

# Planning and Highways Committee

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**Tuesday 19 October 2021 at 2.00 pm**

**To be held at the Town Hall, Pinstone  
Street, Sheffield, S1 2HH**

**The Press and Public are Welcome to Attend**

## **Membership**

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Councillors Peter Price (Chair), Tony Damms, Roger Davison, Peter Garbutt, Brian Holmshaw, Dianne Hurst, Bob McCann, Zahira Naz, Chris Rosling-Josephs, Andrew Sangar, Garry Weatherall, Richard Williams and Alan Woodcock

## **Substitute Members**

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

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## **PUBLIC ACCESS TO THE MEETING**

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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](http://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 telephone no. 0114 273 5033 or by emailing [abby.brownsword@sheffield.gov.uk](mailto:abby.brownsword@sheffield.gov.uk).

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## **FACILITIES**

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There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

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**PLANNING AND HIGHWAYS COMMITTEE AGENDA  
19 OCTOBER 2021**

**Order of Business**

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- 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. Minutes of Previous Meeting** (Pages 9 - 12)  
Minutes of the meeting of the Committee held on 28<sup>th</sup> September 2021.
- 6. Site Visit**  
To agree a date for any site visits required in connection with planning applications prior to the next meeting of the Committee
- 7. Tree Preservation Order No. 442 - 11 Broomfield Road, Sheffield, S10 2SE** (Pages 13 - 22)  
Report of the Director of City Growth Service.
- 8. Applications Under Various Acts/Regulations**  
Report of the Director of City Growth
- 8a. Application No. 21/02802/FUL - Site Of Former Sheffield Science Park, 60 Howard Street, Sheffield, S1 2LX** (Pages 23 - 52)
- 8b. Application No. 21/02770/FUL - 15 High View, Sheffield, S5 8YE** (Pages 53 - 60)
- 8c. Application No. 21/01828/FUL - Aircraft & Commercial Tools Ltd, Bowling Green Street, Sheffield, S3 8SU** (Pages 61 - 96)
- 9. Record of Planning Appeal Submissions and Decisions** (Pages 97 - 104)  
Report of the Director of City Growth
- 10. Date of Next Meeting**  
The next meeting of the Committee will be held on Tuesday 9<sup>th</sup> November 2021 at 2pm.

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## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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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](mailto:gillian.duckworth@sheffield.gov.uk).

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Planning and Highways Committee

Meeting held 28 September 2021

**PRESENT:** Councillors Dianne Hurst (Chair), Tony Damms, Roger Davison, Peter Garbutt, Brian Holmshaw, Bob McCann, Zahira Naz, Chris Rosling-Josephs, Andrew Sangar, Garry Weatherall, Richard Williams, Alan Woodcock and Mike Chaplin (Substitute Member)

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**1. APOLOGIES FOR ABSENCE**

- 1.1 An apology for absence was received from Councillor Peter Price.
- 1.2 Councillor Mike Chaplin acted as substitute.

**2. EXCLUSION OF PUBLIC AND PRESS**

- 2.1 No items were identified where resolutions may be moved to exclude the press and public.

**3. DECLARATIONS OF INTEREST**

- 3.1 There were no declarations of interest.

**4. MINUTES OF PREVIOUS MEETING**

- 4.1 The minutes of the meeting of the Committee held on 7<sup>th</sup> September 2021 were approved as a correct record.

**5. SITE VISIT**

- 5.1 **RESOLVED:** That the Chief Planning Officer, in liaison with a Co-Chair, be authorised to make any arrangements for a site visit, in connection with any planning applications requiring a visit by Members, prior to the next meeting of the Committee.

**6. TREE PRESERVATION ORDER NO. 441, 35 GREENHILL MAIN ROAD, SHEFFIELD, S8 7RB**

- 6.1 Sam Thorn (Planning Officer, Landscape) attended the meeting and presented the report.

6.2 Sam informed Committee a Section 211 notice for works on the tree had been received with the intention of removing the tree in the Conservation Area. In order to prevent the removal of the tree, a Tree Preservation Order was therefore served.

6.3 1 objection had been received and this had now been responded to.

6.4 **RESOLVED:** That Tree Preservation Order No. 441 be confirmed.

## 7. APPLICATIONS UNDER VARIOUS ACTS/REGULATIONS

### 7a. APPLICATION NO. 21/01928/FUL - SILVER LODGE RESIDENTIAL CARE HOME, 12 HOUSLEY LANE, SHEFFIELD, S35 2UD

7a.1 Report clarifications and an additional directive, along with revised conditions 2 and 10 were detailed within the Supplementary Report circulated and summarised at the meeting.

7a.2 The Officer presented the report which gave details of the application and highlighted the history of the site and the key issues in addition to presenting photographs of the site which were provided to committee members in advance of the meeting.

7a.3 Gavin Ward attended the meeting and spoke in support of the application.

7a.4 The Committee considered the report and recommended conditions having regard to the development plan, the National Planning Policy Framework and other relevant considerations as summarised in the report and supplementary report, now submitted and also having regard to representations made during the meeting.

7a.5 An additional directive regarding a dilapidation survey on the unmade access road was suggested to try to ensure that construction did not worsen the condition of the road.

7a.6 An additional condition regarding the provision of electric vehicle points was suggested.

7a.7 **RESOLVED:** That an application for planning permission be GRANTED, conditionally, for the reasons set out in the report and supplementary report now submitted, including the additional directive and revised conditions and the additional directive regarding the dilapidation survey on the unmade road and an additional condition regarding electric vehicle charging points, wording to be agreed by the Co-Chairs of the Planning and Highways Committee for the demolition of conservatory, porch and external structures, internal and external alterations including erection of new entrance porch to allow use of care home (Use Class C2) as 10 apartments (Use Class C3), provision of car parking and associated works (amended description) at Silver Lodge Residential Care Home, 12 Housley Lane, Sheffield, S35 2UD (Application No. 21/01928/FUL).

**7b. APPLICATION NO. 21/01808/FUL - 298 NORTON LANE, SHEFFIELD, S8 8HE**

- 7b.1 Revised conditions 2 and 22 were detailed within the Supplementary Report circulated and summarised at the meeting.
- 7b.2 The Officer presented the report which gave details of the application and highlighted the history of the site and the key issues in addition to presenting photographs of the site which were provided to committee members in advance of the meeting.
- 7b.3 Councillor Steve Ayris attended the meeting and spoke against the application.
- 7b.4 Ben Liddle attended the meeting and spoke in support of the application.
- 7b.5 The Committee considered the report and recommended conditions having regard to the development plan, the National Planning Policy Framework and other relevant considerations as summarised in the report and supplementary report, now submitted and also having regard to representations made during the meeting.
- 7b.6 **RESOLVED:** That an application for planning permission be GRANTED, conditionally, for the reasons set out in the report and supplementary report, now submitted, including revised conditions, for the demolition of dwellinghouse and erection of 14 apartments in 2x three/four-storey blocks with associated parking 298 Norton Lane, Sheffield, S8 8HE (Application No. 21/01808/FUL).

**8. RECORD OF PLANNING APPEAL SUBMISSIONS AND DECISIONS**

- 8.1 The Committee received and noted a report of the Chief Planning Officer detailing new planning appeals received and planning appeals allowed or dismissed by the Secretary of State.
- 8.2 The Planning Officer drew Members attention to the allowance of appeal against the refusal at Committee of a development at Carr Road, Hollin Busk Lane, Sheffield, S36 2NR.
- 8.3 In the planning balance, the Inspector attributed significant weight to the provision of 85 new homes (including affordable homes), which he identified as a public benefit which outweighs the less than substantial harm that would be caused to the setting of heritage assets, and he concluded that the adverse impacts of granting permission would not significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
- 8.4 **RESOLVED** that the report be noted.

**9. DATE OF NEXT MEETING**

- 9.1 It was noted that the next meeting of the Planning and Highways Committee would be held on Tuesday 19th October 2021 at 2pm.



## SHEFFIELD CITY COUNCIL Planning & Highways Committee Report

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**Report of:** Director of City Growth Service

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**Date:** 07 October 2021

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**Subject:** Tree Preservation Order No. 442,  
11 Broomfield Road, Sheffield, S10 2SE

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**Author of Report:** Sam Thorn, Urban and Environmental Design Team

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**Summary:** To seek confirmation of Tree Preservation Order No. 442

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### Reasons for Recommendation

To protect a tree of visual amenity and historical value to the locality

**Recommendations** Tree Preservation Order No. 442 should be confirmed unmodified.

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**Background Papers:** A) Tree Preservation Order No. 442 & map attached.  
B) Tree Evaluation Method for Preservation Orders (TEMPO) assessment attached.

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**Category of Report:** OPEN

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## CITY GROWTH SERVICE

### REPORT TO PLANNING & HIGHWAYS COMMITTEE

19<sup>th</sup> October 2021

#### TREE PRESERVATION ORDER NO. 442

11 BROOMFIELD ROAD, SHEFFIELD, S10 2SE

#### 1.0 PURPOSE

1.1 To seek confirmation of Tree Preservation Order No. 442.

#### 2.0 BACKGROUND

2.1 Tree Preservation Order No.442 (‘the Order’) was made on 29<sup>th</sup> April 2021 to protect 3 large mature Beech trees (*Fagus Sylvatica*) located within the curtilage of 11 Broomfield Road, Sheffield, S10 2SE. A copy of the Order, with its accompanying map, is attached as Appendix A.

2.2 All three Beech trees are located close to the boundary of the property and visible from Broomfield road as well as the surrounding houses. They are all of considerable age and stature and a component of the leafy character of the Broomhill Conservation Area. They offer strong visual amenity, as well as arboricultural merit. The visual amenity, combined with their contribution to character of this Conservation Area make these trees worthy of retention.

2.3 The site sits within the Broomhill Conservation Area, so the trees were already protected to a limited extent by Section 211 of the Town and Country Planning Act 1990. This requires that notice is served upon the Council before works to a tree can be carried out. This gives the Council the opportunity to make a Tree Preservation Order where that is considered expedient. Notice was served on the Council on 18<sup>th</sup> March 2021 with intention of removing these 3 trees, along with a cherry tree on site. Consent for the removal of the cherry tree was granted by the Council because of its limited amenity value. Consent was not granted for the removal of any of the three Beech trees. A formal Tree Preservation Order was therefore considered expedient in order to fully protect these trees in the long-term.

2.4 A condition inspection of the trees was carried out by Sheffield City Council’s Tree Officer at the time, Tom Planner MICFor MArborA. The trees were found to be in good health when inspected and had no obvious health and safety reasons requiring major intervention which would negate the tree’s contribution to the amenity of the locality or its arboricultural merit. A TEMPO assessment was carried out following the inspection which confirmed the amenity value and supported the protection of the tree (see Appendix B).

- 2.5 The TEMPO Assessment demonstrated the trees are all significantly sized specimens of good health and showing little sign of decline. The trees are of fine form and arboricultural merit and contribute significantly to the character of the area.
- 2.6 No objections to the Order have been received by the public.
- 3.0 VISUAL AMENITY ASSESSMENT
- 3.1 The trees are all large specimens, visible from both Broomfield Road, the surrounding houses and the wider neighbourhood.
- 3.2 A Tree Evaluation Method for Preservation Orders (TEMPO) assessment was carried out by Urban & Environmental Design's serving Tree Officer, Tom Planner, and is attached as Appendix B. The assessment produced a clear recommendation for protection.
- 4.0 EQUAL OPPORTUNITIES IMPLICATIONS
- 4.1 There are no equal opportunities implications.
- 5.0 ENVIRONMENTAL AND PROPERTY IMPLICATIONS
- 5.1 There are no environmental and property implications based on the information provided.
- 5.2 Protection of the tree detailed in Tree Preservation Order No.442 will benefit the visual amenity of the local environment.
- 6.0 FINANCIAL IMPLICATIONS
- 6.1 There are no financial implications.
- 7.0 LEGAL IMPLICATIONS
- 7.1 A local authority may make a Tree Preservation Order (TPO) where it appears that it is expedient in the interests of amenity to make provision for the preservation of trees or woodlands in their area (Section 198, Town and Country Planning Act 1990).
- 7.2 A TPO may prohibit the cutting, topping, lopping or uprooting of the trees which are the subject of the Order. It may also prohibit the wilful damage or destruction of those trees. Any person who contravenes a TPO shall be guilty of an offence and liable to receive a fine of up to £20,000.
- 7.3 The local authority may choose to confirm a TPO it has made. If an Order is confirmed, it will continue to have legal effect until such point as it is revoked. If an Order is not confirmed, it will expire and cease to have effect 6 months after it was originally made.

7.4 A local authority may only confirm an Order after considering any representations made in respect of that order. As discussed, a detailed response by the serving Tree Officer has been provided to the single objection.

#### 8.0 RECOMMENDATION

8.1 Recommend Provisional Tree Preservation Order No.442 be confirmed.

Michael Johnson, Chief Planning Officer

**Tree Preservation Order**

**Town and Country Planning Act 1990**

**The Tree Preservation Order No 442 (2021)**

**11 Broomfield Road, Broomhill, Sheffield, S10 2SE**

The Sheffield City Council, in exercise of the powers conferred on them by section 198 of the Town and Country Planning Act 1990 make the following Order—

**Citation**

1. This Order may be cited as Tree Preservation Order No 442 (2021) – 11 Broomfield Road, Broomhill, Sheffield, S10 2SE

**Interpretation**

2. (1) In this Order “the authority” means the Sheffield City Council.  
(2) In this Order any reference to a numbered section is a reference to the section so numbered in the Town and Country Planning Act 1990 and any reference to a numbered regulation is a reference to the regulation so numbered in the Town and Country Planning (Tree Preservation)(England) Regulations 2012.

**Effect**

3. (1) Subject to article 4, this Order takes effect provisionally on the date on which it is made.  
(2) Without prejudice to subsection (7) of section 198 (power to make tree preservation orders) or subsection (1) of section 200 (tree preservation orders: Forestry Commissioners) and, subject to the exceptions in regulation 14, no person shall—
  - (a) cut down, top, lop, uproot, wilfully damage, or wilfully destroy; or
  - (b) cause or permit the cutting down, topping, lopping, uprooting, wilful damage or wilful destruction of,any tree specified in the Schedule to this Order except with the written consent of the authority in accordance with regulations 16 and 17, or of the Secretary of State in accordance with regulation 23, and, where such consent is given subject to conditions, in accordance with those conditions.

**Application to trees to be planted pursuant to a condition**

4. In relation to any tree identified in the first column of the Schedule by the letter “C”, being a tree to be planted pursuant to a condition imposed under paragraph (a) of section 197 (planning permission to include appropriate provision for preservation and planting of trees), this Order takes effect as from the time when the tree is planted.

Dated 29<sup>TH</sup> APRIL 2021

EXECUTED AS A DEED )  
By Sheffield City Council )  
whose common seal was )  
hereunto affixed in the presence of )

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David Jellars  
Duty Authorised Signatory



## SCHEDULE

### Specification of trees

#### Trees specified individually (encircled in black on the map)

<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
T1	Beech – Fagus Sylvatica	SK336868
T2	Beech – Fagus Sylvatica	SK336868
T3	Beech – Fagus Sylvatica	SK336868

#### Trees specified by reference to an area

(within a dotted red line on the map)

<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
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#### Groups of trees

(within a solid red line on the map)

<i>Reference on map</i>	<i>Description (including number of trees of each species in the group)</i>	<i>Situation</i>
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#### Woodlands

(within a continuous black line on the map)

<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
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**TREE SCHEDULE**

**TREES SPECIFIED INDIVIDUALLY**  
(Encircled in black on the map)

- T1 Beech (*Fagus sylvatica*)
- T2 Beech (*Fagus sylvatica*)
- T3 Beech (*Fagus sylvatica*)

**TREES SPECIFIED BY REFERENCE TO A GROUP:**  
None

**TREES SPECIFIED BY REFERENCE TO AN AREA:**  
None

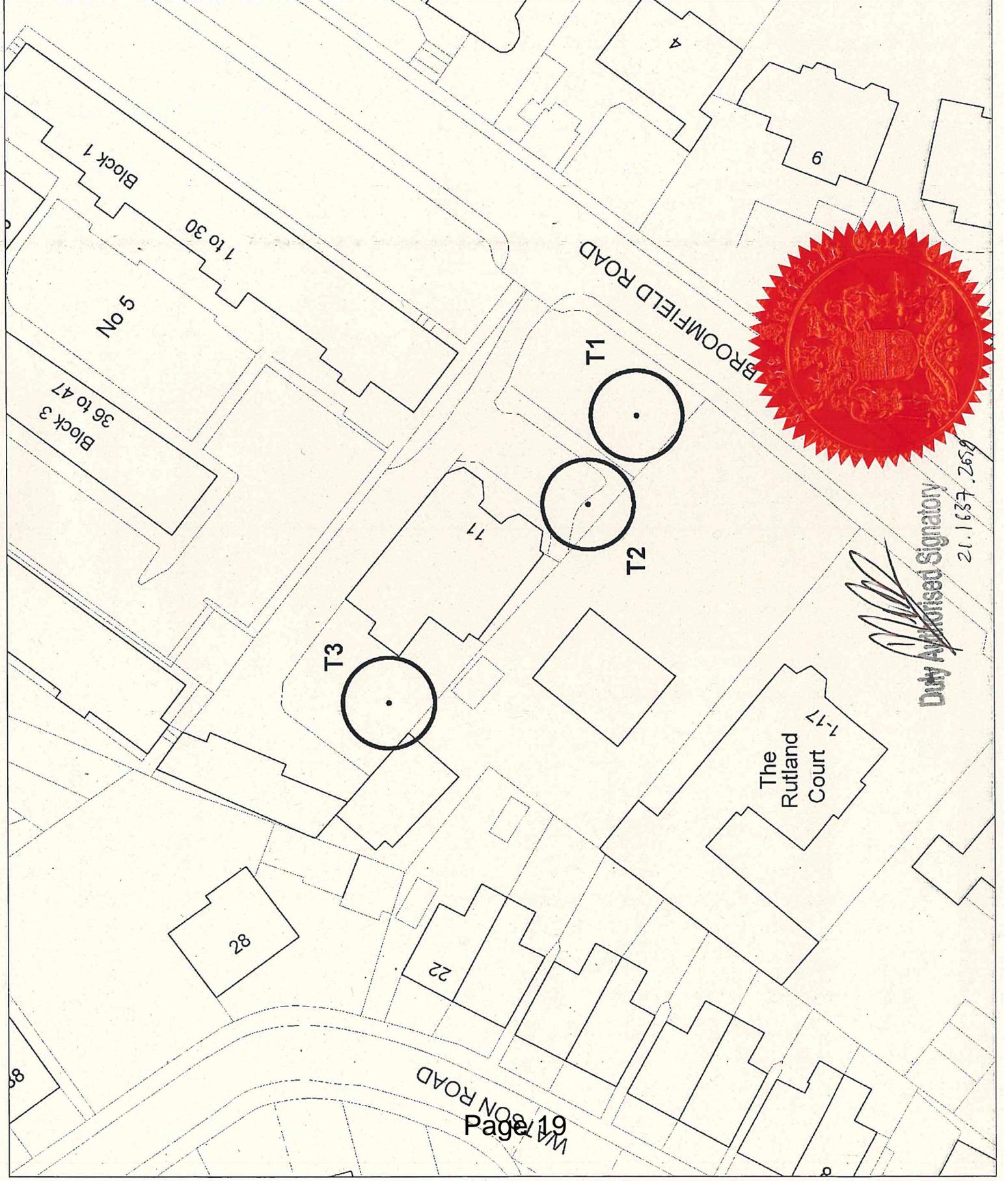
**TREES SPECIFIED BY REFERENCE TO WOODLAND:**  
None

