Plan
HOH-FCBS-Z3-03-DR-A-0203 P1	- H3 Proposed Third Floor Plan
HOH-FCBS-Z3-RF-DR-A-0204 P1	- H3 Proposed Roof Plan
HOH-FCBS-Z3-ZZ-DR-A-0701 P2	- H3 GA-Section AA
HOH-FCBS-Z3-ZZ-DR-A-0702 P1	- H3 GA-Section BB
HOH-FCBS-Z3-ZZ-DR-A-0703 P1	- H3 GA-Section CC
HOH-FCBS-Z3-ZZ-DR-A-0704 P2	- H3 GA-Section DD
HOH-FCBS-Z3-ZZ-DR-A-0705 P1	- H3 GA-Section EE
HOH-FCBS-Z3-ZZ-DR-A-0706 P1	- H3 GA-Section FF
HOH-FCBS-Z3-ZZ-DR-A-0707 P1	- H3 GA-Section GG
HOH-FCBS-Z3-ZZ-DR-A-0752 P2	- H3 Site Elevations
HOH-FCBS-Z3-ZZ-DR-A-0801 P2	- H3 Proposed West Elevation
HOH-FCBS-Z3-ZZ-DR-A-0802 P1	- H3 Proposed North Elevation
HOH-FCBS-Z3-ZZ-DR-A-0803 P1	- H3 Proposed East Elevation
HOH-FCBS-Z3-ZZ-DR-A-0804 P1	- H3 Proposed South Elevation
HOH-FCBS-Z3-ZZ-DR-A-0851 P1 Building	- Bay Study - West Elevation - Arrival

Reason: In order to define the permission

Pre-Commencement Condition(s)

- 3 No development, including any demolition, shall take place until the applicant, or their agent or successor in title, has implemented the programme of building recording set out in the submitted Written Scheme of Investigation (WSI) for Historic Building Recording [Wessex Archaeology, August 2020, document ref: 112720.09].

Thereafter the development shall only take place in accordance with this WSI, or any updated version subsequently approved, and the development shall not be brought into use until the Local Planning Authority has confirmed in writing that the requirements of the WSI have been fulfilled or alternative timescales agreed.

Reason: To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated. It is essential that this condition is complied with before any other works on site commence given that damage to archaeological remains is irreversible.

- 4 Prior to the commencement of development or the demolition and removal of windows or roofs in the buildings or facades to be retained an assessment of the windows and roofs to be repaired or replaced shall be submitted to and approved by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: In the interests of the minimising the loss of historic fabric which contributes positively to the character of the conservation area.

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

5. 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 construction of that part of the development commences:

- (a) Typical details of replacement/new windows/doors including reveals
- (b) Elevations and cross sections of the new dormer
- (c) Repairs to windows and the building fabric
- (d) Alterations to windows and interface with the building associated with the new steps to Bethel Walk

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

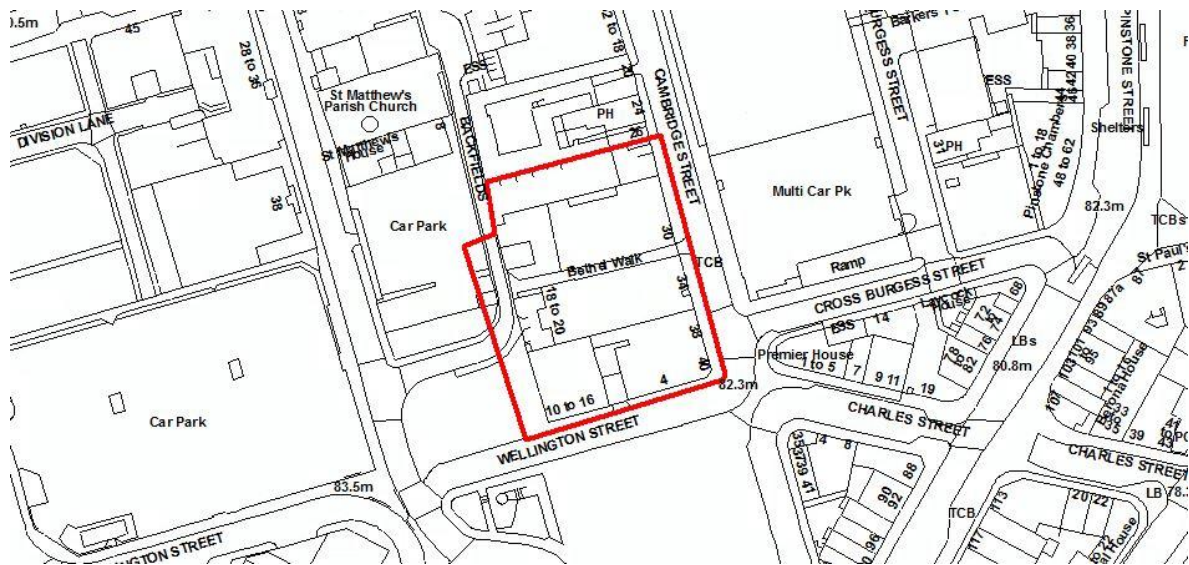
Reason: In order to ensure an appropriate quality of development.

6. 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.

Other Compliance Conditions

Site Location



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For joint report see 20/01437/RG3.

Case Number	20/01301/OUT (Formerly PP-08608386)
Application Type	Outline Planning Application
Proposal	Hybrid Application for change of use of existing buildings to be retained, altered vehicular access from Loxley Road with secondary public transport access from Rowell Lane and associated works with outline approval (with all other matters reserved) for demolition of existing buildings and structures, provision of a residential led mixed-use development that will deliver up to 300 dwellings, reinstatement works, site remediation, green infrastructure, landscaping and associated infrastructure (Amended Description)
Location	Hepworth Properties Ltd East Works Storrs Bridge Lane Sheffield S6 6SX
Date Received	23/04/2020
Team	West and North
Applicant/Agent	Avison Young
Recommendation	Refuse

Refuse for the following reason(s):

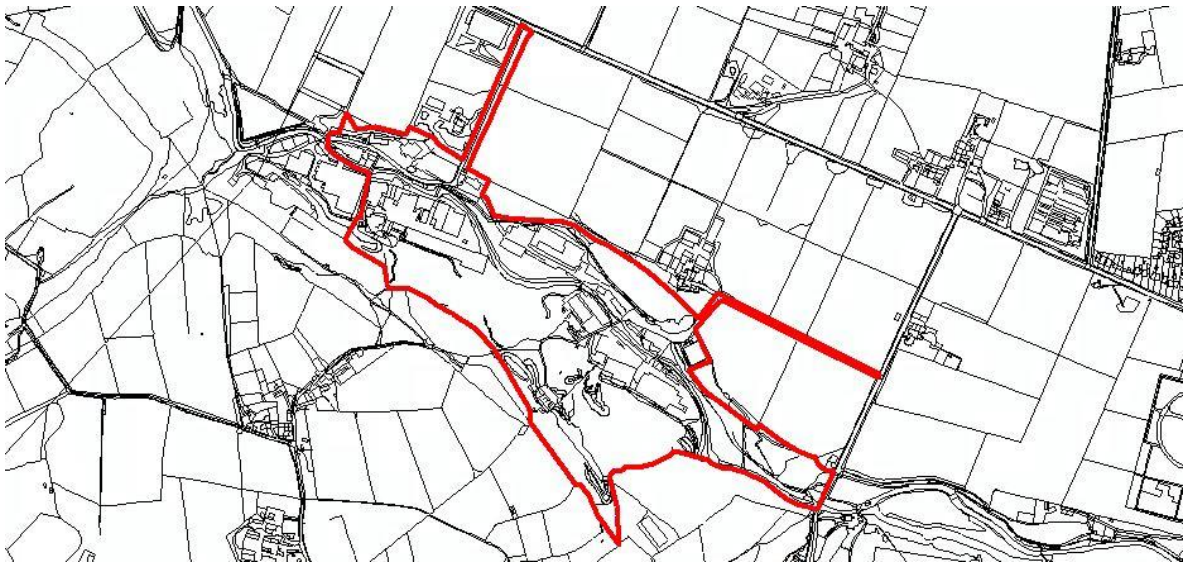
- 1 The Local Planning Authority considers that the application is contrary to Policies GE1, GE2, GE4 and GE5 of the Sheffield Unitary Development Plan; Policy CS71 of the Core Strategy and Paragraph 145g of the National Planning Policy Framework. The proposal would have a greater impact on the openness of the Green Belt than the existing development, by virtue of some of the existing development having blended into the landscape. The spatial and visual impact of the proposal would be harmful to the openness of the Green Belt and the special character of the Loxley Valley.
- 2 The Local Planning Authority considers that the proposal amounts to an unsustainable form of development, as set out in Paragraph 8 of the National Planning Policy Framework, due to the lack of available local services integrated into the development and inaccessibility to local services due to the nature, location and topography of the site and its surroundings.

- 3 The Local Planning Authority considers that the application has failed to pass the Exception Test for flooding, contrary to Paragraph 160 of the National Planning Policy Framework as it has not been demonstrated that the development would provide wider sustainability benefits to the community that outweigh the flood risk in this case.
- 4 Insufficient information has been submitted to enable a full and detailed assessment of the impact of the development on the natural and built environment in respect of biodiversity, landscaping, climate change, design quality, visual impact, pollution, remediation and mitigation of derelict and contaminated land. The Local Planning Authority must therefore conclude that the proposed development is contrary to Core Strategy Policies CS63, CS64 and CS65 (Climate change and renewable energy), CS71 (Green Belt), CS73 (Strategic Green Network), CS74 (Design Principles); Saved Unitary Development Plan Policies GE2, GE3 GE4 (Green Belt), GE8 (Area of High Landscape Value, GE10 (Green Network), GE11 (Nature Conservation) GE12 (Nature Reserves) GE13 (Local Nature Sites), GE15 (Trees and Woodland) GE17 (Rivers and Streams) GE19 (Water Resources), GE20 (Flood Defence) GE22 (Pollution), GE25 (Contaminated Land), GE26 (Water Quality); and Chapters 8, 12, 13, 14 and 15 of the National Planning Policy Framework.

Attention is Drawn to the Following Directives:

1. The applicant is advised that this application has been refused for the reasons stated above and taking the following plans into account:
 - 1124-urbed-z0-00-dr-u-01-parameter plan - red and blue line boundary (Location Plan)
 - 1124-urbed-z0-00-dr-u-02-parameter plan - demolition and retained structures
 - 1124-urbed-z0-00-dr-u-03-parameter plan - land use plan
 - 1124-urbed-z0-00-dr-u-04-parameter plan - building heights
 - 1124-urbed-z0-00-dr-u-05 - illustrative masterplan
 - 1124-urbed-z0-00-dr-u-06 - existing buildings and proposed layout
 - 1124-urbed-z0-00-dr-u-07 - existing hardstanding areas and proposed layout
2. Despite the Local Planning Authority wishing to work with the applicant in a positive and proactive manner, this application was submitted without the applicant having entered into meaningful pre-application discussions about the planning policy (or policies) that apply to the proposal, the application shows such disregard for policy requirement(s) and lacks the detailed information required to assess proposals relating to such a sensitive Green Belt site, that the Local Planning Authority had no alternative but to recommend refusal of the application. We would welcome pre-application discussions on an alternative scheme.

Site Location



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BACKGROUND

The application is supported by an Environmental Statement based on the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (the '2017 Regulations'). The application was screened by the applicant in line with the Regulations which concluded that a statutory EIA was required based on the scale of the proposals and the likelihood of the significant environmental impacts.

The Local Planning Authority (LPA) has notified the Secretary of State for Housing, Communities and Local Government of the application and, for clarity, no request has been made to call in the application, a right which can be exercised up to any point at which the LPA makes a formal decision on the application.

The application is in outline with all matters reserved other than the demolition of some buildings, together with their change of use and the means of access. The application is accompanied by parameter plans and supporting technical reports and surveys.

The Environmental Statement (under the EIA Regulations) includes various technical disciplines and assessments, which have been 'scoped in' and include the following chapters:

Landscape and Visual;
Ecology and Nature Conservation;
Ground Conditions;
Drainage and Flood Risk;
Transport and Access;
Air Quality and Dust;
Socio Economic;
Health; and
Archaeology and Heritage

Matters 'scoped out' include:

Noise;
Lighting;
Waste;
Daylight, Sunlight and Overshadowing;
Wind;
Accident and Disasters

These matters have been scoped out because the applicant considered them to be 'non-significant' (i.e. of local importance only) and they take the view that the usual planning considerations would take account of these elements in any event. Your officers agree with this view.

LOCATION AND PROPOSAL

Location

The application site is the former Hepworth Refractory site, situated in the Loxley Valley. The site is approximately 3.5 miles north-west of Sheffield, located to the south of Loxley Road (B6077) and sits to the west of Loxley and Stannington.

The site is around 26.9 hectares of land with access from both Storrs Bridge Lane to the west of the site and Rowell Lane to the east via a farm track.

The site extends to the west from the Upper Don at Hillsborough with the Damflask reservoir and the village of Bradfield to the east.

The River Loxley runs through the site and flows north- west to south-east, with the site being situated across Flood Zones 1, 2 and 3.

The site borders Old Wheel Farm and fields to the north; woodland to the east and south; and Yorkshire Water (Loxley) Treatment Plant and mill pond are situated to the west.

The site consists of a variety of disused buildings and hard standings associated with the former Hepworth Claypit Factory site which ceased use around 1990. Across the site are a number of public rights of way, un-adopted roads and a bridge. There is a terrace of 5 dwellings and existing commercial uses to the eastern part of the site.

Proposal

The application seeks outline planning permission for the construction of up to 300 dwellings. Detailed means of access and use of retained buildings is put forward for approval at this stage.

Matters such as appearance, landscaping, layout and scale are all reserved for subsequent approval.

The application is accompanied by a Design and Access Statement and indicative parameter plans which include, building heights, hard standing areas, demolition and retained structures, land use and parking, together with an illustrative master plan.

The primary access point is proposed via Storrs Bridge Lane with a secondary 'public transport' route via the farm track onto Rowell Lane.

The existing bowling green is shown for retention, together with the 5 terraced properties and three other buildings that the applicant has deemed as buildings of potential merit. 21 other buildings are shown for demolition; the majority having been identified as being in poor condition and no longer in use.

The Illustrative Masterplan identifies the following:

- access points, potential bus routes;
- 300 new homes of mixed accommodation;
- flexible mix of uses for retained buildings with potential to include 417m² of community homeworking hub, 800m² for potential cycle, café/restaurant hire, GP surgery and workshop units, totalling around 1217m²;

- Parking for around 552 cars, 97 visitor spaces and commercial parking;
- Around 14.9 hectares of retained woodland and enhanced woodland;
- 1.474 hectares of public open space in the form of a new village green, village squares, riverside and millpond public realm.

The Illustrative Masterplan sets out an indicative layout which potentially could include urban design principles, such as access, street hierarchy, bridges, green and blue infrastructure, refuse and waste, lighting, parking, character areas.

PLANNING HISTORY

There is no recent relevant planning history in relation to the site.

SUMMARY OF REPRESENTATIONS

The application has been advertised by site notices, neighbour notifications and press advert in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the Council's Statement of Community Involvement.

Statement of Community Involvement

The Council's Statement of Community Involvement (SCI) encourages applicants to undertake pre-application consultations with the community. The application is accompanied by a SCI which states that the applicant has undertaken community consultation in line with the Localism Act 2011 and Sheffield City Council's SCI.

The activity is summarised as:

- Letters to Ward Members, Cabinet Members, Parish Council's and MP's;
- Distribution of leaflets to 2,589 nearby households;
- Consultation website;
- Use of social media;
- Community information telephone line and email address;
- Press release to local media;
- Workshop with key stakeholders;
- Publication Exhibition Events.

The outcomes set out in the report are:

- That the applicant has met the requirements in terms of undertaking pre-application public consultation;
- The consultation attracted a large number of responses representing a wide range of views on the proposals;
- A total of 93 respondents used the public consultation to register an interest;
- Feedback included topics such as: effects on local infrastructure such as highways and local services, flood risk and ecology.

Local Planning Authority Consultation

The Council has undertaken two rounds of consultation. The first round included posting site notices around the site and also at key local facilities to ensure that interested parties were made aware of the application during the COVID19 lockdown period; press advertisements and direct neighbour notification. A further round of consultation was undertaken due to a technical error in the first round (which did not calculate the correct dates for EIA development, meaning that site notices had the incorrect date for comments to be received by). EIA development requires 28 days notification rather than the usual 21 days.

In excess of 900 representations in OBJECTION to the scheme have been received, which can be summarised as follows:

Traffic	Malin Bridge Hillsborough Traffic surveys flawed
Local Facilities	Impact on School Places Pressure on local facilities Walking distance assessments flawed as they don't take account of local topography, isolated secluded routes not ideal for school children. Lack of pavements/street lighting, absence of alternatives in terms of inclement weather
Landscape	Loss of trees along Storrs Bridge Lane
Ecology/Wildlife	Impact on birds, flowers and trees Artificial lighting will have damaging effect on wildlife during construction and occupation Impacts of noise, vibration and dust on natural habitats outside the site. Inaccurate ecology assessment. Impact of new infrastructure required outside of the site.
Public Transport	Previous bus service was not used No provision for bus shelters
Noise pollution	As a result of increased traffic
Air pollution	As a result of increased traffic
Light pollution	As a result of increased traffic Natural light will be poor due to the steep wooded valley
Flooding & Drainage	Installation of drainage systems will impact on watercourses and nature.
Cycling	Unsafe roads and topography unattractive
Design	No uniqueness to design proposal such as passiv-haus. Type and scale of the development is wholly inappropriate
Well being	The impact on outdoor space has a positive impact on mental wellbeing; the space should be used for current residents to enjoy outdoor pursuits.
Affordable Housing	Isolated desirable location suggests affordable homes are likely to be ruled out.

Local Councillors and MP's

Gill Furniss MP	Impact on neighbouring constituency of Wisewood, Hillsborough, parts
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Olivia Blake MP	<p>of Loxley and Malin Bridge. Harmful to public amenity. Impact on distant views. Affordable housing minimal. Flooding. Sustainability Impact on school places and walkable distances to schools. Traffic volumes affecting the Hillsborough area and Malin Bridge. Impact on Air Quality due to additional traffic. Lack of detail in relation to proposed bus service and travel plan.</p>
<p>Stannington Ward</p> <p>Cllr D Baker Cllr V Priestley Cllr P Baker</p>	<p>Object Over-development – size and scale Impact on Green Belt Over- bearing pressure on local infrastructure Impact on school places, medical facilities and public transport Additional traffic generation Impact on road local networks – Malin Bridge</p>

Sheffield Green Party

Application type/Process	<p>Object to the use of an outline application a full application is the appropriate route. Collaborative solution outside of planning system required</p>
Green Belt	Non conforming Green Belt site
Flooding	Classified as high risk of flooding. November floods and in 2007 parts of the site were under several feet of flood water
Contamination	Cost of site clean up would result in limited affordable housing provision.
Access to local facilities	<p>Car dependent Active travel limited Remote location Via narrow bridge, steep zig zag and pavement free access to Stannington</p>
Highways	Increased vehicles on Loxley road to Malin Bridge
Climate emergency	City must be future proofed over the next decade

Friends of Loxley Valley

Community Engagement	<p>Poorly designed in terms of timing, difficult to find the venue and poorly accessed by public transport. Many households around Loxley did not receive a leaflet. A Full application was recommended by the Council to demonstrate a development of award winning status if a sustainable outcome could have been found.</p>
Landscape	<p>Concerns with regards to the future character of the unique landscape. Loss of mature trees.</p>
Flood Risk	Should not be building on flood plains due to severe weather events driven by climate change.

Outline application	The considerations of the site are so specific they cannot reasonably be determined through an outline application.
Housing Need and Affordable Housing	This proposed development in the Loxley Valley is not necessary to meet the city's housing needs, which can be met for the next five years. There is no guarantee that the final development will include affordable housing.
Green Infrastructure	Prefer that the potential value of the site as a resource for nature, health and wellbeing, which respects both the heritage and the long term future of this part of the city, is considered rather than housing, which would create an urbanised township in the valley that generates large profits for the developers at the expense of the local community and the green environment.
Wildlife	Impact on natural environment and wildlife. Not demonstrated biodiversity net gain.
Transport	Increased traffic. Car dependent. Inadequate public transport. Impact on congestion and air quality. Safety issues for cyclists. Tension between walkers, horse riders and cyclists.
Local Facilities	Remote location and lack of suitable infrastructure.
Air Quality	Recommend that because of the likely increase in air pollution in the Malin Bridge/Holme Lane area as a result of increased traffic moving to and from the development, this planning application should be rejected.
Climate Change	There is no mention of climate mitigation in the scope of the EIA and it is not included as such in the ES; sunlight and wind are specifically scoped out of the assessment, effectively ignoring the impact of likely temperature increases or extreme weather events. New housing development should demonstrate that it will not contribute to increasing emissions - ideally plans for all future houses should incorporate zero-carbon designs. This application does not do this and as this application is for outline planning permission only there are no guarantees that any housing on the site will have carbon reduction measures. The Sustainability Statement lists various features that may be incorporated in the final design but the actual detailed design features are covered under reserved matters and are therefore not determined.
Summary	Structured dialogue required to find a solution for the site and award-winning merit considering use of structures, lower impact on wildlife and the woodland setting. This application is not sufficiently exceptional to warrant approval and furthermore, we feel that, should it go ahead, it would have an adverse impact on the openness of the Green Belt.

General	The proposal has some limited but marginal merits which might attract support if they were part of a more imaginative, consensual and visionary solution for this unique site. It will be a new township without a heart, dwarfing the existing Loxley valley settlements of Dungworth, Storrs, Holdworth, Stacey Bank, Low and High Bradfield, Load Brook and Ughill.
Sustainability	The proposal is an unsustainable development that moves residential development into the Green Belt.
Local Facilities	Site is remote with a lack of facilities. Poor access to local facilities such as local shopping centre and schools.
Carbon footprint	Vehicle journeys will raise the city's carbon footprint.
Transport	Car dependent. Proposed bus service would not expect significant take up or be viable long term.
Flood Risk	The flood plain is not suitable for housing when there is adequate supply of dry sites in the city.
Green Belt	Introduction of lighting will be visible from surrounding hillside communities.
Naturalisation	The site hosts a thriving ecological system within and around buildings which will be impacted upon.

Hallamshire Historic Buildings Society

Assessment	The heritage assessment is lengthy but deficient. The application is not fit for determination and a proper assessment of the mining and watercourse assets are needed.
Heritage Assets	Although there are no designated heritage assets there are non-designated assets of historic interest in which the NPPF states should be conserved in a manner appropriate to their significance. Mines and tramway remain barely mentioned. Waterways - no recent analysis or survey. Archaeology and Heritage Chapter of the ES fails to account for and assess the impact on all buildings.
Conditions suggested	Conditions suggested once the defects are rectified. Heritage significance of mines and tramway remains to be assessed and proposals for their conservation be included in the final masterplan. Play area to be re-sited to avoid conflict with heritage assets. Heritage significance to all waterways and former dams to be reassessed and their conservation included in the final masterplan. All structures relating to waterpower infrastructure to be reassessed and their conservation included in the final masterplan. Expose and interpret below ground features relating to the site's industrial history. The bridge (C6) to be restored and retained. Chimney (E5) to be retained.

Grenoside Conservation Society

Infrastructure	The proposal will put a huge strain on local infrastructure.
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Affordable Housing	Due to the desirable location and cost of housing the likelihood of affordable housing is limited.
Local Facilities	Local schools and GP facilities are already over stretched.
Nature	The site has been derelict for many years and now re-claimed by nature.
General	The site should be recognised as an asset by the Council as an educational tool due to its history and should be cleaned up and managed by the Council or an environmental group.

Sheffield Climate Alliance

Climate emergency	Sheffield Council declared a climate emergency in January 2019 and the application does not inspire confidence that it will fit in with that aim.
Reduction in greenhouse gas emissions	Not clear and consistent in how this will be achieved.
Carbon emissions	The submitted documents fail to consider carbon emissions or mitigation measures
Climate mitigation	The submitted documents fail to consider climate mitigation measures.
Sustainable building techniques and zero carbon housing	The NPPF requirement for future proofing development is particularly relevant as the housing envisaged by this development will be in use beyond 2025.
Climate change	No consideration of climate change in the scope of the EIA.
Air Quality	No consideration of carbon emissions in relation to heating and energy.
Local Facilities	Lack of local facilities will increase the need to travel by car and subsequently more implications for vehicle emissions.
Waste	In adequate details for waste collection and storage of recyclable waste.
General	The application does not give any assurance that the development will mitigate climate changes primarily on the grounds of the document associated with the application.

Peak District National Park (PDNP)

Pre-application Engagement	Disappointed that constructive engagement with the PDNP has not been undertaken. The SCI is incorrect which raises concerns. The Council has not engaged with the PDNP in terms of a duty to involve the PDNP in decisions that may affect the National Park.
Outline Application	Documents provide illustrations of the proposed scheme and layout however these are illustrative which is unacceptable for a significant development in the Green Belt. The fact that everything except the access arrangements are proposed to be reserved matters offers us no confidence that this will be the outcome of re development of this site.
Further Engagement	The PDNP encourages the Council to work with stakeholders for the best outcome of the Green Belt and the valley as a whole.
Landscape	The Peak District Landscape Strategy has not been recognised in the submission. Whilst it has no statutory status

	in decision making outside of the National Park it offers commentary on valued landscape character, how to protect, manage and plan particular characteristics of each landscape type
Woodland	The impact on woodland is uncertain.
Traffic and Travel	The Traffic assessment and travel plan have not considered the impact on the National park. Given the pressure that already exists in relation to public transport on fringe areas and communities just inside the National Park, we would expect to see that addressed satisfactorily before any permission is granted.
Carbon Footprint	Will do little to reduce carbon footprint. Impact on air quality and public health. Exemplar practice in low carbon living should be demonstrated to offset the traffic and travel implications.
Brownfield Land	Welcome the use of previously developed land ahead of greenfield land release. Do not agree that the supply of alternative brownfield land is insufficient to meet need.
Biodiversity	The PDNP authority urges the Council to require the developer to work with such organisations as SRWT to ensure this development provides net gains for biodiversity and aids nature recovery in this area. Unconvinced of the evidence provided by the developer on impact of the proposed development on biodiversity.

CPRE - South Yorkshire

Green Belt	Contrary to Green Belt policy Harms openness Visually intrusive Extends beyond built areas Encroaches on countryside
Openness	Openness adversely impacted from views outside the site and the wider setting. Significant public views with the site on public rights of way. Fails to take account of or assess.
Affordable Housing	Not sufficient to be material as to allow and exception to Green Belt policy. Does not specifically target a local affordable housing need.
Sustainable Development	The site is remote and isolated from the necessary services and infrastructure. Not well served by public transport or viable for walking or cycling trips. Public transport proposals are flawed.
Design	Unacceptable as Design and Access Statement and Design Code fixes nothing beyond the parameter plans and as such the outline application cannot be properly assessed.
Biodiversity	Contrary to local and national nature conservation and biodiversity policies. Will urbanise the site and be out of character with the quiet and biodiversity rich rural character that now exists.

South Yorkshire Wildlife Trust

Outline application	The application is not sufficiently detailed and a Reserved Matters application would not include further public involvement.
Local Wildlife Site and Woodland	Concerned about the river corridor and the assessments don't satisfy policy and best practice in terms of the woodland.
Biodiversity Net Gain	This has not been measured as part of the application submission.
Protected species	Concerned that survey efforts, mitigation and enhancement for birds is inadequate. The site is important for bats and the survey and mitigation is inadequate.
The Setting	Concerns that the PDNP have not been consulted, the land is not allocated, for a major development in the Green Belt on the edge of the PDNP.
Sustainability of the development	This is not yet a proposal for an exceptional sustainable development given its Green Belt location.
Flood Risk	Flood Zones 2 and 3 are not optimum areas for building and better suited to natural habitats and natural flood management solutions.
Engagement and consultation	Comments at the consultation have not taken on board concerns raised.

Rivelin Valley Conservation Group

Sustainability	Impact on local road network especially Malin Bridge and Hillsborough. Impact on public transport provision.
Environment	Impact on: Nature Conservation Landscape Character Appearance of Loxley Valley Flooding

In excess of 200 letters of representations in support of the proposal have been submitted and can be summarised as follows:

Business	Local businesses will benefit from more people coming to the areas. Source of employment for local builders
Re-use of site	The renovation of old sites is beneficial to local areas rather than creating new ones. The site is an eyesore and dangerous in its current state. Will improve the area. Would love to live here. Sustainable housing project on the brownfield land would be a good solution. New residents will support local businesses, sports clubs and charitable organisations. Clean up the contaminated land.
Wildlife	Encourage and preserve wildlife, creates new habitat and manages the woodland. Only 30% of the site will be built on allowing for 70% of the land to be made wildlife friendly.
Management	The proposal represents a good opportunity to manage the

	site correctly for the benefit of the whole community.
Public Transport	The offer of public transport helps the traffic issues. Public transport to be improved with bus service.
Traffic	The office hub helps to alleviate traffic issues. Introducing bike trails, public transport and potential schemes can reduce the impact of increased traffic.
Recreation	Supporting the cricket club and tennis club would help to attract new younger members and is ideally located.
Woodland	The development would enhance the wonderful woodland areas within the Loxley Valley for everyone to enjoy.
Density	Number of homes not excessive for the size of the site.
Sport	Retention of the Wragg Pavilion is a benefit to the community and new residents.
Affordable Housing	Affordable housing is good and potential for older persons accommodation and self-build plots.
Flooding	Good to see the project addresses the potential flooding of parts of the site.
Developer	After researching the developer it is believed they have the ethos to strike the correct balance between building the much-needed residential space and protecting the tranquil woodland surroundings so that all members of the community can still enjoy the beauty of the valley.
Anti-social behaviour	The site attracts anti-social behaviour.

Bradfield Village Fellow Cricket Club

Retention and recruitment	The new development is seen as a great opportunity in attracting new members to the club to enable it to survive.
Woodland	Positive to see the retention of the woodland.
Density	The proposal is less dense than previous schemes.
Housing Mix	The proposal represents a good mix of housing
Community facilities	The proposal retains the bowling green some buildings for community uses. The proposal will result in more people to support the local businesses.
Sustainability measures	New bus service if it were to run through Bradfield

Funding for Sport

Derelict land	Site has been derelict for years and in a dangerous state of repair
Re-use of site	Sustainable housing on the brownfield site would be a good solution.
Density	Number of homes does not seem excessive given the plot size
Pavilion	Retention and upgrading of Wragg Pavilion is a benefit to the local community
Bus service	A more frequent bus service for all the community to use is a good idea
Affordable homes	A variety of affordable houses is good and the potential for older persons and self-build plots are good additions
Flooding	Good to see the flooding potential has been addressed
Rural Area	People are essential for rural areas of Sheffield to retain their services and new residents in this area will support local business, sports clubs and charitable organisations.