**TREES EXCLUDED FROM ORDER**  
(Shown with a cross on the map)

OS Grid Reference SK336688



SHEFFIELD CITY COUNCIL DEVELOPMENT SERVICES	
TREE PRESERVATION ORDER NO. 808/442	
TITLE:	11 BROOMFIELD ROAD
FORMULA:	PLACE
SCALE:	1:250@A3
DATE:	18 APR 2021
PLANNING NO:	A3/UEJ/808/442



*[Handwritten Signature]*  
Duty Authorised Signatory

21.1637.2628



# TREE EVALUATION METHOD FOR PRESERVATION ORDERS - TEMPO

## SURVEY DATA SHEET & DECISION GUIDE

Date: 28/04/21	Surveyor: Tom Planner MArborA
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<b>Tree details</b>		
TPO Ref (if applicable):	Tree/Group No:	Species: Copper Beech
Owner (if known):	Location: 2 Trees at front of property	

### REFER TO GUIDANCE NOTE FOR ALL DEFINITIONS

#### Part 1: Amenity assessment

##### a) Condition & suitability for TPO

- |                          |                         |
|--------------------------|-------------------------|
| 5) Good                  | Highly suitable         |
| 3) Fair/satisfactory     | Suitable                |
| 1) Poor                  | Unlikely to be suitable |
| 0) Dead/dying/dangerous* | Unsuitable              |

##### Score & Notes

3. Very good quality trees. Very large for location but no evidence of them causing damage.

\* Relates to existing context and is intended to apply to severe irremediable defects only

##### b) Retention span (in years) & suitability for TPO

- |           |                 |
|-----------|-----------------|
| 5) 100+   | Highly suitable |
| 4) 40-100 | Very suitable   |
| 2) 20-40  | Suitable        |
| 1) 10-20  | Just suitable   |
| 0) <10*   | Unsuitable      |

##### Score & Notes

4. Mature trees that will have a long retention span with proper management.

\*Includes trees which are an existing or near future nuisance, including those clearly outgrowing their context, or which are significantly negating the potential of other trees of better quality

##### c) Relative public visibility & suitability for TPO

Consider realistic potential for future visibility with changed land use

- |   |                     |
|---|---------------------|
| 5) Very large trees with some visibility, or prominent large trees  | Highly suitable     |
| 4) Large trees, or medium trees clearly visible to the public       | Suitable            |
| 3) Medium trees, or large trees with limited view only              | Suitable            |
| 2) Young, small, or medium/large trees visible only with difficulty | Barely suitable     |
| 1) Trees not visible to the public, regardless of size              | Probably unsuitable |

##### Score & Notes

5. Very large and prominent trees viewed from the adjacent properties and highway.

##### d) Other factors

Trees must have accrued 7 or more points (with no zero score) to qualify

- 5) Principal components of formal arboricultural features, or veteran trees
- 4) Tree groups, or principal members of groups important for their cohesion
- 3) Trees with identifiable historic, commemorative or habitat importance
- 2) Trees of particularly good form, especially if rare or unusual
- 1) Trees with none of the above additional redeeming features (inc. those of indifferent form)
- 1) Trees with poor form or which are generally unsuitable for their location

##### Score & Notes

1

#### Part 2: Expediency assessment

Trees must have accrued 10 or more points to qualify

- 5) Immediate threat to tree inc. s.211 Notice
- 3) Foreseeable threat to tree
- 2) Perceived threat to tree
- 1) Precautionary only

##### Score & Notes

5. s.211 Notice received

#### Part 3: Decision guide

- |       |                       |
|-------|-----------------------|
| Any 0 | Do not apply TPO      |
| 1-6   | TPO indefensible      |
| 7-11  | Does not merit TPO    |
| 12-15 | TPO defensible        |
| 16+   | Definitely merits TPO |

##### Add Scores for Total:

18

##### Decision:

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Case Number	21/02802/FUL (Formerly PP-09939010)
Application Type	Full Planning Application
Proposal	Erection of three 4-7 storey buildings for educational use, formation of University Green and associated works
Location	Site Of Former Sheffield Science Park 60 Howard Street Sheffield S1 2LX
Date Received	18/06/2021
Team	City Centre and East
Applicant/Agent	Urbana Town Planning
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 - 03720179-BDP-CY-XX-DR-A-010001 P01 - published 18.06.21

Proposed Bay Study Block A - 03720179-BDP-36-XX-DR-A-010041 P01 - published 18.06.21

Site Plan Level 01 - 03720179-BDP-CY-01-DR-A-010013 P01 - published 18.06.21

Site Plan Level 02 - 03720179-BDP-CY-02-DR-A-010014 P01 - published 18.06.21

Site Plan Level 03 - 03720179-BDP-CY-03-DR-A-010015 P01 - published 18.06.21

Site Plan Level 04 - 03720179-BDP-CY-04-DR-A-010016 P01 - published 18.06.21

Site Plan Level 05 - BDP-CY-05-DR-A-010017 P01 - published 18.06.21

Site Plan Level 06 - 03720179-BDP-CY-06-DR-A-010018 P01 - published 18.06.21

Site Plan Level 07 - 03720179-BDP-CY-07-DR-A-010019 P01 - published 18.06.21

Site Plan Level LG - 03720179-BDP-CY-LG-DR-A-010011 P01 - published 18.06.21

Site Plan Roof Level - 03720179-BDP-CY-08-DR-A-010020 P01 - published 18.06.21

Site Plan Level UG - 03720179-BDP-CY-UG-DR-A-010012 P01 - published 18.06.21  
Wider Context Elevation 01 - 03720179-BDP-CY-XX-DR-A-010004 P01 - published 18.06.21  
Wider Context Elevation 02 - 03720179-BDP-CY-XX-DR-A-010005 P01 - published 18.06.21  
Proposed Elevation Charles Street - 03720179-BDP-CY-XX-DR-A-010021 P01 - published 18.06.21  
Proposed Elevation Arundel Street - 03720179-BDP-CY-XX-DR-A-010022 P01 - published 18.06.21  
Proposed Elevation Howard Street - 03720179-BDP-CY-XX-DR-A-010023 P01 - published 18.06.21  
Proposed Elevation Paternoster Row - 03720179-BDP-CY-XX-DR-A-010024 P01 - published 18.06.21  
Proposed Elevation University Green North - 03720179-BDP-CY-XX-DR-A-010025 P01 - published 18.06.21  
Proposed Elevation University Green South - 03720179-BDP-CY-XX-DR-A-010026 P01 - published 18.06.21  
Proposed Elevation - Service Lane West - 03720179-BDP-CY-XX-DR-A-010027 P01 - published 18.06.21  
Proposed Elevation Service Lane East - 03720179-BDP-CY-XX-DR-A-010028 P01 - published 18.06.21  
Section A-A - 03720179-BDP-CY-XX-DR-A-010031 P01 - published 18.06.21  
Section B-B - 03720179-BDP-CY-XX-DR-A-010032 P01 - published 18.06.21  
Section C-C - 03720179-BDP-CY-XX-DR-A-010033 P01 - published 18.06.21  
Section D-D - 03720179-BDP-CY-XX-DR-A-010034 P01 - published 18.06.21  
Section E-E - 03720179-BDP-CY-XX-DR-A-010035 P01 - published 18.06.21  
Section F-F - 03720179-BDP-CY-XX-DR-A-010036 P01 - published 18.06.21  
New Civic Gateway - 03720179-BDP-CY-XX-VS-A-010050 - published 18.06.21  
Shop Fronts - 03720179-BDP-CY-XX-VS-A-010051 - published 18.06.21  
University Green - 03720179-BDP-CY-XX-VS-A-010052 - published 18.06.21  
Arundel Street Junction - 03720179-BDP-CY-XX-VS-A-010053 - published 18.06.21  
Bay Study Block BC - 04020180-BDP-37-XX-DR-A-010042 P01 - published 18.06.21  
Bay Study Block D - 08720181-BDP-38-XX-DR-A-010043 P01 - published 18.06.21

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. Prior to the commencement of development, a dilapidation survey of the highways adjoining the site shall be jointly undertaken with the Council and the results of which agreed in writing with the Local Planning Authority. Any remedial works will have been completed to the satisfaction of the Local Planning Authority prior to full occupation of the development.

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

5. No development shall commence until details of the means of ingress and egress for vehicles engaged in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the arrangements for restricting the vehicles to the approved ingress and egress points. Ingress and egress for such vehicles shall be obtained only at the approved points.

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

6. No development shall commence until details of the site accommodation including an area for delivery/service vehicles to load and unload, for the parking of associated site vehicles and for the storage of materials, has been submitted to and approved in writing by the Local Planning Authority. Thereafter, such areas shall be provided to the satisfaction of the Local Planning Authority and retained for the period of construction or until written consent for the removal of the site compound is obtained from the Local Planning Authority.

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

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

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

8. Notwithstanding the submitted details, no development shall commence until a servicing management plan for the development (avoiding the use of Howard Street) has been submitted to and approved in writing by the Local Planning Authority. The aforementioned approved plan shall thereafter be implemented/operated.

Reason: In the interests of highway safety and the amenities of the locality. It is essential that this condition is complied with prior to commencement to ensure that the servicing is properly designed into the scheme.

9. Development shall not commence until a Construction Environmental

Management Plan (CEMP) has been 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.

10. Prior to the commencement of development, the palette of materials, construction details, drainage details and illumination details of pedestrian, cycle and vehicle routes within the development site shall have been submitted to and approved in writing by the Local Planning Authority, along with details of the management and maintenance regime. The pedestrian, cycle and vehicle routes shall have been provided in accordance with these approved details prior to the blocks becoming occupied.

Reason: In the interests of the safety of users of the development and the amenity of the locality.

11. 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 current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation 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.

12. A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority within 6 months of any above ground works commencing, 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.

13. No development shall commence until full details of measures to protect the existing trees on Howard Street to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. 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.

14. 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.

15. No development shall commence until details of measures to facilitate the provision of gigabit-capable full fibre broadband within the development, including a timescale for implementation, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details/timetable thereafter.

Reason: To ensure that all new Major developments provide connectivity to the fastest technically available Broadband network in line with Paragraph 112 of the National Planning Policy Framework.

16. Prior to the construction of any phase of the development commencing, a detailed Inclusive Employment and Development Plan for that phase, 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.

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

17. Prior to that part of the development commencing, details shall be submitted to and approved in writing by the Local Planning Authority showing corduroy paving and handrails to all steps. Thereafter the development shall be implemented in accordance with the approved details.

Reason: To ensure ease of access and facilities for disabled persons at all times.

18. No building or other obstruction including landscape features shall be located over or within 3.5 (three point five) metres either side of the centre-lines of the

375 mm diameter public combined sewers, and within 4 (four) metres either side of the centre-line of the public 450 mm diameter public combined sewer i.e. protected strip widths of 7 (seven) and 8 (eight) metres respectively, that crosses the site. If the required stand-off distances are to be achieved via diversion or closure of the sewers, the developer shall submit evidence to the Local Planning Authority that the diversion or closure has been agreed with the relevant statutory undertaker and that prior to construction in the affected area, the approved works have been undertaken.

Reason: In order to allow sufficient access for maintenance and repair work at all times

19. 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.

20. 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 development shall not be brought into use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation 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.

21. Prior to the installation of any commercial kitchen fume extraction system full details, including a scheme of works to protect the occupiers of adjacent dwellings from odour and noise, shall first have been submitted to and approved in writing by the Local Planning Authority. These details shall include:

- a) Drawings showing the location of the external flue ducting and termination, which should include a low resistance cowl.
- b) Acoustic emissions data for the system.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the system's required cleaning and maintenance schedule.
- e) (Optional: Details of a scheme of works to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building).

The approved equipment shall then be installed, operated, retained and maintained in accordance with the approved details.

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

22. Prior to use of the development hereby permitted commencing, 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.

23. Notwithstanding the submitted details, no doors or windows shall when being opened extend out into the public highway or into well populated outside areas within the development site.

Reason: In the interests of pedestrian and cycle safety.

24. Prior to the development being occupied, details shall have been submitted to and approved in writing by the Local Planning Authority of measures that will make motorists aware on the one-way operation of the internal circulation. Thereafter the measures shall be implemented prior to the development being brought into use and thereafter maintained.

Reason: In the interests of avoiding vehicular conflicts.

25. Upon occupation of the development, the approved Travel Plan (Report Reference: 03720179-ARU-XX-XX-RP-C-990002) shall be implemented and thereafter adhered to.

Reason: In the interests of delivering sustainable forms of transport.

26. 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.

27. The development shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway, including any associated changes to waiting restrictions that are considered necessary by the Local Highway Authority, possibly requiring a Traffic Regulation Order needing to be made. 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.

28. 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.

29. 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:

- Fencing to cycle store
- Cycle shelters
- Shop Fronts
- Cladding Fixing
- Details of enclosure to service yard
- Details of measures to facilitate the level difference between the Service area to Block D and the Green Space/route through the centre of the site

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

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

30. A sample panel of the proposed 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.

31. Before the use hereby permitted commences, the applicant shall submit for written approval by the Local Planning Authority a report giving details of the impact of light from the development on adjacent dwellings. The report shall demonstrate that the lighting scheme is designed in accordance with The Institution of Lighting Professionals document GN01: 2011 'Guidance Notes for the Reduction of Obtrusive Light'. The development shall be carried out and thereafter retained in accordance with the approved details. [The guidance notes are available for free download from the 'resources' pages of the ILE website.]

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

32. 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.

33. The proposed green/biodiverse roof (vegetated roof surface) shall be installed on the roof(s) in the locations shown on the approved plans. Details of the specification and maintenance regime shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site. The green/biodiverse roof(s) shall be installed prior to the use of the building commencing and thereafter retained. The plant sward shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason: In the interests of biodiversity.

34. 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.

35. Prior to the development being brought into use, a signed statement or declaration prepared by a suitably competent person confirming that the site is, or has been made, safe and stable for the approved development shall be submitted to and approved in writing by the Local Planning Authority for approval in writing. This document shall confirm the completion of any remedial works and/or mitigation necessary to address the risks posed by past coal mining activity. The remedial / mitigation works shall be carried out in accordance with authoritative UK guidance.

Reason: To ensure remedial works/mitigation in relation to the coal mining legacy are completed

36. The development hereby approved shall achieve a level of broad sustainability in excess of that which is normally achieved by a building targeting a BREEAM 'Very Good' rating. Prior to above ground works commencing a detailed sustainability tracker demonstrating the sustainability attributes of the development and how these compare to BREEAM will be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be constructed in accordance with the approved measures.

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

### **Other Compliance Conditions**

37. The site shall be developed with separate systems of drainage for foul and surface water on and off site. The separate systems should extend to the points of discharge to be agreed.

Reason: In the interest of satisfactory and sustainable drainage

38. The development shall be carried out in strict accordance with the details indicated within the submitted report, "Drainage Strategy 05020221-ARU-XX-XX-RP-D-940001, dated 03/06/2021", unless otherwise agreed in writing with the Local Planning Authority.

Reason: In the interest of satisfactory and sustainable drainage

39. No externally mounted and/ or fixed plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building(s) 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. All plant shall be specified in accordance with 'external noise emission limits' recommendations of the approved Environmental Noise Assessment report (ref: 03720179-BDP-CY-XXRP-YA-014001, dated: 06/2021, prepared by: BDP Acoustics).

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. 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](mailto: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.

3. 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](mailto: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.

4. 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](mailto:james.burdett@sheffield.gov.uk)

5. 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

6. 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.
7. 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](mailto:eps.commercial@sheffield.gov.uk).

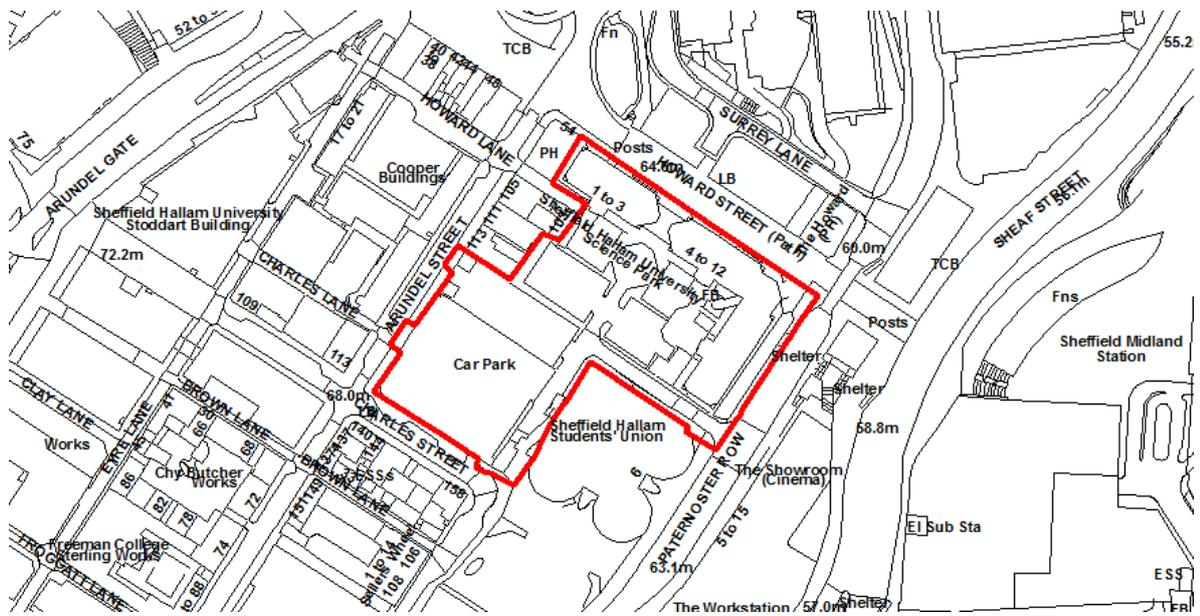
8. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light". This is to prevent lighting causing disamenity to neighbours. The Guidance Notes are available for free download from the 'resource' pages of the Institute of Lighting Professionals'

website.

9. 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.
10. The developer's attention is drawn to Sections 7 and 8 of the Chronically Sick and Disabled Persons Act 1970, as amended, and to Design Note 18 "Access for Disabled people to Educational Buildings" published in 1984 on behalf of the Secretary of State, or any prescribed document replacing that note. Section 8 sets requirements for access to and facilities at offices and other premises. Section 7 requires a notice or sign to be displayed, indicating that provision is made for the disabled.

If you require any further information please contact Brian Messider or Simon Ovendon on Sheffield 2734197.

# Site Location



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## LOCATION AND PROPOSAL

The application relates to land formerly occupied by Sheffield Hallam Science Park and characterised by a number of buildings dating from the 1980s/1990s and surface car parking. The Science Park forms part of the University's City Campus and is located in a prominent City Centre location which has a high pedestrian footfall.

Howard Street forms the north-east boundary of the site, it is part of the City's Gold Route and forms the key pedestrian link between the railway station and the City Centre. The wide pedestrianised street is flanked by high quality hard and soft landscaping, large scale University buildings and some finer grain historic buildings including the Howard Public House which is grade II listed.

Paternoster Row is located to the south-east of the site and has a diverse range of buildings varying in age and style from the attractive 1930s Showroom cinema building to the modern metal 'Hubs' building.

Charles Street forms the boundary to the south-west and Arundel Street to the north-west. These streets have a denser urban grain and a number of historic character buildings and listed buildings.

The site slopes downwards from Arundel Street to Paternoster Row with a level difference of approximately 8 metres taken along the Howard Street frontage. The site is less steep from east to west with a level difference of approximately 2 metres between Charles Street and Howard Street.

The site and surrounding area, predominantly to the east and south-east fall within the Cultural Industries Quarter Conservation Area. This area developed as a key industrial area famous for its cutlery and steel production. It is characterised by a grid pattern street layout, courtyard areas flanked by mixed small scale industrial and residential developments, back edge of pavement development generally 3-4 storeys in scale and a dense, tight grain of development. The area has seen a number of new developments over recent years.

Planning permission was granted through application 20/00654/FUL for the demolition of the Science Park Buildings. This demolition has now taken place and the site is cleared.

Planning permission is sought for three new buildings, split into blocks A, B/C and D and accommodating higher education facilities with associated infrastructure, open space, public realm and ancillary supporting mixed use space.

The University's vision statement is to be "the world's leading applied University, achieving outstanding outcomes for our students and our city, and showing the world what a University genuinely focused on transforming lives can achieve".

In order to achieve the vision, the University requires a world leading estate which includes having the right buildings of the right quality in the right places to best serve students, staff and other customers. The current application represents Phase One of the University's Campus Plan.

## RELEVANT PLANNING HISTORY

20/00654/FUL - Demolition of Science Park buildings and associated surface car park – Granted Conditionally

20/03482/FUL - Application under Sec 73 to vary condition 7 – Granted Conditionally

21/02467/FUL - Application to remove reference to trees T35 & T36 (Application under Section 73 to vary condition 7 (Tree Protection) imposed by planning permission 20/03482/FUL - Application under Sec 73 to vary condition 7 (Tree Protection) imposed by 20/00654/FUL to allow the removal of trees to facilitate demolition works) – Granted Conditionally

## PRE APPLICATION DISCUSSIONS AND COMMUNITY ENGAGEMENT

Paragraphs 39 to 41 of the NPPF encourage pre-application engagement and identify that this has significant potential to improve the efficiency and effectiveness of the planning system for all parties. Community engagement is also encouraged.

Paragraph 132 further highlights that ‘Applicants should work closely with those affected by the proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.’

There have been extensive pre-application discussions in relation to this application. Such discussions were ongoing between June 2020 and July 2021 and resulted in several modifications to the proposals.

The applicant has carried out community engagement on the proposals prior to submitting this application. This took place from May 2021 and comprised a virtual platform which was advertised by social media and Sheffield Hallam’s website. The page received 1507 views and 1242 actual users. 29 responses were received.

These responses are detailed in the Planning Statement and include a mixture of support and objections to the scheme. Whilst this process is welcome, it does not appear that any changes have been made in response to the representations received. The applicant has instead responded to concerns and objections in writing in the Planning Statement.

## SUMMARY OF REPRESENTATIONS

### HISTORIC ENGLAND

The site is located in the Cultural Industries Quarter Conservation Area associated with the manufacture of steel, cutlery and tools. The area is laid out to a grid iron system of streets adopted from earlier Georgian town planning. Principal Streets include Howard Street and Arundel Street, and ancillary service lanes run perpendicular. The conservation area has a rich and diverse built heritage comprising an array of different plot sizes, building forms and rooflines.

The application site has been cleared but 105 and 113 Arundel Street are surviving exemplars of small scale industrial complexes. Of particular importance is the distinction between the formal classical principal facades and utilitarian back of house form of the workshops.

Welcome the sensitive redevelopment of this key gateway. From the information provided Historic England are of the view that the current proposals could broadly offer an appropriate approach to the long-term sustainability of this important part of Sheffield’s industrial heritage.

However, there are concerns the current application misses key opportunities to deliver a locally distinctive development of sufficient richness. A more responsive approach could be created by taking account of the following points:

## Site Layout

Supportive of underlying principles to increase permeability and improve connectivity by restoring the historic grain of the grid iron street pattern.

However, the layout overgeneralises the regular appearance of the street pattern as a series of large rectilinear blocks separated by the principal historic routes. It does not adequately address the intricate hierarchical arrangement of streets, infill plots and secondary lanes. The secondary routes of Howard Lane and Arundel Lane are truncated, downgraded, re-aligned and partially removed.

This approach makes the grid iron pattern less legible and erodes the character of the conservation area. It would also harm the special interest of the grade II listed 105 and 113 Arundel Street through loss of context.

## Architectural Treatment

There is an over reliance on the horizontal division of new building, the rhythm, fenestration and materials result in an overly cohesive aesthetic which mutes the rich variation of the historic environment.

Without the richness of the architectural vibrancy and diversity visible in the historic buildings, the new development fails to nestle as successfully within the urban grain as it could.

The current approach to the new buildings would result in the loss of the sensitive industrial-cum-domestic character of the conservation area, which is fundamental to its identity and its special interest. The introduction of a bolder scheme which takes account of the human scale of development and the architectural variety of the historic buildings is required.

## Green Space

Encourage the applicant to consider how the urban greenspace could be made sustainable in accordance with the NPPF.

## Bin and Cycle Stores

Location of bin and bike stores next to listed buildings or along lanes does not create a positive dialogue between the historic and modern patterns of movement through the site. Strongly urge the applicant to reconsider these elements and develop a sustainable scheme for bin and cycle stores.

Historic England consider that the development fails to meet the requirements of paragraphs 189, 199, 200 and 202 of the NPPF. Although the harm arising is less than substantial as per the tests laid out in Section 16 of the NPPF.

## CONSERVATION ADVISORY GROUP

The Conservation Advisory Group have commented on the scheme and make the following points:

- The scale of the proposal exceeds the Urban Design Compendium's guideline maximum of 3 – 5 storeys
- The development is out of scale with adjoining listed buildings, notably 113 Arundel Street

- Stepping up of heights down Howard Street nullifies the effect of the City's dramatic topography
- The tallest building which is meant as a focal point for visitors arriving from the station is architecturally bland and unexciting

## OTHER REPRESENTATIONS

Seven letters of representation have been received although six are from 113 Arundel Street, the main points raised are detailed below:

- The proposals are not consistent with the local buildings in terms of scale or size
- Double height floors with large areas of glazing are not found elsewhere in the proximity of the site
- The scale of the proposals dwarfs their human occupants, many will not want to work or study in such an environment
- Development does not reflect the character of the conservation area
- Development is next to a listed building and will dominate the setting, there are no buildings of this scale adjacent to the site
- No.113 Arundel Street will be dwarfed by the proposal, request to see the impact on light and view from the windows on No.113. Occupants should not have to accept significantly reduced light to windows
- The buildings should be re-sited or lowered in order to reduce the impact to light
- Sunlight studies suggest an impact on the Cooper Buildings and will create overshadowing for much of the year
- 113 Arundel Street has 7 large work rooms of which 5 have windows that will be directly impacted by the overshadowing from the proposed new buildings.
- The buildings will require extensive servicing, these should not disrupt existing occupiers and should not be permitted on Arundel Street
- The plans indicate a cycle hub being built up to or in close proximity to the rear wall of 113 Arundel Street, this would prevent inspection and maintenance of the exterior wall and windows. Request a gap of 2 metres is kept between the development and the perimeter wall
- Plans indicate two disabled parking bays next to No.113 Arundel Street. This has never been a thoroughfare and increased use of this route could lead to damage to the walls of the adjacent listed building and services which run along this wall. Large vehicles using this route could cause disruption and vibration to the listed buildings. Request service and delivery vehicles are barred from this route
- Vehicles should not be permitted within 1 metre of the wall of 113 Arundel Street
- The plans indicate a tree growing close to 113 Arundel Street, this will lead to potential damage to the property and impact adversely on insurance. Request no trees are placed within 10 metres of the property

## 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.

Paragraph 12 of the NPPF makes 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. Paragraph 12 continues that where a planning application conflicts with an up-to-date development plan permission should not usually be granted.

Sheffield's development plan comprises the Unitary Development Plan (1998) and the Core Strategy (2009).

Paragraph 219 of the NPPF states that policies should not be considered as out-of-date simply 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. Therefore the closer a policy in the development plan is to the policies in the Framework, the greater the weight that may be given.

The assessment of this development proposal needs to be considered in light of Paragraph 11 of the NPPF, 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.
- Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework when taken as a whole.

The local policies will be assessed against the national policies in the report below to consider their level of compliance and hence how much weight they carry.

#### Principle of Development

The site is located within a Business Area as designated in the adopted Sheffield Unitary Development Plan. Unitary Development Plan Policy IB7 defines business as the preferred use, whilst educational uses as proposed in this application are defined as acceptable. The Science Park site is identified in Policy IB8 as a site where only the preferred use (i.e. business in this case) will be permitted.

However, the policy approach set out in the UDP has been modified and updated by the Core Strategy. Policy CS4 identifies the priority office areas in the City Centre, where office use should be focused, this policy does not specifically identify the area where the application site is situated. Core Strategy Policy CS17(c) sets out the vision for the Cultural and Industries Quarter as 'an area with a wide mix of uses and established as the main location for the city's creative and digital industries, as one of the key growth clusters for the economy of the City Region'.

Core Strategy Policy CS20 'Universities' states that 'Provision will be made for the two Universities to consolidate and expand their teaching and research operations within and adjacent to their existing campus areas'. This policy reflects the crucial role that Universities play in the economic, cultural and social life of the City and wider region.

The application for educational uses will largely continue the most recent uses on the site. Although contrary to the UDP policies that require an office use, this requirement has been superseded by the Core Strategy. Overall it is concluded that the proposal is broadly in line with the local plan.

The NPPF states at paragraph 83 that 'Planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries'

The site forms part of Hallam University's City Campus, the cluster of University buildings in this location consolidates the University's functions and is in line with paragraph 83 of the NPPF. The further development of University accommodation will strengthen the economic, cultural and social functions and contribute towards sustainable development, the key thread running through the NPPF.

In summary it is considered that the proposed development complies with relevant land use policies.

## Design

UDP Policy BE5 'Building Design and Siting' and Core Strategy Policy CS74 'Design Principles' set out the design principles for new developments. Policy BE5 requires development to incorporate good design, the use of high quality materials and encourages original architecture. New buildings should complement the scale, form and architectural style of surrounding buildings and the design should take account of the natural and built features of the site.

Core Strategy Policy CS74 states that high quality development will be expected which respects, takes advantage of and enhances the distinctive features of the city, its districts and neighbourhoods. It also states that development should contribute to place making and contribute to a healthy, safe and sustainable environment which promotes the city's transformation and helps to transform the character of physical environments that have become run down and are lacking in distinctiveness.

Development should also enable all people to gain access safely and conveniently, providing, in particular for the needs of families, children, disabled and elderly people and should contribute towards creating attractive, sustainable and successful neighbourhoods.

Paragraph 126 of the NPPF states 'The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development'. Paragraph 130 then goes on to set out a series of requirements including that development should add to the quality of the area; have good architecture, layout and landscaping; be sympathetic to local character and history; establish a strong sense of place and create welcoming and distinctive environments

The key principles contained within the local design policies relate to providing developments that are high quality, well designed, distinctive and sympathetic to local character. These principles align closely with national policies and can be afforded significant weight.

The application proposes three blocks. These are located around the perimeter of the site, fronting onto surrounding highways and forming a public green space known as 'University Green' and pedestrian route through the centre of the site linking Howard Street to Arundel Street.

Block A is located at the junction of Charles Street and Arundel Street with the main entrance off Arundel Street. The building is sited at the back edge of the footways on Arundel Street and Charles Street, reflecting the historic built form and character of the area. The building is 4 storeys high fronting onto Arundel Street and the corner of Charles Street and rises to 7 storeys to the University Green.

The lower height is placed at the front of the site to be sensitive to the more historic part of the Conservation Area and adjacent listed building at 113 Arundel Street.

Nevertheless, the scale of the building is still greater than immediately adjacent developments which comprise two and three storey buildings with pitched roofs to the opposite side of Arundel Street at Church House and the Cooper Buildings and three storey listed buildings at 113 Arundel Street. The approximate one-storey increase in height adjacent to these buildings is not considered to be excessive and is reflective of the existing variation in height in the street scene, which steps up and down. The scale of Block A adjacent to Arundel Street will not create an overly prominent or obtrusive development and is commensurate with other modern developments on Arundel Street.

The architectural treatment of Block A seeks to respond to a contextual analysis of the immediate locality. The building will be constructed predominantly from red brick to reflect the materials palette found on Arundel Street, with some concrete and black metal used to add visual interest. The block has a strong vertical emphasis and has been designed with a simple brick grid structure with brick piers extending down to ground the building. Active ground floors are expressed at the corners of the building on Charles Street through increased transparency and double height glazing.

The increased height is set well back from Arundel Street and is not directly adjacent to the listed buildings. The height is located in a less sensitive part of the Conservation Area, immediately adjacent to the modern Hubs building.

Block B/C fronts Howard Street and the new public landscaped area and backs onto buildings on Arundel Street. The building varies in height between 6 and 3 storeys, in three simple masses that step down from the University Green towards the Globe public house. The lowest scale is found adjacent to the Globe public house and is sensitive to the lower scale of development found along Arundel Street.

The block reflects the built form of the area through back of pavement development and stepped heights along Howard Street to reflect the topography. The greater scale is found adjacent to the University Green where the increased height reflects the changing character of the Conservation Area at this point.

Active frontages in a double height glazed ground/first floor are provided along Howard Street and the University Green and will help to enliven these streets.

Block B/C has been designed with the same grid expression as Block A but the infill of the grid is treated differently to offer variety and visual interest across the development as a whole. The building will be constructed from brick in a light brown colour, it features a well-defined ground floor, characterised by pre-cast concrete columns which form a colonnade to the University Green. Large vertical glazing slots with deep reveals span the upper floors and use opaque glass spandrel panels for the transitions between floors.

The massing along Howard Street is sensitive to the Conservation Area, creating a moderate step between existing development at the Globe and the new development, which then steps up to reflect the sloping topography of Howard Street.

Block B/C backs on to listed buildings fronting Howard Street, the scale of the new building is greater than the scale of the listed buildings. However, the rear elevation of block B/C is set back 30 metres from Arundel Street in an attempt to minimise the impact on the listed buildings.

The siting of Block B/C results in the termination of Howard Lane at this point. The presence of lanes creating a grid pattern in the conservation area is one of its characteristic features. However, it is noted that Howard Street was not a through route into the application site when it was previously in use as the Science Park but stopped adjacent to the rear of 105 Arundel Street. The historical position of the Lane

has been marked through a step change in the height of the building and the introduction of vertical glazing to the stairwell to create a break in the elevation.

Block D is located at the junction of Paternoster Row and Howard Street, this is a key gateway between the railway station and the City Centre. The building has been designed to reflect this gateway location and seeks to create a key building which will act as an anchor and gateway. Block D is 8 storeys high at the corner of Howard Street and Paternoster Row and steps down to 6 storeys along Paternoster Row. Owing to the gateway location it is considered that this scale is appropriate, however it is greater than adjacent developments. The building is within the Peripheral character area where increased scale is considered acceptable in the context of the more modern buildings in this area. The tallest part of the building is opposite The Howard public house, sited on the opposite side of Howard Street and grade II listed. Together these two buildings form the gateway to Howard Street, the key route from the station into the city. Whilst there is clearly a disparity in scale, it is considered that the juxtaposition of historic and modern development at this gateway will create a diverse character and add visual interest.