PLANNING ASSESSMENT

Policy Issues

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 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).

The documents comprising the Council's development plan date back some time and obviously pre-date the NPPF, but 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. The NPPF provides that the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given.

Guidance in the National Planning Practice Guidance (the NPPG) further provides that "policies age at different rates according to local circumstances and a plan does not become out-of-date automatically after 5 years", and that "due weight should be given to relevant policies in existing plans according to their consistency with the National Planning Policy Framework. It will be up to the decision-maker to decide the weight to give to the policies".

However 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".

In addition to the potential for a policy to be out of date by virtue of inconsistency with the NPPF, Paragraph 11 of the NPPF makes specific provision in relation to applications involving the provision of housing and provides that where the Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites with the appropriate buffer (which for SCC is 5%, pursuant to para 73 of the NPPF) the policies which are most important for determining the application will automatically be considered to be out of date.

Set against this context, the development proposal is assessed against all relevant policies in the development plan and the NPPF below.

For the purposes of considering the balance in this application the following planning weight is referred to in the report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little
- No

Land Use

The site is within the open countryside and lies wholly within the Green Belt as defined by the Sheffield Unitary Development Plan 1998 (UDP).

Policy CS71 (Protecting the Green Belt) of the Core Strategy and saved policies GE1, GE2, GE3, and GE5 of the UDP seek to protect the Green Belt from inappropriate development; protect and improve the Green Belt landscape; with new houses only allowed where they are for the infill of a single plot or replace an existing house on the same site.

Policy CS71 is the most up to date in respect of considering the proposal together with the material planning considerations set out in Chapters 5 (Delivering a Sufficient Supply of Housing) and 13 (Protecting Green Belt Land) of the National Planning Policy Framework (NPPF).

Policy CS71 seeks to safeguard the countryside and other open land around built up areas by maintaining the Green Belt with development needs being met principally through the re-use of land and buildings as opposed to the expansion of urban areas and villages.

Housing Land Supply

Policy CS22 (Scale of the Requirement for New Housing) is the most up to date development plan policy in relation to delivering a sufficient supply of housing for Sheffield, stating that a 5-year supply of deliverable sites will be maintained at all times.

The 5-year Housing Land Supply Monitoring Report March 2020 is the most up to date housing land supply position for Sheffield and has adopted the Government's up to date standard methodology for calculating the local housing need (LHN), including consideration of the appropriate buffer to be used. The report also identifies the sources of housing land that contribute towards the deliverable housing land supply and confirms that the Council has a 5.1-year supply. The 5-year period covered by the report runs from 1 April 2019 to 31 March 2024 inclusive.

For Sheffield the housing requirement calculated for 2019 is 2,124 net additional homes per year.

Paragraph 73 of the NPPF Chapter 5 (Delivering a Sufficient Supply of Homes) requires a buffer of 5% to ensure choice and competition in the market. The Housing Delivery Test (HDT) provides a measure of the net housing delivery in comparison with the housing requirement. Where delivery falls below 95% of the requirement the NPPF requires that a 20% buffer is applied along with a presumption in favour of sustainable development.

In February 2019, Sheffield's delivery was 110% and estimated as 112% in the Government published HDT.

The total 5-year requirement for Sheffield, including the 5% buffer is calculated as 11,151.

Table 1: Sheffield's net housing requirement for the 5-year period 2019/20 to 2023/24

Source: 5-year Housing Land Supply Monitoring Report March 2020

Current local housing need figure	2,124
5-year requirement (2019/20 to 2023/24): 5 years @ 2,124 per year	10,620
Plus 5% buffer to ensure competition and choice	531
Total net 5-year requirement	11,151

The calculations include sites with planning permission, development plan allocations and sites identified on the brownfield register.

The Net Supply for Sheffield is calculated as 11,392. Sheffield can therefore demonstrate a 5.1 year housing land supply.

The delivery of sites with planning permission will continue to be monitored and a new Strategic Housing Land Availability Assessment (SHLAA) will be published alongside the Sheffield Local Plan Issues and Options document in 2020. The Brownfield Land Register was updated January 2020.

The Government's objective of significantly boosting the supply of homes is set out in chapter 5 of the NPPF. Paragraph 73 of the NPPF states that LPAs should 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.

Therefore, the presumption in favour of sustainable development as set out in Paragraph 11 is not applied to the tilted balance in this instance, on the basis that Sheffield can demonstrate a deliverable 5-year land supply.

Spatial Strategy for Sheffield

The Sheffield Core Strategy 2009 sets out the spatial strategy and settlement hierarchy for the city which concentrates new development in the main urban area of Sheffield, complemented by Chapeltown/High Green and Stocksbridge/Deepcar and will mainly take place on previously developed land.

The north-east and south-east areas will have renewed housing markets whilst all other housing areas are to be safeguarded. The Core Strategy states that the surrounding countryside will be protected from development and linked with a network of green corridors, connecting river valley, parks, recreational areas and green spaces with the urban areas.

The settlement hierarchy is therefore concentrated in:

- The City Centre;
- The Lower and Upper Don Valley.

Most of the countryside is protected as Green Belt by the Core Strategy as set out above. Policy CS23 (Locations for New Housing) of the Core Strategy focuses new housing on suitable, sustainably located sites within or adjoining the main urban area and the urban area of Stocksbridge and Deepcar.

The site is located in the Rural Villages Core Strategy Area (Fig 5.1 Core Strategy Areas); housing development outside of urban areas and larger villages is limited to that which is consistent with the policies for Green Belt and Countryside areas. Consistency with the Green Belt policies is considered later in the report.

Previously Developed Land (Brownfield Land)

Policy CS24 of the Core Strategy (Maximising the use of previously developed land) is the most up to date policy for the consideration of promoting the use of previously developed land and aligns with paragraph 117 of the NPPF, in terms of prioritising previously developed sites. Greenfield sites (not previously developed) will only be developed in connection with housing renewal; in connection with identified sites and areas; small sites in urban areas and larger villages; Owlthorpe and sustainably located larger sites in or adjoining urban areas or larger villages where there is less than a 5-year supply of deliverable sites.

The NPPF defines Previously Developed Land as:

Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land

that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.

Loxley Valley has been a producer of refractory bricks since the 1800's and the site was formerly occupied by Hepworth Refractory which ceased operation in the 1990's.

The site consists of various buildings formerly occupied by Hepworth's along with the associated infrastructure and hard standings. Plans showing the existing buildings and extent of the hard standings accompany the application alongside parameter plans showing the indicative proposed layout; buildings to be retained/demolished and land use.

In terms of current site uses and constraints the part brownfield and part greenfield site is adjacent to an operational farm and Yorkshire Water's Water Treatment works. There are 5 residential properties to the south-east of the site as well as several businesses which occupy some of the industrial buildings on site. The majority of the land to the southern part of the site is covered by an Area of Natural History Interest designation protected by saved Policy GE13 of the UDP.

The site falls into flood zones 1, 2 and 3 with flood zone 2 covering the majority of the hard-standing areas adjacent to the river. The River Loxley is defined as a Waterway in the UDP and protected from the adverse impacts of development by saved Policy GE17 of the UDP. There are also a number of bridges across the site spanning the river which provide access to the various areas of the site.

Concerns have been raised about the impact on trees and biodiversity as the site, in places, appears to have returned to a natural state in the intervening period. Details contained within the Arboricultural and Ecological Assessments detail how the site and trees have been un-managed allowing habitat to re-establish within the site.

Whilst some buildings are large, they have blended into the landscape created by the existing tree cover and due to the steep sides of the valley and the tree cover. Despite its size the site is not significantly visible from positions outside of the site, particularly from Loxley Road and the ridge to the north of Loxley Road.

In addition, the site is not identified on Part 1 or Part 2 of the Brownfield Register. Part of the Old Wheel Farm site is identified on Part 1 of the register but not the former Hepworth site.

On this basis, it is considered that some of the developable areas identified are not considered to be 'previously developed' as set out in the NPPF definition. These specifically include some buildings and areas of hard standing particularly towards the edges of the site.

On balance it is considered that the proposal is not confined to areas of the site that are defined as previously developed and is therefore, in terms of the current site uses and constraints, defined as part brownfield and part greenfield.

The aforementioned policies prioritise maximising the use of previously developed land for new housing. Some parts of the site to be developed have been assessed as being greenfield. The site does not sit within the criteria set out by Policy CS24 and, as such, development of parts of the site is considered to be contrary to Policy CS24. Paragraph 117 of the NPPF states that decisions should promote the effective use of land in meeting the need for new homes whilst safeguarding the environment. There is no demonstrated need for new homes and the proposal as presented would not safeguard the environment.

Effective use of land

Core Strategy Policy CS26 seeks to make efficient use of land for new homes, and sets out appropriate density ranges for new homes depending on location and relative accessibility and is consistent with Chapter 11 of the NPPF, particularly paragraph 118 d) which seeks to promote and support the development of under-utilised land and buildings, especially where this would help in meeting identified needs for housing where land supply is constrained.

The site has been vacant for some years and can be defined as 'under-utilised', however, as set out above, it has been demonstrated that Sheffield has a 5-year housing land supply and as such supply is not considered to be constrained. Overall moderate weight is attached to Policy CS26 on the basis that housing land supply is not currently constrained.

Density

The proposal is in outline form and as such densities are indicative. The proposal suggests up to 300 dwellings with a site area of 26.9 ha. Policy CS26 suggests a density of around 30/40 dwellings per hectare for rural areas. The proposal suggests a density of around 11 dwellings per hectare across the entire site which represents an area of 26.9 ha of land, falling below the density suggested in Policy CS26. When taking account of the previously developed areas, as identified by the applicant, which amounts to an area of 8.2 hectares, there would be a density of 37 dwellings per hectare which is consistent with the policy requirements. Whilst the Council seeks to encourage efficient use of land, in this particular instance there are other considerations such as habitat, rural character and design which outweigh the need to deliver a particular density of development. The densities calculated, in terms of efficient use of land, seem suitable given the nature and location of the site.

Paragraph 122 of the NPPF states that, in considering the efficient use of land, it is important to consider the availability and capacity of infrastructure and services - both existing and proposed - as well as future improvements to promote sustainable travel modes. The proposal includes the provision of a new bus service to connect with the site. This is discussed in more detail in the Transport and Highways section below.

Paragraph 122 e) of the NPPF also states the importance of securing well designed, attractive healthy places when considering supporting development that makes efficient use of land. The application has been supported by well thought out strategies, parameter plans and master planning principles; however, insufficient information has been submitted to fully assess whether the proposal would ultimately secure a well-designed, attractive healthy place. Therefore, taking account of this in the balance, moderate weight can be attached to design matters. Design considerations are also considered in more detail in the Design section below.

Identified Needs

The Council's Strategic Housing Team has advised that the proposed development falls within the Peak District Fringe Housing Market Area (HMA). The majority of homes are owner occupied with very few private or socially rented properties present and the majority consist of 3 bedrooms or greater. The area currently has no sheltered housing or extra care provision despite the large older population.

There are currently only 411 socially rented properties within the Peak District Fringe which principally belong to Sheffield City Council with only 22 Housing Association properties. The 2018 SHMA estimated that the area has an annual affordable housing shortfall of 42 properties per annum. Due to the size of the site and scale of the site the full affordable housing requirement needs to be met on this site.

Family households that have lower than average savings or limited financial resources will struggle to buy an average priced property in this area. Shared ownership should also therefore be considered as a way to offer more affordable family housing in the area.

Core Strategy Policy CS41 (Creating Mixed Communities) encourages development of housing to meet a range of housing needs, including a mix of prices, sizes, types and tenures and Policy CS 40 (Affordable Housing) states that, in all parts of the city, new housing developments will be required to contribute towards the provision of affordable housing where practicable and financially viable. The affordable housing requirement in this case is 10%.

The Planning Statement, Design and Access Statement and Illustrative Master Plan set out a commitment to delivering the affordable housing requirement and a range of new homes including family homes, self-build plots and apartments with a mix of tenure. The proposals again are indicative and no detailed information has been provided with regards to affordable housing or types of residential units.

Conclusion to Housing Considerations

The proposal, whilst representing a re-development of partly previously developed land and meeting with the density requirements, does not adequately address the need for certain categories and tenures of housing within this particular location

On balance, having taken into account, all considerations in respect of housing need, promoting previously developed land and efficient use of land; it is considered that there is insufficient information to allow a full assessment of whether the proposal will

result in an efficient use of land and the delivery of the identified local housing need requirements in terms of affordable house and the needs of older people and the lower end of the market (such as for Starter Homes) within this part of the city.

On this basis it is concluded that the proposal is inappropriate development within the Green Belt which is not outweighed by the re-use of the site for housing in so far as the Council can demonstrate a 5.1 year housing land supply; to which considerable weight has been attached. Substantial weight is attached to the saved policies of the Development Plan and the relevant material planning considerations of the NPPF as set out above.

Impact on the Green Belt

As set out above, the site is wholly located within the Green Belt and the Government attaches great importance to the purpose of Green Belts.

In considering the appropriateness of the proposal, it is important to consider the local and national planning policy position in relation to the purposes of the Green Belt and development within it.

The NPPF in paragraph 134 sets out five purposes served by the Green Belt:

- a) To check un-restriction sprawl of large built-up areas;

The proposal would not create unrestricted sprawl of built up areas due to its separation from the existing built up areas.

- b) To prevent neighbouring towns from merging into one another;

The proposal would not result in the neighbouring towns from merging into each other.

- c) To assist in safeguarding the countryside from encroachment;

The proposal would not lead to the significant loss of countryside. However, there are areas where the indicative details show the development overlapping in to areas which are landscape and form part of the countryside and on areas of land which are considered to have blended into the landscape not considered to be brownfield land as set out above.

- d) To preserve the setting and special character of historic towns; and

There are no historic towns close to the site and as such the proposal has no impact on the preservation of historic towns.

- e) To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

There is little risk of the proposal setting a precedent of development of Green field land. It is considered the proposal assists in urban regeneration of the site for

housing by recycling land which has, in areas, been urbanised and therefore encourages recycling of the parts of brownfield land as identified above.

Saved Policy GE1 of the Sheffield UDP sets out the Council's approach to development and the Green Belt, where development will not be permitted, except in very special circumstances, where it would lead to unrestricted growth of the built up area, or contribute towards merging of existing settlements, lead to encroachment into the countryside or compromise urban regeneration.

Policies GE3 and GE4 deal with development in the Green Belt and GE5 deals specifically with housing in the Green Belt. Development within the Green Belt is not permitted unless it is for purposes defined in Policy GE3 which include agriculture, forestry, essential facilities for outdoor sport and recreation and other uses which comply with Policy GE1. The proposal does not relate to any of these purposes and as such is considered to be inappropriate development by definition. Policy GE3 of the UDP aligns with paragraph 145 of the NPPF with regards to the exceptions where the construction of new buildings is considered to be appropriate.

Policy GE3 is not entirely up to date with the NPPF which also allows for the limited infilling in villages and limited affordable housing for local community needs set out in the development plan.

Policy GE5 only allows for housing development that results in infilling a single plot or replacing an existing house. The proposal does not relate to these criteria and as such the proposal is considered to be inappropriate development.

Policy CS71 of the Core Strategy seeks to safeguard the countryside by maintaining Green Belts. Development needs will be met through the re-use of land and buildings rather than urban expansion. It is accepted that the proposal is for re-use of land and as such has the potential to comply with policy CS71 however, the supporting text to policy CS71 states that the policy will be implemented through the development management process in accordance with national policy for Green Belts and as such defers to paragraph 145g of the NPPF.

Paragraph 143 of the NPPF defines inappropriate development as harmful to the Green Belt and should not be approved except in very special circumstances.

Paragraph 144 of the NPPF states that LPA's should attach 'substantial' weight to the harm to the Green Belt and that 'very special circumstances' will not exist unless the potential harm, by inappropriateness, and any other harm resulting from the proposal is clearly outweighed by other considerations. Other considerations are discussed in more detail below along with the weight officers are attaching in relation to the proposal.

The local policies contained within the UDP for the consideration of development within the Green Belt are considered to be out of date in respect of the re-development of previously developed land and as such the most up to date policies for consideration of the proposal are Core Strategy Policy CS71 in terms of the principle of re-use of land in the Green Belt and paragraph 145g of the NPPF.

To apply the exception in paragraph 145g, the NPPF sets out two key criteria in which the redevelopment of previously developed land is to be assessed:

- The development would not have a greater impact on the openness of the Green Belt than the existing development; or
- The development would not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need in the area of the local planning authority.

Substantial Harm and Housing Need

The applicant has not applied under the second criteria of paragraph 145g and insufficient information has been supplied with the proposal to assess whether the proposal would contribute to meeting an identified affordable housing need within the area of the local planning authority.

As set out above, it is considered that part of the land within the application site that was previously developed with buildings and hard standings is excluded from the definition of previously developed land because the remains of those permanent structures or fixed surface structure have blended into the landscape. Such areas within the site are not considered as previously developed land and would not fall within paragraph 145 g of the NPPF.

The proposal is therefore considered to be inappropriate development and by definition harmful to the Green Belt.

Impact on Openness

A key consideration of paragraph 145g is whether the proposal would have a 'greater' impact on openness than the existing development.

The considerations in relation to the impact on openness include both the assessment of the visual impact and also the spatial impact for which case law exists.

There are areas of the site which do meet with the definition of previously developed land as set out above; these predominantly follow the alignment of the river and the main buildings.

Officers are of the view that visual impact and openness are inextricably linked, the visual impact is a key component of openness, but it is not the whole consideration. Openness is viewed as the absence of development and therefore can be applied to an area where there may be limited visual impact of new development but where development would still affect the open nature.

Case law exists in the case of (Samuel Smith Old Brewery (2020) UKSC 3 on Appeal (2018) EWCA Civ 489), which concluded there are three potential

dimensions to openness, which include the likely visual impact in the assessment of whether the openness of the Green Belt would be preserved.

Whilst there may be other aspects to openness, visual impact should be considered as part of the assessment of impact on openness, and therefore if visual impact has not been satisfactorily assessed, then we cannot determine whether or not there is an unacceptable impact on openness.

Planning law clearly places the onus on the applicant to prove that the development is appropriate in the Green Belt. If it is not possible to assess the development's impact on the 'openness' of the Green Belt, the development must be deemed 'inappropriate'.

The application is accompanied by a Landscape and Visual Impact Assessment (LVIA) to assess the effects of the proposed development on landscape character and visual amenity.

Landscape effects

The applicant's planning statement notes that the existing permanent buildings amount to a footprint of around 29,200m² of the site and that the built development will reduce by 44% to around 16,300m².

The existing hardstanding areas extend to around 86,482m² with 69,404m² proposed showing a reduction in hard standing of 20%.

The volume of buildings as existing has been calculated as 353,610m³ with the total proposed as 131,997m³.

The parameter plans show buildings of up to 4 storeys with an eaves height of around 12 metres in places which are proposed to be set within the lower part of the valley with the remainder of the buildings proposed at 3 storeys with a height of around 9 metres to the eaves.

With the existing heavy wooded back drop the existing buildings are not significantly spatially visible from passing the site or viewing from a distance however, the site will be significantly noticeable spatially in relation to the level of comings and goings associated with up to 300 dwellings along with the associated street lighting which will make the site significantly noticeable at night time when compared the to the existing industrial operational use and considerably noticeable as it currently exists.

It is on this basis that it is considered that owing to the nature and spatial characteristics of the proposal, despite the reduction in the size of the overall built form the proposal would have a considerable impact on the openness of the Green Belt in this particular location when taking into account the balance of the existing use and former use along with the level of activity associated with a substantial residential development. The proposal is therefore contrary the paragraph 145g in relation to spatial impact on openness.

Visual Impact and Landscape

The Landscape and Visual Impact Assessment (LVIA) has been scrutinised by the Council's Landscape specialist who broadly agrees with the outcomes of the LVIA in that the development would result in no significant adverse landscape effects post construction due to the developed areas being generally confined to the previously developed areas and the majority of the other characteristic landscape features remaining intact. However, there are two areas which have not been considered in the LVIA.

Peak Park Landscape Strategy

The Landscape and Visual Impact Assessment (LVIA) submitted in support of the application makes no reference to the Peak District National Park Landscape Strategy and Action Plan 2009 despite the fact that the site falls into the scope of this owing to its location within the Dark Peak Yorkshire Fringe Character Area and within the Slopes and Valleys with Woodland landscape type. There is therefore insufficient information to assess the impact on this specific character area.

Area of High Landscape Value

The site is located within an area of High Landscape Value and as such saved policy GE8 of the UDP is relevant. The LVIA has scoped this out of the assessment due to the wooded nature of the site and policy GE8 considers the impacts on open and agricultural land. Officers disagree with this approach in terms of assessment of landscape receptors. The Area of High Landscape Value relates to the protection of 'special landscape quality' which does not relate specifically to agriculture in nature and neither does it exclude vegetation in relation to open character.

It is therefore considered that the LVIA has not fully assessed the impact of the development on the landscape character and as such it is not possible to determine the full extent of the impact on the wider landscape.

Views

The LVIA sets out potential views into the site and it acknowledges views into the site by residents and farmworkers to the north and west of the site and considers the impact on these receptors, however a significant area to the west of West Lane and Holdworth has been excluded, therefore it is not possible to consider the visual impact in these areas.

The site is visible from the public footpath known as Acorn Hill running between Acorn Drive and the river Loxley where a greater portion of the site is visible; this has not been assessed in the LVIA.

Loss of Woodland

The proposal results in a loss of around 1.6 hectares of existing woodland and tree groups as identified by the submitted Arboricultural Assessment to accommodate the development. This is considered to be a significant loss of woodland that would not only contribute towards the impact of the development on openness; it would be

contrary to saved policy GE15 (Trees and Woodland) of the UDP; Policy CS73 (The Strategic Green Network which will be maintained and enhanced following the main valleys including Loxley) and paragraph 170 a) of the NPPF which seeks to protect and enhance valued landscapes.

Whilst concerns exist with regards to the impact of the proposal on the openness of the Green Belt in terms of spatial impact and activity, insufficient information has been provided to allow officers to properly consider the full extent of the visual impact.

CONCLUSION TO GREEN BELT ISSUES

The Government attaches great importance to Green Belts and their essential characteristics in relation to their 'openness' and 'permanence' which aligns with current local planning policies for Sheffield.

The UDP Green Belt policies are considered to be out of date in parts, particularly in relation to the re-use of previously developed land and housing delivery. The strategic policies within the Core Strategy and the relevant policies of the NPPF are considered to be the most up to date and to which the most weight has been attached.

Whilst National Planning Policies encourages the use of previously developed land to deliver housing needs, it is considered that the proposal as presented would potentially have a considerably greater impact on the openness of the Green Belt than the existing development due to the spatial impact; and nature and level of activity that is not outweighed by any identified affordable housing need. The Council has demonstrated a 5.1 year housing land supply and there is no evidence presented to demonstrate that the application would contribute towards meeting identified housing needs for the area.

The proposal and the submitted LVIA provide insufficient information to fully assess the impact on the openness of the Green Belt.

It is on this basis that the balance weighs in favour of the protection of the Green Belt and it is concluded that the development is therefore inappropriate and as such harmful to the Green Belt. The housing delivery on partly previously developed land does not outweigh this harmful impact, in the context of the available 5.1 year supply of housing.

In conclusion, the proposal is considered to be contrary to Policy CS71 (Protecting the Green Belt) and Paragraph 145g) of the NPPF.

Loss of Employment Land

Policy CS1 (Land for Employment and Economic Development) of the Core Strategy 2009 states that land will be made available for office and industrial development in existing employment areas. Sites will be released for alternative uses where industry or business would no longer be appropriate.

The majority of the site was formerly occupied by an employment generating use and commercial uses remain in operation to the south east of the site, however, the land is not designated as Employment Land.

The applicant has explored the loss of the land for employment use stating that the existing buildings, apart from those to be retained, are in poor condition due to their age and have reached the end of their economic life. The location of the site restricts its re-use for employment purposes due to competition with established industrial locations which benefit from access to motorway networks.

The applicant has advised that the site was designed for a specific occupier type and industrial process which is no longer viable. There is a lack of demand due to feasibility and viability.

The Sheffield and Rotherham Joint Employment Land Review 2015 (Employment Land Review) identifies the main areas for employment uses which include in hierarchy order, Sheffield City Centre, Upper Don Valley, Lower Don Valley and outlying areas such as Mosborough, Woodside, Chapel Town and Ecclesfield alongside other key transport interchanges.

The Employment Land Review 2015 summarises the economic growth potential in relation to different industrial sectors. General Manufacturing reduces from moderate to low/moderate suggesting a lack of growth in this particular sector and as a result a lack of need for sites. Growth of advanced manufacturing, ICT, Utilities, Creative Industries and Healthcare potentially is strong or moderate strong. The site is unlikely to be desirable for these types of uses due to the nature of the site and its location and also unlikely to secure planning permission.

It is therefore considered that little weight is attached to retaining the site for employment uses and there is no conflict with the aforementioned policies.

Transport and Highways

The application seeks approval of the details in relation to the access. Vehicular access is proposed via an existing but improved access on Storrs Bridge Lane and the junction with Loxley Road (B6077) and includes pedestrian and cycle facilities and a secondary access for a potential bus service from Rowell Lane.

Saved policies H15 (Design of New Housing Developments d), BE9 (Design for Vehicles), BE10 (Street, pedestrian routes and cycle way design) and T28 (Transport Infrastructure and Development) of the UDP and policy CS51 of the Core Strategy set out the requirement in terms of transport and highways in relation to new development for housing and transport priorities for Sheffield District.

Paragraph 108 of the NPPF requires that in assessing applications for development it should be ensured that a) appropriate opportunities have been taken up to promote sustainable transport modes given the type of development and the location, b) safe and suitable access to the site can be achieved for all users and c) any significant impacts from the development on the transport network or highway safety can be cost effectively mitigated.

Policy T28 of the UDP is not considered to be fully compliant with the NPPF as it states that development will not be permitted where it is not adequately served by the highway network, whereas the test in the NPPF is tougher in that there must be a severe residual cumulative impact. Therefore, this policy only has limited weight.

A Travel Plan (TP) has been provided in line with paragraph 111 of the NPPF. A Transport Assessment (TA) has also been provided due to the scale of the development. The scope of the TA and the TP has been agreed with the Council's Highways Development Control Team prior to submission.

Storrs Bridge Lane runs on an approximate north south alignment between the application site and the B6077 Loxley Road to the north and has a width of around 5.6 metres with a 1.3 metre footway to the western side.

The B6077 Loxley Road/Storrs Bridge Lane junction is priority controlled and has an approximate width of 7.4 metres and a footway of approximately 1.8 metres to the south side.

Loxley Road (B6077) provides access to the villages of Low and High Bradfield to the west and Rodney Hill provides access to the northern areas of Loxley and the Hillsborough areas of Sheffield, controlled by a priority junction at Rodney Hill/Loxley Road.

Loxley Road continues to the east where it forms part of the Malin Bridge Gyratory which operates in a one-way, clockwise direction, providing vehicle access to the wider areas of Sheffield including the city centre.

The junction with Loxley Road would have 10 metre radii. Visibility splays of 2.4 x 160 metres can be achieved onto Loxley Road (which is an improvement). The existing junction warning signs on Loxley Road would be replaced with new, possibly with reflective yellow backing boards. The existing speed limit increases from 40 mph to 60 mph travelling westbound, at a point 215 metres past the Rowell Lane junction.

Speed limits would be reviewed within the Road Safety Audit process. At the other end of Storrs Bridge Lane, the alignment would sweep to the right, with a new priority junction to the left leading into the development site. The existing track leading to the agricultural buildings from Rowell Lane would remain unadopted but be improved/reconstructed to a standard suitable for use by pedestrians, cyclists and public transport.

Walking and Cycle Links

Storrs Bridge Lane is proposed to be reconstructed, to full adoption standards. The carriageway would be widened to 6.5 metres and a footway of 1.8 metres wide would flank the eastern side, with a 1.0 metre margin on the western side. New drainage and lighting would be provided.

A previous approval for Forge Valley School included significant investment towards enhancing the pedestrian and cycle environment locally in an effort to improve safety and increase/encourage the use of these modes of travel.

Cyclists approaching from the Langsett Road direction have the option of avoiding Holme Lane and the gyratory by using Thoresby Road, which runs into a shared pedestrian/cycle route before joining Watersmeet Road.

It is then possible to cycle across the Rivelin Valley Road toucan and off carriageway around the corner on the shared pedestrian/cycle surface flanking Holme Lane, across the splitter island at the bottom of Stannington Road before re-joining Loxley Road after the toucan near Dykes Lane.

Cyclists approaching from the Middlewood Road direction have the option of avoiding Holme Lane and the gyratory by using Taplin Road, Harrison Road, and Dykes Lane, before crossing on the aforementioned toucan to re-join Loxley Road again.

Unfortunately, there is no scope to provide off-road cycle facilities along Loxley Road. The northern side, all the way from Holme Lane to Long Lane has frontage development in the form of private housing. Beyond Long Lane on the northern side is Loxley Nurseries and further residential property. Essentially, the northern side of Loxley Road has development frontage all the way out to Rowell Lane.

Having cyclists off-carriageway here would cause too much conflict with property owner vehicle movements on and off the carriageway. The footway is also too narrow to avoid conflicts with pedestrians. There are similar problems along the south side of Loxley Road, though the frontage development here doesn't extend out quite as far, stopping at Black Lane.

Loxley Road has always been well used by cyclists for recreational trips out towards Bradfield and beyond. Motorists are well used to seeing cyclists out and about, and on the whole seem to drive with due care and attention.

Crashmap data has been analysed (assessing cycle related personal injury accidents) for the length of Loxley Road from Malin Bridge, out to Damflask Reservoir, for a 5-year period up until 2019. When cyclists are involved in accidents, the severity of their injury tends to be higher than for people protected by the shell of a car. For the study area and timeframe described above, there have been two separate accidents involving personal injuries to cyclists.