The building incorporates a double height recessed entrance to signify the civic entrance on approach from the railway station. Active ground floors are incorporated along both Paternoster Row and Howard Street and expressed within a double height precast concrete plinth. The elevations feature a simple grid repeating pattern with simple metal and glazed infills. White/cream brick work is proposed, this will provide a contrast between the more traditional brick tones in the area and help to create a landmark building.

When taken as a whole, the blocks will appear as a cohesive development, with sufficient differentiation between blocks to help create visual interest on this prominent site. The siting of all blocks helps to enclose the University Green, creating back edge of pavement development which is typical of the area. Similarly, the siting of all blocks in relation to existing highways, namely Paternoster Row, Howard Street and Arundel Street, reflect the back edge of pavement character of the area and will introduce active frontages which will add to the vitality and vibrancy of the area.

## Heritage

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 says that Local Planning Authorities shall have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas. The local and national planning policies referred to below reflect these statutory duties.

Unitary Development Plan Policy BE16 “Development in Conservation Areas” requires development to preserve or enhance the character or appearance of a conservation area.

Policy BE19 “Development Affecting Listed Buildings” is relevant and states that proposals for internal alterations 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.

Chapter 16 of the National Planning Policy Framework 2019 (NPPF) Conserving and Enhancing the Historic Environment states that heritage assets are an irreplaceable

resource which should be conserved in a manner appropriate to their significance (paragraph 189).

Paragraph 194 advises that, in determining applications, local planning authorities should require an applicant to describe the significance of an affected asset, including any contribution made by their setting, at a level proportionate to the assets' importance.

Paragraph 195 requires local planning authorities to identify and assess the significance of a heritage asset that may be affected by a proposal and to minimise the conflict between the conservation of the asset and impact of the proposals. Paragraph 197 requires local planning authorities to take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

Paragraph 199 states that great weight should be given to the heritage asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 200 states that any harm to the significance of a designated heritage asset needs clear and convincing justification. Paragraph 202 states 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.

It is considered that the principles of the local and national policies in relation to the conservation of heritage assets are closely aligned. However, the NPPF provides greater detail on how to assess and consider impact, including introducing the principles of 'substantial harm and less than substantial harm.

The site is located within the Cultural Industries Quarter Conservation Area and in close proximity to listed buildings on Arundel Street (113 and 105). A heritage statement has been submitted to evaluate the impact of the development on these heritage assets.

The Conservation Area Appraisal sets out the special interest that justifies the designation of the conservation area including:

- Surviving elements of the grid pattern and hierarchy of different street
- Six distinctive character areas
- Important metal trades history
- Examples of 'Little Mesters' mixed residential and small scale industrial workshop buildings arranged in courtyards
- 16 listed buildings
- Several unlisted significant buildings
- Surviving industrial chimneys add interest to rooflines
- 3-4 storey buildings with back of pavement boundaries
- Historic floors and distinctive redbrick
- Archaeology around the Porter Brook provides evidence of early water powered mills.

The Conservation Area Appraisal identifies 6 distinct character areas. Part of the site falls within the Arundel Street Character area and part within the Peripheral Area.

The Arundel Street area is characterised by a grid pattern of streets and lanes, Arundel Street is the primary routes with interspersing lanes including Howard Lane, Charles Street and Brown Lane forming secondary narrower routes which provide permeability. This area is further characterised by enclosure created by back of pavement built form and a rich texture of plot sizes, building block and rooflines. Pitched slate roofs are typical of early development in the area, flat roofs are typical of later development. The

Conservation Area Appraisal sets out guidelines for development stating that new infill development should respect the existing building line and height and massing of existing development, it should incorporate high quality design and materials.

Within the Peripheral character area the historical layout has been eroded by historic events and site clearances.

The new development and associated loss of the Science Park Buildings and surface car parks presents an opportunity for a development to better reflect the urban grain and layout of the conservation area. The layout of the blocks as proposed reinforces the grid layout of the streets notably Charles Street and Howard Street. Historic England have noted that the development does not reinforce the secondary lanes, including Howard Lane and Arundel Lane. Reference to Howard Lane is included in the above design section, the development does terminate this lane, but has been designed to reflect the historic siting of this route through stepping of the building and increased glazing. It is also noted that the Science Park Buildings and surface car park formerly on the site did not delineate this lane, however Planning Officers agree that a clear physical separation would have been more effective at marking this route. With regard to Arundel Lane, the proposal will provide a clear pedestrian route along this former lane and although it will be predominantly used for pedestrians the siting and scale provides clear reference to this historic route.

The scale of development in the Arundel Street character area is between 3 and 4 storeys. The Peripheral Area character has been altered by post war development, modern buildings of increased scale are present, such as the hubs buildings.

The proposed development introduces a greater scale of development in the Conservation Area, however the design seeks to minimise this next to the most sensitive assets, such as the Arundel Street Area and listed buildings. The design of the scheme has been carefully considered to ensure that the massing and articulation of the buildings is sensitive to heritage assets. Nevertheless, it is noted that in particular with regard to 105-113 Arundel Street the scale and massing of the buildings plus the design which partially obscures the rear elevation from view will lead to some harm to the character of these heritage assets.

Furthermore, the scale of the development is significantly greater than the Howard Public House, although the physical separation of these buildings by Howard Street reduces the harm.

Historic England also make reference to the architectural treatment leading to an overly cohesive scheme which does not reflect the richness or variety of the conservation area. Whilst there is some uniformity between the three blocks, they have each been designed to have an individual character and use different materials. The appearance of the buildings is more uniform than elsewhere in the conservation area, but this reflects the civic gateway nature of the site and the accommodation requirements of the University.

Overall it is considered that the development will lead to some harm to the character of the conservation area and listed buildings on Arundel Street as a result of its scale, layout and detailing. The level of harm caused to a heritage asset is a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the NPPF. In this instance and in the context of the above assessment it is considered that this harm is less than substantial.

Paragraph 202 of the NPPF requires 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.

On balance, it is considered that the wider public benefits of redeveloping an underused site and allowing growth and expansion of Hallam University and the economic impacts that this brings to the city outweigh the less than substantial harm to the Conservation Area identified. As such the scheme is considered to comply with paragraphs 194 to 202 of the NPPF.

### Amenity

Policy CF8 of the UDP 'Conditions on Development in Institution Areas' states that new development will be permitted provided it (b) 'does not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions, including air pollution, noise, other nuisance or risk to health or safety'.

Paragraph 130(f) of the NPPF states the 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 and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience'.

The principle aim of CF8 (b) is to ensure that existing and future users have a good standard of amenity. This aim is robustly reflected in paragraph 130 of the NPPF and as such it is considered that significant weight can be attached to the local policies.

### Sunlight/daylight

A sunpath study has been submitted with the application. The study demonstrates the impact on sunlight during March, June and September. These show that there will be loss of sunlight to properties opposite the site at Church House and the Cooper Building and to the rear of 113-155 Arundel Street particularly in early morning and at midday, with the shadow passing by mid-afternoon. Although a daylight survey has not been submitted, the scale and proximity of the building is such that it is inevitable that there will be some loss of daylight to the afore mentioned buildings.

Church House, the Cooper Buildings and 113-105 Arundel Street are all in commercial use. In line with BRE guidance such uses are defined as less sensitive than residential uses and therefore the weight that can be offered to protecting daylight/sunlight is limited.

The nearest residential properties at Butcher Works and the University Halls of Residence off Arundel Street are set a sufficient distance away to ensure daylight/sunlight levels are not impacted.

Given that the last use of the site adjacent to these properties was a surface level car park, it is inevitable that any development will lead to some loss of daylight and sunlight, and that increased overshadowing will occur. However, it is highlighted that the main impact is to non residential properties and when balancing against the positive effects of regenerating the site, the proposal is considered to be acceptable in this regard.

### Noise

Paragraph 185(a) of the NPPF requires the mitigation and reduction to a minimum of potential adverse impacts resulting from noise from new development and to avoid noise giving rise to significant adverse impacts on health and the quality of life.

The nature of the use is appropriate for the type of area in which it is located and will not give rise to unacceptable levels of noise which could be harmful to surrounding uses. It is however considered necessary to attach a number of conditions to ensure that plant

and equipment and activities associated with the use do not result in unacceptable noise levels. Such conditions relate to plant and equipment, amplified music and delivery and servicing hours.

In summary it is considered that the development will not give rise to unacceptable noise disturbance in the local area and will provide future users with a suitable internal noise environment. The development is therefore in accordance with paragraph 185(a) of the NPPF.

## Contamination

Paragraph 183 of the NPPF requires that planning decisions take account of ground conditions and any risks arising from land instability or contamination

A phase I and II Geo-environmental assessment report have been submitted in support of the application. The reports suggest outline remedial measures in the form of clean capping to soft landscaped areas and the installation of gas protection measures.

Appropriate conditions will be attached to ensure that the site is remediated so that it is safe for its end users. It is concluded that subject to conditions, the development does not raise any concerns with respect to contamination.

## Nature Conservation, Ecology and Trees

Policy GE15 'Trees and Woodland' requires developers to retain mature trees, copses and hedgerows, wherever possible and to replace any trees which are lost.

Paragraph 174 of the NPPF states that development should minimise impacts on and provide net gains for biodiversity. The local policy requirements to protect and enhance the nature environment strongly reflects the relevant policy in the National Framework.

The development includes a high quality pedestrianised area along the east west axis, linking Howard Street with Charles Street, described as the Campus Spine.

This route will be safe, accessible and well lit, providing access through the development and providing a link between University buildings. Block A fronts onto this spine which will be predominantly hard surfaced but will include some tree planting and planted areas to the front of the Hubs building.

A new landscaped area is also provided along part of this route and includes new hard landscape treatment, sensory planting, street furniture, open lawns, terraced planting and tree planting to create a new useable, high quality public space alongside the new blocks. Blocks B/C and D front the new green space and the design allows for uses to spill out from these blocks.

Detailed plans have been submitted illustrating the hard and soft landscape scheme. Landscape colleagues have advised that they have some concerns over the types of paving shown and that planting could be more diverse. Further detail will be reserved by condition to ensure that these elements are satisfactorily addressed.

The landscape plans illustrate that 30 no trees will be planted. This is very welcome and will help to off-set the loss of trees on Arundel Street which occurred as part of the site clearance works (applications 20/03482/FUL and 21/02467/FUL relate).

In addition to the University Green area, the buildings also incorporate roof terraces, green roofs, green yards and green walls. All these elements are welcome from a visual aspect and will also help to improve the biodiversity of this City Centre site.

It is concluded that the development will significantly improve the landscape and biodiversity of the site through the creation of improved pedestrian routes, a green public space and a mixture of strategies to green the roofs and buildings. The scheme complies with relevant policies in this regard.

## Access

Policy BE7 'Design of buildings used by the Public' sets out that in all buildings which are to be used by the public, provision will be expected to allow people with disabilities safe access to the buildings.

All public thresholds are fully accessible from the surrounding streetscape. Level access will also be provided through the pedestrianised route and greenspace.

Planning Officers requested some amendments to improve accessibility, including tactile paving and alterations to bollards but the applicant does not consider these to be necessary. Whilst the alterations would have improved the situation the lack of amendments is not of significant concern.

## Sustainability

A key objective of local and national policy is the pursuit of sustainable development. The NPPF details three overarching principles of sustainable development; an economic objective; a social objective and an environmental objective.

The proposal involved the redevelopment of an underutilised brownfield site which has positive implications for the social and economic sustainability of the area. Jobs will be created in the construction phase and in the maintenance and management of the building. The development will enable the Hallam University to grow and achieve their vision of being 'the world's leading applied University'.

Such investment and growth is welcome and has positive implications for the economic, social and cultural growth of the City.

The site is sustainably located within Hallam's City Campus and within walking distance of regular users which includes students and University Staff. The site is also located in close proximity to a range of excellent public transport links, amenities and services.

Policy CS63 of the Core Strategy 'Responses to Climate Change' gives priority to developments that are well served by sustainable forms of transport, that increase energy efficiency, reduce energy consumption and carbon emissions and that generate renewable energy.

Core Strategy Policy CS64 'Climate Change, Resources and Sustainable Design of Development' expects all new buildings to be energy efficient and to use resources sustainably. All new major developments are expected to achieve a minimum BREEAM (BRE Environmental Assessment Rating) of 'very good' as a minimum.

Core Strategy Policy CS65 'Renewable Energy and Carbon Reduction', relates to renewable energy and carbon reduction and requires that all significant developments should provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

A Sustainability Statement has been submitted in support of the application. The building is intended to be zero carbon ready and will achieve an energy rating of A.

The submitted information details that a bespoke sustainability tracker has been developed for Blocks A – D to incorporate the wider sustainability aspirations of the scheme. The tracker is an alternative to BREEAM and is intended to yield improved

sustainability outcomes as it allows consideration of a wider range of measures.

Whilst this may be acceptable in principle, the details submitted to date do not clearly set out how the tracker compares with BREEAM. Information would need to be submitted based upon the BREEAM assessment and how the proposal compares to the criteria in BREEAM.

It is proposed to use passive design measures to reduce the energy requirement of the building including measures such as achieving high standards of air tightness, fabric first approach to materials and high performance triple glazing. The development will also use air source heat pumps and photovoltaic panels to provide low/zero carbon energy.

It is concluded the sustainability aspirations for the building are high but that at present it is not clear how the proposed measures compare to BREEAM. It is considered necessary to attach conditions to the approval in this regard requiring further information and consideration of these matters.

### Flood Risk and Drainage

Paragraph 159 of the NPPF states that 'inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere'.

The site is located in Flood Zone 1 on the Environment Agency's Flood Map and is therefore not considered to be at risk of flooding.

Core Strategy Policy CS67 'Flood Risk Management' seeks to ensure that all developments significantly limit surface water run-off and utilise sustainable drainage systems where feasible and practicable.

The NPPF details at paragraph 169 that major development should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. Policy CS67 and paragraph 169 of the NPPF are considered to closely align and therefore significant weight can be attached to the local policy in this instance.

The site is unsuitable for infiltration as the site consists of made ground and backfilled cellars from former buildings, underlain by coal measures. There are no waterbodies or surface water sewers within the vicinity of the site and so it is proposed that the site continues to discharge into the Yorkshire Water combined sewers that currently serve the site. The surface water discharge rate from the site will be reduced by 30%. Blue roofs and below ground site attenuation will be used to store water before releasing to the sewer at an agreed rate.

Yorkshire Water initially objected to the proposals as the drawings indicated the development would be built over public combined sewers. Following the submission of further information, it is now clear that these sewers will be diverted/abandoned and that relevant applications for this will be submitted to Yorkshire Water who have now removed their objection.

Suitable conditions will be attached to any approval to ensure that final surface water drainage details are agreed prior to the commencement of development.

### Highways

UDP Policy CF8 (f) states that development should 'be served adequately by transport

facilities and provide safe access to the highway network and appropriate off-street parking’.

Policy T8 ‘Pedestrian Routes’ seeks to improve the safety, convenience and attractiveness of footpaths and pedestrian routes. Whilst Policy T10 ‘Cycle Routes’ expects cycling facilities to be provided in new developments.

Paragraph 110 of the NPPF states that in assessing applications it should be ensured that:

- a) Appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location
- b) Safe and suitable access to the site can be achieved for all users; and
- c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance; and
- d) any significant impacts from the development on the transport network (in terms of capacity and congestion) or on highway safety, can be cost effectively mitigated to an acceptable degree.

Paragraph 111 of the NPPF states that new 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’.

Paragraph 112 goes on to state that priority should be first given to pedestrian and cycle movements and second to facilitating access to high quality public transport.

This application has been supported by a transport statement which confirms the development comprises three separate blocks with a combined floor space of 23,042. The site would be permeable for pedestrians and cyclists. Vehicular access into the site would be permitted to a limited number of disabled car parking spaces (6), and for servicing. Cycle parking would be situated towards the rear of block B/C, sheltered and secure, with a capacity for 96 bikes, and 7 larger spaces for tricycles and electric bikes. There would be 12 showers, 4 in each block.

Vehicular access would be controlled they enter the site at the junction of Charles Street with the Spine Road. Moveable and static bollards and an intercom system restrict vehicle movement. Such management will ensure the space is used predominantly by pedestrians and cyclists. A number of measures are set out to ensure that conflict between the limited number of vehicles and pedestrians is limited, including the road layout and surfacing materials and signs limiting vehicles to 5 mph.

As part of the Connecting Sheffield proposals to promote sustainable travel and ease congestion, new cycle routes will be developed across the city, including on Arundel Gate, which will provide good links to the development. There is currently good cycle stand provision on the streets surrounding the site at: Paternoster Row (Showroom) 4 stands; Brown Street (Workstation) 3 stands; Charles Street (Science Park) 3 stands; Howard Street (SHU) 48 stands; and, Charles Street (The Hubs) 8 stands.

The site is close to the bus and train station, in a highly sustainable location, with lots of local amenities within a 0.5 km walk distance.

When fully occupied, in theory the blocks would be able to accommodate a total population forecast of 3,581 pupils and staff. This represents the maximum number of people occupying the complex during peak periods. However, the average daily occupancy will be less than this, as not all events will occur simultaneously. A travel plan has been submitted in support of the application, which is based on a range of travel planning measures already being implemented at other SHU sites.

Some of the measures include: Promoting sustainable public transport options on the Visit Us website pages, which links to public transport and travel planning websites; Promoting Active Travel, including cycling and walking on the sustainable travel webpage; Providing cycle parking and shower facilities across all campuses; Offering staff discounts for public transport season tickets; Operating a staff cycle to work scheme, including saving 25 to 39% on the cost of bikes and accessories.

The development is located on the now demolished Science Park and two car parks. One car park had 98 spaces for SHU permit holders, the other 75 spaces for use by the public.

Highways Officers have confirmed that they are unconcerned at the loss of these two car parks, owing to the fact that there are currently approximately 9,000 off-street car parking spaces across the City Centre, 3,000 of which are in close proximity to the development site, comprising a mix of long and short-stay spaces, which are located at: NCP Sidney Street, 71 spaces; Matilda Street surface car park, 85 spaces; Q-Park Charles Street, 530 spaces; NCP Furnival Gate, 372 spaces; NCP Arundel Gate, 668 spaces; APCOA Eyre Street (Moor), 674 spaces; Q-Park Sheffield Train Station, 693 spaces. On-street Pay & Display is also available on Arundel Street, 46 spaces; Brown Street, 16 spaces; Charles Street, 4 spaces; Arundel Lane, 4 disabled spaces with no time restriction; and Paternoster Row, 4 disabled spaces with no time restriction. Across the various SHU campuses, there's a total of 316 car parking spaces. Spaces are allocated to staff in relation to essential car use (not just travelling to/from work), disability, and anti-social working hours when public transport is less available.

A study was undertaken of car park occupancy across the city pre-covid for the Heart of the City II project, which also factored in the new parking demand likely to be generated by the various Blocks that comprise Heart of the City II (with HSBC already taking up residence). The conclusion was that the degree of spare capacity was such that the proposal to construct a new multi-storey car park within the original Heart of the City I scheme could be removed from HoCII.

When considering the sustainable location of the development site, the effective travel plan operated by Sheffield Hallam University, and the fact that there is car parking availability within the city centre for those SHU staff/pupils who absolutely need it, highway officers do not foresee any access or parking issues materialising from the developing should planning permission be granted.

The information submitted in the design and access statement and transport statement indicate that the main servicing of the site will take place from Paternoster Row to a facilities management hub within Block D. Servicing to blocks A and B/C will then be via trolleys from this hub, reducing the need for vehicles and servicing within the University Green and Spine area. The submitted information also shows a servicing route from Charles Street along the spinal route and exiting on Arundel Street and it is not clear as to the extent of servicing via this route. A condition has been suggested to agree a servicing management plan, as part of this further detail about the secondary servicing route will be required.

The plans illustrate that emergency vehicles and infrequent maintenance vehicles will be routed along the University Green, crossing Howard Street to Surrey Street. It is imperative that the number of vehicles crossing Howard Street and using the University Green is kept to an absolute minimum give that these areas are/will be highly populated with pedestrians and cyclists. Further consideration of this will be given through details to be submitted as part of the servicing management plan condition.

to an adverse impact on the local highway network. The proposal offers improved pedestrian/cycle routes through the site. The proposal is considered acceptable from a highways perspective and complies with paragraphs 110, 111 and 112 of the framework.

#### Public Art

Policy BE12 encourages works of public art in places which can readily be seen by the public as an integral part of the development. The Design and Access Statement includes preliminary details of Public Art which are welcome, however the final details will be controlled by condition.

#### RESPONSE TO REPRESENTATIONS

The majority of points raised through representation have been addressed in the above report.

In relation to proximity of built development to the wall of neighbouring properties and potential maintenance issues this is a private legal matter.

The level of traffic passing next to the gable end of 113 Arundel Street will be low, structural and stability issues are not a material planning consideration.

The plans do not indicate trees in close proximity to 113 Arundel Street.

#### SUMMARY AND RECOMMENDATION

The proposed redevelopment of the site is acceptable from a land use perspective and will allow Hallam University to grow and develop.

The scheme is well designed and will create a civic gateway development which will enhance the main route from the railway station. The development will cause some harm to designated heritage assets, but this is less than substantial and when weighed against the public benefits of the scheme is considered to be acceptable.

The development is considered to be in compliance with local and national policies and is recommended for conditional approval.

Case Number	21/02770/FUL (Formerly PP-09945486)
Application Type	Full Planning Application
Proposal	Alterations to dwellinghouse including raising the roof to form an additional level of habitable accommodation, single storey side extension and new stepped access (amended description)
Location	15 High View Sheffield S5 8YE
Date Received	16/06/2021
Team	West and North
Applicant/Agent	Wright Building Design 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 published on 1 October 2021:

- drawing 020909-WBD-01-ZZ-DR-A-0003-P04 (site plan and floor plan)
- drawing 020909-WBD-01-ZZ-DR-A-0004-P04 (proposed elevations)
- drawing 020909-WBD-01-ZZ-DR-A-0005-P02 (streetscene view)

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. The materials to be used externally shall match those of the existing building in colour, shape, size and texture.

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

4. To ensure that surface water will be prevented from spilling onto the public highway, the driveway parking area shall be formed of porous (but not loose) material, or alternatively provision shall be made to direct run-off water from the hard surface to a permeable or porous area or surface within the curtilage of the dwellinghouse.

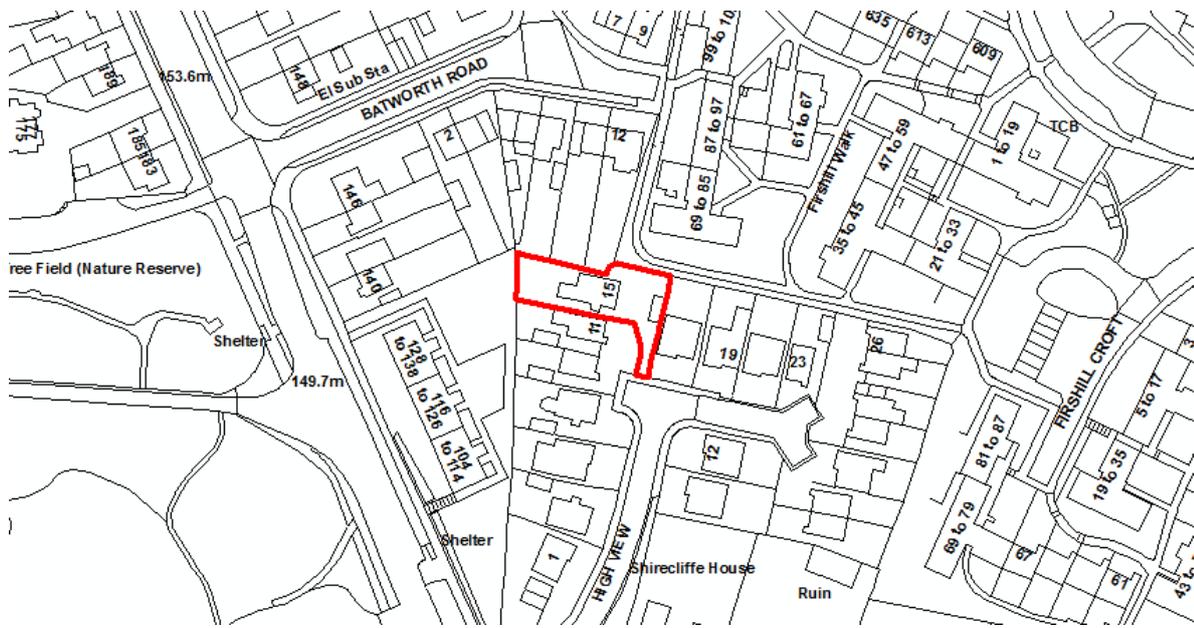
Reason: In the interests of highway safety and the amenities of the locality it is essential for these works to have been carried out before the use commences.

### **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 reminded that the standard construction hours of working, which are 0730-1800 (Monday to Friday), 0800 to 1300 (Saturday) and no working on Sundays or Public Holidays.

# Site Location



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## DESCRIPTION OF SITE

The application site forms part of a small, modern residential development to the north of the city centre consisting of a mix of detached and semi-detached properties arranged around a cul-de-sac. Plots are reasonable in size.

The estate has a clear architectural theme, with the applicant's property, along with its immediate neighbours, constructed with a light coloured stone finish and contrasting red brick plinths, quoins and string detailing.

The applicant's property is a detached two storey dwellinghouse with a pitched roof, which benefits from a detached garage adjacent the eastern site boundary. The dwelling is set on higher ground in the north-western corner of the estate, where it occupies a reasonably prominent position.

The site is surrounded on all sides by housing, including detached and semi-detached dwellinghouses and two and three storey flats.

A site visit was conducted on Monday 16 August 2021.

## DESCRIPTION OF PROPOSAL

The applicant is requesting planning permission for alterations to the dwellinghouse including raising the roof to form an additional level of habitable accommodation, a single storey side extension and a new stepped access.

The original scheme included a single storey residential annexe to the front of the property and along the site's northern site boundary. The applicant removed this part of the scheme due to the planning authority's concerns about over-development of the site. This report is based on the amended proposal.

There would also be some changes to the property's internal layout, but these alterations do not require planning permission.

The applicant has not provided any additional documentation in support of the application; however, the plans do indirectly refer to the development that would be allowed under Class AA permitted development, (which allows for an additional storey to be added to a residential property subject to neighbour consultation and the proposal satisfying a set of criteria).

## RELEVANT PLANNING HISTORY

There is no relevant planning history.

## REPRESENTATIONS

The planning authority has received 18 objections, though some commentators submitted more than one objection. The responses can be summarised as follows:

Material planning considerations:

The following objections are considered in the report:

- visual amenity (appearance, scale of proposal and overdevelopment).
- residential amenity (loss of privacy, overlooking and shadowing).
- parking pressures.
- impacts of water run-off.

Non-material planning considerations:

Lack of consultation:

The planning authority notified the occupiers of properties adjoining the development in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the Council's Code of Practice for Publicity and Consultation on all Planning Applications. There is no legal requirement to notify householders that are further away, although the planning authority will still consider comments from them.

Disturbance from construction works:

The temporary inconveniences of the construction period are not a reason to refuse planning permission. It is generally not the role of the planning system to deal with matters covered by separate legislation. Circumstances in which builders' works may be a nuisance are covered by the Control of Pollutions Act and the Council's Environmental Protection Service can investigate on a neighbour's behalf if the construction work amounts to a statutory nuisance.

A directive can be attached to remind the applicant of the standard construction hours of working, which are 0730-1800 (Monday to Friday), 0800 to 1300 (Saturday) and no working on Sundays or Public Holidays.

The property could be used as a house in multiple occupation (HMO):  
This is a speculative comment and does not form part of the proposal under consideration.

Unfinished building work on another property and the state of the applicant's property:

These issues are not relevant to the application.

Access to the driveway:  
This is a civil matter between the applicant and their neighbours.

The annexe:  
The annexe is no longer part of the application.

## PLANNING ASSESSMENT

Policy context

Paragraph 130 of the National Planning Policy Framework, 2021 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 site is identified on the Unitary Development Plan Proposals Map as being within a Housing Area. The assessment takes account of policies BE5 and H14 from the Sheffield Unitary Development Plan (UDP). The Supplementary Planning Guidance (SPG) on Designing House Extensions is also relevant. Attention is given to the provisions of policy CS74 from the Core Strategy regarding design.

in accordance with the NPPF and can be offered substantial weight.

### The principle of the development

The Government introduced Class AA permitted development in August 2020, which allows the enlargement of a dwellinghouse by construction of additional storeys subject to a range of criteria, including its impact on the external appearance of the dwellinghouse. The current application does not qualify as Class AA permitted development, but the Class AA allowance is a material consideration.

### Design

Guidelines 1 to 3 of the Supplementary Planning Guidance on Designing House Extensions state that development must be compatible with the character and built form of the area; development should not detract from the host dwelling or from the general appearance of the street or locality; and extensions should be built of matching materials and features.

The additional floor's design, fenestration and external materials would match that of the existing dwelling. The new roof would also resemble the existing roof in terms of appearance, form and pitch.

The property's height would increase as a result of the development and, together with the dwelling's position in the corner of the estate and its siting on higher ground, it means that the extension would result in a more visually prominent structure in the streetscene. However, it is considered that its impact would be softened by the sympathetic design, the varied context (which includes taller properties) and the fact that the second floor will partly occupy the roofspace.

On balance it is considered that any harm to the streetscene as a result of the increase in height would be minor and would not be sufficient to justify a refusal on the grounds of visual amenity.

The proposed single storey side extension comprises a minor addition to an existing porch and does not raise any design concerns.

The proposal is considered to be in accordance with the policies set down above.

### Impact on Neighbours

Guidelines 4 to 6 of the Supplementary Planning Guidance on Designing House Extensions state that development should not lead to an overdevelopment of house plots or leave little garden space; they should ensure that minimum levels of privacy are maintained; and not lead to unreasonable over-shadowing or overdominance of neighbouring dwellings.

As the annexe has been omitted from the proposal, the dwellinghouse would retain ample amenity space following construction of the additional floor and the amended scheme does not constitute an overdevelopment of the plot.

A degree of mutual overlooking already occurs from the existing first floor windows. The proposed second floor windows would provide some further opportunities for overlooking into the adjoining occupiers' land, but it is considered that a similar impact would occur from second floor windows being inserted in the front and rear elevations under permitted development. The extent to which the privacy of the occupiers of neighbouring properties is harmed by increased overlooking is not considered to be significant.

The extended property's shadow would track across the applicant's own rear garden and the rear sections of neighbouring gardens to the north, but it would not fall across any principal windows or result in any unreasonable overshadowing.

The proposed single storey side extension to the porch does not raise any amenity concerns. The modest alterations to the front of the property, including a new stepped access, would not impact the amenities of the occupiers of neighbour properties.

The extensions would not be readily visible from neighbouring occupiers' principal windows.

The proposal does not raise any amenity issues and complies with the relevant UDP policies and SPG guidance on Designing House Extensions.

### Highway Impact

Guideline 8 of the Supplementary Planning Guidance states that developments should not adversely affect highway safety and should provide adequate parking arrangements.

This generally aligns with paragraph 111 of the NPPF which 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.

An extension to a single residential unit could create additional traffic, but not to the extent that it would overwhelm local roads. The proposed extension increases the existing dwellinghouse from four to six bedrooms, plus a study. The plot will retain at least three off-street parking spaces (including the garage) which is considered to be sufficient for a six-bedroom house.

The Council's highways officers have not raised any objections to the proposal, and it is considered that overall the development would not have a material adverse impact on highway safety.

### Other Issues

Concerns about water run off are noted. No significant changes are being proposed to the driveway, however, to ensure that surface water will be prevented from spilling onto the public highway, a condition is proposed which requires the extended parking area to be formed of porous (but not loose) material, or provision made to direct run-off water from the hard surface to a permeable or porous area or surface within the site curtilage.

### SUMMARY AND RECOMMENDATION:

The proposal would be in general accordance with the NPPF (2021), Core Strategy Policy CS74, Unitary Development Plan Policies H14 and BE5 as well as the Council's Supplementary Planning Guidance on Designing House Extensions. It is considered that any harm to the streetscene would be minor and would not be sufficient to justify a refusal on the grounds of visual amenity, taking into account the character of the area and the Class AA permitted development rights introduced by the Government in August 2020. It is therefore recommended that Members grant planning permission subject to the proposed conditions.

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Case Number	21/01828/FUL (Formerly PP-09747370)
Application Type	Full Planning Application
Proposal	Demolition of existing buildings and erection of a seven-storey building, comprising 90 co-living units, central courtyard amenity space and associated ancillary amenity space including bike store and co-working space (Use Class Sui Generis) and ground floor commercial units (Use Class E)
Location	Aircraft & Commercial Tools Ltd Bowling Green Street Sheffield S3 8SU
Date Received	20/04/2021
Team	City Centre and East
Applicant/Agent	Urbana Town Planning
Recommendation	Grant Conditionally Subject to Legal Agreement

## **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:

918-CPA-XX-00-DR-A-0100 rev P3 (location plan) published 20.04.21  
918-CPA-XX-00-DR-A-0102 rev P2 (proposed site plan) published 20.04.21  
918-CPA-XX-00-DR-A-0200 rev P2 (level 00 plan) published 21.04.21  
918-CPA-XX-01-DR-A-0202 rev P2 (level 01 plan) published 21.04.21  
918-CPA-XX-02-DR-A-0203 rev P2 (level 02 plan) published 21.04.21  
918-CPA-XX-03-DR-A-0204 rev P2 (level 03 plan) published 21.04.21  
918-CPA-XX-04-DR-A-0205 rev P2 (level 04 plan) published 21.04.21  
918-CPA-XX-05-DR-A-0206 rev P2 (level 05 plan) published 21.04.21  
918-CPA-XX-06-DR-A-0207 rev P2 (level 06 plan) published 21.04.21  
918-CPA-XX-RF-DR-A-0208 rev P2 (roof plan) published 21.04.21

918-CPA-XX-ZZ-DR-A-0600 rev P2 (Ward Street elevation) published 21.04.21  
918-CPA-XX-ZZ-DR-A-0601 rev P2 (South Parade elevation) published 21.04.21  
918-CPA-XX-ZZ-DR-A-0602 rev P2 (Bowling Green Street elevation) published 21.04.21  
918-CPA-XX-ZZ-DR-A-0603 rev P2 (Ebenezer Sreet elevation) published 21.04.21

Reason: In order to define the permission.

**Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)**

3. Development shall not commence until a Construction Environmental Management Plan (CEMP) has been 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.

4. No development shall commence until the actual or potential land contamination and ground gas contamination at the site have been investigated in an updated Phase 1 Preliminary Risk Assessment Report (which references site visit/walk-over, the design of intrusive investigations, a site plan identifying the soils sampling strategy, and which features are to be targeted on site, as well as a more detailed gas monitoring strategy) which shall have been submitted to and approved in writing by the Local Planning Authority. The Report shall be prepared in accordance current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020).

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. Any intrusive investigation recommended in the Phase I Preliminary Risk Assessment Report shall be carried out 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 prior to construction works commencing. The Report shall be prepared in accordance with current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020).

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.

6. 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 current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation 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.

7. No development shall commence (excluding the demolition of existing structures) until:
  - a) a scheme of intrusive investigations has been carried out on site to establish the risks posed to the development by past shallow coal mining activity; and
  - b) any remediation works and/or mitigation measures to address land instability arising from coal mining legacy, as may be necessary, have been implemented on site in full in order to ensure that the site is made safe and stable for the development proposed.

The intrusive site investigations and remedial works shall be carried out in accordance with authoritative UK guidance.

Reason: In order to protect the health and safety of future occupiers and users of the site.

8. 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.

Highways Improvements:

The reconstruction and upgrading of all footways directly adjoining the site's frontage to Bowling Green Street, South Parade and Ward Street in the Urban Design Compendium palette

Any other associated improvements to Ward Street, including to street lighting

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.