One occurred at the bottom of Rodney Hill, resulting in a serious injury. The other occurred 100 metres east of Black Lane, resulting in two serious injuries. All accidents are regrettable and sometimes tragic, but this analysis hasn't highlighted a high proliferation of cycle related accidents, particularly considering the relatively high use of Loxley Road by cyclists.

Online representation has been very clear in not wanting to see public footpaths along the valley converted to bridleways to allow cycle use. This is something officers agree with. The routes are not suitable for cycle use. The footpaths are really

well used by the public. The widths in certain areas and gradients would cause too much conflict with walkers if cyclists were introduced. In most instances, there is no scope to widen or carry out improvements to these paths that would make them conducive to cycle use.

It is unfortunate that no scope exists to provide some positive cycling infrastructure improvements along Loxley Road (above what has already been provided to circumvent the gyratory).

Cyclists from the development proposal will have to cycle on-carriageway along Loxley Road, in much the same way existing residents do on the stretch out to Long Lane.

For walking, cycling and public transport, depending on the location of any development, there's clearly a sliding scale ranging from highly sustainable, to not sustainable. Highway officers are of the view that for this development, the submitted Transport Assessment has demonstrated that these transports options do exist which are viable alternatives to the private car.

However, officers are of the view that whilst the site may not be 'isolated' in the true sense of being 'far away from other places or people', in considering the availability and location of existing services and facilities, the topography and nature of the site will act as a barrier to these being a reasonable option other than by private car. How the site will function as a new community plays in the balance of consideration in respect of whether the development is considered to be 'sustainable'. Despite being located close to the settlements of Loxley and Stannington; officers remain of the view that other constraints exist which make access to local facilities difficult on a day to day basis.

Access to Local Services

Concerns have been raised with regards to the availability and impact on GP's and other local facilities. The closest medical centre is Stannington Medical Centre at the site in Stannington Neighbourhood Centre. The Public Health Team and the NHS have been consulted; however, no comments have been received.

The Sustainability Statement accompanying the application states that there are wide range of local facilities within close proximity (around 2km) to the site in the local centres of Loxley and Stannington.

The mid-point of the development would be just less than 2 kilometres from Loxley Primary School on Rodney Hill. Wisewood Community Primary School is a further 500 metres to the east along the same road. The Old Loxley Post Office (a general store selling food, drink and newspapers) is a similar distance away on Loxley Road. These distances are as you would walk them, not as the crow flies. The document titled 'Providing for journeys on foot' published in the year 2000 by The Institute of Highways and Transportation quotes 'acceptable' and 'maximum' walking distances to different types of destination. For schools, the distances are 1000 and 2000 metres respectively (acceptable & maximum), so the schools are on the limit of being the maximum distances that the Institution recognises pupils will walk.

In addition to the above publication, more recently in the year 2014, the Department for Education published the document titled 'Home to School Travel and Transport' which suggests the maximum walking distance to school for children under the age of 8 is 3.2 kilometres, and 4.8 kilometres for children over 8 years old.

The South Yorkshire Residential Design Guide SPD (SYRD) whilst not formally adopted by Sheffield City Council is a material consideration. The SYRDG considers accessibility criteria for new residential development. THE SYRDG suggests that all submissions must demonstrate that the proposals achieve levels of accessibility. Accessibility to facilities and services is fundamental to the proper functioning of a neighbourhood.

In table N1.2 the broad accessibility targets for each residential area is set out. The site is defined as a 'rural area'.

As a general rule of thumb, a 5 minute walk equates to a distance (actually travelled rather than straight line distance) of 400 metres for non-disabled people. For different groups of disabled people, these distances are significantly less.

Therefore, walking distances to the local centre (2km away) are estimated to take around 40 minutes. In terms of rural settlements, the SYRDG suggests access to local services is via bus, distance to bus/tram stop is a 10-minute walk and access to primary health and education is a 40 minute journey.

The nearest bus stop on Loxley Road via Rowell Lane is around 1km away which is slightly over the 10 minutes (14 mins) suggested by the SYRDG.

SYRDG suggest access to health centres is 40 minute 'journey' (not walking). Stannington Medical Centre is 2.4 km, when taking account of the 400 metres per 5 minutes distance, this would suggest it would be around 30 minutes to walk but it has to be recognised that this is up a very steep hill without footpaths.

In terms of access to facilities walking and journey the IHT guidelines suggests that a 40-minute walk is acceptable in terms of access to schools where the SYRDG suggests a 40 minute journey is acceptable for rural settlements.

The proposal also includes the provision for a dedicated bus service into the site for a period of 5 years.

However, the SYRDG states that account must be taken of indirect routes and topography in estimating walking times. The design should also take account of the needs of disabled and older people, including regular opportunities to rest safely on key routes.

The proposal includes full permission for the use of the retained buildings as mixed-use community hubs including uses such as small shop, café or bike hire but there is no certainty that the market will provide for these.

Taking account of the topography of the area it is estimated that this would take much longer and particularly so during inclement weather and possibly along routes which are not well lit or easy to navigate; that, along with the lack of detail to assess whether the needs of disabled and older people are taken account of and the uncertainty in the medium to longer term as to whether the suggested new bus service would be viable leads officers to be of the opinion that the site does not achieve acceptable levels of accessibility.

The SYRDG also suggests that all new development in the case of large-scale proposals may need to create a new centre. Officers are of the view that, whilst the above guidance suggests that local facilities would be accessible and that it is reasonable to expect rural settlements to rely on public transport to some extent, due to the nature, location and topography of the site along with the current pressures on nearby local facilities such as schools and health centres, officers are of the view that the proposal should create a new centre to support the daily needs of the future occupiers.

On the basis that the application is in outline form, insufficient information is available to consider the possibility of a new local centre and indeed if this would be deliverable and viable.

Public Transport

The nearest bus corridor is on the B6077 Loxley Road with the nearest stop around 710 metres from the site serving Hillsborough – Loxley.

The closest Supertam stop is around 4.5 km from the site in Main Bridge. The bus service from Loxley Road also provides access to the Hillsborough Interchange in around 21 minutes from the site, providing connections to the City Centre, rail station and university every 12 minutes.

The secondary access at Rowell Lane would be improved and will be solely for the use of buses (with a bus gate most likely in the form of rising bollards or an automatic gate); pedestrians; cyclists and access to and from the farm.

The indicative details state that the pedestrian and cycle connections across the site will be lit, surfaced and overlooked, providing high quality linkages through the site.

Discussions have taken place between the developer and First South Yorkshire Ltd and agreement has been reached to extend the 52a service into the development site via Storrs Bridge Lane and out via Rowell Lane (4 buses per hour) between 0700 hrs and 1900 hours, Monday to Saturday.

The developer would fund this provision for a 5 year period, at £150,000 per annum plus VAT, after which funding will stop and it is hoped the service will be self-sufficient. This will provide a link to the Hillsborough Interchange.

The financial contribution would be secured by a legal agreement under Section 106 should planning permission be granted. A decision is still to be taken as to the occupation trigger that needs to be hit before the service is commenced.

Additionally, bus stops are currently located on Loxley Road close to Storrs Bridge Lane and Rowell Lane carrying service numbers 61 & 62, which connect Loxley, Bradfield, Dungworth and Hillsborough. These stops will be retained. Shelters and raised footways will be provided to increase the attractiveness of use by the new residents.

Transport Network

Traffic surveys were undertaken at the B6077 Loxley Road/Storrs Bridge Lane priority-controlled junction and B6077 Loxley Road/Rode Hill Priority Junction. The dates and times and location of the surveys were agreed with the Council's Highway Development Control Team.

The transport assessment sets out the surveyed flows for key links to Malin Bridge gyratory.

The modelling has been jointly undertaken by Eddisons/Croft and Fore Consulting Ltd, who had access to the Council owned micro-simulation model of the Upper Don Valley. The micro-simulation is a 'real-time' model which replicates the build-up and dissipation of traffic on the highway network throughout the day and during the peak periods. The peaks considered for the development were AM weekday 0800 – 0900 hrs, and PM weekday 1700 – 1800 hrs. The micro-simulation was used to model the gyratory. Also modelled, using the computer software PICADY were the junctions of Loxley Road with Storrs Bridge Lane and Loxley Road with Rodney Hill.

The cordon for the micro-simulation model contained the Malin Bridge gyratory and Holme Lane, which extended back through Hillsborough Corner. The Ball Street junction was added. Dykes Lane, Loxley Road, Stannington Road (with the new site access and right-hand turning pocket into Lidl), and Rivelin Valley Road, along with their approaches were all included. The geometry configuration for the modelling also picked up the bus stop location associated with Lidl.

Automatic traffic counts were undertaken of traffic entering the gyratory over a 7-day period commencing 16 April 2018. A video count was undertaken on Holme Lane owing to the presence of tram track. The model was calibrated to ensure the outputs for the base conditions replicated actual known/observed queues and delays on the network contained within the cordon. The Council's urban traffic control team validated this work. More recent surveys were undertaken in 2019 at the two Loxley Road junctions.

Committed developments included in the modelling were: Stopes Road (62 dwellings), Greaves Road (39 dwellings), and Uppergate Road (19 dwellings). Trips to Lidl and turning manoeuvres at the Store's access off Stannington Road were also included.

Trip generation from the development (300 houses) was derived from TRICS, which predicted 38 arrivals and 110 departures during the weekday morning peak, and 105 arrivals and 56 departures during the weekday evening peak. Officers felt these flows seemed an under-estimation of the likely generation, so undertook some

counts of their own at Highfield Rise, a cul-de-sac serving 84 family properties not far from the Crown and Glove (so on the edge of Stannington). Officers found the trip rate per dwelling to be in the order of 24% higher than the rates suggested by TRICS. Accordingly, a second round of modelling was undertaken as a sensitivity test, increasing the TRICS rates by 24%, which gives 47 arrivals and 136 departures during the weekday morning peak, and 122 arrivals and 79 departures during the weekday evening peak.

Trips were assigned to the highway network in accordance with existing turning proportions as follows: Upon joining Loxley Road from Storrs Bridge Lane, 2% turn left towards Bradfield, 98% turn right towards Malin Bridge. Upon approaching Rodney Hill, 41% turn left, and 59% continue straight ahead along Loxley Road towards the gyratory. The developer contests that the TRICS data is the most accurate, but focussing on the sensitivity test, of the 136 development vehicle trips leaving the site during the weekday morning peak, 133 turn right into Loxley Road. 53 turn left into Rodney Hill, with 80 continuing ahead to the gyratory (or 1.33 vehicles per minute). During the weekday evening peak 122 vehicles enter the site, of which 72 approach having passed through the gyratory (or 1.2 vehicles per minute) and 50 approach from Rodney Hill. For the actual modelling, flows were 'growthed' to the anticipated completion year of 2029.

So comparing the different scenarios, there is the 'existing base scenario' (pre-committed development); the 'do-minimum scenario' (base + committed development); and the 'do-something scenario' (base + committed + new development trips). This last scenario was run with the TRICS data for development trips, and also sensitivity tested (+24%). The summary below is of the +24% modelling.

The capacities of the two Loxley Road junctions remain practically static when the development TRICS data plus 24% is added to the 2029 base flows. The only slight capacity decrease occurs in the weekday evening peak at Rodney Hill, where the ratio of flow to capacity rises from 0.31 to 0.44. A ratio of 0.85 is generally considered a comfortable operating ratio. A junction is considered to be operating at over capacity when the ratio exceeds 1.0. The slight increase in the weekday evening peak ratio doesn't generate any noticeable additional queuing at Rodney Hill. For the Storrs Bridge Lane junction, even the ratio of flow to capacity remains static when development trips are added.

Moving to the gyratory, the junction operates at very close to capacity during the peak periods, sometimes spiking into over-capacity. Slow moving queues are generally the norm. The micro-simulation showed the difference in the average queue lengths (measured in car lengths) approaching the gyratory from the different arms between 'do-minimum' and 'do-something + 24%'.

Weekday morning peak hour increase/decrease in average queue length:

Approaching from Holme Lane + 0.3 passenger car units.

Approaching from Rivelin Valley Road – 0.1 passenger car units.

Approaching from Stannington Road + 2.8 passenger car units.

Approaching from Loxley Road + 2.4 passenger car units.

Approaching from Dykes Lane – 0.2 passenger car units.
Approaching from Ball Road + 0.1 passenger car units.

Weekday evening peak hour increase/decrease in average queue length:

Approaching from Holme Lane + 1.7 passenger car units.
Approaching from Rivelin Valley Road + 22.1 passenger car units.
Approaching from Stannington Road + 1.6 passenger car units.
Approaching from Loxley Road + 0.1 passenger car units.
Approaching from Dykes Lane + 0.2 passenger car units.
Approaching from Ball Road + 0.2 passenger car units.

In conclusion, the modelling seems fairly reflective of the relatively modest development related flow heading towards the gyratory in the morning (1.3 vehicles per minute) and passing back through in the evening (1.2 vehicles per minute). The approach that stands out is Rivelin Valley Road in the evening peak, with queues of + 22.1.

Highways Officers are aware that this is the approach that currently queues the most in the evening. A fair amount of commuter traffic passes down Walkley Bank Road, joining Rivelin Valley Road via Watersmeet Road, prior to joining Holme Lane. Drivers on Rivelin Valley Road periodically let traffic out from Watersmeet, but there's not much stacking before joining Holme Lane. In the evening peak, there are also fewer gaps in the Holme Lane traffic for Rivelin Valley Road traffic to break into. There's a lot of interaction here (a toucan crossing as well). Whilst the micro-simulation is the best modelling tool to use on the gyratory, officers feel the queue might be slightly over predicted here, in much the same way some of the Forge Valley School predicted queuing hasn't actually come to fruition. Whatever the queuing is here, it is likely to be split between Rivelin Valley Road and Walkley Bank Road.

Highway officers fully accept that the gyratory is at/over capacity for spells of the peak periods, but their view is that the development traffic doesn't materially impact on this, certainly not when considering existing background flows.

The Council is also in the process of undertaking a study looking into easing traffic flows east/west along Holme Lane into Bradfield Road and north/south Langsett Road into Middlewood Road, combined with assessing how traffic emerges from Walkley Lane. There are also a number of right turns from Holme Lane which hold traffic behind particularly during the evening peak. An aim of the study is to identify measures to improve public transport efficiency.

The developer is aware of this study and willing to make a financial contribution to assist with the funding which would be secured through a legal agreement under Section 106.

Travel Plan

A Framework Travel Plan has been submitted with the application, of which one of the key features is extending the number 52a bus service into the site. A Travel Plan

Co-ordinator will be appointed, and residents will receive a Travel Pack containing travel awareness information, promoting car sharing, walking and cycle maps, encouraging public transport use, home working, home deliveries. All houses will have broadband internet connection. The Travel Plan will be monitored, and targets reviewed by the Co-ordinator in conjunction with the Council, all in an effort to reduce single occupancy car trips. Should planning permission be granted a detailed Travel Plan would be required and secure via an appropriately worded condition.

CONCLUSION TO HIGHWAY ISSUES

The EIA states that the proposed development will not result in any significant adverse effects on the surrounding local highway network in either of the assessment scenarios. There will be some changes during the construction phase that may have a short term adverse impact on road users during the construction activity, however when complete the development would amount to a slight adverse impact on road users within the vicinity of the site.

Paragraph 108 of the NPPF states that any significant impacts on the transport network, in terms of capacity and congestion, or on highway safety should be cost effectively mitigated to an acceptable degree.

The proposed development includes a range of measure to mitigate the potential effects of the development on highway safety and the transport network such as a Construction Environmental Management Plan (CEMP) to manage the demolition and construction phase. Travel Plan measures to encourage sustainable transport, home working and online deliveries. Retention and enhancement of the footpath network, provision of bus infrastructure and a 4-hourly service to the city centre and Hillsborough interchange which will reduce the need for residents to travel by private car and reduce the impact on the highway network.

The Council's Highways Officer raises no objections to the proposal subject to a range of highway improvements and contributions:

- Review/promotion of Traffic Regulation Orders in the vicinity of the development site (waiting/loading restrictions and speed limit) entailing advertising, making and implementing the Traffic Regulation Order subject to usual procedures (including provision and installation of regulatory traffic signs and road markings) as deemed fit by the Local Planning Authority.
- Reconstruction and widening of Storrs Bridge Lane to full adoption standards broadly in accordance with submitted drawing number 2285-F03 rev C, including earthworks and structural support as necessary, and submission of associated structural AIP's. Visibility splays and the junction arrangement onto Loxley Road are also to be provided broadly in accordance with this drawing, along with the priority junction serving the development site towards the bottom of Storrs Bridge Road.
- Reinstatement of redundant vehicle crossings.
- Reconstruction of the track leading to the agricultural buildings from Rowell Lane (including a properly formed junction with Rowell Lane), which is to be illuminated and drained, such that it is suitable for use by pedestrians, cyclists and public transport.

- Provision of 4 bus shelters and raised footways (to SYPT specification and supplied by them) on Loxley Road at the existing stops near Storrs Bridge Lane and Rowell Lane.
- Any other accommodation works to statutory undertaker's equipment, traffic signs, road markings, lighting columns, and general street furniture necessary as a consequence of development.
- Extending the public transport into the development site at a suggested trigger of the occupation of the 80th dwelling in line with guidance whereby a Transport Assessment is required or an alternative trigger in line with agreed phasing with the LPA.
- Contribution to funding Hillsborough transport study aimed at improving the circulation of traffic, particularly public transport.

Finally, the Council's Highways Officer has technically assessed the highways and transport implications and raises no objections subject to the aforementioned measures.

Paragraph 109 of the NPPF states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual impacts on the road network would be severe. The TA has demonstrated that there would be a slight adverse effect on road users, cyclists and pedestrians during the short term from the construction phase which is deemed not to be significant and overall the residual effects of the development are 'Not Significant'.

Taking in the round, the proposal is considered not to have an unacceptable impact on highway safety and the residual impact would not be severe, for which significant weight is attached. Access to local facilities on site are not confirmed, walking distances to local facilities are within guidelines and the proposed bus service would contribute towards providing a sustainable transport option for residents for which moderate weight has been applied due to the uncertainty of the bus service not being confirmed beyond 5 years. It is considered that the site is far from ideal in terms of accessibility due to the nature, location and topography of the site, such that local facilities are not readily accessible, in addition to those facilities already being under pressure.

Taking into account paragraphs 108 and 109 of the NPPF the proposal is considered to be acceptable on highway safety grounds and traffic impact on the network would not be severe; however, overall it is felt that the location of the site is far from sustainable due to poor access to existing local facilities and lack of integrated facilities.

Flooding and Drainage

Core Strategy Policy CS 67 (Flood Risk Management) seeks to reduce the extent and impact of flooding and requires the use of Sustainable Drainage Systems or sustainable drainage techniques, where feasible and practicable.

Policy CS 63 (Responses to Climate Change) also promotes the adoption of sustainable drainage systems (SuDS).

Paragraph 155 of the NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from the highest risk areas. Where development is necessary in such areas, the development should be made safe for a lifetime without increasing flood risk elsewhere.

With regard to flood risk, the application site is located across Flood Zones 1, 2 and 3 meaning that it is in an area of low flood, medium and high risk of flooding. A site-specific Flood Risk Assessment should be provided for all development in Flood Zones 2 and 3.

The application is accompanied by a Flood Risk Assessment (FRA), Sequential Test (ST) and Exceptions Test (ET).

There are two ordinary watercourses that affect the site, the Sykehouse Brook which outfalls into the River Loxley around 230m to the west to of the site and the Storrs Brook which outfalls into the River Loxley on the eastern site boundary.

Flood Risk

The Environment Agency, the Lead Local Flood Authority (LLFA) and the Council's Flood Policy Officer have been consulted.

The Environment Agency has confirmed that they have no objection to the application providing the development is carried out in accordance with the flood risk assessment which includes the following measures:

- Flood barrier between Mill Leat and Pond
- Finished floor levels of new buildings no lower than 600 mm above the 100 year plus 30% climate change level and 150 mm above surrounding ground levels
- Upstream vehicular access bridge to be replaced
- New vehicular access bridge for emergency access
- Interception ditches
- Flood resilience measures

It then turns to whether the proposal has adequately applied the Sequential Test and Exception Test.

Sequential Assessment

The sequential test is to steer new development to areas of lowest risk of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for development in areas that are of lower risk from flooding.

The NPPF makes clear that residential developments in high flood risk zones should look to apply the Sequential Test. Paragraph 158 sets out that the aim of the sequential test is to steer new development to areas with the lowest risk of flooding.

When applying the Sequential Test, a pragmatic approach on the availability of alternatives should be taken. The sequential test examined a range of sites based on an agreed list of criteria with the Flood Policy Officer at pre-application stage. Two sites were identified and considered in more detail both of which were discounted due to viability and availability.

The sites identified were Stocksbridge Steel Works and Norton Aerodrome, both of which were considered large enough to accommodate the development, but questions arose about their availability. The LPA is satisfied that it has been demonstrated that the sequential test has been 'passed'.

Exception Test

Table 3: Flood Risk Vulnerability and Flood Zone 'Compatibility' sets out the circumstances where the Exception Test should be applied.

Residential development is classed as 'more vulnerable' by national policy and as such for the exception test to be passed, paragraph 160 of the NPPF states that it should be demonstrated that:

- a) The development would provide wider sustainability benefits to the community that would outweigh the flood risk; and
- b) The development would be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and where possible, will reduce flood risk overall.

Both elements are to be satisfied to pass the test.

In terms of part a) sustainability benefits

- A new frequent and reliable bus service that runs through the site and stops within the Site at accessible locations to improve the public transport offer for new and existing residents;
- New attractive walking and cycle routes that connect to existing public rights of way to improve connectivity across the site;
- Streets that maintain low vehicle speeds to make walking and cycling through the site a safer and more pleasant experience;
- A development that is not dominated by private cars but provides adequate space for parking; and,
- Provision of private and communal electric vehicle charging points.

Whilst these measures are considered to be 'wider sustainability benefits' that could outweigh the flood risk, they are only indicative and lack detail, as such officers are not confident that the measures will be delivered as part of an eventual scheme.

The second part of the exception test, part b) is about ensuring the proposed development is safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reducing flood risk overall. The EA and the LLFA have confirmed that there are no concerns with regards to these considerations.

It is therefore the view of officers that:

- Sequential Test has been passed.
- Part a) of the Exception Test has failed due to uncertainty in the eventual scheme as a result of the lack of detailed information.
- Part b) of the Exception Test has been passed

The proposal is therefore contrary to paragraph 161 of the NPPF that requires both elements of the exception test to be satisfied for development to be permitted. Significant weight has been attached to the consideration of the lack in confidence that the development would provide wider sustainability benefits as part of the eventual scheme.

Sustainable Drainage

A sustainable drainage statement with the application has set out an outline drainage strategy for the site based on the area of 29.6 ha. The statement comments that the existing site has a permeable area of 6.98 ha and the proposed development would have an impermeable area of 5.09 ha.

The existing site outfall has been assessed based on run off rates for 1 in 1 year up to 1 in 100 year, ranging from 480.1 litres per second to 1760.5 litres per second. The proposed development would result in 345.5 litres per second run off up to 1 in 100- year.

The proposal introduces the principle of detention basins, permeable paving, rain gardens and underground storage to manage surface water runoff and sustainable drainage systems. The information provided is sufficient to assess impact at outline planning stage, future detailed applications would require final drainage strategies based on the principles supplied.

The LLFA have advised that sufficient information has been received with regard to surface water management at outline stage. Details of sustainable drainage (SUDS), drainage infrastructure management and discharge rates will be required with a reserved matters submission.

Foul Water

The supporting information states that there will be an increase in foul water flows to the local sewer network. Yorkshire Water is the Statutory Undertaker for foul drainage in this area and have been consulted and raise no objection in principle. They have commented that the indicative design shows an internal road layout which may result in operational difficulties for their tankers when accessing the water treatment works to the west of the site.

The internal layout is indicative and as such not being considered as part of this application. Yorkshire Water have not objected on the basis that they would make comment on the detailed scheme in terms of their operational requirements.

Conclusion to Flooding and Drainage Issues

The EIA has concluded that the sustainable drainage measures will result in a minor benefit long term. Effects arising from construction and operation phases of the development are negligible or minor beneficial subject to appropriate mitigation measures.

There are no objections from the Environment Agency, Statutory Water Undertaker or the Council's LLFA and drainage team.

It is therefore concluded that, whilst there is confidence that the measures contained in the Flood Risk Assessment will protect both people and property from unacceptable risk of flooding, the site has the potential to include sustainable drainage measures and that there are no other sequentially preferable sites available; the level of detail provided is insufficient to give confidence that the scheme would provide wider sustainability benefits overall.

It is on this basis that the proposal is considered to be contrary to the aforementioned local and national policies.

Natural Environment

The NPPF in paragraph 170 states that planning decisions should contribute to and enhance the natural environment and sets out the key characteristics of the natural environment which include protecting and enhancing natural landscapes, character of the countryside, minimising impacts on biodiversity and providing net gains in biodiversity, preventing new development from adding to or being affected by unacceptable risks of sources of pollution and remediating/mitigating contaminated, unstable and derelict land where appropriate.

Statutory Importance

Designated areas of statutory importance have been identified as:

- Stannington Ruffs Site of Special Scientific Interest (SSSI)
- Eastern Peak District Moors SSSI
- Peak District Moors Special Protection Area (SPA)
- South Pennine Moors Special Area of Conservation (SAC)

Potential impacts arising from the development have been identified as increased noise, dust and changes to the water table that will impact on water courses during the construction phase and the pressure placed on designated sites through human activity arising from increased visitors.

Local Importance

The site is located within Dam Flask and Rowel Bridge Local Nature Sites (LNS) in addition to Beacon Wood located around 80m to the south east of the site designated as semi-natural ancient woodland.

Ecology

Saved GE11 (Nature Conservation and Development) of the UDP expects the natural environment to be protected and enhanced. The design, siting and landscaping of development should respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value.

GE11 conforms in part with the NPPF, which focuses on biodiversity net gain, and has moderate weight.

Furthermore, a key principle of the NPPF is to protect and enhance biodiversity and geodiversity. In determining applications, the LPA should ensure that if significant harm to biodiversity results from a development that cannot be avoided it should be adequately mitigated and compensated for; if this is not possible planning permission should be refused.

The site is located partially within the Loxley Valley: Damflask to Rowell Bridge Local Wildlife Site which covers around 89 ha and includes ancient woodland surrounding the industrial buildings and hard landscape, the River Loxley, Storrs Brook, Sykehouse Brook and Old Wheel Dam.

Policy CS73 The Strategic Green Network states that within and close to the urban areas, a Strategic Green Network will be maintained and where possible enhanced, which will follow the rivers and streams of the main valleys:

- a. Upper Don
- b. Loxley
- c. Rivelin
- d. Porter
- e. Sheaf
- f. Rother
- g. Lower Don/Canal;

Sheffield's main river corridors are one of its most distinctive and valued features, defining the main areas of the city and associated with its historic development. They form part of a more extensive network of locally accessible open space that provides the means for wildlife and people to move through the built-up areas and to connect with the surrounding countryside.

Policy CS74 Design Principles

High-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, including: a. the topography, landforms, river corridors, Green Network, important habitats, waterways, woodlands, other natural features and open spaces;

The EIA concludes that potential significant impacts on habitats and protected/notable species within the site as a result of the development have been considered and that a proposal which is ecology led include embedded mitigation

measures to reduce impacts in addition to mitigation measures during demolition/construction phase which will result in 'no significant adverse impacts'

Natural England, The Wildlife Trust and the Councils Ecology team have been consulted on the application.

Surveys

The Council's Ecologist has been consulted and advised that the data submitted with the reports is 6 years out of date and that an up to date search of the Biological Record should be undertaken. Surveys provided were undertaken in 2014 and the site has become more vegetated since then.

An up to date data search (July 2020) has been carried out; however this is only part of the initial desk-based component of any assessment.

The surveys are still out of date and undertaken at a sub-optimal time of year. The Chartered Institute of Ecology and Environmental Management (CIEEM) guidance recommends that surveys older than 3 years are unlikely to be valid.

Woodland

An Extended Phase 1 Habitat Survey was provided; however, this was undertaken at a sub-optimal time of year to carry out surveys on the ancient woodland. Reports state that trees will be lost but there is no detail in terms of how many.

The suggestion that the development would result in 'a higher value woodland' is difficult to appreciate given the lack of baseline information.

The Council's Ecologist disagrees with the conclusion that human disturbance will amount to a minor to moderate beneficial impact.

River Corridor

The river currently runs through a site which is dark and undisturbed, an 8-metre buffer is suggested by the reports and the indicative scheme. This is considered to be inadequate given the development would result in housing and infrastructure such as lighting within close proximity to the river corridor.

SCC Guidance for Officers (which takes in to account Natural England guidance for woodland sites) suggests a 15m minimum buffer for woodland and 10-15m for wetlands and water bodies (not watercourses, which are case-specific).

Millpond

Generally human presence tends to defer wildlife and it is considered that information posters and viewing platforms will encourage more visitors and as such this is considered to be detrimental rather than enhancing nature conservation.

Bats

Bat and Owl surveys have been undertaken; however, the timing has not followed the Bat Conservation Trust Guidelines 2016. There has been no explanation or justification for deviating from the guidelines.

The information supplied suggests that there are at least 8 species of bats recorded on site for roosting, foraging or otherwise. This gives the impression that the site is popular for bats and could also be used for swarming, which occurs in autumn. There is no information with regards to swarming surveys.

Overall the Council's Ecologists disagrees with the ES conclusion that the development would have a minor beneficial impact on commuting, foraging or roosting bats and that swarming and maternity roosts haven't been sufficiently investigated.

Birds

Again the bird breeding survey was carried out in 2014/15 which is now considered to be out of date in line with CIEEM guidelines, as such it is not considered possible to fully assess the impact based on out of date surveys and an updated survey should be carried out.

The mitigation suggests that the provision of gardens would enhance the habitat for birds as there is no control over private garden spaces this cannot be used as mitigation or enhancement.

Reptiles

The assessment is acceptable, a precautionary approach should be adopted, and Reasonable Avoidance Measures included in a CEMP should planning permission be granted.

Badger

Surveys have not been carried out in the woodland habitat, given the mobility of the species a full check should be made, and this should be included in the mitigation measures.

Habitat Regulations Screening (HRA)

An HRA assessment is required for planning applications which are not directly connected with or necessary for conservation management of a habitat site to consider if the proposal would have a significant effect on the site.

The findings of the submitted HRA screening exercise are acceptable. Based on the information provided, the assessment of anthropogenic (human activity) disturbance that it 'would not be a significant adverse impact' due to the distance (approx. 2.5km at its closest extent) to the SAC, SPA and SSSI features is considered to be reasonable.

Biodiversity Net gain

Policy GE11 of the UDP conforms in part with the NPPF, which focuses on biodiversity net gain, and has moderate weight.

Paragraph 175 d) NPPF states that opportunities to incorporate biodiversity improvement should be encouraged, especially where this can secure measurable net gains for biodiversity (BNG).

Whilst BNG is not contained with the Sheffield Plan, the Environment Bill 2019 is awaiting Royal Assent which requires the BNG will happen within the lifespan of the project and as such is a material planning consideration and a basis for reserved matters application.

No BNG has been supplied and the LPA considers that due to the nature and location of the site a 10% biodiversity net gain should be demonstrated.

Considerable weight is attached to the importance of the site for nature conservation. Officers are of the view that insufficient and out of date information has been submitted to fully assess the nature of the habitats, the impact on biodiversity or form the basis of any net gains and enhancement in biodiversity as set out in the aforementioned local and national planning policies.

Trees and Landscaping

Saved Policy GE8 of the UDP seeks to protect and enhance areas of high landscape value and is the overriding consideration in relation to development proposals. Policy GE10 states that Green Corridors and Links will be protected from development that would detract from the green an open character or would cause serious ecological damage.

The sites lies within the Strategic Green Network (SGN) as set out in the Core Strategy, policy CS 73 requires that SGN's are maintained and where possible enhanced flowing the rivers of ...'Loxley'.

Loxley Valley Design Statement – October 2003 supplements the UDP policies in terms of landscape and design for proposals in the Loxley Valley and is a material planning consideration, although limited weight is attached due to the age of the statement it does set out the special landscape merits of the valley.

The proposal encroaches into the protected woodland to the south east of the site and as such concerns have been raised by the Council's Landscape Officer. There are number of protected trees on the site subject to a TPO. Whilst the proposal offers opportunities in terms of management, maintenance and enhancement of the woodland this is at the loss of a significantly important part of the woodland, which is considered unacceptable from both a tree protection and landscape view to also the impact on habitat in this particular location. This is contrary to policies CS73 (Strategic Green Network), GE8 (Areas of High Landscape Value), GE10 (Green Network).

Natural England have raised no objection based on the information submitted on the basis that the proposed development would not have a 'significant adverse' impact on protected landscapes. The proposal would not compromise the purposes of the designation or special qualities of the protected landscape of the Peak District National Park. The site is within an area which Natural England considers would benefit from green infrastructure (GI).

Multi-functional GI can perform a range of functions including managing flood risk management, accessible green spaces, climate change and biodiversity and this site has the potential be designed to maximise the benefits.

The indicative details include opportunities to include GI in the scheme showing a Green Corridor integrated into the landscape with accessible footpaths and cycle networks. The Green Corridor has the potential to provide additional benefits to the local community and an opportunity to retain and enhance the existing ecological habitats and movement corridors for wildlife. Benefits suggested also include the creation of woodland play and picnic areas. Whilst these appear attractive in principle, they lack natural surveillance and connection with the housing layout. Further extensive work would be required in bringing forward a detailed scheme for GI.

Whilst the principles are there, limited weight can be attached to Green Infrastructure benefits based on the level of detail supplied.

Pollution

Saved policies GE23 (Air Pollution), GE24 Noise Pollution, GE 25 (Contaminated Land) and GE26 (Water quality of waterways) of the UDP and policy CS 66 (Air Quality) set out the Council's considerations in respect of pollution.

In line with paragraph 170 e) and f) of the NPPF, planning decisions should contribute to and enhance the natural and local environment by preventing new development from contributing towards, being put at unacceptable risk from or affected by unacceptable levels of pollution.

As stated previously, the site accommodated a former industrial use and involves the demolition and redevelopment for housing; as such the Environmental Impact Assessment has taken account of potential sources of pollution.

The Council's Environmental Protection Service (EPS) have been consulted and offered advice on the assessments, suitability for development and necessary mitigation measures.

EPS officers have advised that without a clear plan and description of the works it is not possible to fully assess the impacts and recommend conditions that would pass the tests set out in the NPPF. It is not clear from the information provided what works of demolition, clearance, ground preparation (including remediation) or other enabling works that would be required in connection with the application and the redevelopment of the site.

The supporting information within the application makes reference to a Construction Environmental Management Plan (CEMP) that would be necessary to manage environmental impacts such as noise, air quality, dust, transport and access and ground conditions, however, elements such as noise has been scoped out of the Environmental Statement (ES) and no CEMP has been submitted for consideration.

It is on this basis that, insufficient information has been submitted for your officers to adequately assess the environmental impacts of the re-development of the site.

Noise

A noise report has been submitted; however the EPS team advises that it is insufficient to fully assess the impact of the construction phase. It contains details of potential noise impact on potential occupiers of the site from sources such as the water treatment plant and concludes that environmental noise is assessed as being low or not a constraining factor. The impact and mitigation of on-site noise sources has not been assessed.

Concerns raised by interested parties with regards to impact during the construction phase or occupancy cannot be fully assessed due to a lack of detailed assessment.

Dust

The ES assesses the impact of dust emissions and local impacts; risks are identified during demolition, earthworks, construction and 'track out' which refers to movement of dust and dirt onto the public road network. It has been identified that there would be potential harm to annoyance from nuisance or disamenity, harm to ecology and human health impacts.

The CEMP would need to fully address the additional risk in relation to soil and waste management and dust control.

Ground Conditions

The ES considers ground conditions and phase I and phase II Geo-environmental Site Assessments have been submitted.

Again, the EPS team advise that the information submitted provides an overview of the history of the site but is insufficient as specific environmental information is omitted.

Air Quality

UDP Policies GE22 and GE23 relating to pollution and air quality seek to ensure development is sited so as to prevent or minimise the effect of pollution on neighbouring land uses or the quality of the environment and people's appreciation of it. Core Strategy Policy CS66 promotes action to protect air quality.

Policies GE22, GE23 and CS66 are consistent with the NPPF and can be afforded significant weight.

NPPF paragraph 170 also seeks to prevent new and existing development from contributing to, being a risk from, or being adversely affected by, unacceptable levels, amongst other matters, of air pollution.

The site is located within the Sheffield city-wide Air Quality Management Area for exceedances of nitrogen dioxide and particulate matter.

The Air Quality chapter of the Environmental Statement assessed the impact of the development in terms of air quality impacts during the construction and operational phases.

The impact on air quality is most likely to arise from dust emissions and road traffic exhaust emissions during construction and road traffic emissions during the operational phase.

The report recommends mitigation measures to ensure that good practice dust control measures are implemented and as such the potential air quality effects in relation to construction activities have been predicted as negligible and as such considered not to be significant.

In terms of the operational phase (occupation) the results of modelling work undertaken in relation to the assessment of Nitrogen Dioxide (NO₂) and Fine Particulate Matter (PM₁₀) dust was classified as negligible.

Overall the assessment concludes that the overall effects on air quality are considered not to be significant when taking account of proposed mitigation measures which could be included in a Construction Environmental Management Plan secured by condition.

Conclusion to natural environment issues

The EIA has concluded that there are a number of statutory designated sites within 10 km of the site boundary. The proposal would have a negative impact on both Stannington Ruffs SSSI via the River Loxley due to dust and water quality both surface and ground water. However, based on proposed mitigation, it is deemed that there will be a 'negligible' impact based on proposed mitigation.

The information submitted does not enable the pollution issues such as, contaminated land, water pollution, ground stability, dust and noise to be fully considered and for potential mitigation measures to be considered.

Significant weight is attached to the potential harm on the natural environment and the health impacts of residents in the locality and potential occupiers of the site. It is on this basis that it is concluded that insufficient and inaccurate information has been submitted.

HERITAGE IMPACT

Section 16 of the NPPF relates to 'conserving and enhancing the historic environment' and acknowledges that heritage assets are wide-ranging and irreplaceable resources that should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Policy CS 74 (Design Principles) of the Core strategy require that high quality development is expected to take account of the topography river corridors, landforms, views and vistas, townscape and landscape character and the distinctive heritage of the city.

Impact on Archaeology

Saved policies BE15 (Areas of historic interest), GE13 (Areas of natural history interest) and BE22 (Archaeological sites) of the UDP consider the importance of Sheffield's historic interest and seek to ensure that archaeological interest is preserved, protected and enhanced. Where disturbance is unavoidable adequate records should provide of the site and where found remains are preserved in their original position.

Representations made by interested parties, including South Yorkshire Archaeology Service (SYAS) highlight the historic importance of the site and the potential to preserve and incorporate the special interest of the site into the development proposals.

The Archaeology and Heritage chapter of the ES considers the historic importance of both the archaeology and built heritage of the site along with designated heritage features in the vicinity of the area and is informed by a Heritage Appraisal.

The ES sets out criteria for assessing the magnitude of change in relation to historic environment receptors which ranges from major adverse impact to major beneficial impact which depends upon the condition of the asset and its value and significance.

A Desk Based Assessment of the land and Loxley Valley inform the ES.

The outcomes of the assessments conclude that whilst there are assets of local historic importance there are no local archaeological sites due to the wooded and we nature of the site which meant that settlement activity took place elsewhere.

Remediation works largely involved in removing areas of contaminated land along with construction activity has the potential to damage or destroy any archaeological unidentified deposits. The sensitivity of any surviving buried deposits are likely to range from low to medium depending on the change from previous development have been affected by the previous development.

The proposed development is likely to result in a fundamental change to the historic landscape character from industrial to residential. It has been demonstrated that there is no opportunity of reinstating the industrial heritage of the site in the future and the majority of the industrial heritage of the site is mostly limited to the derelict metal buildings.

A number of the historic buildings and structures identified, such as the Old Loxley Mill pond and other water management systems are to be retained and fall outside of the development footprint.

The industrial historic landscape will result in a change from industry to residential but this is seen to be mitigated by the retention of the majority of the woodland, landscape and water features and the historic buildings of permanent construction. Retained buildings are to be renovated and offered for alternative uses to support the new community and preserve them for the future.

SYAS advise that a full building recording of buildings on site is necessary prior to demolition works along with a programme of site investigation and recording to be agreed with the Council. As the application is for outline permission and no details other than access are provided a heritage impact assessment is required to support further detailed reserved matters applications.

Conclusion to heritage impacts

On balance, whilst the site has local historic interest there are no above or below ground archaeological or heritage features that would preclude development of the site therefore little weight is attached to the heritage significance. The retention of some of the buildings of permanent construction is welcomed and mitigation measures secured by conditions would ensure that any unknown features can be recorded and taken account of in the reserved matters detailed designs and layouts for the site.

Design Proposals

UDP Policies BE5 (Building Design and Siting) and Core Strategy Policy CS74 (Design Principles) all seek high quality design that aims to take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods. South Yorkshire Residential Design Guide (SYRD) sets out the key design principles for housing developments.

The government attaches significant weight to the creation of high quality buildings and places. Good design is a key aspect of sustainable development. Paragraph 12 of the NPPF sets out that planning decisions should ensure that developments will:

- Function well, adding to the quality of the area;
- Be visually attractive in terms of architecture, layout and landscaping;
- Sympathetic to local character and history;
- Establish a strong sense of place for people to work, live and visit;
- Sustain an appropriate amount and mix of development including transport networks and green spaces; and
- Create safe, inclusive and accessible places

The application is accompanied by a detailed Design and Access Statement, Illustrative Master Plan and Parameter Plans.

Design and Access Statement

Design and Access Statements (DAS) are required for major applications and set out a framework for applicants to explain that the proposal is a suitable response to the site and its setting along with access considerations for prospective users.

A detailed and thorough DAS has been compiled incorporating the recognised constraints and established parameters.

The Council's Urban Design Team have reviewed the DAS and design proposals and conclude that the scheme has some key elements that require attention and detailed design elements are necessary to achieve a satisfactory scheme. South Yorkshire Police have also commented that developments should be built to secured by design standards as a 'close knit development of this nature is likely to attract unwanted attention from criminal elements'. Paragraph 95 places importance of promoting public safety in the layout and design of developments.

The proposed development would essentially establish a self-contained settlement of up to 300 properties which is constrained and has significant design considerations due to the nature of the landscape and the surrounding topography.

The key design considerations are identified below:

- The proposal should demonstrate that it responds sensitively to its surroundings and clearly belongs in the local environment.
- It establishes a sense of place that involves a hierarchy of routes, buildings and forms sub-areas if distinctive character.
- Consideration of scale, enclosure, building form, orientation, materials, circulation, views, incorporation of existing features and landscape.

Much of these key considerations are included in the DAS in a positive and convincing manner, which set out a vision to transform the derelict site to a lively social place, where people can live work and play and include the following key areas:

- Local context and Local Character
- Transport and Movement
- Socio Economics
- Blue and Green Infrastructure
- Sustainability and Vision
- Design Strategy
- Masterplan evolution
- Community Consultation
- Ecology and Tree Strategy
- Flood Alleviation Strategy
- Reuse and Waste Strategy
- Parking Strategy
- Character Areas
- Height and Massing
- Access and Land Use

- Demolition

The DAS provides a well-designed framework for the potential of the site however, as this is an outline planning application, with all matters reserved other than access, little security can be provided to ensure that the resultant development will follow the principles set out in the DAS.

Illustrative Master Plan

The Illustrative Master Plan demonstrates that a good quality housing proposal could be delivered on the site, one based on the sound principles of the DAS, it is purely illustrative and officers are concerned that there is no security that the eventual scheme will resemble the master plan or the DAS.

Parameter Plans

The application is accompanied by a set of parameter plans. An application of this scale would be expected to include a design code of a set of design principles for future reserved matters applications along with parameter plans which in this instance are more indicative than expected.

Conclusion to Design Proposals

In order to give confidence to the design proposals the overall approach needs to be re-considered to provide sufficient assurance to officers and interested parties over the proposal. The current scheme as presented lacks in detail and as such little weight can be attached to the quality of buildings and place which is fundamental to the re-development of this important, publicly sensitive site.

In terms of residential amenity, as the site layout is indicative there has been no consideration of the impact on residential amenity in respect of the layout or impact on the existing properties to be retained. The site is also a significant distance from other residential properties, other potential impacts on amenity of residents in the locality have been considered in the relevant sections of this report.

Paragraph 130 of the NPPF states that planning permission should be refused for development of poor design that fails to take opportunities for improving character and quality of an area and the way it functions. LPA's should seek to ensure that the quality of approved development is not marginally diminished between permission and completion. In this case there is insufficient level of detail to ensure that this won't be the case.

Public Art

UDP Policy BE12 (Public Art) states that the provision of public art in places which can be readily seen by the public will be encouraged as an integral part of the design of major developments.

No public art proposals have been submitted with the application however, there is potential to include public art which represents this history of the site and makes

features of the retained buildings and structures. As this is an outline application, details relation to public art proposal are generally considered at reserved matters stage and conditioned on any approval.

Open Space

Saved policies LR4 (Open Space) of the UDP requires the creation of open space where needed, H15 (Design of New Housing Developments), H16 (Open Space in New Housing Developments) requires sites over 1 ha to provide laid out open space and chapter 8 – promoting healthy and safe communities states that planning decisions should aim to achieve healthy, inclusive and safe places by providing quality public space and accessible green infrastructure.

Sport England have commented on the application stating that it is estimated that the development will result in a population of 690 and will generate a demand for additional sports facilities, which transfers to a financial figure of around £263,315. Sport England advises that there is a need for the site to contribute towards sport either through on site or off-site provisions should planning permission be approved.

The application offers opportunities to apply ten active design principles as part of the development and secure a well-designed, attractive and healthy place by creating a walkable community, connected walking and cycling routes, a network of multifunctional open space and with quality streets and open spaces. Sport England raise no objections to the proposal in principle.

The site is surrounded by mature woodland and various public rights of way which connect the site to a variety of green infrastructure. A new play area is proposed to the north-west area of the site close to the main entrance on Storrs Bridge Lane, along with a variety of un-developed green space with potential for connected green infrastructure and ecology led landscaping. The existing bowling green is to be retained, the woodland is to be managed and woodland picnic and play areas proposed.

These are all welcomed features that can support healthy lifestyles and connected green infrastructure, however, these again are illustrative details with no design details or full consideration to the impact.

On this basis it is considered that little weight can be attached to the contribution the development would make to retaining and enhancing open space and green infrastructure as part of the proposal.

Education

Policy CS 43 (Schools) sets out that sufficient modernised education facilities will include the expansion of schools to be funded by developers where there is insufficient local space for demand arising from new housing developments.

The Community Infrastructure Levy (CIL) and Planning Obligations Supplementary Planning Document (SPD) Dec 2015 says that since the implementation of CIL contributions, providing additional school accommodation will now normally be

funded through CIL. However there may be circumstances where a Section 106 (S106) Planning Obligation is required, for example where a major residential development is proposed. This is defined as 500+ for primary provision and 1000+ for secondary provision.

It should be noted that, since the SPD was adopted in 2015, there have been changes to the CIL Regulations, a new National Planning Policy Framework (NPPF), new non statutory DfE Guidance on securing developer contributions for education and new National Planning Practice Guidance on planning obligations. These new policies and regulations impact on how the SPD guidelines should be applied. A major change is that the CIL Regulations have removed restrictions on the use of S106 and CIL for the same item or type of infrastructure.

This is in order to encourage more S106 agreements where they are appropriate and justified in order to mitigate the impacts of development. CIL funding decisions are completely separate from planning decisions so there can be no guarantee, when granting planning permission, that CIL funding will be available to deliver any of the infrastructure necessary to support the proposed development. The new CIL Regulations also deleted the 'Regulation 123 List' of CIL spending priorities referred to in the SPD, so the Council has no agreed priorities for CIL spending. The School Organisation Team would need to bid for funds from the CIL pot where there are anticipated shortfalls in provision across the city. It is for the Council corporately to determine what the priorities for funding are.

Paragraph 92 of the NPPF states that planning decisions should plan positively for local services and take into account local strategies to improve health, social and cultural wellbeing for all sections of the community. Paragraph 94 states that it is important that there is a sufficient supply of school places available to meet the needs of the existing and new communities.

The Council's Education Team have advised that there is a demonstrated need for school places and that the development would have a significant impact on school places in the locality.

The site is within the catchment boundary of Loxley Infant and Junior School and Bradfield Secondary School. The housing types are not known as this point in time as such an assumption has been made as two or more bedrooms. Based on a yield calculation of 3 pupils per year group from every 100 properties the expected pupil yield for the development would be around 9 pupils per year group, amounting to 63 for primary and 45 for secondary.

Primary School

Loxley Infant and Junior School is full in all year groups and forecasts show that the school will continue to fill or be oversubscribed with the exception of the academic year 2021/22. The development would therefore exacerbate the shortage of provision locally.

The site borders the catchment area for Bradfield/Dungworth School which is forecast to continue to be full/oversubscribed.

Stannington Infant/Nook Lane Junior School are also full.

Due to the rural nature it is expected that pupils would be accommodated locally in one of these schools.

Therefore, there is limited capacity locally in which to accommodate pupils yielded from the development. A shortage of locally available places is of concern and expansion of one or more of the primary schools will be necessary.

Secondary School

Bradfield School is currently full in all years and has recently expanded its admissions from 180 to 210. Forecasts show the school is likely to continue to fill/be oversubscribed in some years. The development will therefore exacerbate the shortage of provision locally.

Neighbourhood schools in the planning area show that they will be oversubscribed in 2023/24 and unable to accommodate the pupils yielded from this development in a number of years.

Other developments in progress or seeking planning approval will also impact upon secondary school places. Taking account of the cumulative impact this would lead to further pressure on schools in this area and the need for expansion.

Conclusion to Education

It has been concluded that there is a lack of capacity in local schools both at primary and secondary level. The proposed development will exacerbate this situation.

The NPPF in paragraph 94 states that it is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Great weight should be given to the need to create, expand or alter schools through decisions.

Core Strategy policy CS43 Schools requires contributions towards education provision where there is insufficient local capacity for demand arising from new housing developments

The Council's procedures contained in the Community Infrastructure Levy and Planning Obligation SPD 2015 Policy GE1 of the SPD requires developments of 500 houses or more to contribute toward primary school places provision in the form of a physical extension to an existing school in the local area and developments of 1000 dwellings to contribute towards Secondary/Sixth form provision in the form of a physical extension to an existing school in the local area.

The proposal indicatively results in less than 500 dwellings and as such, the expansion of school places is expected to be funded through CIL.

Retail Impact

Policy CS 14 (City-wide distribution of Shopping and Leisure Development) of the Core Strategy and paragraph 85 (Town Centre uses) set out the hierarchy for the delivery of town centre uses to protect the vitality of town centres. Retail and office uses are defined as 'town centre' uses and as such should be steered to town/city centres.

The proposal includes the re-use of the retained buildings for local facilities/offices whilst no details have been provided for the resultant use of the buildings they include two mixed use community hubs that could potentially include a small shop, café or bike hire centre. The buildings measure around 740.7 m² GIA and 386.2 m² GIA totalling 1,130 m² GIA of 'main town centre use' which does not meet with the threshold of 2,500 m² of retail impact assessment as set out in the NPPF.

Paragraph 88 of the NPPF states that that the sequential approach to steering main town centre uses towards town centres does not apply to applications of small-scale rural offices or other small scale rural development.

Due to the scale and nature of the uses proposed they are considered to be small scale and unlikely to impact on the retail function of the established centres, the provision will provide a flexible space for potential uses that would support the community. On balance it is considered that the changes of use of the building as are acceptable in principle, further details in the reserved matters application would be required to deliver final details with regards to alterations, internal and external layout and any parking or advertisements/shop fronts required.

This, however, does not outweigh the concerns raised above in relation to whether these uses will actually be delivered to provide local facilities.

Sustainability

The National Planning Policy Framework advises that there is a presumption in favour of sustainable development. This comprises of three dimensions which must be considered together, (paragraph 8) these are an economic role, a social role and an environmental role.

A Sustainability Assessment has been provided and sets out key elements which the applicant considers makes the proposal sustainable which include the following:

- A regular bus service to link the site with wider services and locations
- Travel plan to encourage alternative means of transport
- New walking and cycling routes to improve connectivity
- Streets that maintain low vehicle speeds
- Adequate space for parking and not dominated by cars
- Provision of private and communal electric vehicle charging points
- Community home working, recreation and leisure activities to encourage residents to lead an active life
- Mix of play areas
- Mix of uses
- Green and Blue Infrastructure

- Dual aspect homes to provide daylight and natural ventilation
- Retain and enhance the woodland, develop woodland management plan
- Development of appropriate height, location of uses and street dimensions to avoid unwanted micro-climate impacts
- Protect and enhance habitats and wildlife connectivity
- Landscape enhancements
- Re-development of contaminated brownfield site

The key elements are welcomed, however, on the basis that the proposal is in outline form with illustrative details, means that there is no certainty that the majority of the key elements that would make the proposal sustainable would be delivered in an eventual scheme.

Economic

Paragraph 8 of the NPPF states that the economic objective is to help to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right place at the right time to support economic growth, innovation and improved productivity; and by identifying and co-ordinating the provision of infrastructure.

The planning statement suggests:

The generation of 153 direct and indirect jobs during the 5-year build period with a GVA of around £8.9m per year.

The development will support a number of other off-site employment opportunities in the building trade from suppliers of material to technical and professional staff.

The additional residents will increase the labour supply and bring additional spend to Sheffield.

Delivery of financial benefits to the Council through the New Homes Bonus and Council Tax system.

It is anticipated that the proposal will deliver short term economic benefit in the form of employment during the construction phase and on a wider level, additional housing will increase spending in the borough.

The economic benefit of the proposal is considered to be slight and afforded only limited weight and as such does not weigh in favour of the development based on the overall harm and uncertainty of other material planning considerations to deliver a high quality development that creates a new sustainable community along with the environmental mitigation requirements, long term commitment to sustainable transport measures and the necessary planning obligations.

Social

Paragraph 8 b) of the NPPF states that to be sustainable development socially the proposal should 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 a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.

The site has the potential' to deliver a healthy community, meeting different types of housing needed and create a sense of place.

The proposal has the 'potential' to create well design and safe built environment with open spaces that reflects current and future need supporting the health and social wellbeing of potential occupiers.

The proposal would result in noise and disturbance during the construction phase, however, this would be short term when considered against the lifetime of the development.

The proposal would have a significant impact on local facilities such as school places and would not be well served by local facilities within easy reach of the site on foot taking account of the location and topography.

It is on concluded that, whilst the development has the potential to deliver a vibrant new community it has not been adequately demonstrated that development can be achieved on site without having an unacceptable social impact and longer term social cohesion which weighs heavily against the proposal.

Environmental

Paragraph 108 c) of the NPPF stats that proposal should seek to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

The proposal results in significant shortfalls in necessary information and details to demonstrate that the following environmental aspects are protected and enhanced:

Habitats and biodiversity – in accurate and out of date information

Trees – Loss of historic woodland

Wider sustainability benefits with regards to flooding – insufficient information

Pollution, ground conditions and contaminated land - insufficient information

Making effective use of land – development of greenfield parts of the site

Design – insufficient information

And of most importance, the proposal will result in harm to the openness of the Green Belt and the visual and spatial impact on the special character of Loxley Valley.

Overall, the proposal is considered to balance negatively in relation to environmental matters and this weighs heavily against the proposal carrying significant weight.

PLANNING OBLIGATIONS

Paragraph 56 of the NPPF states that planning obligations must only be sought where they meet all of the following tests:

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development; and
- c) fairly and reasonably related in scale and kind to the development.

Community Infrastructure Levy (CIL)

The Community Infrastructure Levy (CIL) is a planning charge introduced by the Planning Act 2008, to deliver infrastructure support to the Sheffield Area.

In accordance with the adopted CIL and Planning Obligations SPD the development is CIL liable and if approved would result in the charge will be £30 per square metre (plus indexation since 2015), 15% of CIL receipts are to be passed on to Bradfield Parish Council.

Affordable Housing

Core Strategy Policy CS 40 (Affordable Housing) states that, in all parts of the city, new housing developments will be required to contribute towards the provision of affordable housing where practicable and financially viable.

The proposal is within the Peak District Fringe Housing Market Area and as such 10% affordable housing contribution is required. This would need to be secured via a legal agreement should permission be granted for the development.

RESPONSE TO REPRESENTATIONS

For projects listed in Schedule 2 of the Environmental Impact Regulations the Local Planning Authority should consider whether it is likely to have significant effects on the environment and therefore whether an Environmental Impact Statement is required. Housing development is an Infrastructure Project and the applicable thresholds are (i) development over 150 houses; or (ii) the overall area of the development exceeds 5 hectares. The site exceeds 5 hectares and is likely to accommodate over 150 houses.

The selection criteria for screening Schedule 2 development includes (i) the characteristics of development; (ii) location of development and; (iii) types and characteristics of the potential impact. The size of the development exceeds the thresholds; however, the applicant chose to undertake the ES without screening or formal scoping with the LPA.

It is noted that there is support for the proposal in terms of the re-use of the site for housing and the potential benefits but on balance it is considered that the level of support is outweighed significantly when taking account of the public interest as a whole. The Council can demonstrate a 5.1 year housing land supply and as such there is no pressing need re-use of the site for housing and there are no significant benefits in terms of remediation that are imminently required in relation to potential

pollution or wildlife protection. Remediation measures are only required in connection with the development of the land for housing.

There has been overwhelming objection to the application from interested parties; the majority of which are from local residents and local groups as set out above. Some interested parties appreciate the need to re-use land in the interest of providing homes, however, many feel that the proposal lacks detail, is overdevelopment and in an unsustainable location that would put pressure on local services. Objectors also feel that the development as presented would have an adverse effect on the landscape character of Loxley Valley.

Representations highlight insufficient information with regards to impact on ecology and habitat, archaeology, flooding and contaminated land. This aligns with concerns raised by the Council's specialist's advice.

It has been argued that the applicant should provide a net biodiversity enhancement of 10% in accordance with Government guidance. Paragraph 170 of the NPPF says that planning decisions should contribute to and enhance the local environment by minimising impacts and providing net gains in bio-diversity. The Government response to 'Biodiversity net gain and local nature recovery strategies; impact assessment' 2019 says that legislation will require development to achieve a 10% net gain for biodiversity which will be brought forward in the Environment Bill. The Environment Bill was put before Parliament in January 2020 and put in abeyance due to Covid19 in early March 2020. The latest version of the Bill includes provisions that grants of planning permission in England be subject to a condition to secure that the biodiversity gain objective is met. This is defined in the Bill as a 10% gain. Whilst this is not yet legislation the applicant the LPA considers that due to the nature and location of the site a 10% net gain should be demonstrated.

A number of representations have commented that the housing should be designed to higher sustainability standards. The Government's Housing Standards review produced in 2015 reduced the different technical standards that could be applied by Local Authorities. In the absence of an up to date Local Plan the technical standards for sustainable housing design are now taken forward through the building regulations. Whilst more sustainable housing design can be encouraged Sheffield cannot insist on higher design standards than the building regulations at the present time.

A number of representations have commented that the development should include energy efficient homes and sustainable design measures.

The Climate Change and Design Supplementary Planning Document and Practice Guide 2011 supports policies CS63 (Response to Climate Change), CS64 (Climate Change, Resources and Sustainable Design of Developments, CS65 (Renewable Energy and Carbon Reduction), CS66 (Air Quality) and CS67 (Flood Risk Management) in promoting measures within design to address climate change. The application makes reference to sustainability measures however, in outline form it is not certain that an eventual scheme is viable to delivery such measures.

Representations comment on the importance of the area to walkers and cyclists, as the scheme is indicative it is not possible to assess the full impact on definitive public rights of way.

Officers consider that the content of this report has assessed all the information submitted and the issues raised by interested parties and as a whole the recommendation has taken account of the matters raised by representations.

Officers have placed considerable weight on the protection of the openness of the Green Belt and the inconclusive information with regards to the impact on trees, ecology, landscape and pollution.

SUMMARY AND RECOMMENDATION

Planning Issues

The site is located within Green Belt as defined by the Sheffield UDP 1998. Development for housing in the Green Belt by its very nature is deemed as inappropriate.