9. 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.

10. No development shall commence until details of the site accommodation including an area for delivery/service vehicles to load and unload, for the parking of associated site vehicles and for the storage of materials, has been submitted to and approved in writing by the Local Planning Authority. Thereafter, such areas shall be provided to the satisfaction of the Local Planning Authority and retained for the period of construction or until written consent for the removal of the site compound is obtained from the Local Planning Authority.

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

11. No development, including any demolition 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 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 WSI and the development shall not be brought into use until the Local Planning Authority have 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.

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

12. 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.

13. 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:

Ground floor shopfronts including exposed steel structure, perforated dark grey (artist) panels and main entrance details  
Typical upper floor window details including reveals  
Glazing details  
Roof details including standing seam panels  
Sinusoidal panels  
Weathered steel perforated panels  
Perforated silver/grey rainscreen (artist) panels  
Material fixing details  
Balustrading including perforated balustrade  
Signage  
External lighting

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

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

14. Full details of the internal courtyard landscaping scheme shall be submitted to and approved in writing by the Local Planning Authority before that part of the development commences. Thereafter, the development shall be undertaken in accordance with the approved details and the development shall not be occupied until the landscape works have been fully implemented.

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

15. Within 6 months of the commencement of development, 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.

16. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been installed and thereafter retained. Such scheme of works shall:

- a) Be based on the findings and recommendations of approved Acoustic Planning Report; Hoare Lee ref. 1012673 - Rev 02, dated 29/07/2021.
- b) Be capable of achieving the following noise levels:  
Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours);  
Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours);  
Other Habitable Rooms: LAeq (16 hour) - 40dB (0700 to 2300 hours);  
Bedrooms: LAFmax - 45dB (2300 to 0700 hours).
- c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

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

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

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

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

Reason: In order to protect the health and safety of future occupiers and

users of the site it is essential for these works to have been carried out before the use commences.

18. 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.

19. Prior to the installation of any commercial kitchen fume extraction system full details, including a scheme of works to protect the occupiers of adjacent dwellings from odour and noise, shall first have been submitted to and approved in writing by the Local Planning Authority. These details shall include:

- a) Drawings showing the location of the external flue ducting and termination, which should include a low resistance cowl.
- b) Acoustic emissions data for the system.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the system's required cleaning and maintenance schedule.
- e) (Optional: Details of a scheme of works to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building).

The approved equipment shall then be installed, operated, retained and maintained in accordance with the approved details.

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

20. 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 development shall not be brought into use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation 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.

21. Prior to the occupation of the development, or it being taken into beneficial use, a signed statement or declaration prepared by a suitably competent person confirming that the site is, or has been made, safe and stable for the approved development shall be submitted to the Local Planning Authority for

approval in writing. This document shall confirm the methods and findings of the intrusive site investigations and the completion of any remedial works and/or mitigation necessary to address the risks posed by past coal mining activity.

Reason: In order to protect the health and safety of future occupiers and users of the site.

22. The development shall not be brought into use unless all main pedestrian accesses into the residential and commercial portions of the building are level (or step free) and provide a minimum effective clear width opening of 1000mm, the full details of which shall first be submitted to and approved in writing by the Local Planning Authority before that part of the development commences. Thereafter, the approved access arrangements shall be retained for the lifetime of the development.

Reason: To ensure ease of access for all users.

23. The development shall operate in accordance with the approved Travel Plan (ref: P1607\_20210309 - Travel Plan, rev 1, published 21.04.21). On occupation, the approved Travel Plan shall be implemented, including the agreed reporting measures, subject to any variations approved in writing by the Local Planning Authority.

Reason: In the interests of delivering sustainable forms of transport.

24. The development shall not be occupied unless the separate residential and commercial bin stores, as shown on the approved drawings, have been provided and thereafter retained. At no time shall bins be stored in the public highway.

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

25. The development shall not be occupied unless the bicycle storage facilities, as shown on the approved drawings, have been provided and thereafter retained, the full details of which shall have first been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of delivering sustainable forms of transport.

26. The development shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway, and any other associated changes to the public highway are implemented.

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.

27. The development shall be undertaken in accordance with the following approved documents:

Sustainability statement (ref: DOC-2323850-20210414-Sustainability Statement-HC-Rev01\_00) published 21.04.21  
Energy strategy (ref: DOC-2323850-20210413-Energy Strategy-HC-Rev01\_00) published 21.04.21

The residential portion of the development shall not be occupied until a report has been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures (heat pumps and PV panels) have been installed/incorporated prior to occupation.

Reason: In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change.

28. The non-residential portion of the development hereby approved shall be constructed to achieve a minimum rating of BREEAM 'very good' and before the development is brought into use (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

29. The Developer shall use reasonable endeavours to ensure that any identified end-user of any phase of the development shall, in collaboration with Talent Sheffield, produce a detailed Inclusive Employment and Development Plan, designed to maximise opportunities for both immediate and on-going employment from the operational phase of development. The plan shall be submitted to and approved in writing by the Local Planning Authority.

The Plan shall include detailed implementation arrangements, 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 operational phase of the proposed development.

30. Prior to the construction of any phase of the development commencing, a detailed Inclusive Employment and Development Plan for that phase, 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.

31. The development hereby approved shall be undertaken in accordance with the recommendations and enhancement measures detailed in the following approved documents:

Preliminary Ecological Appraisal (PEA) (ref: UTP.BG.2021 by Estrada Ecology Ltd, dated 18/02/21)  
Bat Activity Survey Report (ref: SQ-336 by Estrada Ecology Ltd, dated 15/09/21)

The development shall not be occupied unless the following ecological enhancement measures, as a minimum, have been undertaken:

2 x house sparrow 'terrace' type bird boxes installed  
2 x swift boxes installed  
2 x bat boxes installed  
A Natural England protected species mitigation license obtained, informed by one further bat emergence survey (May-August)

Thereafter the enhancement measures shall be retained and maintained for the lifetime of the development.

Reason: In order to ensure the development has an acceptable impact on local biodiversity.

32. The use shall not commence until a report has been submitted to and approved in writing by the Local Planning Authority detailing all extra flood resistance and resilience measures included in the development to comply with the Environment Agency's standing advice. Thereafter such measures shall be retained and maintained for the lifetime of the development.

Reason: In order to mitigate against the risk of flooding.

33. The development shall be carried out in accordance with the approved Flood Risk Assessment and Sustainable Drainage Report, both prepared by Elliot Wood Partnership Ltd (refs: 2200501) published 21.04.21.

Reason: In the interest of satisfactory and sustainable drainage and mitigating flood risk.

### **Other Compliance Conditions**

34. Commercial deliveries to and collections from the building shall be carried out only between the hours of 0700 to 2300 on Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

35. 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 2300 Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

36. With the exception of residents of the development using designated co-working spaces, no customer shall be permitted to use the ground floor commercial premises outside the following times:

0700 to 2300 on any day

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

37. No amplified sound or live music shall be played within the commercial use(s) hereby permitted at above background levels, nor shall loudspeakers be fixed externally nor directed to broadcast sound outside the building at any time. The specification, location and mountings of any loudspeakers affixed internally to the building shall be subject to written approval by the Local Planning Authority prior to installation.

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

38. The residential units shall only be let as part of the wider co-living use hereby approved, and not let or sold off separately, unless a detailed building management plan (indicating how the communal living, working and social spaces will be maintained and made available for all residents of the scheme in perpetuity) has been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of creating mixed communities in accordance with Core Strategy Policy CS41.

39. 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.

40. Notwithstanding the approved drawings, no window or door shall, when open, project over the adjoining footway, except when in use during an emergency or for limited servicing requirements.

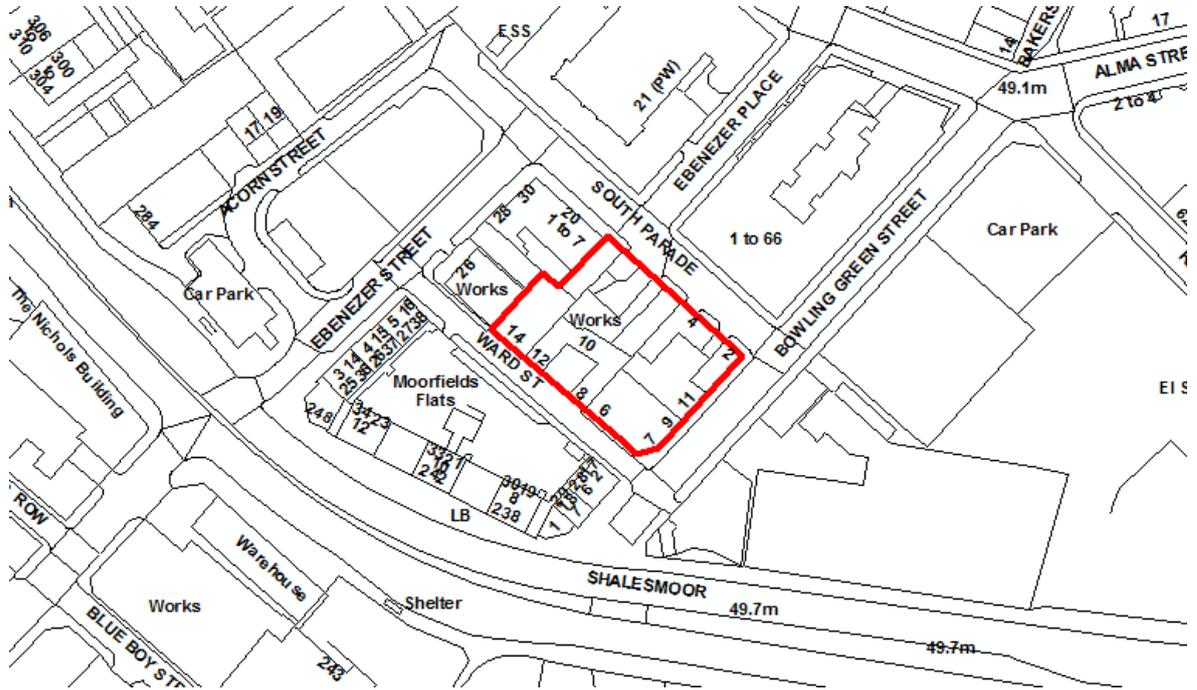
Reason: In the interests of pedestrian safety.

Attention is Drawn to the Following Directives:

1. All wild birds, their nests, eggs and young are protected under the Wildlife & Countryside Act 1981 during the nesting season (March 1st - August 31st). A nesting bird check is recommended prior to any works commencing.
2. 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.
3. 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.
4. For larger commercial kitchens or cooking types where odour and noise risk is higher, reference should be made to the updated guidance document; 'Control of odour and noise from commercial kitchen exhaust systems' (EMAQ; 05/09/2018). Appendix 2 of the document provides guidance on the information required to support a planning application for a commercial kitchen
5. You may need a Premises Licence under the Licensing Act 2003. You are advised to contact Sheffield City Council's Licensing Service for advice on Tel. (0114) 2734264 or by email at [licensing@sheffield.gov.uk](mailto:licensing@sheffield.gov.uk).
6. 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.

7. You are advised that residential occupiers of the building should be informed in writing prior to occupation that:
- (a) limited/no car parking provision is available on site for occupiers of the building,
  - (b) resident's car parking permits will not be provided by the Council for any person living in the building for future parking permit schemes
8. 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](mailto:eps.commercial@sheffield.gov.uk).
9. 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 application relates to a mix of traditional and modern former industrial buildings, occupying approx. 2/3rds of an urban block bounded by Bowling Green Street, South Parade and Ward Street, within the Kelham Island neighbourhood of the City Centre.

The application seeks planning permission for the demolition of the buildings and the erection of a 7-storey residential building with commercial space at ground floor and a central, covered courtyard.

The proposed use is as a co-living scheme (use class Sui Generis), which comprises 90 no. residential units with communal living and working amenity spaces. The residential portion of the building would be made up of:

- 64 no. studios
- 6 no. accessible studios
- 20 no. two-bed apartments

The proposed uses at ground floor would be within use class E (Commercial, Business and Service).

## RELEVANT PLANNING HISTORY

No relevant history.

## SUMMARY OF REPRESENTATIONS

Fourteen letters of objection have been received from neighbours, including the Kelham and Neepsend Neighbourhood Forum. In summary, the following issues have been raised:

- Lack of off-street parking
- Residents will own cars, not all can use public transport, parking should be provided for residents and the commercial uses, or the development scaled back
- Increase in traffic and noise disturbance
- Existing parking issues, putting pressure on existing parking, putting off visitors to Kelham and affecting the local economy
- The development is not in keeping with the historic surroundings, the scale and height at seven-stories is excessive, and should be level or lower than existing buildings
- Demolition of buildings in a Conservation Area and impact on Listed Buildings
- Impact on daylight to neighbouring flats and views
- Impact on privacy, with Cornwall Works heavily overlooked
- Decrease in property values
- Concerns regarding overlooking, safety and the maintenance of the boundary for the business at no. 26 Ebenezer Street.

- At odds with the Neighbourhood Plan by the Kelham Island and Neepsend Neighbourhood Forum, over provision of one-bed units and provision for a transient population, with the need for more family homes (i.e. three-bed)
- Need owner occupied homes
- Small internal space standards and lack of outdoor space
- Concern commercial units would sit empty
- Impact on air quality due to demolition and traffic
- Creation of wind tunnels
- Consideration of bin storage

An objection was also received from the City Ward councillors (Cllrs Johnson, Mersereau & Phipps), in summary raising the following concerns:

- Small living spaces, many of which are below national space standards
- Unspecified number of residents having to share limited communal facilities for cooking, working and laundry
- Lack of outdoor space/green space provision on site, exacerbated by very little open/green space being available nearby
- Loss of light for residents living nearby

One representation was received supporting the development but raising concern regarding parking and the need for measures to be taken.

One letter of support was received, in summary, on the grounds of the design, supporting economic growth as well as the housing need in this sustainable location.

The Conservation Advisory Group (CAG) submitted a representation, in summary stating that an eight-storey building would represent overdevelopment of the site and would adversely affect the setting of the Ebenezer Chapel and Sunday School. The mid-19th century white building at the corner of Bowling Green Street and South Parade was of a piece with the industrial character of Kelham Island and should be retained. In the event that the development did proceed, there should be a full archaeological survey of the site.

Historic England made the following comments:

- They do not consider the current approach to redevelopment preserves or enhances the heritage sensitivities of the application site and Kelham Island Industrial Conservation Area. They have serious concerns regarding this application on heritage grounds.
- They note that the proposal would result in the loss of Nos. 2-4 South Parade, which make a positive contribution to the special interest of the streetscape of the conservation area. Their loss would erode the distinctive character that makes Kelham such a unique and celebrated neighbourhood. These smaller works, such as Nos. 2-4 South Parade (which forms part of the application site), were interspersed with public houses, housing and chapels. Their differentiation from larger scale industrial works is a key part of how the conservation area should be read and forms an important part of

the significance of this designated area. The survival of these buildings today provides an increasingly rare glimpse into the daily lives of the 19th century industrial communities which once thrived within Kelham.

- The proposed new building is of substantially greater scale and massing than the established grain of development, including recent regeneration schemes, which characterise this area of Sheffield. They do not consider that the application site has the capacity to accommodate new development of the scale and massing proposed and it would introduce a cumbersome building of discordant proportions into a sensitive historical location. Such a building would unnecessarily dominate the existing historic street scene and erode an important part of the character and appearance of the conservation area. It is their view that the harm arising from the application is more acute given the proposed articulation of the two-storey rooftop element and the associated departure in materials palette from the main body of the new building which draws the eye, exacerbating the impact of the excessive scale.
- They consider that the proposed new development would also cause harm to the special interest of the grade II listed former Ebenezer Wesleyan Chapel and former chapel on Ebenezer Street through loss of context and harm to their settings.
- They consider that there are many heritage-sensitive design solutions that could be legitimately used in the development of this application site. They believe that any new building proposed should be of a more appropriate scale and massing. A high-quality design which responds positively to its immediate neighbours and which has special regard to the character and appearance of the conservation area could make a positive contribution to the ongoing regeneration of Kelham.
- They do not believe that the proposal has special regard to the desirability of preserving listed buildings or their setting or preserves or enhances the character or appearance of the conservation area, therefore resulting in harm to designated and non-designated heritage assets and they do not believe that clear and convincing justification in terms of public benefits has been provided and the development therefore conflicts with paragraphs 189, 194, 195, 197, 199, 200, 202, 203 and 207 of the NPPF.

## RESPONSE TO REPRESENTATIONS

Issues relating to impacts on massing, scale and design, conservation, daylight and privacy of neighbours, living conditions, the principle of the development type, air quality and parking and highways are addressed in the planning assessment below.

The impact on property value is not a material planning consideration.

The right to a specific view is not a material planning consideration.

In response to the specific queries raised by the business at no. 26 Ebenezer Street, it is confirmed that there would be no windows directly overlooking this site, the roof level walkway would not be open to the public and the maintenance of boundaries would be a private matter to be addressed between the affected parties.

The building is not of sufficient height to warrant a wind assessment.

Sufficient bin storage is considered to be provided in separate residential and commercial stores, and this would be subject to a condition, whilst servicing would be limited to appropriate times, as discussed below.

It is clearly not in the developer's interests for the commercial units to sit empty, and consideration is given to market forces in this regard. The commercial units would form a fundamental element to the co-living model, and there is no policy reason to resist this part of the scheme.

The impact of the proposals on designated and non-designated heritage assets is discussed in the main body of the report, as are the design, scale and massing of the new building. Whilst accepting that there is harm to heritage assets, this harm is considered against the public benefits that are derived from the development.

## PLANNING ASSESSMENT

### Planning Policy Context

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

The Council's development plan comprises the Core Strategy which was adopted in 2009 and the saved policies of the Unitary Development Plan (UDP) which was adopted in 1998. The National Planning Policy Framework published in 2018 and revised in July 2021 (the NPPF) is a material consideration (paras 2 and 218 of the NPPF).

Paragraph 219 of the NPPF provides that existing policies in a development plan should not be considered out-of-date simply because they were adopted or made prior to the publication of the NPPF and that due weight should be given to existing policies in a development plan, according to their degree of consistency with the NPPF.