The NPPF promotes the re-use of previously developed land for housing which:

- Involves the partial or complete re-development of previously developed land in the Green Belt (para 145 g), which would not have a greater impact on the openness of the Green Belt than the existing development; or

Your officers conclude that there are areas of the site proposed for development that are not previously developed and that the development for housing would have a greater impact on the openness of the Green Belt due to the scale, nature and level of activity associated with this residential development. Parts of the existing development, whilst consisting of buildings of large footprints and large amount of hard surfacing has returned to nature and blended into the landscape.

- Would not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

Your officers conclude that there would be substantial harm to the openness as set out above without any demonstrated identified housing need being met.

Most Important Policies and Tilted Balance

Paragraph 11 of the NPPF says that plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or

- d) where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date, granting permission unless:
- i) the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development.
 - ii) any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

Taking account of the proposal for housing development in the Green Belt and the sensitive environmental nature of the site the most up to date policies are the housing policies within the Core Strategy and paragraph 145 g of the NPPF.

Paragraph 11d)i. states that the application of policies in the framework that protect areas (Green Belt) provides a clear reason for refusing the development as proposed.

Overall Planning Balance and Conclusion

In accordance with Paragraph 11 of the NPPF (2019) the proposal is not considered to be sustainable development. Despite the significant weight the Government attaches to the re-use of a part previously developed site for housing, the proposal would have a harmful impact on the openness of the Green Belt, to which substantial weight has been attached. It is also concluded that the development would be unsustainable due to a lack of local facilities to serve the new community, to which considerable weight has been attached.

Assessment of the impact on openness of the Green Belt has considered both the visual and spatial impact of the proposal. Due to the nature of the proposal for the construction of up to 300 houses; with an absence of full details it has been concluded that the site in areas has blended into the landscape and as such a residential development of the nature proposed along with the associated infrastructure would have a greater spatial impact. Whilst a LVIA has been submitted, it is lacking in detail to fully assess the overall visual impact on openness beyond the site.

Limited weight has been attached to the delivery of housing on this part previously developed site on the basis that the Council can demonstrate a deliverable housing land supply of more than 5 years. There is no evidence to suggest that the site is currently posing an imminent risk to the environment or to the public in favour of remediating and developing the site at this particular time.

Insufficient information has been supplied to adequately assess the environmental impact of the development along with the deliverability and viability of a policy compliant scheme for which considerable weight has been attached.

The applicant has inferred a commitment to delivering a policy compliant scheme in terms of affordable housing; however, insufficient information has been submitted with regards affordable housing.

Whilst the Flood Risk Assessment demonstrates the development can be made safe for a lifetime and the Sequential Test has been passed on the basis that there are no comparable sites in lower flood zones, the proposal fails the exception test with regards to demonstrating that the development will deliver wider sustainability benefits to the community that would outweigh the flood risk. For which considerable weight has been attached.

Submitted information in relation to design demonstrates that the site has potential to deliver a high quality housing environment and energy efficient homes; however, limited weight has been attached to this on the basis that the details are illustrative and not supported by a viability assessment to demonstrate that such a scheme would be deliverable.

The Transport Assessment shows that the proposal would not have a severe residual impact on the road network and there are no concerns with regards to the impact on highway safety particularly considering the proposed mitigation measures which weighs modestly in favour of the proposal on the basis that there is no evidence to suggest that the mitigations measures can be viably delivered.

There would be some benefits arising from the proposal including short term job creation during construction, re-use of previously developed parts of the site, potential habitat management, retention and re-use of buildings and potential to preserve enhance the asset of history, however these material considerations do not outweigh the fact that the proposal is contrary to the Development Plan and National Planning Policy.

In relation to paragraph 11 of the NPPF, the most important policies in the determination of this application, which in this case revolve around the impact on the openness of the Green Belt, when considered align on the whole with the NPPF and as such paragraph 11 (d) does not apply.

RECOMMENDATION

For the above reasons it is recommended that Planning Permission be REFUSED for the listed reasons.

Case Number	20/01702/FUL (Formerly PP-08736595)
Application Type	Full Planning Application
Proposal	Application under Section 73 to vary Condition 10. (hours of use restriction on outside seating) imposed by 19/01727/FUL (Change of use of retail shop (use class A1) to a micro pub (use class A4) including a retractable awning to shopfront and provision of a seating area) to allow the outside seating area to be used between 1130 and 2100 hours on any day for 12 months (amended description)
Location	D H Bowyer And Sons 4 Brooklands Avenue Sheffield S10 4GA
Date Received	29/05/2020
Team	West and North
Applicant/Agent	Mr James Eardley
Recommendation	Grant Conditionally

Time limit for Commencement of Development

1. The development must be begun not later than the expiration of three years from 28 August 2019.

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:

Red / Blue line site location plan
Proposed Layout
Proposed Front Elevation (Amended received 18.8.19)
Proposed Side Elevation (Amended received 15.8.19)

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

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

3. Before the use is commenced, full details of suitable inclusive access and facilities for disabled people to enter the building's main entrance shall have been submitted to and approved in writing by the Local Planning Authority. This shall include details of the portable ramp and means to summon assistance from the kerbside. The approved inclusive access and facilities shall have been provided in accordance with the approved details before the building is brought into use. Thereafter such inclusive access and facilities shall be retained. (Reference should also be made to the Code of Practice BS8300).

Reason: To ensure ease of access and facilities for disabled persons at all times.

4. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

Other Compliance Conditions

5. No customer shall be permitted to be on the premises outside the following times: 1130-2300 on any day with the exception of New Years Eve when no customer shall be permitted to be on the premise outside 1130 and 0100 the following day.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

6. Commercial deliveries to and collections from the building shall be carried out only between the hours of 0700 to 2000 on Mondays to Saturdays and between the hours of 0900 to 2000 on Sundays and Public Holidays.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

7. Movement, sorting or removal of waste materials, recyclables or their containers in the open air shall be carried out only between the hours of 0700 to 2000 Mondays to Saturdays and between the hours of 0900 to 2000 on Sundays and Public Holidays.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

8. No amplified sound or live music shall be played within the commercial use hereby permitted, nor shall loudspeakers be fixed internally or externally nor directed to broadcast sound outside the building at any time.

Reason: In the interests of the amenities of the locality and occupiers of adjoining properties.

10. The external area associated with the approved A4 unit shall not be utilised for seating, drinking and/or eating between:

Until the 15th of September 2021 - 2100 hours and 1130 hours the following day, on any day.

After the 15th of September 2021 - between 1900 hours and 1130 hours the following day, on any day as per the original consent (19/01727/FUL)

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

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. For the avoidance of doubt conditions that have already been discharged or complied with have not been repeated on this notice.

Site Location



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Location and Proposal

The application site is a recently opened micro pub known as the Fulwood Ale Club that is located within the shopping area on Brookhouse Avenue. The site is small and has forecourt seating to the frontage. When planning permission was granted, an hours of use restriction was placed on the external area requiring the use of this to cease after 1900 hours (condition 10). Whilst the site is in a commercial parade there are houses immediately opposite the site and the wider area is predominantly residential.

This application originally sought to vary condition 10 to allow use of the external seating area between 1130 hours and 2300 hours. During the course of the application this has been amended to the earlier time of 2100 hours.

The submission details how the extension is required as a result of the Coronavirus and social distancing rules. The application states that the indoor space is too small on its own, with the whole internal seating area measuring just 3 x 3 metres. To make the business financially viable with social distancing in place, greater use of the outdoor seating is required.

Relevant History

19/01727/FUL Granted the change of use of retail shop (use class A1) to a micro pub (use class A4) including a retractable awning to shopfront and provision of a seating area. This was approved by committee in August 2019.

Representations

38 letters of representation have been received following publicity on this application. 31 of these are in support of the scheme including a letter from the Sheffield District Campaign for Real Ale Group CAMRA. 6 letters of objection have been received, 2 of which are from Councillor Woodcraft. 1 letter of comment has been received. The comments made are summarised below:

- Strong support for the scheme to ensure financial viability and allow economic recovery.
- Support as the use provides jobs in the area and needs to be helped at this time.
- The business is successful and responsibly run.
- The community support this small business which is of benefit to the area.
- The pub is considered a valuable safe community facility / meeting place.
- The use creates increased footfall for other businesses.
- No noise issues have been reported since it opened in December.
- The Council should be doing all it can to support businesses at this time.
- The noise of laughter and conversation would not be any greater than the level of noise generated through BBQs and get togethers in a garden.
- The clientele do not generate a lot of noise.
- If the pub were to close it would be an eyesore.
- There should be a maximum capacity on the outside to prevent overspill.
- Support for a 2300 close rather than 2330.

- A compromise of 2100 / 2130 is suggested. Or 2100 Sun-Thurs with 2200 on Friday and Saturday.
- Micro pubs on Ecclesall Rd have these restrictions.
- Concern is raised that 2330h is too late in a primarily residential area. The area is quiet in the evenings and noise travels a long way. Families live in very close proximity to the pub and sleep would be disturbed particularly on warm evenings when windows are left open.
- The 3 tables at the front are not 2 m apart. Few people would be able to be seated meaning the use would spill out onto the highway.
- Covid is being used to secure a permanent change.
- Concern is raised that the outdoor tables would be used for people to congregate when the premises are closed which was the case during the past few months
- The previous approval limited use of the outdoor space due to proximity of homes with noise from outside drinking of concern.
- Concern is raised that people moving in and out the building more regularly would mean the door will be open and indoor noise would be audible.
- The business has not operated for sufficient time to establish noise levels so it is premature to extend these.
- An extension to the hours should be temporary rather than permanent.
- The selection of people consulted is highlighted.
-

Two letters of objections have been received from Councillor Woodcraft raising the following concerns:

- Whilst the pub is a welcome asset, residential properties are opposite and families would wish to sleep during the hours requested.
- Viability issues should have been addressed before the business was established.
- Due to COVID and as the business is new it is not possible to establish what noise levels would be like. It is suggested that noise levels are experienced with the current timings before any decision is made.
- The second letter of objection documented 2 occasions where early evening use has been witnessed. No issue is documented on one occasion, however on the other customers were talking loudly. Alcohol results in lack of inhibition and a reduced ability to social distance. Strong concern is raised that this would cause unacceptable problems for adjacent residents in the late evening.

Assessment

The principle of the development has been previously established and the main issue for consideration is the impact on the amenity of adjacent residents as a result of the proposed additional 2 hours use of the outdoor seating area.

UDP Policy S10 (b) states that new development or uses should not cause residents to suffer from unacceptable living conditions.

Similarly, at the national level, the NPPF (2019) recognises the need to create places that are safe, inclusive and accessible and which promote health and

wellbeing, with a high standard of amenity for existing and future residents (paragraph 127). As these aspects of local and national policy align then weight is given to local policy S10 (b).

In addition, and of particular relevance to this application at the current time, is the emphasis that the NPPF places on seeking to ensure planning decisions help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development (paragraph 80).

The site lies within the Local Shopping Area however immediately across the road are houses. There is a 19m separation distance between the two. To the west, the end of the closest residential garden on Brookhouse Crescent is approximately 14.5m away.

Within the shopping parade there are other later evening uses. The next door hot food take away operates until 2300 hours and the Co-op foodstore operates until 2200 hours.

The applicant has amended the proposal during the course of the application to seek consent to use the outdoor area until 2100 hours.

Operating the external area until 2100 hours was explored extensively at the time of the original application however there was concern about the degree of noise and disturbance that would arise to the family housing in the area given the relatively low level of back ground noise later in the evening and a condition was attached to restrict the operation of the outdoor area to 1900 hours.

Objections have been received from 5 different parties. One of these objectors would accept an extension to 2100 hours and another would be less concerned if a temporary consent was issued during the period of current Covid social distancing rules. In addition a neutral letter of comment raised concerns about noise and disturbance and suggested reduced hours which align more with those now proposed.

There is very strong support for the business within the local community, however it is acknowledged that a good proportion of this comes from people who live slightly further away from the site. Appropriate weight must be given to the objections based on their proximity to the site.

There would be a degree of noise and disturbance later into the evening arising from the use of the external area, and potentially a small degree of noise passing from the internal area, which would potentially affect immediate households. This however is limited by the size of the venue and the nature of the business. Whilst the site is close to residential properties, there are intervening uses and/or land between the site and those properties, and the site is within the well established Local Shopping Area where one would expect to find a degree of additional activity and increased background noise.

The applicant has demonstrated a willingness to compromise and suggested an earlier hour for the outdoor seating use to cease. Officers are of the view that this and the use of a temporary consent is considered to be an acceptable and reasonable compromise that balances the amenity of residents with business needs, including the economic, community and visual benefits it has brought to the area.

Comment has been made that the use has not operated long enough to enable noise issues to be fully judged, particularly through the summer. Allowing a temporary consent would enable this to be experienced for a period of time with the potential for this to be reviewed in the future.

The Council's Environmental Protection Service is supportive of a temporary 12 month consent until 2100 hours.

Given the above, and on balance, it is considered that the variation of condition 10 to allow use of the outdoor seating area for an additional 2 hours in the evening for 12 months would not cause surrounding residents to suffer from unacceptable living conditions owing to the existing degree of activity in the area, the small nature and scale of the premises and the temporary nature of the permission.

Response to representations

Concerns raised about people spilling onto the highway – The change in hours of operation would not impact on this.

Concerns raised that outdoor tables would be used by people to congregate when the premises are closed – Again, the change in hours of operation would not impact on this. Any antisocial behaviour issues that may arise in the area would be an issue for law enforcement.

Concerns about the people consulted – As required, immediate neighbours were notified, as have parties who made representation on the previous application. Concerns that viability issues should have been addressed before the business was established – The application states that the variation is sought to allow for social distancing. This situation has arisen since the original application was determined. Concerns about the lack of social distancing – This is not a planning issue.

Summary

The applicant seeks to use the external seating area for an extra 2 hours in the evening, extending its use to 2100 hours daily. There is concern that this would result in some noise and disturbance to residents in the evening. Regard is also had to the fact that this site is within a Local Shopping Area, where some noise is expected; the evening activity associated with other businesses in the area; the small scale of the site; and the benefits to the economy, local community and vitality of the area that the business brings. It is therefore considered that the proposed change in the hours of use of the outdoor seating area for a temporary period of 12 months (to enable the impacts on neighbouring residents to be assessed prior to a more permanent change) is acceptable and condition 10 should be varied accordingly.

The proposal is compliant with the aims of UDP Policy S10 (b), and the aligning paragraph 127 of the NPPF, the most important policy in the consideration of this application. Furthermore the scheme expands the trading opportunity for this new business which would be of benefit to the local economy and local, which is compliant with the wider aims of the NPPF.

Recommendation: For Members to grant planning permission subject to amended condition 10.

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Case Number	20/01489/FUL (Formerly PP-08076739)
Application Type	Full Planning Application
Proposal	Demolition of dwellinghouse and erection of 9.No apartments and 3.No dwellinghouses with associated landscaping, parking, access works and boundary treatments
Location	83 Redmires Road Sheffield S10 4LB
Date Received	11/05/2020
Team	West and North
Applicant/Agent	Coda Planning 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:

Location Plan Dwg No: 2849-114 rev A
Landscaping masterplan and Planting Plan Dwg No: RRD 04 rev B
Tree Protection Plan Dwg No: RRD 03 rev A
Site Plan - Concept Dwg No: 2849 -0102 rev P
Section A - Concept Dwg No: 2849-0103 rev J
Apartment Floor Plans Dwg No: 2849-104 rev N
Proposed Elevations Dwg No: 2849-106 rev K
Street Scene Dwg No: 2849-111 rev H
Proposed Plans and Elevations (Mews) Dwg No: 2849-113 rev A

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

3. No development shall commence until full details of the proposed surface water drainage design, including calculations and appropriate model results, have been submitted to and approved by the Local Planning Authority. This shall include the arrangements and details for surface water infrastructure management for the life time of the development. The scheme shall detail phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided. Should the design not include sustainable methods evidence must be provided to show why these methods are not feasible for this site. The surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of a phase shall be brought into use until the drainage works approved for that part have been completed.

Reason: In the interests of sustainable development and given that drainage works are 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 in order to ensure that the proposed drainage system will be fit for purpose.

4. 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.

5. No development shall commence until the measures shown on Weddles Tree Protection Plan Dwg No: RRD 03 rev A to protect the existing trees to be retained, have been implemented. Protection of trees shall be in accordance with BS 5837, 2012 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees is irreversible.

6. Prior to the commencement of development details of the finished floor and site levels shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: In interests of the amenities of the locality and adjoining properties.

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

7. No above ground works shall commence until the highways improvements (which expression shall include traffic control, pedestrian and cycle safety measures) listed below have either:

a) been carried out; or

b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the development is brought into use and the development shall not be brought into use until the highway improvements listed below have been carried out.

Highways Improvements:

Widening of the site access and associated hard standing which crosses the highways verge to the front of the site and the dropped kerb to Redmires Road.

Reason: To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development, and in the interests of protecting the free and safe flow of traffic on the public highway.

8. Prior to the improvement works indicated in the preceding condition being carried out, full details of these improvement works shall have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety and the amenities of the locality.

9. The rear balconies of the first and second floor apartments shall not be used unless a 1.8 metre high screen to prevent overlooking of No 85 Redmires Road has been erected on the western side of each balcony in accordance with details to be submitted to and approved in writing by the Local Planning Authority and thereafter such screens shall be retained.

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

10. 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.

11. 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:
- 1) Balconies;
 - 2) Eaves;
 - 3) Dormer windows;
 - 4) Window reveals.

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

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

12. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property.

13. The corresponding element of the development shall not be occupied unless the car parking accommodation associated with that element as shown on the approved plans has been provided 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.

14. 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.

15. The development shall not be used unless 2.0 metres x 2.0 metres vehicle/pedestrian intervisibility splays have been provided on both sides of the means of access such that there is no obstruction to visibility greater than 600 mm above the level of the adjacent footway and such splays shall thereafter be retained.

Reason: In the interests of the safety of road users.

Other Compliance Conditions

16. The electrical car charging points shown on the approved plans shall be provided in the locations shown prior to the first occupation of the development, and shall thereafter be retained.

Reason: In the interests of promoting the use of low emission vehicles.

17. The bird and bat boxes shown on Weddles Landscape Masterplan and planting Plan dwg ref: RRD 04 rev B shall be provided in accordance with the specification and locations shown prior to the occupation of the development and thereafter retained.

Reason: In the interests of biodiversity.

18. The development shall not be used unless the cycle parking accommodation as shown on the approved plans has been provided in accordance with those plans and, thereafter, such cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport it is essential for these works to have been carried out before the use commences.

19. Surface water discharge from the completed development site shall be restricted to a maximum flow rate of 3.78 litres per second.

Reason: In order to mitigate against the risk of flooding.

20. The site shall be developed with separate systems of drainage for foul and surface water on and off site.

Reason: In the interest of satisfactory and sustainable drainage.

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. Plant and equipment shall be designed to ensure that the total LAr plant noise rating level (i.e. total plant noise LAeq plus any character correction for tonality, impulsive noise, etc.) does not exceed the LA90 background sound level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.
3. 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
4. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process.

Please note: You must not start work until you have submitted and had acknowledged a CIL Form 6: Commencement Notice. Failure to do this will result in surcharges and penalties.

5. The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on

0345 762 6848. Further information is also available on the Coal Authority website at: www.gov.uk/coalauthority

6. You are required as part of this development, to carry out works within the public highway: as part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Highway Co-Ordination
Sheffield City Council
Town Hall
Sheffield
S1 2HH

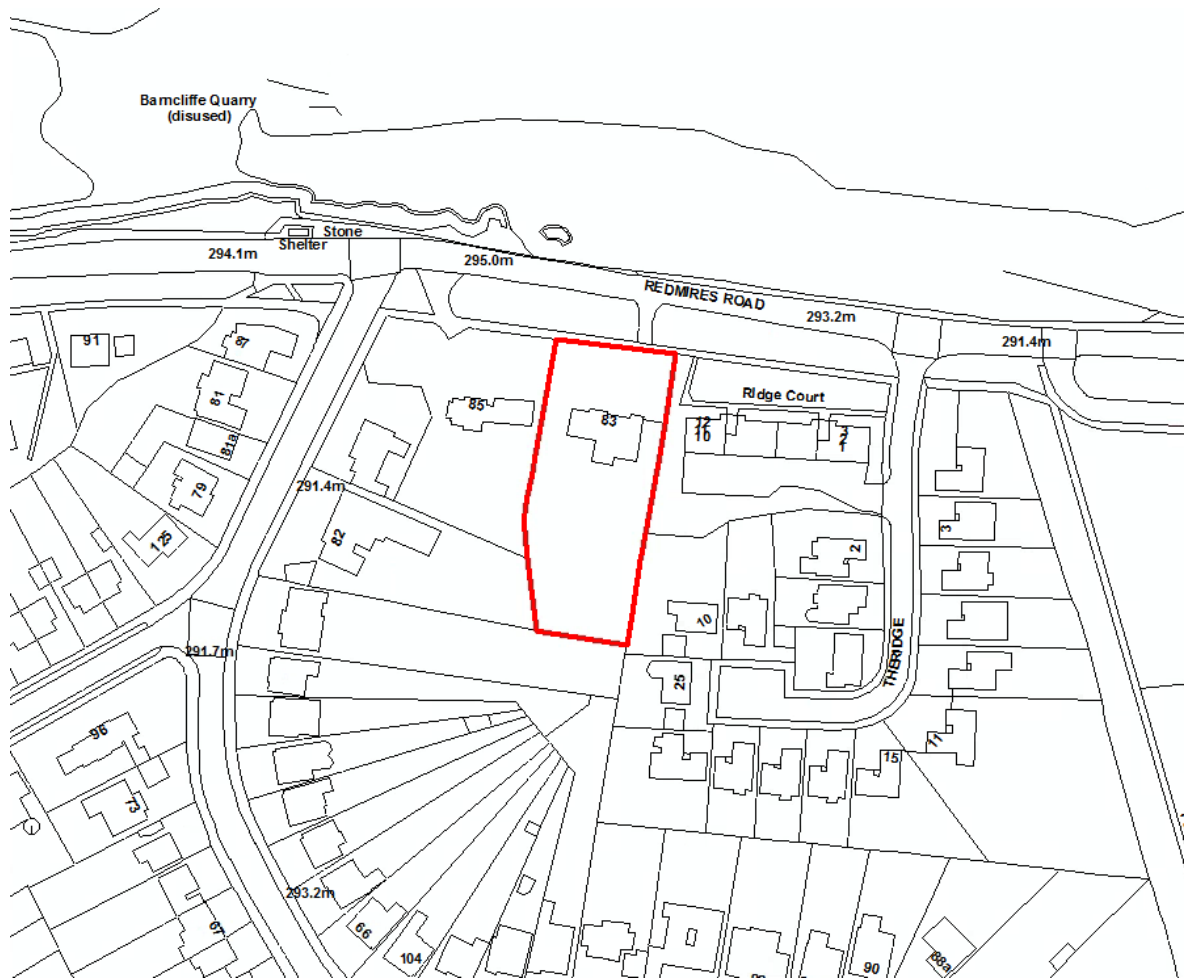
Telephone: 0114 273 6677
Email: highways@sheffield.gov.uk

Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

Where the notice is required as part of S278 or S38 works, the notice will be submitted by Highways Development Management.

7. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light". This is to prevent lighting causing disamenity to neighbours. The Guidance Notes are available for free download from the 'resource' pages of the Institute of Lighting Professionals' website.
8. 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. 0800 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 the Environmental Protection Service, Howden House, Union Street, Sheffield, S1 2SH, tel. 0114 2734651.

Site Location



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LOCATION AND PROPOSAL

The application site is located on the southern side of Redmires Road set back behind a wide tree lined verge. The plot is approximately 0.2 hectares and is occupied by a large detached two storey dwelling.

The site is a Housing Area as defined in the adopted Sheffield Unitary Development Plan (UDP). To the south and west are detached dwellings some of which are set in plots of a similar size to the application site. To the east is a 3/4 storey block of flats and a small Cul de Sac (The Ridge) of detached properties.

Full planning permission is sought to demolish the existing dwelling and replace it with a 3/4 storey building containing 9 apartments, a terrace of three mews houses and associated parking and landscaping.

PLANNING HISTORY

There is no relevant planning history.

SUMMARY OF REPRESENTATIONS

31 representations in objection to the scheme have been received, which are summarised as follows:

- The development is too large for the area.
- The density of development is contrary to adopted local policy guidance, and results in an overdevelopment of the site which has little green or amenity space.
- The loss of this dwelling would harm the character of the area.
- Visually the development is not appropriate and has been designed with the intention to cram as many properties on the site as possible.
- The development does not blend in with neighbouring dwellings and does not enhance the appearance of the area.
- The layout, which includes back land development, is out of character, and the external appearance and use of materials is at odds with the prevailing character of the area.
- Increased use of the site access will endanger pedestrians, including school children, and lead to highway safety issues. There is no alternative footway on the other side of Redmires Road.
- The width of the existing access is inadequate and visibility is very limited.
- It is not safe for visitors to park on Redmires Road there are multiple junctions, property accesses nearby and congestion associated with the nearby school.
- The speed limit on Redmires Road should be reduced from 40 mph to 30 mph.
- It is unclear how refuse storage and collection will be managed. Could a bin lorry access the site?
- There is inadequate parking and it is very tightly packed, rendering some of the spaces unusable.

- There will be an increase in water run off in an area that has historically been affected by drainage problems. The provision of soakaways into the strata of Millstone grit sub soil is unlikely to be viable.
- The site is affected by historic coal mining and land stability issues including settlement.
- Properties adjoining the site at a lower level will be affected by increased water run off.
- Badgers, hedgehogs and other wildlife use the site.
- There will be a clear loss of light, privacy and amenity of adjoining properties.
- The terraces and balconies will overlook the most private areas of adjoining dwellings.
- Separation distances between the windows of the proposed development and existing properties are inadequate to maintain privacy.
- The accommodation is of a poor quality and future residents will not be afforded adequate amenity space.
- A substantial amount of trees will be lost and will be replaced by a hard surfacing.
- Retained trees and hedging which are indicated to be retained provide privacy for neighbours but are so close to the development that their long term survival will be affected.
- There will be an increase in noise and disturbance during the construction and operational phases of the development that will affect the amenity of neighbours.
- Illumination of the car parking area would be obtrusive and affect the amenity of adjoining properties.
- An increase in vehicles movements means an increase in fumes and pollution which will degrade air quality and affect the health of residents.
- Asbestos fibres could be released into the atmosphere during the demolition impact the health of local residents.

Councillor Sue Alston objects to the scheme for the following reasons:

- A number of residents have contacted me to express concerns with the development.
- The proposal represents an overdevelopment of the site and is out of scale.
- The development would be very close to adjoining residents and have a significant impact on the visual impact amenity for residents and their enjoyment of their properties.
- The Mews houses and the upper floors and balconies of the apartment block would overlook adjoining properties.
- Trees would be lost and the scheme could harm wildlife habitat.
- There is inadequate amenity space for residents.
- An increase in vehicle movements would affect highway safety particularly as visibility at the junction of Hallam Grange Road is difficult. Pedestrians would also face additional hazards.
- The loss of the existing characterful house would be detrimental to the area.
- The size and footprint of the development does not fit in with the surrounding area.

PLANNING ASSESSMENT

Policy Context

The National Planning Policy Framework (NPPF/Framework) sets out the Government's planning priorities for England and describes how these are expected to be applied. The key principle of the Framework is the pursuit of sustainable development, which involves seeking positive improvements to the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

The documents comprising of the Councils Development Plan (UDP and Core Strategy) date back some time and substantially pre date The Framework.

Paragraph 12 of the Framework does however make it clear that a presumption in favour of sustainable development does not change the status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan, permission should not usually be granted.

Paragraph 213 of the Framework provides that existing development Plan policies should not however simply be considered out-of-date because they were adopted or made prior to the publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. The closer a policy in the development plan is to the policies in the Framework, the greater the weight it may be given.

The assessment of this development also needs to be considered in light of paragraph 11 of the Framework, which states that for the purposes of decision making, where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date, planning permission should be granted unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development, or
- Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

This is referred to as the "tilted balance".

In addition to the potential for a policy to be out of date by virtue of inconsistency with the Framework, paragraph 11 makes specific provision in relation to applications involving the provision of housing and provides that where the Local Planning Authority cannot demonstrate a five year supply of deliverable housing sites with the appropriate buffer (which for SCC is 5%, pursuant to para 73 of the Framework) the policies which are most important for determining the application will automatically be considered to be out of date.

Set against this context, the development proposal is assessed against all relevant policies in the development plan and the Framework below.

Land Use

Policy H10 identifies housing (use class C3) as the preferred use of land in housing policy areas, in which this application site is located. The principle of the development is therefore acceptable subject to consideration of other relevant policies and material considerations.

Housing Land Supply

The Framework requires local authorities to identify a 5 year supply of specific 'deliverable' sites for housing. CS22 of the Core Strategy sets out Sheffield's housing targets until 2026; identifying that a 5 year supply of deliverable sites will be maintained. However as the Local Plan is now more than 5 years old, the Framework requires the calculation of the 5-year housing requirement to undertaken based on local housing need using the Government's standard method.

Sheffield has recently updated its housing land supply based on the revised assessment regime, and now has a 5.1 year supply of deliverable housing units.

Notwithstanding the above the Framework (paragraph 59) still attaches significant weight to boosting the supply of new homes. The provision of 12 additional dwellings (9 apartments and 3 mews houses) would make a small, but still positive contribution to the City's obligation to maintaining a 5 year supply of housing land. This is attributed weight in the balance of this decision, particularly given how narrow the 5 year supply is.

Housing Density

Core Strategy Policy CS26 encourages making efficient use of land to deliver new homes at a density appropriate to the location depending on relative accessibility. The highest density of development is promoted in the most sustainable/accessible locations.

The policy is considered consistent with paragraph 122 of the Framework which promotes the efficient use of land subject to the consideration of a variety of factors including housing need, availability of infrastructure/sustainable travel modes, desirability of maintaining the areas prevailing character and setting, promoting regeneration, and the importance of securing well designed and attractive places.

Policy CS31 'Housing in the South West' is also relevant and is concerned with protecting the character of the area by limiting the density of development to what can be accommodated through infilling in locations well served by public transport. Specific mention is made of protecting those areas of townscape importance including, but not limited to, the City's Victorian suburbs. This policy is considered to be in part consistent with the Framework as it allows (it does not promote) the reuse of land within settlements for new housing subject to consideration of factors

including accessibility and character, however as additional land maybe needed to meet future housing needs the weight attributed to the policy is reduced.

The application site is 0.2 hectares in area and the development of 12 dwellings represents a density of 60 dwellings per hectare. This complies with the density ranges allowed by CS26 where sites are sustainably located within close proximity (400 M) of a high frequency bus services. The closest stop to the site is within 50 metres. Services still run every 15 minutes (weekdays), despite timetable disruption due to the coronavirus pandemic.

The townscape of the area is not considered to be particular sensitive, there are a variety of different styles and types of property and the density of existing development also varies. There are larger properties located in substantial plots, detached and semi detached dwellings on more modest plots as well as several blocks of flats.

The site lies immediately adjacent to a block of flats and small cul de sac of dwellings flanks the entire eastern boundary of the site. There is also evidence of more recent infill development in the area, all be it of a smaller scale. Taking account of the above there is not considered to be any specific conflict with CS31 which allows for infill development in sustainably locations such as this.

Brownfield/Greenfield issues

The section of the site that currently houses the existing dwellinghouse is classed as brownfield. Garden areas of dwellings are however excluded from the definition of previously developed (brownfield) land, contained in Annex 2 of the Framework. As such the corresponding part of the development would be classed as being on greenfield land.

Core Strategy Policy CS24 states that no more than 12% of dwelling completions will be on Greenfield sites in the period between 2004/05 and 2025/26. It goes on to state that housing on greenfield sites will only be developed in certain circumstances, including within or adjoining urban areas, as long as annual monitoring shows that there is less than a five year supply of deliverable sites.

While the Framework actively promotes the reuse of Brownfield or previously developed land, it does not specifically advocate a 'brownfield first' approach. Given this, as CS24 stipulates a proportionate prioritisation of brownfield land this policy carries reduced weight.

Completions of properties have not reached the stated 12% and are closer to 5% and it is recognised that the Council now has a 5 year supply of deliverable sites and so the proposal does not strictly accord with CS24.

The development is however sustainably located, it makes efficient use of the land and will increase the range and type of housing available in the area. Given how narrow the supply of deliverable houses sites is, weight is also afforded to the contribution, all be it small, it will make to boosting the supply of homes, something the Government places great emphasis on.

It is therefore considered that any conflict with CS24, which carries reduced weight, and any limited harm relating to the loss of the greenfield land is outweighed by the other benefits of the scheme.

Design

Chapter 12 of the Framework is concerned with achieving well-designed places and paragraph 124 identifies that good design is a key aspect of sustainable development.

Paragraph 127 of the Framework which is concerned with design sets out a series of expectations including ensuring that developments add to the quality of the area:

- are visually attractive as a result of good architecture, layout and landscaping;
- are sympathetic to the local character and surrounding built environment;
- establish and maintain a strong sense of place;
- optimise the potential of a site and create places that are safe, inclusive and accessible.

Policies CS74 of the CS and UDP policies BE5, H14 and H15 all seek to secure high quality developments which are of an appropriate scale and which enhance the character and appearance of the area. These policies are reflective of the aims of the Framework are considered to carry substantial weight.

Policy CS31 is specific to housing development in the south west of the City and is concerned with safeguarding and enhancing the areas character by restricting the scale and density of development.

The aim of safeguarding and enhancing character is to an extent reflective of the design objectives of the Framework. Even though the Council now has a 5 year housing supply of deliverable sites the Frameworks aim of boosting housing supply is considered to carry increased weight over a policy that seeks to restrict development. As such the weight attributed to Policy CS31 is reduced.

Layout

This is not a prominent site. It is set back from Redmires Road behind a wide tree lined highways verge which largely screens the site when approaching from the east.

The proposed apartment block fronts Redmires Road and is roughly located in the same position as the existing dwelling. The mews houses are positioned towards the rear of the site accessed via a new driveway located adjacent to the east boundary of the site.

The site falls north to south at a gradient of approximately 1:13. This allows for the inclusion of parking and a lower ground floor flat under the apartment block. Further parking is in a court to the rear and as such will not be visible from the street.

The layout is considered to be logical taking account of the site constraints and surrounding context.

Scale

The apartment block will be slightly taller than the existing dwelling; however the overall ridge height will not exceed the neighbouring apartment block as it is set at a lower level than the footway. This helps to reduce the visual impact of the development and ensures that it will not appear out of scale.

The mews houses have their bedroom accommodation in the roof space which reduces the scale and height of the properties.

The scale of development is acceptable and will not appear out of character when considered in the context of existing development.

Design and external appearance

The streetscene is varied and includes buildings of different ages and styles which are constructed of a variety of different materials including render, brick and stone. The applicants have adopted a contemporary design approach. The apartment block has feature gables to the front and includes large areas of glazing, a full height framed entrance and more solid elements of stone and masonry.

The mews houses following a similar contemporary aesthetic with distinctive pitched roofed dormers and large areas of glazing.

The existing dwelling house, whilst fairly attractive, is not considered to be of any significant merit to warrant its retention. Its replacement with a high quality contemporary development such as this will enhance the appearance of the street scene.

The proposal is considered acceptable from a design perspective.

Landscape and Ecology Issues

Paragraph 170 (a) and (d) of the Framework identifies that planning decisions should contribute to and enhance the natural and local environment, mitigating harm on and provide net gains in biodiversity. Where significant harm resulting from a development cannot be avoided, adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused (paragraph 175).

Policy CS74 of the Core Strategy identifies that high-quality development that respects and enhances the distinctive features of the city including its Green Networks, important habitats, waterways, woodlands, and other natural features.

Policy GE11 of the UDP seeks to protect and enhance the natural environment and requires the design of development to respect and promote nature conservation and include measures to reduce any harmful effects.

UDP Policy BE6 requires new development to provide a suitable landscape scheme with regards to new planting and/or hard landscaping and details of existing vegetation that is to be removed or retained.

GE11 conforms in part with the Framework, which focuses on biodiversity net gains, and has moderate weight. The other local policy aims of protecting and enhancing ecology and securing good design (landscape) are compatible with the Framework and therefore retain substantial weight.

The site comprises of a well maintained domestic garden, containing hard surfaces, lawned areas, trees and other plants and shrubbery. The site is not covered by any statutory ecological designations or tree preservation orders.

Reports that badgers use the site has been investigated by the applicants Ecologist and the Council's own Ecology section. No evidence of any activity was found. A number of new bird and bat boxes will be provided within the site.

From a landscape perspective the site is a fairly attractive domestic garden. Its contribution to landscape character beyond the site is not significant due to its lack of visibility.

The application is accompanied by a tree survey. A number of trees are to be removed to facilitate the development. None of the specimens are considered to be of any significant value and suitable replacement planting is proposed. The large laurel hedge on the west boundary, the privet hedge on the eastern boundary and as a number of existing trees will be protected during construction and retained as part of the scheme. New tree planting within the site will adequately mitigate for the loss of existing landscaping

Hard surfacing will be increased to provide parking and access. These areas of the site will not however be viewed prominently as they are largely located to the side and rear of the site. A mixture of surfacing materials will be used including block paving and tarmac to create an attractive environment.

The proposal is acceptable from a landscape and ecology perspective.

Amenity

Paragraph 127(f) of The Framework identifies that development should create places with a high standard of amenity for existing and future users. Development should also be appropriate for its location taking account of the effects of pollution on health and living conditions, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development (paragraph 180).

H14 (Conditions on Development in Housing Areas), H15 (Design of New Housing Developments) and H5 (Flats, Bed Sitters and Shared Housing) are considered to align with the Framework as they expect that new housing developments provides good quality living accommodation to ensure that basic standards of daylight, privacy, security and outlook are met for existing and future residents. These local policies are therefore afforded weight.

Outlook from the proposed apartments and houses is orientated to the front (north) over the highway and rear (south) over land that forms part of the application site. Any views of adjoining properties available from the proposed development are similar to those available in most residential environments, and are not dissimilar to the relationship between the neighbouring flat block and existing properties on The Ridge.

There is a change in level across the site and the apartment block will be slightly taller and include more glazing than the existing dwelling. The building will not however be any taller than the neighbouring block of flats and the primary outlook to the front and rear of the site will not result in any harmful overlooking of neighbouring properties.

Balconies are proposed in the rear of the apartment block. Oblique views of adjoining properties, most notably the rear private garden of No.85 could be possible from the second and third floor balconies of the south facing flats adjacent to the site boundary. Any amenity concerns could be mitigated by the inclusion of screening on the western side of the balconies. The existing mature hedge would screen any views from the first floor and lower ground floor accommodation. The remaining balconies overlook the application site with some views possible over the rear car park of the adjoining flat block, which is not considered to be harmful. There is adequate separation distances to properties further to the south and east to prevent any harmful impact.

The footprint of the apartment block is deeper, wider and extends closer to the boundary with No. 85 Redmires Road than the existing building. However there remains adequate separation from adjoining properties to ensure that the increased proportions of the apartment block will not result in any unacceptable overbearing or overshadowing.

The mews houses include accommodation in the roof, which minimises their overall scale. Their position at the very end No. 80 and 82 Hallam Grange Road's gardens mitigates any impact on the amenity of these properties. Furthermore the mews houses are approximately 10 metres from the boundary with No. 82 and largely screened from no. 80 by the retained hedge.

A large hedge, up to 3 metres in height, is to be retained along the entire eastern boundary of the site. This provides some valuable screening between the proposed mews houses and properties to the east on The Ridge. Regardless the limited scale of the development negates any harmful impact (overbearing or overshadowing) on these properties.

There will be an increase in vehicle movements associated with the development. 11 of the parking spaces are located underneath the apartment block. The remaining spaces are in a small parking court to the rear and the curtilages of mews houses. Given the limited scale of the proposal vehicle movements will not generate any significant noise and disturbance issues, or indeed air quality issues that would adversely affect the amenities, health or wellbeing of existing residents.

Each of the apartments has their own dedicated balcony or garden space. The mews houses all have reasonably sized private gardens. Acceptable outlook, natural light and living conditions are provided for future residents.

The proposal is acceptable from an amenity perspective.

Highways

The Framework (paragraphs 102 to 111) promotes sustainable transport. Paragraph 108 specifically requires that when assessing applications for development it should be ensured that a) appropriate opportunities have been taken up to promote sustainable transport modes given the type of development and the location, b) safe and suitable access to the site can be achieved for all users and c) any significant impacts from the development on the transport network or highway safety can be cost effectively mitigated.

Policy CS51 'Transport Priorities' within the CS sets out six strategic transport priorities for Sheffield and CS53 'Management of Demand for Travel' identifies a variety of ways in which increased demand for travel will be managed across the City. H14 and H15 within the UDP which are primarily concerned with Housing development require it to be adequately served by transport facilities, provide safe access, appropriate parking and do not endanger pedestrians.

It is considered that the aims and objectives of these local plan policies reflect those of the Framework and can be considered to have substantial weight in this context.

The site is in an established residential neighbourhood where residents benefit from access to high frequency bus services (approximately every 10/15 minutes) that provide access to the facilities in Crosspool, Broomhill and the City Centre. There is a stop within 50 metres of the application site on Redmires Road. Local shopping facilities are located approximately 800 metres to the west of the site. A public house and other leisure facilities (golf course) are also located nearby. The development is sustainably located.

The Framework is clear that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impact on the road network would be severe (paragraph 109).

The existing vehicle access crosses a wide highway verge before entering the site.

The site access and verge crossing is to be widened slightly (5 metres) so two vehicles could pass each other. A dedicated pedestrian access into the site is also proposed.

Vehicle speeds are limited to 40 mph along this section of Redmires Road. There is good visibility to the east and west, and the site access is far enough away from Hallam Grange Road and The Ridge to prevent any conflict with turning movements into and out of these junctions.

Residents have reported that this stretch of Redmires Road can often become congested by traffic associated with the nearby school. Concerns about the safety of pedestrians, particularly school age children, walking past the site have also been raised.

Any localised impacts associated with school traffic are not considered to be significant, and in any case are confined to a short period at the start and end of the school day after which traffic tends to dissipate quickly. For a majority of the day Redmires Road is free flowing and the moderate increase in traffic generated by the development is capable of being accommodated without severely affecting the safe and efficient operation of the network.

Driver's visibility of pedestrians using the adjoining footway can be improved by reducing the height of the front boundary wall/hedge to approximately 1.2 metres. Details will be secured by condition.

11 parking spaces, two of which are accessible, are located underneath the apartment block with a further 7 spaces in the parking court to the rear. Each of the mews dwellings has 2 dedicated in curtilage parking spaces. Some limited capacity for visitor parking is accommodated on site in the parking court. Secure cycle parking is located under the apartment block. The level of parking proposed is appropriate taking account of the sites sustainable location.

Veolia are unlikely to be able to access the site in one of their standard collection vehicles. Bins will therefore need to be brought towards the site entrance on collection days, or alternative arrangements provided by the site owner or appointed management company. This is not considered to cause any notable issues.

Taking account of paragraphs 108 and 109 of the Framework and relevant local policies the development is considered acceptable from a highways perspective.

Sustainability

Chapter 14 of the Framework deals with the challenges of climate change and identifies the planning system as playing a key role in reducing greenhouse gas emissions and supporting renewable and low carbon energy. Paragraph 153 of the Framework makes it clear that new development should comply with local requirements for decentralised energy supply unless it is not feasible and viable, and that buildings are designed to minimise energy consumption.

The Climate Change and Design Supplementary Planning Document and Practice Guide 2011 supports Policy CS63 of the Core Strategy which sets out the overarching approach to reducing the city's impact on climate change which includes prioritising sustainably located development well served by public transport, development of previously developed land and the adoption of sustainable drainage systems.

Policy CS64 of the Core Strategy seeks to ensure that new buildings are designed to reduce emissions of greenhouse gases through high standards of energy efficient design. Policy CS65 promotes renewable energy and carbon reduction and requires

developments to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy. An equivalent reduction in energy demands via a fabric first approach is now also accepted.

These local policies are considered to robustly align with the Framework and are afforded substantial weight.

For the reasons identified in the highways section of this report the development is considered to be sustainably located.

The applicant's sustainability statement identifies that solar panels could be fitted to the roof, however this will need to be explored further as part of the construction process. As the exact method of achieving the 10% target identified in CS65 details will be secured by condition. Unfortunately Sustainable drainage methods are unlikely to be possible for the reasons explained below.

The development is considered acceptable from a sustainability perspective

Drainage and Flooding

Core Strategy Policy CS 67 (Flood Risk Management) seeks to reduce the extent and impact of flooding and requires the use of Sustainable Drainage Systems or sustainable drainage techniques, where feasible and practicable.

Policy CS 63 (Responses to Climate Change) also promotes the adoption of sustainable drainage systems (SuDS).

The Framework seeks to ensure that areas at little or no risk of flooding are developed (Flood Zone 1) in preference to areas at higher risk (Flood Zones 2 & 3). CS67 is considered compatible with the Framework in terms of reducing the impacts of flooding and therefore retains substantial weight.

The site is in Flood Zone 1 (the lowest risk of flooding) as such the management of surface water is the primary consideration. The land falls towards the south at a gradient of approximately 1:13 The applicants SUDs statement identifies that soakaways, subject to infiltration testing, permeable paving (parking areas) and subsurface storage tanks could be used to manage surface water. Some residents have identified historic land drainage issues with this and adjoining sites.

The Lead Local Flood Authority has been consulted and do not consider soakaways to be acceptable due to the sites underlying geology. It's recommended that surface water is connected back to the mains sewer at a restricted rate, subject to Yorkshire Waters consent. Some permeable paving could be appropriate subject to specification.

Foul drainage is to be connected to existing mains infrastructure to the south west of the site.

Subject to appropriate drainage details being secured by condition, the proposal is considered acceptable from a drainage perspective.

Land contamination and Coal Mining Issues

The Framework (paragraph 178) identifies that a site should be suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. This includes risks arising from natural hazards or previous activities such as mining.

The Coal Authority has no objection to the proposal as only a small section of the garden areas of the proposed mews houses (no buildings) lies in the identified high risk mining area. The Council's Environmental Protection Service (EPS) also have no objection to the scheme.

Consequently the proposal is not considered to be affected by contamination or mining issues.

Community Infrastructure Levy (CIL) and Affordable Housing.

Schemes of less than 15 dwellings are not required to provide or make any contribution to the provision of affordable housing.

The site falls within CIL Charging Zone 3. Within this zone there is a CIL charge of £30 per square metre, plus an additional charge associated with the national All-in Tender Price Index for the calendar year in which planning permission is granted, in accordance with Schedule 1 of The Community Infrastructure Levy Regulations 2010.

RESPONSE TO REPRESENTATIONS

The safe removal and disposal of asbestos is controlled by separate legislation. All other issues are covered in the main body of the report.

SUMMARY AND CONCLUSION

This application proposes the demolition of the existing dwelling and erection of 9 apartments in a 3/4 storey block, 3 mews houses and associated parking and landscaping.

The site layout is acceptable and the contemporary design approach will enhance the visual amenities and character of the area.

The amenity and living conditions of future residents and existing residents adjoining the site will remain satisfactory.

The site is sustainably located, within easy reach of high frequency public transport services and local shopping facilities. Any development within the existing garden area will not be on previously developed land, however any conflict with policy CS24, which carries reduced weight, is outweighed by the positive elements of the scheme including boosting the supply of new homes and the contribution, all be it small, it will make to the Councils obligations to maintain a supply of deliverable housing sites.

The density of development is acceptable, taking account of the sustainable location of the site and the character of the area, which contains different types and forms of housing development including flats.

The adjoining highways are capable of accommodating the moderate increase in vehicle movements generated by the development without detriment to highway safety.

It is considered that the most important local policies in the determination of this application, which in this case revolve around housing land supply, highway related impacts, design, amenity, ecology and landscape impacts, do, when considered as a collection, align with the Framework. As such section d) of paragraph 11 is not applied in this instance.

It is recommended that planning permission is granted conditionally.

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Case Number	20/01666/FUL (Formerly PP-08749431)
Application Type	Full Planning Application
Proposal	Use of dwellinghouse (Use Class C3) as a 7-bed House in Multiple Occupation (HMO) (Use Class Sui Generis), associated alterations including erection of dormer window to rear, rooflight to front and removal of ground floor rear access
Location	131 Rock Street Sheffield S3 9JB
Date Received	27/05/2020
Team	West and North
Applicant/Agent	Plan Design Go 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:

Drawing No. 20027-103 - site plan published on 27.05.2020

Drawing No. 20027-202 - proposed floor plans published on 27.05.2020

Drawing No. 20027-204 - proposed elevations published on 27.05.2020

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

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

3. Notwithstanding the submitted plans and prior to construction, or an alternative timeframe agreed in writing by the Local Planning Authority, full details of secure and sheltered cycle parking accommodation shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall not be occupied until the cycle parking has been provided in accordance with the approved details.

Reason: In the interests of delivering sustainable forms of transport, in accordance with the Transport Policies in the adopted Unitary Development Plan for Sheffield.

Other Compliance Conditions

Attention is Drawn to the Following Directives:

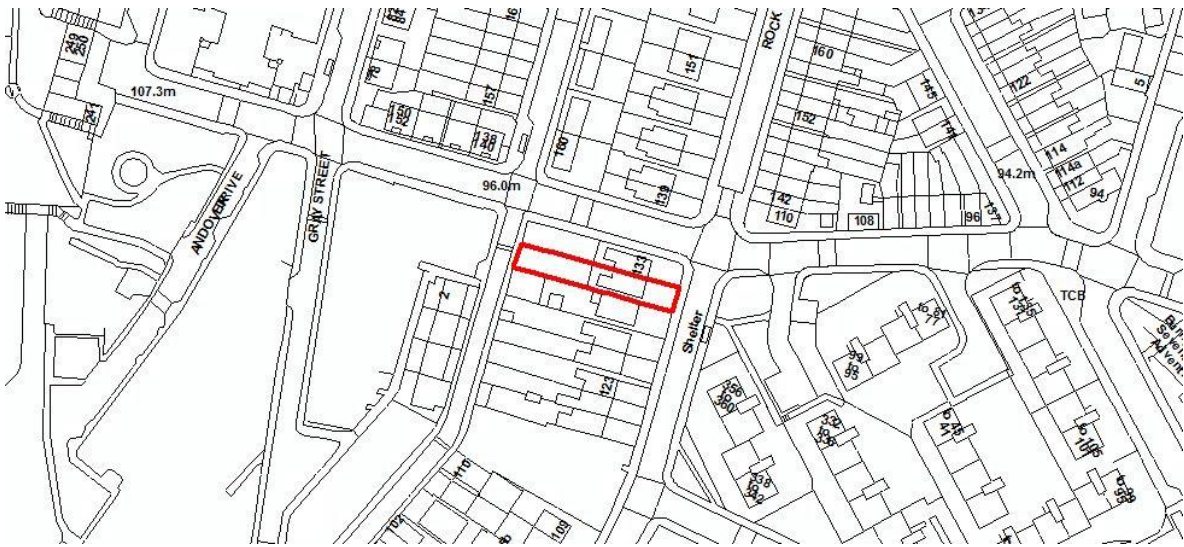
1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. The applicant is advised that the Local Planning Authority has reason to believe that the application site may contain species and/or habitats protected by law. Separate controls therefore apply, regardless of this planning approval. Please contact the Council's Ecology Unit or Natural England for more information in this respect.
3. It is noted that your planning application involves the construction or alteration of an access crossing to a highway maintained at public expense.

This planning permission DOES NOT automatically permit the layout or construction of the access crossing in question, this being a matter which is covered by Section 184 of the Highways Act 1980. You should apply for permission, quoting your planning permission reference number, by contacting:

Ms D Jones
Highways Development Management
Highways Maintenance Division
Howden House, 1 Union Street
Sheffield
S1 2SH

Tel: (0114) 273 6136
Email: dawn.jones@sheffield.gov.uk

Site Location



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LOCATION AND PROPOSAL

The site is located within the Burngreave district of Sheffield and comprises of a large 4 bedroom semi-detached property which is elevated above highway by approximately 1.5 m. To the rear of the property is a large garden which can be accessed from Fox Street. The immediate locality comprises of terraced dwellings of a similar character and appearance as the application site.

Planning permission is being sought for the conversion of the dwellinghouse into a House in Multiple Occupation (HMO) for 7 unrelated people. Plans also show associated alterations, including the erection of a dormer window to rear, a rooflight to the front and the removal of a ground floor rear access door.

The site is not within an Article 4 area. However planning permission is required in any part of the city for HMOs shared by 7 or more people or conversions to any sized HMO from any other non-housing use class.

The property is in a designated Housing Area and an Area of Special Character as defined in the adopted Sheffield Unitary Development Plan (UDP).

RELEVANT PLANNING HISTORY

No relevant planning history.

SUMMARY OF REPRESENTATIONS

3 letters from local councillors (Cllrs Jackie Drayton, Talib Hussain and Dr. Mark Jones) have been received.

26 letters of objections, including 2 from the same address, have been received.

The concerns raised are summarised as follows:

- impact on the quality of life of existing residents;
- noise issues;
- additional demand for on street parking exacerbating existing issues;
- impact on access for local public transport that already often struggles to get through, as well as emergency service vehicles;
- additional pressure on local services;
- impact on character of existing house due to additional downpipes (for the ensembles) and addition of the dormer roof to the rear elevation;
- loss of a family home – there is a lack of large family homes on the market and a growing number of families in need of such homes;
- internal layout inadequate;
- too large a HMO;
- two HMOs already within 200 metres of the site, making it over-concentrated with HMOs;
- the proposals raise fire and safety issues;
- potential overcrowding – the number of residents could increase from 7 to 14 if coupled up plus children;

- need extra provision for the disposal of waste generated from a large household;
- internal sound proofing required;
- potential issues with sewer pipes and water pressure;
- effect on local wildlife – bats, birds, frogs and newts found in and around the property;
- large dormer window will overlook neighbouring gardens;
- no adequate cycle storage provisions;
- the removal of the rear door also removes the step free access to the property; and
- may worsen litter and fly tipping.

Cllr Jackie Drayton:

- Large family homes in Burngreave are systematically being turned into various HMO's including many hostels for vulnerable people. This has a major impact on the area.
A few years ago Planning Officers were reviewing planning guidance on HMO's, including hostels, student accommodation and homes, across the City, three wards were highlighted in the Officers conclusion as areas having too many HMO's per ratio to other accommodation, to such a degree they were changing the nature of those communities, Burngreave Ward was one of those areas, (Broomhill and Crookes Wards were the other two).
At that time officers wrote local planning guidance for any future planning applications for HMO's and they added into this guidance that no more HMO applications should be agreed in all three of those Wards. Understand that that local planning guidance has not changed.
If a similar review was carried out now it would find that the situation is even worse, with more HMO's in the Ward, hence the main objection to this application is on the grounds of over saturation of HMO's in this area, and the effect on the community and the impact on local services.
- Request the application is taken to the Board for consideration and decision.

Cllr Dr. Mark Jones:

- Has received correspondence from local residents who are concerned about the impact that this conversion will have on the locality.
- The size of the HMO, it's location in proximity to two busy schools, and the possible impact that this property conversion will have on parking spaces along with noise concerns have all been raised.
- Burngreave is a family friendly ward and there is great demand for family housing in the area.
- Housing is in short demand and turning yet another family house into a HMO will only make matters worse.
- Burngreave ward has suffered significant blight from the proliferation of HMOs. Some have attracted significant issues of anti-social behaviour.

- The increase in the number of residents that could live in the HMO post-conversion would significantly add to the considerable strains for GP services and other local amenities.
- The provision of token cycle storage provision is derisory.
- Burngreave ward has suffered significant issues from ill-conceived property developments that have sought to gain maximum personal profit for the developer whilst giving all to little back to the host community.
- This dwelling is too small to be a 7 bedroom dwelling. 7 bedrooms could lead to up to 30 occupants.
- The house should be a family home.

Cllr Talib Hussain:

- Strongly oppose this planning application because more family homes in Burngreave ward are needed not less.
- Burngreave has 16 HMO properties 500 metres away from the site. Another one will reduce the quality of life and the Burngreave ward has a life expectancy 10 years less than south west of the city.
- Rock Street itself has already two HMO within 200 metres of 131 Rock Street which would make it overconcentrated with HMOs.
- It will increase fly tipping and general littering on street which is already a local issue from the large number of private rental houses in the local area that are overcrowded.
- The plans suggest 7 rooms meaning up to 14 people and a high volume of noise nuisance.
- It will increase pressure on car parking on street especially with the recent reduction in parking as a result of the new parking restrictions for the Astrea Academy.
- It will also increase pressure on local services.

Non-planning matters raised include impact of the development on the valuation of neighbouring properties.

PLANNING ASSESSMENT

Principle of development

The National Planning Policy Framework (paragraph 127) states that developments need to contribute towards creating visually attractive, distinctive places to live, work and visit, whilst also being sympathetic to local character. Innovation should not be prevented but developments should add to the quality of an area whilst providing a high standard of amenity for existing and future users. This assessment will have regard to this overarching principle.

The sections of these local plan policies being relied on below are considered to remain in accordance with the NPPF and can be offered substantial weight.

The site lies within a Housing Area as defined in the adopted Sheffield Unitary Development Plan (UDP) where housing (use class C3) is the preferred use of land.

C4 uses (shared houses) are not listed as the UDP pre-dates the introduction of C4 uses.

As the proposal is for shared housing, attention is given to the provisions of Policy H5 'Flats, Bed-sitters and Shared Housing' of the UDP. This states that proposals for the multiple sharing of houses (described as up to 7 unrelated people) will only be acceptable where they would avoid a concentration of such uses which would cause a nuisance to existing residents, living conditions would be satisfactory for potential occupants and neighbours, and there would be appropriate off-street parking. These requirements are assessed below.

Policy CS41 'Creating Mixed Communities' part (d) of the Core Strategy requires that no more than 20% of properties within 200m of an application site should be in HMO use (C4). This aligns with the guidance found in paragraph 127 of the NPPF. In this case, the percentage within 200m is 4%, which is well under the 20% threshold.

Regard is also had to the fact that a change of use from a C3 dwellinghouse to a C4 HMO (for up to 6 people) is classed as permitted development.

It is considered therefore that the concentration of shared housing in the locality is low and unlikely to cause a nuisance to surrounding residents; and the existing house can be used by up to 6 people without planning permission and an additional bedroom is unlikely to have a significant adverse impact. The use of the dwelling as a HMO in this instance is therefore acceptable as it accords with the objectives of H5 (a), CS41 and the NPPF.

Design Issues

UDP Policy H14 'Conditions on Development in Housing Areas' part (a) requires new buildings and extensions to be well designed and in scale and character with the neighbouring buildings. These objectives are echoed in paragraph 127 of the NPPF.

UDP Policy BE18 'Development in Areas of Special Character' states that in such areas new development must respect the appearance and character of the area.

Attention is given to the provisions of policy CS74 of the Core Strategy regarding design principles.

The submitted plans indicate no significant alterations to the front of the property except for a small roof light. To the rear there are no alterations to the elevation except for a large rear flat roof dormer window that will occupy almost the full plane of the roof.

Whilst the rear dormer window will not be visible from the front, on Rock Street, it will be visible from Fox Street and Andover Street to the side and rear. As the site lies within an Area of Special Character, development is expected to respect the appearance and character of the area and, as this is a residential area, dormer windows are a relatively common feature.

The proposed dormer window is large but sits below the ridge line, in from the gable and the windows align with and have similar proportions to existing windows, such that the appearance of the dormer is neat and orderly.

In this instance, therefore, the proposed alterations are considered acceptable and will not cause significant harm to the character and appearance of the area.

Amenity Issues

As described above, UDP Policy H5 states that proposals for shared housing are only acceptable if (a) a concentration of these uses would not cause serious nuisance to existing residents; and (b) living conditions would be satisfactory for occupants of the accommodation and for their immediate neighbours. Policy H14 (c) also seeks to ensure that developments would not deprive residents of light privacy security or cause serious loss of garden space which would harm the character of the area.

These policies are afforded weight in the determination of this application as they align with paragraph 180 of the NPPF which seek to protect living conditions and the natural environment.

The change in the nature of the occupation of the dwelling is not considered to give rise to any significant change in the character of the existing use, as an established dwellinghouse, or to significantly increase the number of people who occupy it – it is reasonable to assume that a 4 bedroom family home would house 5 or 6 family members. As such it is considered that no significant increase in noise and disturbance would occur over and above that associated with a more traditional family house.

The layout of the building – with 3 bedrooms on the ground floor, 2 bedrooms and a large kitchen/living space on the first floor and 2 bedrooms in the roofspace – will not result in any unacceptable overlooking issues and the future residents will have adequate internal space and acceptable living conditions. A large garden is available to the rear for the use of residents, accessible via the alleyway down the side of the house. The site is a short distance from local shopping facilities and high frequency public transport services. Adequate bin storage is provided in the rear garden.