In all cases the assessment of a development proposal needs to be considered in light of paragraph 11 of the NPPF, which provides that when making decisions, a presumption in favour of sustainable development should be applied and that where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date (e.g. because they are inconsistent with the NPPF), this means that planning permission should be granted unless:

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

This is referred to as the “tilted balance” and this assessment will have due regard to this.

### Principle

The site lies within a General Industry Area (Area B - without special industries), as designated by the UDP, where industrial and warehouse uses are preferred and should be dominant, as per UDP Policies IB5 and IB9(a).

However, this designation is no longer appropriate following the adoption of the Core Strategy. Core Strategy Policy CS6(b) identifies the area as a Transition Area, where manufacturing should be encouraged to relocate. This approach is also promoted in Policy CS17(j), which identifies the area as becoming a focus for new jobs. Policy CS4(d) promotes this location for office uses, particularly for financial, professional and legal services.

In addition, Policy CS27(a) promotes further expansion of City Centre living at Kelham and Neepsend, with a mix of tenures and sizes of unit, forming part of a mix of uses. It is noted that there is no affordable housing requirement in this area.

The proposal is for a co-living scheme with communal living and working amenity spaces throughout and commercial spaces at ground floor. While all units would be self-contained, the proposed scheme differs to traditional residential accommodation (use class C3) in the way the accommodation is managed, and with emphasis placed on living, working and socialising within the communal spaces provided on each floor, rather than within each private residential unit. The communal spaces would include a co-working area, a communal kitchen and dining area, lounge, laundry facilities and roof terrace.

There lacks a clear planning definition for co-living schemes, however, nationally and locally (see ref: 17/04517/FUL – Fitzwilliam Street/Moor Street) these are generally accepted as Sui Generis uses. In this case, as discussed above, the proposed scheme is considered to differ enough from a traditional C3 residential apartment scheme to warrant Sui Generis classification, in a similar way to purpose-built student accommodation (PBSA), which is also generally classed as a Sui Generis use. Whilst there would be nothing preventing some students occupying the development, it is noted that this is not a PBSA scheme, and would be available to young professionals and older occupiers who wish to downsize, for example, with an emphasis on residents using the building’s communal areas to live and work.

It is understood that the commercial ground floor space (retail units, workshops, a café etc) would be a fundamental part of how the building operates and would supplement the co-living communal spaces, as well as being open for use by the public. These units would provide active frontage to the street and open out into the communal internal courtyard space. This is welcome, as it would provide active frontage, opening the building up to the public and linking the development to the wider community, providing additional amenities for existing residents in the neighbourhood. Therefore, the classification of the commercial spaces as use class E is considered appropriate, rather than being part of the wider Sui Generis use.

The Kelham Island and Neepsend neighbourhoods continue to transition towards being more residential in character, with the site in very close proximity to a number of other residential buildings. The proposal would assist the aims of Policy CS27(a) by providing residential accommodation as part of a mixed-use, co-living scheme, with 70 no. studios and 20 no. two-bed units.

Core Strategy Policy CS26(a) states that at least 70 dwellings per hectare would be an appropriate density range for new housing development within or near to the City Centre. The proposal would be well in excess of this, making very effective use of this well connected, sustainable location.

Core Strategy Policy CS41(a) promotes mixed communities by requiring housing for a broad range of smaller households in the City Centre where no more than half the new homes in larger developments should consist of a single house type. While the proposal would provide for smaller households, it is acknowledged that over half of the units would be studios in this case. However, co-living is a relatively new residential concept, with no other examples in the neighbourhood. Whilst a greater mix, including family apartments, would be preferable, it is not considered reasonable to resist the scheme on a site-specific basis, as overall it would add variety to the tenures/unit sizes of the housing market in this location.

Given that weight has been attributed to the fact that this is a co-living scheme in the assessment against Policy CS41(a), a condition would prevent the individual residential units being let or sold off separately as standard C3 apartments.

Co-living schemes are not listed as a form of shared housing that should be limited to a 20% density within a 200m radius by Core Strategy Policy CS41(d). Given the proposal would add some variety to the area, as discussed above, and given the fact that all units are self-contained, CS41(d) is not considered to be relevant. In any case the density of shared housing in this area is only approximately 3%.

The amount of commercial space (use class E) at ground floor would not necessarily assist the Core Strategy policy requirements of CS4(d) and CS6(b) to provide for manufacturing or office uses in this area. Whilst use class E could include office, light industrial or research and development uses, for example, it is acknowledged that this is not guaranteed and may be unlikely in such ground floor units, where more public facing uses would likely be attracted, and therefore the proposal would not make a strategic contribution to the aims of Policies CS4(d) and CS6(b).

Given the impact of the global pandemic and the rise in home working, the long-term demand for office space remains unclear. It would therefore be unreasonable to resist an otherwise viable and appropriate regeneration scheme on this basis, especially as the proposal in question would actively provide co-working spaces for residents. There is no guarantee that a strategically preferable scheme with appropriate office space would come forward in the foreseeable future for the site or within the wider area generally to fulfil these Core Strategy policy aims for this location.

It is therefore not considered that the requirements of Policies CS4(d) and CS6(b) are reasonable grounds to resist the proposal. It should be noted that the proposed ground floor uses could still contribute some preferred offices uses, and if not, the proposal would still assist the aims of Policy CS17(j) by providing new jobs in this area.

Given Sheffield cannot demonstrate a 5-year housing supply, the “tilted balance” applies, as discussed above, and significant weight is attributed to a scheme that would make a substantial contribution (90 no. units) to the city’s housing supply.

The proposal would assist the requirements of the NPPF Section 5 which seeks to deliver a sufficient supply of homes. By utilising brownfield land for housing in a sustainable, inner-city location, the proposal would accord with the requirements of the NPPF para. 120 which requires decisions to (a) encourage multiple benefits from urban land including through mixed use schemes and (c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs. The proposal would also assist the economic aims of the NPPF, particularly para. 81 which requires decisions to help create the conditions in which businesses can invest, expand and adapt, with significant weight placed on the need to support economic growth and productivity.

In summary it is considered that the proposed development complies with relevant land use policies.

#### Design and conservation

UDP Policy BE5 ‘Building Design and Siting’ and Core Strategy Policy CS74 ‘Design Principles’ set out the design principles for new developments. Policy BE5 requires development to incorporate good design, the use of high quality materials and encourages original architecture. Core Strategy Policy CS74 states that high quality development will be expected which respects, takes advantage of and enhances the distinctive features of the city, its districts and neighbourhoods.

Paragraph 126 of the NPPF states ‘The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development’.

Paragraph 130 then goes on to set out a series of requirements including that development should add to the quality of the area; have good architecture, layout

and landscaping; be sympathetic to local character and history; establish a strong sense of place and create welcoming and distinctive environments.

The key principles contained within the local design policies relate to providing developments that are high quality, well designed, distinctive and sympathetic to local character. These principles align closely with national policies and can be afforded significant weight.

Approximately half of the site (the buildings fronting South Parade) lies within the Kelham Island Conservation Area, and comprises traditional, two-storey, industrial terraced buildings at nos. 2-4 South Parade. The portion of the site fronting Ward Street is not of architectural merit as it is formed of modern industrial premises.

The site is adjacent to a number of character buildings, including the Grade II Listed Ebenezer Church to the north and Moorfields Flats to the south, which is a character building as identified in the Urban Design Compendium.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 says that Local Planning Authorities shall have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of conservation areas. The local and national planning policies reflect these statutory duties.

Policies BE15, BE16 and BE19 state that buildings and areas of historic interest (listed buildings and conservation areas) will be preserved or enhanced and developments that harm the character and appearance will not be permitted.

Chapter 16 of the National Planning Policy Framework 2019 (NPPF) Conserving and Enhancing the Historic Environment states that heritage assets are an irreplaceable resource which should be conserved in a manner appropriate to their significance (paragraph 189).

Paragraph 194 advises that, in determining applications, local planning authorities should require an applicant to describe the significance of an affected asset, including any contribution made by their setting, at a level proportionate to the assets' importance.

Paragraph 195 requires local planning authorities to identify and assess the significance of a heritage asset that may be affected by a proposal and to minimise the conflict between the conservation of the asset and impact of the proposals. Paragraph 197 requires local planning authorities to take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

Paragraph 199 states that great weight should be given to the heritage asset's conservation (and the more important the asset, the greater the weight should be).

This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 200 states that any harm to the significance of a designated heritage asset needs clear and convincing justification. Paragraph 202 states 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.

It is considered that the principles of the local and national policies in relation to the conservation of heritage assets are closely aligned. However, the NPPF provides greater detail on how to assess and consider impact, including introducing the principles of 'substantial harm and less than substantial harm'.

The submitted Heritage Statement identified that the features of note within the Conservation Area are the large scale, industrial buildings interspersed with smaller units, sometimes arranged around courtyards. The overriding materials of the historic buildings are red brick with local sandstone detailing and slate roofs. The presence of the river gives distinct views and vistas.

The proposal would involve the demolition of the existing low-rise buildings, including nos. 2-4 South Parade, and the erection of a seven-storey building.

The proposed development would comprise a five-storey block, with the additional two-storeys within a recessed, rooftop element with saw-tooth roof. The overall design approach would be contemporary, but with a strong industrial influence, in terms of the form and materiality, relevant to the character of the Kelham Island area.

The submitted Heritage Statement states that nos. 2-4 South Parade derives its significance primarily from its historic interest, being illustrative of the once large and common place Sheffield steel and cutlery manufacturing industry in the Kelham Island area and forming part of the former Ashberry Metal Works. It has some architectural interest also, albeit reduced by unsympathetic repair and alteration. The physical fabric of the building provides evidence of its past use, development and architectural features associated with 19<sup>th</sup> Century industry, contributing to its archaeological interest. Similarly, the limited structural remains within the centre of the Site have some historic and archaeological interest, attesting to the past character and function of the site as a whole.

Nos. 2-4 South Parade is therefore a non-designated heritage asset and part of the wider heritage asset that is the conservation area. Its demolition would result in a total loss of its significance. This total loss would equate to harm in line with NPPF para. 203. The retention of these buildings has been previously explored, however, this would significantly limit the full redevelopment potential of the site, and the application is assessed as presented.

Nos. 2-4 South Parade makes a contribution to significance of the Conservation Area through both its character and appearance, while the remainder of the site does not. The submitted Heritage Statement states that the contribution is, however, limited by the building's stilted appearance within the surrounding later 20<sup>th</sup> Century and early 21<sup>st</sup> century townscape, which severs any consistent

appearance of historic value.

In addition, it is not considered that nos. 2-4 South Parade make a discernible contribution to the significance of setting of the Grade II Listed Ebenezer Church and its removal would not alter how this designated asset is understood as remaining elements of the former landscape.

The loss of nos. 2-4 South Parade will therefore nonetheless lead to harm of a designated heritage asset (the Kelham Island Conservation Area), which the submitted Heritage Statement concludes to be 'less than substantial' as the significance embodied in its character would still be appreciable through the larger works buildings and river views. This conclusion is considered to be appropriate, and your officers concur with the findings.

This 'less than substantial harm' must be weighed against the public benefits of the proposal, as per the NPPF para. 202. In this case, given the limited contribution nos. 2-4 South Parade make to the significance of the Conservation Area, the public benefits of the proposal, which include the provision of additional housing to the city's housing supply (which as discussed above must be given significant weight due to the "tilted balance" applying) and the provision of commercial units, and the associated economic benefits and improved level of amenities for the neighbourhood, are considered to outweigh the harm identified.

In terms of the proposed development, it is considered that the site, and its context, can support a new development of the scale and form proposed. Whilst taller than surrounding buildings, which are around four-storeys in scale, given the development relates to the majority of the block, with sufficient spacing therefore provided between neighbouring buildings, the proposal would sit comfortably within the context of the site.

The massing fronting South Parade adjacent to 20 South Parade (Kelham Chapel Apartments) would be five-storeys in scale, which would avoid the development significantly visibly overbearing this neighbouring, stone building. Whilst there would still be a step-up in built form, the chapel does not represent the general massing of the immediate area, and this is considered acceptable.

The form of the development would ensure that the main massing would be read by the five-storey portion of the building, with the two-storey roof top element set back and stepping up towards Bowling Green Street. This would ensure that the development is read at an appropriate scale along the key frontage of South Parade within the Conservation Area, and alongside the four-storey Cornwall Works. Bowling Green Street has a relatively open aspect, and as such the massing of the proposal would read appropriately in the townscape.

The design is considered to be of a high quality, with a principal material palette of weathered steel, including an exposed structure at ground floor with large, glazed openings to provide active frontage, which is welcome. The main cladding would be in the form of weathered, sinusoidal profiled steel panels, and standing seam, dark grey aluminium panels to the roof top element. These are supported in principle, subject to final specification, samples and fixing details, to be secured by

condition, alongside large scale details.

The proposed development would be of a high design quality and would represent a significant improvement over the existing industrial buildings fronting Ward Street, and would add activity to the street scene, which is to be welcomed. Whilst the loss of the traditional buildings at nos. 2-4 South Parade is unfortunate, the overall design impact would make a positive contribution to the character of the Conservation Area generally. Recent developments undertaken have dramatically altered the character and appearance of the area, and this addition to the southern edge of the Conservation Area, away from the core areas of significance, would not lead to an appreciable change or any harm to its significance.

The proposal would not lie directly within the setting of the Grade II Listed Ebenezer Church which makes a contribution to its significance, and therefore the proposed development would not affect how this asset is appreciated.

Overall it is considered that the development will lead to some harm to the character of the conservation area as a result of the loss of the historic building and the scale of the development. The level of harm caused to a heritage asset is a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the NPPF. In this instance and in the context of the above assessment it is considered that this harm is less than substantial.

Paragraph 202 of the NPPF requires 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.

It is concluded that the wider public benefits of redeveloping an underused site with a high quality building and providing a substantial contribution to the local housing supply outweigh the less than substantial harm to the Conservation Area identified. As such the scheme is considered to comply with paragraphs 194 to 202 of the NPPF. Overall, the proposal would be of good design quality, and would preserve and enhance the wider character of the Conservation Area and the setting of the identified Listed Building. The proposal would accord with UDP Policies BE5, IB9(c), BE15, BE16, BE17 and BE19; Core Strategy Policy CS74 and meets the tests identified in the NPPF.

#### Landscape

The development would include a covered outdoor courtyard, overlooked by balcony walkways at upper levels providing access to the co-living units. This courtyard area would be visible from the street through the glazed, ground floor commercial spaces, which would also be able to spill out into this area. Full landscaping details for this area would therefore be required by condition in order to ensure the requirements of UDP Policy BE6 (the provision of good quality landscape design) are met.

#### Access

Appropriately wide, level accesses would be provided throughout the site from the

footways of the adjoining public highways. This would secure inclusive access, in line with the requirements of UDP Policies BE7(a) and BE8. This would also ensure the proposal accords with the NPPF para. 110(b) and safe and suitable access to the site can be achieved for all users.

#### Living conditions for future occupiers

Policy IB9 of the UDP states that new development should not cause residents or visitors to suffer from unacceptable living conditions. Paragraph 130(f) of the NPPF states the 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'. Paragraph 185(a) of the NPPF requires the mitigation and reduction to a minimum of potential adverse impacts resulting from noise from new development and to avoid noise giving rise to significant adverse impacts on health and the quality of life. The NPPF reflects the local policy such that Policy IB9 retains significant weight.

The site lies in a relatively busy inner city setting, close to the Moorfields/Shalesmoor inner ring road. Noise sources such as traffic and the servicing and operations of commercial premises in the vicinity could lead to unreasonable noise disturbance for future occupiers. A revised noise assessment was submitted, the recommendations of which are considered appropriate, and standard conditions would be applied to secure suitable internal noise levels for the residential accommodation. These noise levels would need to be validated by condition before occupation of the building, to ensure appropriate living conditions.

Generally, the internal space standards within each co-living unit are considered acceptable and each would have a good outlook onto the street, providing adequate daylight levels. It is acknowledged that the standard studios that make up the majority of the accommodation offer are small at approx. 31m<sup>2</sup> internal floor space. However, these are only slightly below the minimum recommendation in the South Yorkshire Residential Design Guide (SYRDG) for studios to be a of 33m<sup>2</sup> (which is not a formally adopted policy). Therefore, given this is a co-living scheme, with emphasis placed on living, working and social activities within the building's communal spaces, the space standards can be accepted. The two-bed units would generally exceed the recommended space standards as set out by the SYRDG, and this is welcomed.

Documentation has been submitted demonstrating the mental health benefits of co-living schemes. This is accepted at face value. Each unit would be self-contained, with the communal facilities supplementing the overall residential offer, and residents would not rely on communal cooking facilities, for example. Communal space includes a courtyard and roof terrace providing outdoor amenity space, which is considered to be sufficient provision for a City Centre apartment scheme. Therefore, there are no major concerns with the co-living model presented in terms of living conditions provided and the impact on quality of life.

#### Commercial impacts

Commercial uses at ground floor have the ability to cause noise and other

disturbance to future occupiers of the proposed development, who would be directly above the units, and existing neighbours. Class E uses could include some uses that could potentially disturb residents, such as a café/restaurant, with noise and cooking odours for example, and indoor sport and recreation uses, which could include amplified music, and creches or day nurseries.

However, while treated separately in terms of the planning use class and being open to the public, the commercial space would also operate as an integral part of the co-living scheme, and as such there would be a degree of self-management, as it is clearly in the building operator's best interests for the commercial spaces not to disturb their own tenants.

Nonetheless, a number of other conditions would be attached to any permission to ensure appropriate amenity impacts. For example, music within the commercial uses would be limited to background level, as this is an assumption made in the submitted noise report. Hours of use, deliveries and servicing of the commercial uses would also be limited to appropriate times to avoid very early morning or late-night disturbance. Full details of any commercial kitchen equipment would also be required before any such items are installed in order to ensure appropriate dispersal of fumes and odours.

#### Impact on the amenities of the locality

The existing buildings on site are generally approx. two-storeys in scale. The proposal is seven-storeys in scale, with habitable windows looking outward over the three main frontages to the street, including a high-level roof terrace and balconies. This arrangement would clearly increase the built mass, impacting on daylight, and increase the level of overlooking towards neighbouring properties.