The proposal is considered acceptable and will not create any adverse living conditions for either occupiers of the building, or those adjacent to the property.

The proposal is considered acceptable from an amenity perspective and complies with H14 (c), H5 (a) and (b) and the NPPF.

Highways and Access

Policy H14 part (d) requires new development to provide safe access to the highway network, appropriate off-street parking and not endanger pedestrians, and these aims are mirrored by policy H5 (c).

These policies broadly align with the aims of Chapter 9 of the NPPF (Promoting Sustainable Transport) although it should be noted that, in respect of parking provision, the NPPF at paragraphs 105 and 106 requires consideration to be given to accessibility of the development, the development type, availability of public transport and local car ownership levels in setting local parking standards. The NPPF is also clear that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe (paragraph 109).

The existing property does not have any off-street parking. The site is in a sustainable location within easy walking distance of local facilities on Verdon Street, Burngreave Road and Spital Hill and in Kelham Island. There is also access to high frequency bus services. Rock Street carries the 83, 83a, 95 and 95a bus services and there is a bus stop in close proximity, almost opposite the property. There are also high frequency bus services on Spital Hill (with local amenities) and Mowbray Street, which are both within walking distance. Should residents have a car it is considered that any parking demand that is generated could be reasonably accommodated on the adjoining roads without harming highway safety, remembering that the property could be occupied by a large family or HMO for 6 people without planning permission.

Cycle parking is shown in the rear garden in the form of cycle stands. However, secure covered cycle parking is expected and so a condition is proposed requiring details of improved cycle parking storage to be submitted for approval.

In light of the above the proposal is considered to be acceptable from a highway safety perspective.

The loss of the rear door does not raise any access issues. Both approaches are difficult for people with disabilities, the front elevation is approached by steps and the rear by a steeply sloping garden. Nevertheless, the front door can be reached by via the rear garden and the alleyway to the side of the house.

Ecology

Concerns were raised by some objectors regarding the presence of protected species and other wildlife. The site is a dwellinghouse which is vacant and the garden is overgrown. However, the loft has already been converted and the closely adjoining neighbouring properties are both occupied. It is considered sufficient in this instance to remind the applicant of their responsibilities under the Wildlife Act should any protected species be found during construction works.

SUMMARY AND RECOMMENDATION

This application seeks permission to use the existing 4 bedroom dwellinghouse (Use Class C3) as a 7 bedroom House in Multiple Occupation (HMO) (Use Class Sui Generis) and associated alterations including the erection of a dormer window to rear, rooflight to front and the removal of ground floor rear access.

The large rear dormer window and a roof light to the front will not have a significant impact upon the Special Character of the Area, similar dormers and rooflights are

located within the immediate vicinity and the appearance of the dormer is considered to be acceptable.

The percentage of HMOs within 200m of the application site is 4%, which is well under the 20% threshold set by policy CS41. As such the concentration of such the uses will not compromise the character of the residential area.

It is considered that the development does not raise any significant highway and amenity concerns and the scheme complies with the above mentioned policies and the aims of the NPPF.

It is recommended that Members grant planning permission subject to the proposed conditions.

Case Number	20/01966/CHU (Formerly PP-08817038)
Application Type	Planning Application for Change of Use
Proposal	Change of use from office to a beauty salon
Location	Dixon Dawson Chartered Architects 6 Moor Oaks Road Sheffield S10 1BX
Date Received	19/06/2020
Team	South
Applicant/Agent	Space 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:

Dwg. No. A20-148/01 - Site Location Plans
Dwg. No. A20-148/03 - Existing / Proposed Elevations Sheet 1 of 2
Dwg. No. A20-148/04 - Existing / Proposed Elevations Sheet 2 of 2
Dwg. No. A20-148/05 - Proposed Plans

Reason: In order to define the permission.

Pre-Commencement Condition(s)

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

3. Before the building is brought into use, full details of suitable inclusive access improvements and facilities for disabled people to enter the building shall have been submitted to and approved in writing by the Local Planning Authority and the building shall not be used unless such inclusive access and facilities have been provided in accordance with the approved plans. Thereafter such inclusive access and facilities shall be retained. (Reference should also be made to the Code of Practice BS8300).

Reason: To ensure ease of access and facilities for disabled persons at all times.

Other Compliance Conditions

4. The premises shall only be open to the public during the following times:

Monday to Saturday - 1000 hours to 1800 hours

Sundays - 1000 hours to 1600 hours

Reason: In the interests of the amenities of occupiers of adjoining property.

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. The applicant is advised that any signage required in association with the permitted use may require separate Advertisement Consent. To find out if this is required, discuss arrangements for obtaining such consent, and to request application forms, the applicant should contact Development Control Section, Development Services, on Sheffield (0114) 2039183 or go to www.sheffield.gov.uk/in-your-area/planning-and-city-development

Site Location



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Location

This planning application relates to a large three / four storey Victorian property that is situated on the north side of Moor Oaks Road (close to its junction with Whitham Road) in the Broomhill Conservation Area. The site also falls within the boundary of the Broomhill, Broomfield, Endcliffe, Summerfield and Tapton (BBEST) Neighbourhood Plan area.

Identified as No.6 Moor Oaks Road, this is an attractive property that is built from stone and characterised by a pitched slate roof and large windows openings, including bay windows at ground floor (front and rear) and lower ground floor levels (rear).

The building is set back from Moor Oaks Road with a small front garden area positioned in-between and defined by a stone wall. At the rear of the premises, which is accessed via a shared driveway that runs adjacent to the building's east facing side elevation, there is a small external area containing space for 2 parked vehicles and some external storage. An electricity substation also exists in this rear area.

The site surroundings are predominantly residential in nature and comprise of either dwellings (C3) or Houses in Multiple Occupation (C4). These existing properties exist beyond the application site's immediate eastern, southern and western boundaries. At the rear of the property - to the immediate north - exists a parcel of green space that currently contains dense vegetation / tree cover, although it is currently the subject of a submitted planning application which is seeking permission to build a residential apartment development on the land (see 'Planning History' below).

Additionally, within the vicinity of the site there exists a variety of other land uses, including small shops on Whitham Road, university and hospital buildings / land and the Broomhill District Shopping Centre.

Proposal

Previously occupied by an architect's practice and so used as an office (use class B1), this application seeks planning permission to change the use of the property to a beauty salon (Sui Generis).

Presently, the building is vacant. The proposed internal layout includes a reception, relaxation room, treatment rooms (x4) as well as kitchen and WC facilities, all at ground and first floor level. The remaining second floor rooms are identified as not being used and remaining as storage, as existing.

During the period of this application's assessment, the applicant has clarified / amended a number of items raised in relation to the proposal. These are, in part, due to the objections received (see relevant section below) and include:

- The premises will open from 1000 hours to 1800 hours on Mondays to Saturdays. The application form originally stated that it was proposed to open between 0800 hours to 2100 hours.

- The premises will not open on Sundays. The application form originally stated it was proposed to open between 1000 hours to 1600 hours.
- There will be a maximum of two staff employed and this will result in two customers at any one time. The application form originally stated that there would be three staff.
- Customers will be required to book an appointment. There will be no walk in and wait service available.

The submission confirms that there will be no changes the external appearance of the building.

RELEVANT PLANNING HISTORY

There is no relevant planning history associated with the application property.

As referred to above, the following planning application on land to the rear of the application property is considered to be worthy of note:

20/02056/FUL: Erection of 27 1-bedroom and studio apartments in a single 3 / 4 storey block with associated car parking, formation of access road and hard and soft landscaping (Resubmission of 20/00237/FUL). Pending Consideration.

20/00237/FUL: Erection of 27no 1-bedroom and studio apartments (Use Class C3) in a single 3 / 4 storey block with associated car parking and hard and soft landscaping. Withdrawn 04.05.2020.

SUMMARY OF REPRESENTATIONS

The application has been advertised by neighbour notification letter.

It is confirmed that 15 objections have been received, from local residents living on Moor Oaks Road as well as the nearby streets of Marlborough Road, Elmore Road and Highnam Road. It is also confirmed that 1 neutral representation has been received.

In summary, the representations relate to:

Inappropriate Use

This is basically a shop. There is no place for this development in the Moor Oaks Triangle Conservation Area.

Concern about a commercial premises encroaching into a residential area, which will set a precedent. This is principally a residential neighbourhood rather than a commercial one. The site lies outside the Broomhill retail zone.

The proposed use will attract clients to the premises all day long, which the previous accountant uses did not have.

There are many vacant retail premises already available in the shopping area.

The host property is a beautiful Victorian house that was built with a covenant on it to be a “dignified” property. Is a beauty shop dignified?

A moral objection to this beauty business being located in a residential area that is densely populated with young people. Worried that a business centred around beauty in direct eye line could have a detrimental affect on the mental health of local residents.

Traffic Generation & Car Parking Pressures

Concern that there are on 2 parking spaces proposed to support the building / use. There are numerous treatment room which will result in several staff and clients, who will simultaneously require car parking space. The figures do not equate.

Comments that parking is already saturated in the area with residents often unable to park near to their homes. The problems are particularly acute in the vicinity of the application property due to parking pressures caused by nearby shops, many HMO's, hospital workers, university staff etc.

Concerns raised that the nature of the use and regularity of customers will significantly increase the amount of cars attracted to the area and place increased pressure on parking during the week and at weekends.

Noise Pollution

The commercial activity and increased traffic will increase noise.

Air Pollution

There are already a substantial amount of businesses catering for this market in the Broomhill retail zone and surrounding area. As a result of this, and the substantial number of objections received, it would suggest that there would be little local appetite for further business. Therefore, future customers will likely be driving into the area adding to air pollution which is already high.

It has been proven that Covid19 is present in pollution.

Pollution

There will be a need for more refuse bins on site (where?) and collections will increase.

The bins will need to be secured as they will contain hazardous waste.

Cumulative Impact of Development

It should be considered that a planning application has been submitted for 27 flats directly adjacent to this building. The proposals together could lead to an additional 50+ vehicles, excessive noise and air pollution to this pleasant family area.

Hours of Use

Concerns that the original hours of use proposed would impact on resident parking as they were beyond the hours when the parking restrictions apply.

Recommended Conditions (if planning permission is granted)

Signage should be considerate to the conservation area.

Hours should be restricted to current business hours (9 - 5 Monday to Friday).

A full review of the parking scheme in surrounding streets should be undertaken - ideally in the surrounding streets of Moor Oaks, Marlborough, Elmore and Highnam Crescent.

Permits should not be made available to customers.

Additional Comment (from neutral representation)

It is very welcome that the plan is not to convert this building into student flats.

PLANNING ASSESSMENT

Policy Position

The National Planning Policy Framework (NPPF, 2019) provides the framework for the planning policy and development in England. The overarching principle of the NPPF is to ensure that new development is sustainable and the local policies cited in this report are all considered to be in accordance with the relevant paragraphs of the NPPF.

The Council's development plan comprises the Core Strategy (adopted 2009) and the saved policies of the Unitary Development Plan (UDP, adopted 1998). Whilst the UDP pre-dates the NPPF, the policies should not be considered out-of-date and should be given weight, according to their degree of consistency with the NPPF.

In all cases, the assessment of any development needs to be considered in light of paragraph 11 of the NPPF, which states that there is a presumption in favour of sustainable development. Where there are no relevant development plan policies or policies are not consistent with the NPPF, planning permission should be granted (the tilted balance) unless there are particular areas or assets of particular importance, which provide a clear reason for refusal (eg. Green Belt, risk of flooding etc); or any adverse impact of granting permission would significantly and demonstrably outweigh the benefits of the development.

Additionally, the BBEST Neighbourhood Plan has reached the Examination (Reg. 17) stage. Therefore, in accordance with the NPPF (paragraph 48), the Council may give some weight to the relevant policies set out in the Neighbourhood Plan although the weight attributed is dependent on a number of factors including the stage of

preparation, extent of unresolved objections and degree of consistency with the NPPF. These policies – when relevant – will be considered alongside all other development plan policies and material considerations.

The application site is located within a Housing Area, as defined in the adopted UDP, and so therefore, in land use policy terms, it is necessary to apply UDP Policy H10 'Development in Housing Areas'. The policy lists housing (C3) as the preferred use but does permit other uses, which are considered to be acceptable, including small shops (A1), offices used by the public (A2), food and drink outlets (A3-A5), business (B1), community facilities and institutions (D1), and leisure and recreation facilities (D2), amongst others. The proposed beauty salon use does not fall within any specific use classification and is therefore referred to as a 'sui generis' use. In these circumstances, the proposed use will be decided on its own merits.

Although it is acknowledged that a beauty salon is a use which is typically seen within shopping centre, it is considered to be a planning use that is compatible with a housing area, given the nature of the use and its similarities with the acceptable uses identified in Policy H10, including A1, A2 and D1 uses. Such compatibility is, however, dependent upon the proposal complying with all other relevant policies and material considerations that are explored further below.

Land Use & Dominance

UDP Policy H10 requires the need for new development proposals to comply with UDP Policy H14 'Conditions on Development in Housing Areas', by permitting change of uses provided that they only occupy a small area and would not lead to a concentration of uses that threaten the residential character.

Notwithstanding the objections received, the proposed beauty salon use will not threaten the residential character of the area because the application property's current established planning use is as an office (B1). Therefore, the proposal will result in no net loss in residential accommodation and so the impact of the change in land-use / dominance terms will be neutral.

There are no specific policies contained within the BBEST Neighbourhood Plan that directly relate to this proposed change of use.

Paragraphs 85 - 90 of the NPPF emphasise the significance and role of town centres and requires main town centre uses to be located in town centres, then in edge of centre locations, and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered. This is known as a Sequential Test and it is essentially required to protect the vitality and viability of town centres (including district / local shopping centres).

The definition of "main town centre uses" in Annex 2 of the NPPF does not include beauty uses but it is a use which is typically seen within shopping centres. In light of the objections received and local concerns about the appropriateness of the use at this location, it has therefore been considered appropriate to review the development in sequential terms in order to ensure a robust consideration of all the key material issues and address the issue.

Therefore, at officer request, the applicant has provided details of other commercial units in the S10 and S11 area that are available and could be considered for a beauty salon use. In total, 5 units have been identified, including one available unit in the Broomhill District Centre (Whitham Road) and one unit in the Ecclesall Road District Centre. It is confirmed that all of the units identified are unsuitable sites and have been discounted with relevant reasons including the extent of works required, the size of the unit, suitability of the location, cost and unwillingness of owners to agree to a change of use.

In light of the above, and in accordance with the NPPF, edge of centre locations must then be explored. Given the position of the application site - within 300m of the District Centre's boundary - it is confirmed that this falls within the definition of an edge of centre location and so is considered to be the next sequentially preferable site for a main town centre use and an appropriate location in policy terms for the proposed development.

Furthermore, in accordance with paragraph 87 of the NPPF, the site is a preferred location as it is accessible and well connected to the town centre, thus helping to support its vitality and viability.

For the reasons given, it is concluded that the proposed beauty salon is an appropriate use at this location which would not undermine or threaten the primary residential function of the designated Housing Area. Additionally, it is not considered that it would harm the vitality and viability of the Broomhill District Centre. It is on this basis that the proposal is considered acceptable and will meet the requirements of UDP Policies H10 and H14 and Paragraphs 85 - 90 of the NPPF.

Amenity Issues

The NPPF, para 127 f) states that development should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users of land and buildings.

UDP Policy H14 'Conditions on Development in Housing Areas', permits a change of use provided that it would not cause residents to suffer from unacceptable living conditions.

There are no significant amenity implications arising from the proposal. This is an existing commercial building - detached from surrounding properties - and the building will involve the continued use of the commercial premises. The use is not inherently noisy or disturbing. It is considered that the activities associated with the proposed beauty salon will not result in any significant changes to the detriment of surrounding residential properties.

As described earlier, the applicant has agreed to amend their opening hours in order to address some of the objections received. The proposed use will now operate between 10:00 and 18:00 hours on Mondays to Saturdays with no opening on Sundays. It is considered that these are acceptable hours for a commercial business in a Housing Area and positioned close to a busy District Shopping Centre.

Furthermore, it is noted that there are currently no restrictions placed on the existing office use. A condition is recommended to secure the proposed hours of opening.

With regard to bin storage, there is space at the rear of the property where secure bin storage facilities can be discretely provided.

In light of the above, it is concluded that the proposal will accord with UDP Policy H14 and paragraph 127 of the NPPF.

Highways Issues

Paragraph 109 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. Within this context, paragraph 110 of the NPPF goes on to state - in part - that new development should create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;

UDP Policy H14 (k) states that non-housing uses in Housing Areas should not lead to excessive traffic levels.

The main highways issue, as highlighted by many of the objections received, is the demand for parking associated with the proposed beauty salon and the associated traffic movements.

Car Parking Issues

In terms of car parking demand, the Council's guidelines (Information Sheet 3: Car Parking Guidelines) indicate it would be appropriate for the provision of 4 spaces to be made available for the application property's existing office use (B1 use). There is no reference to a beauty salon in the guidelines owing to it being a sui generis use, therefore it has been considered appropriate to apply the ratios used for doctors /dentist uses (D2 use) - give the similarities in terms of appointments and scale. This would equate to the appropriate car parking provision for the use being calculated as 5 car parking spaces (1 space per 50 square metres), which is a small increase of 1 additional space that is recommended to be provided. However, it is confirmed that there will be no additional car parking proposed as part of this change of use.

It is reminded that the applicant has agreed to curtail the hours of opening of the beauty salon so that they fall within the hours of operation of the parking permit area that exists on Moor Oaks Road and surrounding nearby streets. To clarify, the use is proposed to open 1000 hours to 1800 hours on Mondays to Saturdays, which is with the restricted hours of 0800 hours to 1830 hours restrictions that currently apply. This is welcomed as it will ensure that future customers are discouraged from parking on local residential streets in the vicinity of the site. Instead, they will have to rely on local pay & display car parks that exist in the vicinity of the site and closer to / within the Broomhill District Centre (e.g. Parker's Road) as well as alternative means of travel, including public transport which is not considered to be an issue given that the site is highly accessible by frequent bus services.

Furthermore, the applicant has stated that only 2 staff will be employed at the premises resulting in 2 customers at any one time who will be required to book an appointment prior to attending. There will be no walk-in-service available and, therefore, this would suggest that less car parking provision than the guidelines suggest will be required - especially taking into account the 2 parking spaces at the rear of the premises. This information is noted but can be given little weight on the basis that the building has the capacity to be able to accommodate additional staff and customers, which could occur in the future in the business is successful or a change of ownership (and subsequent business model) occurs.

In light of the above, whilst the potential creation of additional on-street car parking demand and subsequent concerns of local residents are noted, it is considered that the existing permit scheme, waiting restrictions and proposed nature of the business (including reduce hours of operation and to a less extent current staff / customer numbers and existing parking provision) will ensure that there is no significant increase in parking demand that would result in a highway safety issue. As such, it is considered that it would not be justifiable to refuse the application on highway grounds.

Traffic Generation

With regard to additional traffic movements generated by the proposed use, it is considered that the amount that may be generated would not be of a magnitude that would have a material impact on the existing highway network because of the small-scale nature of the use.

Therefore, it is concluded that the proposed development will not have an unacceptable or severe impact on the safety or capacity of the existing highway, in accordance with UDP Policy H14 and the NPPF.

Access

UDP Policy BE7 (Design of buildings used by the public) expects all buildings to be used by the public to provide safe and easy access for people with disabilities with access to existing buildings and their surroundings improved as opportunities arise.

There is a stepped access to enter the building, which could give rise to issues for some less ambulant customers. However, the application seeks permission to change the use only and there are no proposals to make any structural alterations to the buildings entrance. Given the difference in levels between the external and internal ground floor areas it is considered that any works required (i.e. a ramp) would be extensive and potentially harmful to the appearance of the building and the Conservation Area setting. Therefore, whilst level access would be welcomed, it is not considered to be a reasonable requirement given the character of the site and nature of the application.

Notwithstanding the above, it is considered that some facilities could be put in place to improve the existing access arrangements given that the building will now be open to the public. Therefore, a condition is recommended that will require such access

improvements to be given further condition with details submitted, approved and implemented prior to the commencement of the use.

Therefore, subject to the recommended condition, it is concluded that there are no issues in relation to UDP Policy BE7.

Air Quality

Whilst air quality is a material planning consideration with national and local policies including those within the BBEST Neighbourhood Plan existing to ensure that new development does not detrimentally impact on it, given the nature of the proposed use - including its small scale, sustainable location close to a District Shopping Centre and anticipated low levels of traffic generation - it is considered that the proposed beauty salon would have a negligible impact on local air quality. Therefore, in spite of the objections received, it is not considered that there would be a detrimental impact upon air quality resulting from the application.

Broomhill Conservation Area

Despite its position in the Broomhill Conservation Area, there are no external alterations proposed to the subject property and, therefore, it is confirmed that there are no heritage issues to discuss as part of the assessment of this application.

With regard to any proposed signage, it is noted that a representation sought to ensure signage would be in keeping with the Conservation Area. It is not appropriate to limit advertising as part of the determination of an application for planning permission as any new advertisements fall to be determined under separate legislation. A directive can be imposed to remind the applicant that advertisement consent may be required for any proposed signage and that any should be respectful of the sensitive setting.

RESPONSE TO REPRESENTATIONS

It is considered that the objections received that are material planning considerations have been addressed in the 'Planning Assessment' section of this report.

With regard to comments received about the appropriateness of the use in respect of a previous covenant requiring a dignified use and the potential impact of the use on mental health, these issues are not considered to be relevant material planning considerations.

SUMMARY AND RECOMMENDATION

This is an application to change the use of a shop unit to a beauty salon. It is confirmed that 15 objections have been received from local residents.

For the reasons set out in this report there are concluded to be no planning issues arising from the proposed change of use that would substantiate the refusal of this application. Key material considerations in relation to the appropriateness of the use, amenity impact, and highway issues (car parking and traffic generation) have been

assessed and the proposal is considered to be acceptable in such terms with no significant harm anticipated to the surrounding local environment (including houses).

Therefore, it is concluded that the proposal accords with local and national policies and, as such, it is recommended for approval, subject to the conditions listed.

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Case Number	19/00331/FUL (Formerly PP-07582922)
Application Type	Full Planning Application
Proposal	Retention of garage for use as cycle/motor cycle store (Garage 1), retention of triple garage (Garage 2), erection of a single garage and alterations to existing bin store (Garage 3), erection of single garage and provision of bin store and covered cycle store (Garage 4), and retention of a garden store (Store 1)
Location	Adj 59 Daniel Hill Mews Opposite 75 Daniel Hill Mews Adj 1 Daniel Hill Mews Opposite 6 Daniel Hill Mews Adjoining 83 Daniel Hill Mews Sheffield S6 3JJ
Date Received	30/01/2019
Team	West and North
Applicant/Agent	Kremer Properties
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:

Drawing nos.
KWP1 'Site Ownership Plan';
KWP2 'Cycle/Motor Bike Store Plan and Elevations';
KWP3 'Store 1 Plan and Elevations';
KWP4 'Garage 2 (Sheet 1) Plan and Front Elevation';
KWP5 'Garage 2 (Sheet 2) Side and Rear Elevations';
KWP7 'Proposed Garage 3 Site As Existing';
KWP8 'Proposed Garage 3 Plan and Front Elevation';
KWP9 'Proposed Garage 3 Side and Rear Elevations';

KWP10 'Proposed Garage 4 Plan';
KWP11 'Proposed Garage 4 Elevations';
all published on 30.1.2019.

Drawing no.
KWP6 'Location Plan' published on 5.2.2019.

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

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

3. Before construction works commence in respect of 'Garage 4' (as identified on drawing nos. KWP6, KWP10 and KWP11), details of a replacement tree planting scheme shall have been submitted to and approved in writing by the Local Planning Authority. The approved replacement tree planting scheme shall be implemented within the first tree planting season following commencement of construction works in respect of 'Garage 4'. The replacement trees shall thereafter be maintained and retained.

Reason: In the interest of the amenities of the locality.

Other Compliance Conditions

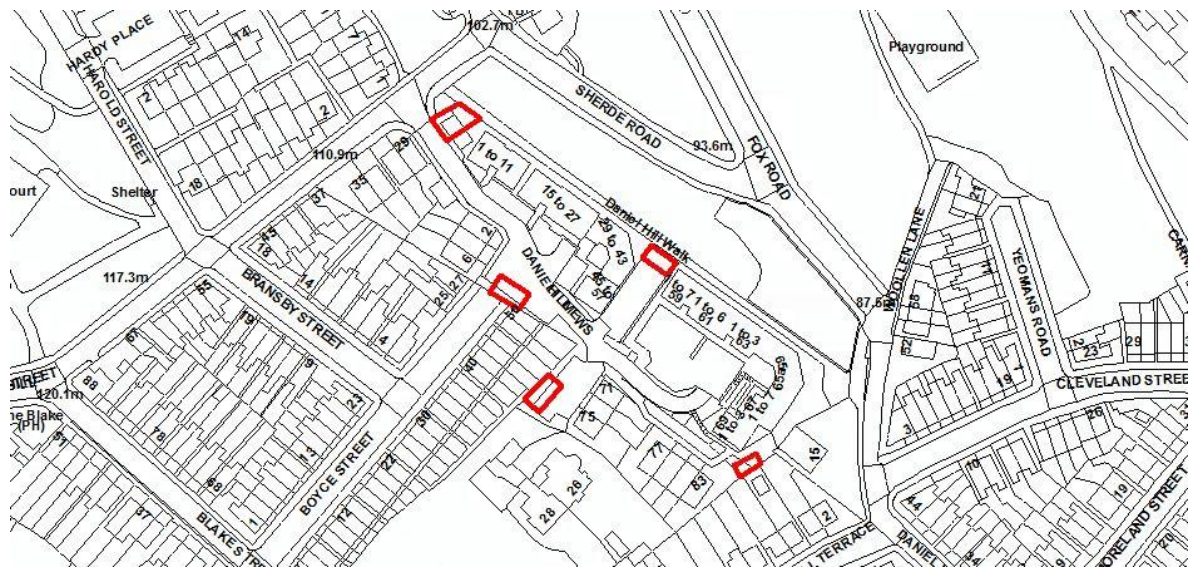
4. The garage buildings, cycle and motorcycle stores hereby approved shall be used solely for the purposes of parking cars, cycles and motorcycles and for no other purpose.

Reason: To ensure sufficient parking is available to serve the development.

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.

Site Location



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LOCATION

The site is located off Daniel Hill Mews to the southeast side of Daniel Hill Street in Upperthorpe.

Daniel Hill Mews comprises of a development of three and four-storey residential apartments and two-storey houses. The surrounding area is predominantly residential in character.

PROPOSAL

The proposal seeks full planning permission variously for the retention, erection and alteration of garages, bin stores, cycle stores and garden stores on land within the resident's car parking areas off Daniel Hill Mews.

The proposal involves:

- the retention and alteration of a garage for use as a cycle/motorcycle store (Garage 1);
- the retention of a triple garage (Garage 2);
- the erection of a single garage and alterations to an existing bin store (Garage 3);
- the erection of a single garage and provision of a bin store and covered cycle store (Garage 4);
- the retention of a garden store (Store 1).

The buildings would be faced in artificial stone to match the existing buildings and render, with white garage doors and grey roofs.

RELEVANT PLANNING HISTORY

The existing development off Daniel Hill Mews has been developed under the planning permissions granted in 2004, 2005, 2013 and 2018. There have been other application relating to this site that have been approved but not implemented and subsequently lapsed or have been refused.

In 2004 planning permission was granted for the erection of 13 dwellings and 24 flats in two 3-storey blocks and associated car parking on the north-western part of the site of the former Upperthorpe Middle School. This proposal included 49 car parking spaces to serve the development (application no. 03/02464/FUL refers).

In 2005 planning permission was granted for the erection of an additional dwellinghouse and car parking space (on plot 6A) within the 2004 approved layout and for a third floor extension to the apartment block to form 4 additional apartments. 5 additional car parking spaces were shown as part of this application (application no. 04/03761/FUL refers).

In 2013 further planning permission was granted for the erection of 27 apartments in a three/four-storey block with associated car parking accommodation (27 car parking spaces) on the remaining south-eastern part of the former school site. 3 of the previously approved car parking spaces were to be removed to allow access into this part of the site (application no. 12/02972/FUL refers). A subsequent appeal decision in 2014 deleted and replaced some of the conditions imposed on this planning permission.

In 2018 planning permission was granted for alterations and conversion of an existing undercroft below flats nos. 2, 4 and 6 within the apartment block on the south-eastern part of the site to form an additional apartment and for the erection of a replacement cycle store on the higher ground alongside it. The cycle store reduced the on-site parking provision by 2 spaces (application no. 17/04750/FUL).

Also in 2018 full planning permission was granted for the erection of a dwelling alongside no. 77 Daniel Hill Mews. A condition was imposed on this planning permission requiring that before the dwelling is occupied an additional surface car parking space is provided enlarging the parking area opposite nos. 71 to 75 Daniel Hill Mews from 7 to 8 spaces (application no. 17/04749/FUL).

SUMMARY OF REPRESENTATIONS

This application has been publicised by letters of notification to adjacent properties and by the display of site notices.

13 representations of objection have been received relating to the following matters:

Car Parking:

- erection of garages will take away a number of parking spaces which are already in high demand, loss of visitor parking at the entrance nearest Daniel Hill Street, will lead to a reduction of 16 spaces, already not enough parking spaces for inhabitants of 15 houses and 53 flats, the parking spaces are full when residents return home from work, results in residents parking on the kerb of the road and behind other vehicles;
- who will have access to the proposed garages, residents have the right to an exclusive parking space however this is not attainable as it stands now, reducing parking spaces even further will mean that some residents will lose their right to parking, parking has become a first come first served basis;
- Daniel Hill Mews has 60 car parking spaces, already 36 short of Council guidelines, the Council's parking policy recommends the maximum standard of parking for housing of 2-3 beds should have 1.5-2 parking space per dwelling, this highlights the importance of resident parking and the need to keep as many parking spaces as possible, when the development was built there was one space per property plus ten visitor spaces;
- drawings lack clarity, fail to depict current parking bays and how they will be amended.

Cycle/motorcycle Parking:

- no incidences of bicycles depriving residents of parking spaces, cycle storage in five garages is more than necessary, should be one bike space per apartment;
- 2.3% of households have access to a motorcycle, needs provision for 1.5 motorcycles only, motorcycle use is decreasing, why do already constructed doors have locks on them, don't look like bike and motorcycle stores;

Traffic:

- lack of parking will result in increase of traffic around the area, cars will be forced to park further up on Daniel Hill Street and Sherde Road, affect access to and from drives, Daniel Hill Street is part of a bus route needs to be clear of parked cars, will create congestion.

Pedestrians:

- will make development as a whole less safe, concern for safety of small children, cannot walk safely on the pavements as cars parked there, rules of highway code will be broken.

Environment:

- removal of green space, loss of landscaping, tree and shrubs removed, appears two or three trees will have to be removed, if trees are removed should plant more trees, detrimental to wildlife, bats and birds in the vicinity.

Streetscene:

- overdevelopment, garage and storage buildings will appear incongruous in the street setting because of scale and massing, appear overly dominant, poor quality development, not visually attractive, could have had green roofs;
- flat low roofs diminish security;
- building too close to house.

Garages 1 to 4 and Store 1:

- garage 1 not an accessible or secure store for cycles, up and over doors means there is no surveillance into or out of the store, prevents children or smaller people opening the doors, no security stands to which bikes can be attached, has made two to three parking spaces inaccessible;
- garage 2 has covered at least three to four parking spaces, is used to store building materials, too large and out of place, crude construction, trees and shrubs removed;
- garage 3 will take away four spaces, shows five spaces where as there are four, current bin storage area is adequate, bins never over full, would reduce

line of vision and cause safety issues close to main gateway, impact on landscaping;

- garage 4 is not clear as no reference to the existing plan which includes a bin store that has already been extended, what will be included for bikes to ensure security, bins often over full, where will residual bins be relocated, will remove a substantial number of spaces, does not show how many spaces would be left, residents would not be allowed to park in front of the garage or cycle store, will block view of upcoming vehicles creating safety hazard for vehicles that reverse out of parking spaces, impact on landscaping;
- store 1 may prevent access for emergency vehicles, seems a bad location for equipment that is not easily portable, steep steps up to phase one of the development.

Other Matters:

- works are not being properly undertaken, construction to support embankment not suitable, buildings erected without planning permission;
- should provide more recycling;
- no site notices displayed, not all residents informed.

Councillor Neale Gibson-Abo-Anber objects:

- residents have suffered from the developer ignoring the planning granted as to the height of the buildings and constructing to a height out of character for the area and then applying retrospectively robbing them of a fine view across the city;
- loss of greenery, no regard for existing trees and greenery;
- no need for the development.

PLANNING ASSESSMENT

Policy Issues

The Sheffield Local Plan includes the Core Strategy and the saved policies and proposals map of the Unitary Development Plan (UDP).

The UDP Proposals Map identifies the application site as being within a Housing Area where housing is a preferred use in principle (UDP Policy H10 refers).

Policy H10 is in part conformity with the NPPF and the housing preferences in Policy H10 have significant weight.

The proposal is for development that is ancillary to the primary residential use of the site. Therefore the proposal does not conflict with UDP Policy H10.

Highway and Transportation Issues

UDP Policy H14 relating to conditions on development in housing areas includes matters of highway safety and states that in Housing Areas, new development or

change of use will be permitted provided that ... (d) it would provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians.

Policy H14 is broadly in conformity with the NPPF and has significant weight.

NPPF paragraph 109 states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

Daniel Hill Mews is a cul-de-sac taking vehicle and pedestrian access off Daniel Street.

Daniel Hill Mews is approximately 260 metres walking distance via Daniel Hill to the Upperthorpe local shopping centre. The incline on Daniel Hill is not excessive for pedestrians.

A bus route (service 135) providing an hourly service runs along Upperthorpe Road/Daniel Hill/Fox Road immediately to the east of the Daniel Hill Mews development. The bus and tram stops on Langsett Road which provide higher frequency services to the city centre are approximately 380 metres to the east.

The existing surface car parking serving the residential properties at Daniel Hill Mews is spread in clusters throughout the development and accessed off this spine road. The planning permissions to date total 70 residential units (15 houses and 55 apartments) and 80 car parking spaces.

Garage 1:

'Garage 1' is sited on the northeast boundary between the two main blocks of apartments.

Planning permission for the erection of a cycle store in this position was granted in 2018 as part of planning permission 17/04750/FUL to allow the conversion of an undercroft area to form an additional apartment in the adjacent apartment block to the east. The approved building, equivalent to the size of four flat roofed garages, had two garage style doors towards the western end of its front elevation with internal storage capacity for 30 cycles.

The current proposal seeks to retain this garage block for use as a cycle/motorcycle store. Two additional garage doors are incorporated into its front elevation. Internally the building would be used to provide 20 cycle spaces in one half of the building and storage for parking motorcycles in the other half of the building.

The row of car parking in front of this building would be reduced by 2 spaces to allow access to the proposed doors.

Garage 2:

'Garage 2' is sited alongside the southwestern boundary of the site adjacent to the rear gardens of houses at nos. 40 to 46 Boyce Street and no. 29 Brandreth Road. A row of three houses (nos. 71 to 75 Daniel Hill Mews) are opposite these proposed garages. It comprises a triple garage with a shallow mono-pitched roof and is sited on three of the former surface car parking spaces. The building was constructed without the benefit of planning permission.

The proposal seeks to retain this triple garage. The remaining 5 car parking spaces in this row would be retained as surface car parking.

There would be no net loss of car parking due to this proposed triple garage.

Garage 3:

'Garage 3' and the rearranged bin store would be sited alongside the northwestern boundary of the site with Daniel Hill Street adjacent to the main entrance into Daniel Hill Mews.

The proposal seeks to reform the existing 'L' shaped bin storage area into a rectangular compound with a flat roofed single garage to be erected alongside it. The proposal would involve the loss of two existing surface car parking spaces. The existing boundary wall across the rear of the site would be retained.

This element of the proposal would result in the net loss of one car parking space.

Garage 4:

'Garage 4' would be sited on part of an existing surfaced car parking area alongside the southwestern boundary of the site adjacent to the side boundary of the house at no. 50 Boyce Street and opposite nos. 2 to 6 Daniel Hill Mews.

The proposal would comprise a flat roofed single garage, a bin store compound, and a covered flat roofed cycle shelter. Four car parking spaces would be lost to accommodate these buildings. The existing boundary retaining wall would be remain.

This part of the proposal would result in a net loss of three car parking spaces.

Store 1:

'Store 1' is sited alongside the eastern boundary of the site adjacent to the rear gardens of nos. 4 to 8 Daniel Hill Terrace, and generally between the eastern apartment block and no. 83 Daniel Hill Mews. It is sited alongside a footway which runs alongside the eastern boundary of the wider development. This building was constructed without planning permission.

The proposal seeks to retain this store building. It is a similar size as a single garage with a shallow mono-pitched roof, and has a large door at the front and a smaller door on the rear elevation. It would be internally sub-divided into two rooms for use as a garden stores. The footway alongside the building is to remain.

No car parking spaces would be lost due to the proposed store building.

Overall, regarding car parking provision, the proposal would result in the loss of 11 surface car parking spaces and replacing them with 5 garage car parking spaces (a net loss of 6 car parking spaces). Secure parking for motorcycles would be provided. Covered cycle parking would replace some of the 'garaged' cycle parking spaces.

The parking spaces serving the existing development off Daniel Hill Mews are managed by the applicant such that they are available for use by the occupants of the properties on Daniel Hill Mews. Whilst the proposal would result in the net loss of six car parking spaces, and less flexibility in the communal use of the 5 garages, it is considered that the demand for parking generated by the existing residential apartments can be accommodated in the retained car parking areas on the wider site and within the proposed garaging without causing harm to highway safety.

The site is in a sustainable location. There are no highway objections to the proposals.

The proposal complies with UDP Policy H14(d).

Effect on the Amenities of Residents and the Locality

UDP Policy H14 relating to conditions on development in housing areas also includes matters of design and amenity. UDP Policy BE5 seeks good design in new developments and Core Strategy Policy CS74 relating to design principles also expects high quality development respecting distinctive features and heritage including townscape and landscape character.

The proposed and retained buildings are all single-storey with flat or shallow pitched roofs. The buildings are between 2.6 and 2.8 metres high. 'Garage 2' has a window on its north facing elevation looking over retained car parking spaces. The proposed garages are mainly faced in artificial stone with rendered panels. The garden store (Store 1) is also partly clad in timber on its east and south facing elevations.

There are residential apartments in the main blocks along the north and east parts of the wider site, and houses on the south west side off Daniel Hill Mews. The site also adjoins the side and rear gardens of existing houses off Daniel Hill Street, Boyce Street, Brandreth Road, and Daniel Hill Terrace.

The proposed external alterations are in keeping with the design and appearance of the existing apartment blocks and would not harm the appearance of the streetscene.

The proposed alterations to the cycle store (Garage 1) would not increase the massing and size of this building. The increase in activity arising from the insertion of additional doors into the front elevation of 'Garage 1' would not cause significant disturbance to the living conditions of nearby residents.

The height and siting of the proposed and retained buildings ('Garages 2, 3 and 4' and 'Store 1') would not significantly overbear or overshadow neighbouring properties, and their use would not cause significant disturbance or loss of privacy to adjacent and nearby residents.

The scale, design and appearance of the buildings are in keeping with the wider development off Daniel Hill Mews. The retention of a row of some small trees growing in the narrow strip of verge alongside the boundary would be jeopardised by the proposed 'Garage 4'. A condition to secure replacement planting is recommended. The proposal would not harm the setting of the wider development off Daniel Hill Mews. It is considered that the additional buildings can be accommodated on the site without overdeveloping the site.

The proposal complies with UDP Policies H14, BE5 and Core Strategy Policy CS74.

SUMMARY

The UDP Proposals Map identifies the application site as being within a Housing Area where housing is a preferred use in principle.

The proposal is for development that is ancillary to the primary residential use of the site.

Whilst the proposal would result in the net loss of six car parking spaces and less flexibility in the communal use of the 5 garages, the demand for parking generated by the existing residential apartments can be accommodated in the retained car parking areas on the wider site and within the proposed garaging without causing harm to highway safety. The site is in a sustainable location.

There are no highway objections to the proposals.

The proposed and retained buildings ('Garages 2, 3 and 4' and 'Store 1') would not significantly overbear or overshadow adjacent residential properties, and their use would not cause significant disturbance or loss of privacy to adjacent and nearby residents.

The scale, design and appearance of the buildings are in keeping with the wider development off Daniel Hill Mews. The proposal would not harm the setting of the wider development off Daniel Hill Mews. The additional buildings can be accommodated on the site without overdeveloping the site.

The proposal complies with UDP Policies H14, BE5 and Core Strategy Policy CS74.

RECOMMENDATION

It is recommended that planning permission is granted subject to conditions.

Case Number	20/02573/FUL (Formerly PP-08939818)
Application Type	Full Planning Application
Proposal	Demolition of single-storey rear extension, erection of single-storey rear extension and provision of render to rear elevation of dwellinghouse
Location	60 Highfield Rise Sheffield S6 6BT
Date Received	04/08/2020
Team	West and North
Applicant/Agent	Coda Studios 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:

Drawing No.2744-100 Rev A Site plan and block plan - published on 04.08.2020

Drawing No.2744-200 Rev B Elevations - published on 26.08.2020

Drawing No.2744-201 Floor plans - published on 04.08.2020

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

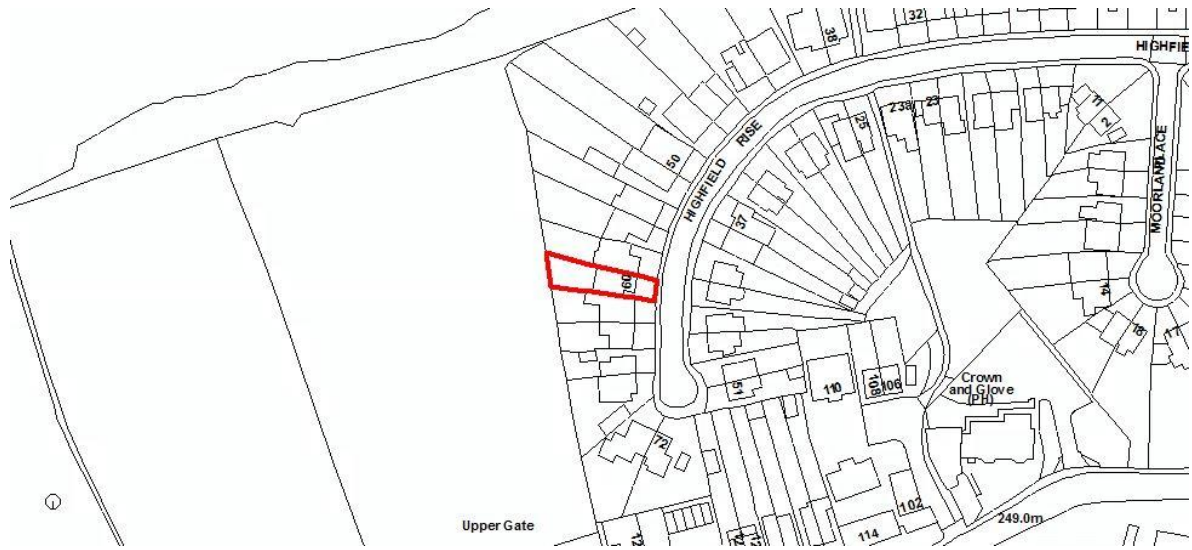
Other Pre-Commencement, Pre-Occupancy and other Stage of Development Condition(s)

Other Compliance Conditions

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.

Site Location



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LOCATION AND PROPOSAL

The site is located within the Stannington district of Sheffield on Highfield Rise, which is a cul-de-sac. The application relates to a modest two storey, brick built, semi-detached dwelling house with a gable-end roof which also benefits from a two-storey side extension, a single storey rear extension and a large rear dormer window. The property has an area of hardstanding to the front, which provides off street parking for 2 vehicles.

The property is located on the edge of the built up area, which consists of two storey semi-detached dwellings of similar appearance to the subject property. To the rear of the property are open fields that are within the Green Belt.

The area is predominantly residential and although the application site sits on the edge of the Green Belt it is located in a designated Housing Area as defined in the Sheffield Unitary Development Plan (UDP).

Planning permission is sought for the demolition of the existing single-storey rear extension and the erection of new single-storey rear extension plus the provision of render to the rear elevation of the dwellinghouse.

RELEVANT PLANNING HISTORY

18/04178/FUL - Demolition of existing single-storey rear extension and erection of a one/two storey rear extension to dwellinghouse - Granted 18.12.18

12/03741/FUL - Single-storey rear extension to dwellinghouse - Granted 05.03.13

11/00971/FUL - First floor extension to side of dwellinghouse and erection of dormer window to rear (As amended plans received 05.05.11) - Granted 11.05.11

06/01568/FUL - Single-storey rear/side extension to dwellinghouse, extension to roof to form room in roof space, erection of rear dormer window and erection of front porch - Granted 26.07.06

SUMMARY OF REPRESENTATIONS

Bradfield Parish Council raises no objections to this planning application. No other representations have been received.

PLANNING ASSESSMENT

Policy

Paragraph 127 of the revised National Planning Policy Framework (NPPF) seeks to ensure that new developments (which includes house extensions):

- a) will function well and add to the overall quality of the area;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history;
- d) establish or maintain a strong sense of place and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

Policy H14 (Conditions on Development in Housing Areas) of the UDP aligns with the aims of the NPPF and states that new development and extensions will only be permitted where they are well designed and in scale and character with neighbouring buildings; where the site would not be overdeveloped or deprive residents of light, privacy or security or cause serious loss of existing garden space which would harm the character of the neighbourhood; and it would provide safe access to the highway network and appropriate off street parking and not endanger pedestrians.

Policy H14 is supplemented by adopted Supplementary Planning Guidance on Designing House Extensions (guidelines 1-9). This document provides more detailed guidance on matters such as design, overbearing impacts and privacy.

UDP Policy BE5 (Building Design and Siting) expects good overall design and the use of high quality materials. Original architecture is encouraged, but new development should also complement the scale, form and architectural style of surrounding buildings.

Core Strategy Policy CS74 (Design Principles) reiterates the expectation of high quality design as well as recognising that new development should take advantage of and enhance the distinctive features of the city.

Policies BE5 and CS74 also align with the aims of the NPPF.

Design Issues

The proposed ground floor rear extension will project approximately 6.5 metres to the rear and will run almost the full width of the existing property. The large glazed doors to be inserted in the rear elevation of the proposed extension are of an appropriate style, colour (grey) and proportion, and will align with the existing rear windows on the upper floors. No openings are shown to the proposed side

elevations of the extension facing the immediate neighbouring dwellings. White render is proposed to both the extension and the rear elevation.

The proposed extension is contemporary in design and includes a flat roof with roof lights. It is considered that the modern but simple design, although different to the design of the original dwellinghouse, sits comfortably in this context. The proposed rear extension will not be visible from Highfield Rise and so will not impact on the street scene. There are few long distance views of the rear of the site due to the existing topography and the open fields characteristic of the Green Belt in this location. It is therefore considered that, due to its inconspicuous position, the proposed extension and rendered finish will not be harmful to the character and appearance of the property or the wider area, nor will it impact the openness or character of the adjoining Green Belt.

Amenity Issues

The proposed rear extension is not considered to have an adverse impact upon the amenities of the neighbouring properties. The adjacent property, No.62 Highfield Rise, has a rear two-storey and single storey extension which extends along the shared boundary. The proposed extension will project slightly beyond this neighbour's single storey extension by approximately 0.5 m and so there will be no detrimental harm to the living conditions of the occupiers of No.62 Highfield Rise in terms of loss of light, loss of privacy or any unacceptable overbearing impact.

No.58 Highfield Rise, which is the adjoining semi, also incorporates a large rear single storey conservatory style extension. The proposed rear extension will project approximately 1.2 m beyond this extension and so there will again be no detrimental harm to the living conditions of the occupiers of No.58 Highfield Rise in terms of loss of light, loss of privacy or any unacceptable overbearing impact.

There are no properties directly to the rear, which would be affected by the proposed extension.

The site will retain sufficient external amenity space and the proposed extension will not result in over development of the plot.

Highway Issues

The road is a cul-de-sac there are no adverse highway implications arising from this proposal. Two off-street parking spaces are retained.

SUMMARY AND RECOMMENDATION

The proposed single storey rear extension and rendering are considered to be acceptable in terms of design, impact upon residential amenities and highway

matters. The development is considered to be in compliance with the guidance contained within the NPPF, policies H14, BE5 and CS74 of the UDP and the Supplementary Planning Guidance on Designing House Extensions.

It is therefore recommended that planning permission be granted subject to the proposed conditions.

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SHEFFIELD CITY COUNCIL Planning & Highways Committee

Report of: Director of City Growth Department

Date: 15 September 2020

Subject: RECORD OF PLANNING APPEALS
SUBMISSIONS & DECISIONS

Author of Report: Marie Robinson 0114 2734218

Summary:

List of all newly submitted planning appeals and decisions received, together with a brief summary of the Inspector's reason for the decision

Reasons for Recommendations

Recommendations:

To Note

Background Papers:

Category of Report: OPEN

DEVELOPMENT SERVICES

REPORT TO PLANNING &
HIGHWAYS COMMITTEE
15 September 2020

1.0 RECORD OF PLANNING APPEALS SUBMISSIONS AND DECISIONS

This report provides a schedule of all newly submitted planning appeals and decisions received, together with a brief summary of the Secretary of State's reasons for the decisions.

2.0 NEW APPEALS RECEIVED

(i) An appeal has been submitted to the Secretary of State against the delegated decision of the City Council to refuse planning permission for demolition of existing garage and erection of two-storey dwellinghouse with associated access driveway (As per amended plans received on the 5 August 2019) at curtilage of 21 Slayleigh Lane Sheffield S10 3RF (Case No 19/01356/FUL)

(ii) An appeal has been submitted to the Secretary of State against the delegated decision of the City Council to refuse planning permission for demolition of car showroom and workshops, erection of 14no. townhouses with integral garages and parking spaces plus associated external works at Cloverleaf Cars Main Road Wharncliffe Side Sheffield S35 0DQ (Case No 19/03142/FUL)

(iii) An appeal has been submitted to the Secretary of State against the delegated decision of the City Council to refuse planning permission for erection of two-storey side extension, single-storey rear extension, alterations to roof to form hip to gable roof, rear dormer extension and formation of front porch at 34 Littledale Road Sheffield S9 4GB (Case No 19/04203/FUL)

(iv) An appeal has been submitted to the Secretary of State against the delegated decision of the City Council to refuse planning permission for retention of pitched roof to detached garage, erection of single-storey rear extension to dwellinghouse at 13 Rupert Road Sheffield S7 1RN (Case No 20/00292/FUL)

(v) An appeal has been submitted to the Secretary of State against the delegated decision of the City Council to refuse planning permission for retention of replacement entrance doors and surrounds (Retrospective application) at 37 and 39 Crookes Road Sheffield S10 5BA (Case No 18/01049/FUL)

3.0 APPEALS DECISIONS – DISMISSED

(i) To report that an appeal against the delegated decision of the Council to refuse planning permission for application for erection of internally illuminated, 48-sheet digital advertising display at land at Savile Street and Spital Hill Sheffield S4 7UD (19/03493/HOARD) has been dismissed.

Officer Comment:-

The proposed advertisement was a freestanding digital display mounted on support poles within a fenced area of land at the corner of Savile Street and Spital Hill where it would appear in the foreground of the Grade II* listed Wicker Arches.

The Inspector noted that, while a number of the arches have been infilled, they remain striking and dominant features of the townscape with considerable architectural and historic significance evoking Sheffield's industrial heritage.

The Inspector considered that the display would stand immediately in front of the first viaduct arch and next to the main roadway arch in a prominent and conspicuous position; that the contemporary nature of the display, with changing digital images, would appear particularly strident in front of the 19th century viaduct architecture; and that its height and freestanding form would add to its incongruous presence and harmful impact on the setting of the listed buildings, concluding that the proposal would adversely affect the setting of the listed buildings and the wider streetscape, and would harm the amenity of the area.

They concluded that there would be conflict with Policies BE13, BE15 and BE19 of the Sheffield Unitary Development Plan (March 1998) and with the National Planning Policy Framework, which sets out that the quality and character of places can suffer when advertisements are poorly sited and designed.

(ii) To report that an appeal against the delegated decision of the Council to refuse planning permission retention of use of car park as hand car wash and car park (Use Class Sui Generis) including siting of shipping container and alterations to canopy at Jumeirah Spice 1 The Common Sheffield S35 9WJ (19/03644/FUL) has been dismissed.

Officer Comment:-

The Inspector observed that the main issues are the effect of the proposal on highway safety with regards to access and the effect of the proposal on the character and appearance of the surrounding area.

The site is the car park for an existing restaurant and the access for the proposal is the existing access into the restaurant car park from the adopted highway. The access is located on a bend, directly opposite a highway

junction, and the Inspector noted that the bend is significant and visibility when leaving the site is restricted. He also noted that, if permission was granted for the proposed car wash facility, there is a possibility that it could be operating as well as the restaurant operating for up to a 24-hour period. In such a scenario, he considered that this could lead to a significant increase in traffic entering and leaving the site and creating conflict within the highway that would compromise safety.

The Inspector noted that the area surrounding the appeal site is characterised by a mix of residential and commercial properties which are mainly traditional in design, style and materials. He considered the steel container to be visually prominent and an incongruous feature which detracts from the appearance of the nearby buildings and surrounding area, concluding that it would have a harmful effect on the character and appearance of the surrounding area.

The proposal would therefore be in conflict with Policy H14 of the Sheffield Unitary Development Plan, which seeks change of use proposals to provide safe access to the highway network and appropriate off-street parking as well as new buildings to be well designed and in scale and character with neighbouring buildings, and the National Planning Policy Framework.

(iii) To report that an appeal against the delegated decision of the Council to refuse planning permission for Installation of a digitally imprinted hi-tech micromesh PVC banner depicting Portland stone cladding to first and second floor exterior wall facing Rockingham Gate incorporating an 7.6m x 9.8m commercial advertising area at Plug Box Office 1 Rockingham Gate Sheffield S1 4JD (20/00458/ADV) has been dismissed.

Officer Comment:-

The Inspector noted that the banner would be large and in an elevated position at first and second floor level such that it would be highly visible and overly dominant in the surrounding area. The banner would be an incongruous and large feature and would unacceptable harm the visual amenity of the area, contrary to policy BE13 of the UDP and Paragraph 132 of the NPPF. He therefore dismissed the appeal.

(iv) To report that an appeal against the delegated decision of the Council to refuse planning permission for use of detached garage as a dwellinghouse (Use Class C3) with associated alterations including replacement and additional windows and doors, and provision of 4 rooflights (re submission of 19/01411/FUL) at Garage Site at rear of 23 To 31 Hanson Road Sheffield S6 6RF (20/00379/FUL) has been dismissed.

Officer Comment:-

The main issues were the effect of the development on the character and appearance of the area and the living conditions of new and existing residents with specific regard to overlooking.

The inspector noted that the proposal would introduce a dwelling into the edge of the rear garden environment of the Hanson Road dwellings and that the single storey nature of the proposal would be at odds with the prevailing pattern of development in this residential area, even with the mix of dwelling types in the locality. The use of the garage as a dwelling would fragment and disrupt this pattern and compromise the linear pattern of development which would be detrimental to the character and appearance of the locality.

He also concluded that the proposal would result in both harm to the living conditions of the occupiers of the adjoining properties on Hanson Road in terms of the impact of the overlooking on their rear gardens, and also the overlooking of the private amenity space of the proposed dwelling from the first floor of the Hanson Road properties.

(v) To report that an appeal against the delegated decision of the Council to refuse planning permission for replacement of existing 9.70m monopole with a 20.0m high monopole including ground-based equipment cabinets and associated works at land adjacent existing mast Stradbroke Road Sheffield S13 8LR (19/03679/FULTEL) has been dismissed.

Officer Comment:-

The Inspector noted that the mast would sit well above the tree line and be extremely visible when seen in its context, particularly as the scale of the mast is industrial in nature. He concluded that the mast would be harmful to the residential nature of the locality, appearing dominant in this setting. He concluded that the development would be contrary to Policies BE14 and H14 of the UDP and Paragraph 115 of the NPPF as the applicant had failed to fully justify the requirement for siting the mast at this location.

(vi) To report that an appeal against the delegated decision of the Council to refuse planning permission for replacement of existing 11.7m monopole with a 20.0m high monopole supporting 12 no antenna apertures, together with the installation of ground-based equipment cabinets and ancillary development thereto at Telecommunications Mast near junction with Hollybank Road and Mansfield Road Sheffield S12 2AJ (19/02278/FULTEL) has been dismissed.

Officer Comment:-

The Inspector noted that the proposed replacement mast would be sited just a short distance from the existing mast. However, it would be significantly taller and wider than the existing mast. At 20m in height, the proposed mast would tower markedly above the street lighting columns, buildings and trees in the immediate wider area. The width and bulk of the mast and its open headgear would accentuate its visual prominence, particularly when visible against the skyline. He concluded that the replacement mast would be far more prominent and wholly inconsistent with the uniform scale and character of the townscape in this location. This would be contrary to Policy BE14 of the UDP and Paragraph 115 of the NPPF as the applicant had failed to fully justify the

requirement for siting the mast at this location.

(vii) To report that an appeal against the delegated decision of the Council to refuse planning permission for the erection of 2.4m high triple palisade access gates (blue in colour) and palisade fencing to top of existing wall associated (fencing height between 2m and 2.6m) at 80 Norjen Precision Ltd, Holywell Road, Sheffield S4 8AS (19/03471/FUL) has been dismissed.

Officer Comment:-

The inspector noted that the public frontage of the appeal site as well as that of the other industrial units located within proximity of the site is open. The position of the industrial units set back from the road, and their low boundary treatments contribute to the openness of the immediate area. The openness is a positive feature of the street scene which facilitates the transition between the Industry and Business Area and the residential area. He considered that the proposal would have a prominent position within the street scene and have an oppressive effect that would significantly reduce the quality of what is a generally open area. He concluded that the proposed development would be harmful to the character and appearance of the area and contrary to Policies IB9 and BE5 of the UDP, Policy CS74 of the Core Strategy and the NPPF.

4.0 APPEALS DECISIONS – ALLOWED

(i) To report that an appeal against the committee decision of the Council to refuse planning permission for the erection of a 5/6/7 storey mixed use building comprising commercial units A1/A2/A3/B1 use at ground floor and 77 residential apartments with associated amenity space including cycle/bin store at the Old Coroners Court Business Centre, 14-38 Nursery Street, Sheffield S3 8GG (19/02258/FUL) has been allowed.

Officer Comment:-

The Inspector considered that the main issue was the effect of the proposal on the character and appearance of the area. He noted that the existing building shows considerable signs of disrepair and, apart from the Nursery Street frontage, it is noticeably less visually pleasing, albeit contributing favourably to its surroundings in overall terms.

He noted that the proposal would adhere to a number of the main character elements of its surroundings. It would be built of red brick and it would reinforce the grid street pattern of development. When the design of the proposed building is considered in the round he considered that it had been informed by the characteristics of its surroundings, rather than being generic, safe and unimaginative.

Whilst accepting that the existing building on the site is of merit to the area,

despite its state of repair, when taking the above considerations together, he considered that the proposal would be of sufficient high quality and would take adequate opportunities to improve the character of the area.

He noted that the proposal would result in the loss of what remains of the significance of the unlisted heritage asset (the Coroner's Court). However, he noted that the proposal affords the opportunity of bringing a previously developed site back into use and contribute a substantial number of dwellings to the housing supply. It would also result in economic benefits during construction and when in use, and it is in a location that is highly accessible to local services. Furthermore, he concluded that it would provide a clear regeneration benefit to the area.

He therefore concluded that the proposed development would be in accordance with the provisions of the Development Plan and of the National Planning Policy Framework and approved the scheme subject to the imposition of conditions.

5.0 CIL APPEALS DECISIONS

Nothing to report

6.0 ENFORCEMENT APPEALS NEW

Nothing to report

7.0 ENFORCEMENT APPEALS DISMISSED

Nothing to report

8.0 ENFORCEMENT APPEALS ALLOWED

Nothing to report

9.0 RECOMMENDATIONS

That the report be noted.

Colin Walker
Interim Head of Planning

15 September 2020