The neighbouring properties most directly impacted would be the flats within the four-storey Cornwall Works building to the north-east of the site, and particularly the occupiers with an outlook onto South Parade directly opposite the proposed development. These occupiers would be only approx. 11m away, with windows directly facing proposed windows. It is acknowledged that this is not an ideal level of separation in terms of privacy or overshadowing/overbearing impacts, especially for neighbours to the lower levels of Cornwall Works fronting South Parade.

However, this is not an uncommon arrangement, with tall apartment blocks separated by the width of the highway a common feature within City Centre locations. Applying suburban space standards would therefore not be reasonable in this instance. The 11m separation over South Parade would only impact approx. 28m of frontage and would not reduce daylight or privacy or daylight to unreasonable levels in this inner city setting.

It is noted that the four-storey flats at Cornwall Works have third floor level roof terraces/balconies, and the proposed development would have a balcony off a communal amenity level at fourth floor level and a communal roof terrace at fifth floor level. Mutual overlooking from such spaces, in this inner city location, is not considered to unreasonably harm the privacy or amenity of existing neighbours or future occupiers.

The neighbouring four-storey Moorfields Flats to the south-west benefit from having a rear car park fronting Ward Street, increasing separation from the subject site. These neighbours have walkways overlooking the shared car park, and as such there is already a level of mutual overlooking. The proposal would introduce seven-storeys of windows facing this car park, however, distances between directly facing windows would be approx. 20-28m. This is not considered to represent an unreasonable reduction in privacy levels over the existing scenario in this inner city setting.

The majority of the ground floor of the Moorfields Flats is in commercial use, although there are some ground floor flats oriented at 90 degrees to the development. However, given the distances described above, and the fact that the lowest flats would not be directly facing the proposed development, the impact on daylight and overshadowing is not considered unreasonably harmful. The principal outlook of the Moorfields Flats is out towards Moorfields, Bowling Green Street and Ebenezer Street, not towards Ward Street and the proposed development.

There are also adjoining residential uses in the converted chapel building directly to the north-west of the site at no. 20 South Parade (Kelham Chapel Apartments). The proposed development would adjoin the chapel's blank rear elevation, and project slightly (approx. 5m) across its southern elevation, which would be approx. 9m away, creating a courtyard to this neighbour. While it is acknowledged that this seven-storey proposal would create an increased level of enclosure to the Kelham Chapel Apartments, again, for the reasons discussed above, in such inner-city settings, this is not considered to represent an unreasonable impact on daylight amenity and would only impact on a small number of neighbouring windows. The proposed development would have no windows directly facing towards the Kelham Chapel Apartments, other than at fifth floor level and above, where views would be well above and over the chapel.

Given the proximity of other residential neighbours, the site is very sensitive in terms of the development phase impacts, and the standard requirement for a Construction and Environmental Management Plan relating to the mitigation of construction noise, dust, vibrations etc would be required by condition. This would address concerns raised regarding air quality during demolition.

#### Amenities summary

Overall, subject to the conditions mentioned, the proposal would provide acceptable living conditions for future occupiers and would have an acceptable impact on the amenities of the locality and immediate neighbours.

The proposal would accord with the relevant UDP Policy IB9. The proposal would accord with NPPF paragraphs 130 and 185 and mitigate potential adverse impacts resulting from noise from new development and avoid noise giving rise to significant adverse impacts on health and the quality of life.

#### Highways

UDP Policy BE9 states that development should 'be served adequately by transport facilities and provide safe access to the highway network and appropriate off-street parking'.

Paragraph 110 of the NPPF states that in assessing applications it should be ensured that appropriate opportunities to promote sustainable transport modes can be taken up, given the type of development and its location.

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

The site lies within a very sustainable and accessible location within the City Centre, in close proximity to public transport routes, including the Supertram stop at Shalesmoor.

No off-street parking would be provided. The concerns raised regarding the issues created by the lack of any dedicated parking provision and the potential impacts on on-street parking and highway safety in the area are all noted. These concerns are shared by the Local Planning Authority, and it would be unreasonable to expect that occupiers of the development would not own a car or wish to park it in the vicinity.

Whilst there are parking restrictions in the form of single and double yellow lines around the site, at present, there are no other general parking restrictions in the wider vicinity, and the Kelham area generally suffers from on-street parking problems, caused by the increase in 'car free' residential developments with little or no parking and commuters using the area for parking. This is a recognised problem, and as such, the Local Authority are in the process of arranging the implementation of a parking permit scheme in the Kelham area to regulate this issue.

Other residential schemes have been accepted in the area as 'car free', and given the sustainable, City Centre location, this is generally interpreted as acceptable under current policy, which refers to maximum parking provisions as opposed to minimum provisions.

It would therefore be unreasonable to resist a car free scheme here, given the policy position and precedents set, especially as this is a co-living scheme, which could be argued to appeal to a demographic which would be less likely to have high levels of car ownership compared to the standard C3 residential schemes already accepted as car free.

However, other car free schemes have been required to make financial contributions towards permit schemes in Kelham (and St Vincent's). It is therefore appropriate for a similar contribution to be required in this case, given that securing such a contribution reasonably relates to the development. The contributions are based on £85 per bed space.

Therefore, in order to address this issue, a contribution of £85.00 per bed space would be required via a Section 106 agreement (70 no. one bed studios and 20 no. two-bed flats = 110 no. bed spaces). This would result in a payment of £9,350.00 towards the implementation of the Kelham parking scheme, which would regulate parking in the area and prevent highway safety issues arising.

The contribution is considered necessary to ensure that the development does not have an adverse impact on the local highway network. It is relevant to planning, essential for consent to be granted, and proportionate to the scale of the development, thus meeting the tests of the NPPF paras. 55–58.

Residents of the proposed development in question are unlikely to be eligible for a permit, and as such, there would not be a significant impact on on-street parking caused by the development, or a resulting adverse impact on highway safety or air quality. A condition to this effect is not required, as Parking Services would manage this process.

In order to mitigate and manage the lack of parking, a Travel Plan has been submitted, which makes a commitment to provide the Local Planning Authority with survey results, targets and further Travel Plan measures. This would therefore be a condition of granting planning permission.

A bike store would be provided to promote sustainable transport modes for future occupants, and this would be secured by condition, alongside full details of the store. The plans indicate that the commercial area would include an associated bike shop alongside the storage facility, which is welcomed.

It is not considered that the lack of parking for the commercial units would cause highway safety issues, as the majority of custom would likely be residents within the development and neighbours who are within walking distance of the site. Nonetheless, the Kelham parking scheme would also prevent on-street parking by staff or customers causing highway safety issues.

The building would be serviced from Ward Street, which is a narrow, cobbled lane with parking restrictions, which would maintain access through the daytime (0800-1830 Monday to Saturday). While servicing, such as refuse collection, would temporarily block Ward Street while in progress, this is a minor lane, with no strategic function, and would only provide access to the Moorfields Flats' car park at its northern end once the development is complete. Access can be achieved from both the northern and southern ends of Ward Street and vehicle manoeuvring is therefore not an issue.

All redundant vehicle crossings would need to be returned to footways where necessary, secured by condition. The footways around the site would also need to be repaired, and in this case, given this is a major redevelopment scheme in the area, upgrading to the Urban Design Compendium palette would be warranted.

Whilst Ward Street would not necessarily need to be upgraded to function for servicing, it may be in the developer's interests to provide some upgrades, to improve the setting of the building. The streetlighting columns are in extremely

close proximity to the building due to the narrow width of the footway, and it may also be in the developer's interests to consider mounted lighting. As such, a condition is proposed to cover any potential upgrades to Ward Street, and the resurfacing of the footways in the Urban Design Compendium palette.

It is noted that the plans show windows and doors opening out over the highway, and notwithstanding this detail, a condition would highlight that this would not be permitted.

Overall, given the parking scheme, which the developer would need to make a financial contribution towards the implementation of, this would ensure that the development would not have an adverse impact on highway safety in the vicinity. A travel plan has been submitted to demonstrate how low dependence on car ownership can be managed. Servicing arrangements are considered to be acceptable and any associated improvements to the immediate footways and highways would be secured via condition.

As such, the proposal is not considered to be at odds with the aims of UDP Policy IB9. This policy is considered up to date and in accordance with the NPPF section 9, which promotes sustainable transport. In this case the development cannot be argued to be unacceptable or severe (the NPPF test), and as such is acceptable from a highways perspective.

#### Flood risk and drainage

Paragraph 159 of the NPPF states that 'inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere'.

Core Strategy Policy CS67 'Flood Risk Management' seeks to ensure that all developments significantly limit surface water run-off and utilise sustainable drainage systems where feasible and practicable.

The site lies within Flood Zone 2 (medium probability). A Flood Risk Assessment (FRA) has been submitted, and the Environment Agency's standing advice applies.

NPPF para. 161 requires a Sequential Test to be applied to steer new development to areas with the lowest risk of flooding. A Sequential Test has been submitted, undertaking an assessment of preferably sequential sites within the Kelham Island and Neepsend Area. The Sequential Test demonstrates that there are no other reasonably available, suitable and deliverable sites within the defined area that are sequentially preferable.

An exception test is not required as the proposals are within Flood Zone 2 and the uses are only classed as 'less vulnerable' and 'more vulnerable' not 'highly vulnerable'.

The EA's standing advice requires that finished floor levels are 300mm above the general ground level or 600mm above the estimated flood level (whichever is

higher). The Flood Risk Assessment uses the 1 in 100 defended scenario (49.114m AOD) from the nearest node point, requiring a finished floor level of 49.714m AOD.

According to the FRA, the proposed development would have a finished floor level of 49.60m AOD generally, with the access from Ward Street set higher at 49.80m AOD.

The general finished floor level of 49.60m AOD is higher than the 1 in 100 and 1 in 200 scenarios, but is below 49.714m AOD, so does not fully accord with the EA standing advice of being 600mm above the estimated flood level.

However, the EA standing advice states that if floor levels cannot be raised above the estimated flood level, extra flood resistance and resilience measures should be considered.

The NPPF para. 167 highlights that development should only be allowed in areas at risk of flooding under certain circumstances. In this case, the proposal is considered to accord para. 167 as (a) the most vulnerable development (i.e. residential uses) would not be located at ground floor level and (b) extra defensible measures would be explored to ensure that the development is appropriately flood resistant and resilient, necessary so the development could be quickly brought back into use without significant refurbishment in the event of a flood. This would also ensure the proposal accords with the EA standing advice.

The agent has confirmed that vulnerable plant would be located on stilts to raise to an appropriate level, with other manageable defensible measures to be explored. A condition would therefore require the final full details of extra flood resistance and resilience measures. This is deemed necessary due to the general final finished floor level not according with EA standing advice of being +600mm above the estimated flood level, and the requirements of NPPF para. 167(b).

However, given finished floor levels would still be above the 1 in 100 and 1 in 200 flood scenarios, with the site close the edge of Flood Zone 2, it is not considered that the proposed flood risk would be unacceptable and the submission of an agreed emergency plan with safe access and escape routes, for example, is not considered necessary.

The Lead Local Flood Authority are satisfied with the submitted surface water proposals for the site and the proposed brownfield rate of 4.5l/sec discharge to the combined sewer. Yorkshire Water also raise no objection subject to the development according with the submitted Sustainable Drainage Report, which would be secured by condition.

Overall, the impact on flood risk and the proposed drainage design is considered acceptable, and the proposal would accord with Core Strategy Policy CS67 and the requirements of the NPPF.

Land quality

Paragraph 183 of the NPPF requires that planning decisions take account of ground conditions and any risks arising from land instability or contamination. The south-eastern tip of the site fronting Bowling Green Street lies within a Coal Mining Referral Area. A Phase I Preliminary Risk Assessment (PRA) report and a Coal Mining Risk Assessment have been submitted, demonstrating that a coal seam of workable thickness is likely to be present beneath the site at relatively shallow depths, which could impact deep building foundations.

The Coal Authority agree with the recommendation of carrying out of intrusive ground investigations, in the form of the drilling of boreholes in order to investigate the depth and nature of the shallow coal seam and to inform detailed pile design. As such, these investigations would be secured by condition.

The site is also potentially impacted by former and current contaminative industrial uses, while the location within Coal Mining Referral Area requires consideration of risk associated with mines gases.

Whilst a PRA has been submitted, this is considered to have omissions, as there is no reference to any site visit/walk-over, no detail in respect of the design of intrusive investigations, with no site plan identifying the soils sampling strategy, and no reference to any features to be targeted on site. The proposed gas monitoring strategy also lacks sufficient detail, with no reference to the number of gas monitoring rounds, or how the response zones of the gas monitoring installations are to be configured.

Therefore, the full set of land contamination conditions would be added to ensure this issue is appropriately investigated, and where necessary remediated and validated, to ensure the site is fit for its intended use and poses no risk to human health. This would ensure the development accords with the NPPF para. 183(a) and the site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination.

## Sustainability

A key objective of local and national policy is the pursuit of sustainable development. The NPPF details three overarching principles of sustainable development; an economic objective; a social objective and an environmental objective.

The proposal involves the redevelopment of an underutilised brownfield site for housing, which has positive implications for the social and economic sustainability of the area.

The submitted sustainability statement demonstrates suitable measures that would address the points set out by the requirements of Core Strategy Policy CS64 in order to mitigate climate change.

The submitted energy strategy demonstrates a 37% reduction in energy needs, mainly through the use of air source heat pumps and photovoltaic panels, which exceeds the requirements of Core Strategy Policy CS65.

In order to ensure the development proceeds in accordance with the approved details, the recommendations of the sustainability statement and energy strategy documents would be secured by condition, as would the requirement to submit a report to evidence the heat pump and PV panel installation before the development is occupied.

Given Policy CS64 requires all non-residential developments over 500m<sup>2</sup> to achieve a BREEAM rating of 'very good', this would also be secured by condition.

### Archaeology

A desk-based assessment has been submitted, assisting consideration of the site's archaeological potential. The report discusses the potential for features and deposits of interest to survive but does not go into sufficient detail and the archaeological potential of this site is not fully understood. As such, the standard Written Scheme of Investigation (WSI) condition would need to be added to any consent to ensure that any archaeological remains present are investigated and properly recorded.

### Public art

Public art would be included in the scheme, and the Design and Access Statement explores the initial ideas. Work reflected in the fabric of the building and for it to manifest in craft and materiality relevant to Sheffield is welcomed. Full details are yet to be submitted and would be subject to condition. This would ensure the proposal accords with UDP Policy BE12.

### Ecology

The site is entirely developed, with no greenery, and has little ecological significance. A preliminary Ecological Appraisal (PEA) has been submitted and is considered to be an appropriate assessment of the site.

The PEA concluded that the buildings have moderate potential for roosting bats and two additional bat surveys were conducted, which confirm that the building is indeed being used by roosting bats. Three roost locations have been identified by an emergence survey. A Natural England protected species mitigation licence will be required before demolition can legally proceed. To inform the licence application, one further emergence survey will be required, carried out during the May– August optimal survey period. This applicant is considered to have satisfied the planning requirements, and subject to a licence being obtained, planning permission can be granted, as per Government Circular 06/2005 para. 99. This requirement would therefore be subject to a condition.

In terms of providing biodiversity net gain, as per the NPPF section 15, the recommendation to install bird and bat boxes, as recommended by the PEA, is considered reasonable. These enhancements would be secured by condition, and the proposal would accord with UDP Policy GE11 and the NPPF section 15. In addition, the submission indicates that the roof terrace and courtyard would contain

planting, and overall the level of planting and greenery within the site would be an improvement over existing, securing further net gains.

### Employment and skills

Talent Sheffield, within Sheffield City Council, encourage developers to consider delivering employment and skills outcomes as a result of major planning applications. Conditions are recommended to require the developer to submit an inclusive Employment and Development Plan, covering the construction and operational phase, designed to maximise the economic and social benefits for local communities from the proposed development, prior to the commencement of the development.

### Community Infrastructure Levy (CIL)

CIL is a planning charge introduced as tool to help local authorities deliver infrastructure to support development.

The site lies within the CIL Residential Charging Zone 4 where the development of residential floor space is liable for CIL payments at £50.00 per m<sup>2</sup>, plus 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.

### Affordable Housing

The site is within the City Centre Housing Market Area as defined in the CIL and Planning Obligations Supplementary Planning Guidance. There is no requirement for developments in this area to contribute to affordable housing.

## SUMMARY AND RECOMMENDATION

The proposed mixed-use, co-living scheme is considered to be acceptable in principle, and is appropriate in this area, as Kelham Island and Neepsend becomes more residential in character, as promoted by the Core Strategy.

The proposal is for an appropriately high density, residential scheme, in an extremely sustainable location, utilising a brownfield site, making effective use of land.

Whilst a negative aspect of the scheme is the dominance of studio units, not necessarily assisting the policy aims of creating mixed communities on a site-specific basis, there are no other examples of co-living schemes within the neighbourhood, and overall it would add variety to the housing market in this location.

The design is of high quality and while the loss of the traditional buildings is unfortunate, the impact on the character of the Conservation Area and designated heritage assets has been demonstrated to be acceptable. The less than substantial harm caused would be outweighed by the public benefits of the scheme which in

this case are the delivery of significant new housing units, the regeneration of an underutilised brownfield site, job creation opportunities and an exceedance of policy requirements in relation to sustainability.

The impact on the amenities of existing neighbours, and the living conditions provided for future occupiers would be acceptable, subject to compliance with the conditions listed.

The concerns raised regarding the impact on the highway are noted. However, once the forthcoming parking scheme is implemented, which the developer would make a financial contribution towards, the impact on the highway would be controlled and cannot be considered to be unacceptable or severe.

Overall, flood risk has been demonstrated to be acceptable, and appropriate drainage arrangements would be implemented.

Land quality issues, including land contamination and stability, would be addressed by conditioned requirements to investigate, and where necessary, remediate the land to ensure the site is fit for purpose before development commences.

The development would exceed sustainability targets and provide biodiversity net gains, which are welcomed.

As Sheffield cannot demonstrate a 5-year housing supply, the “tilted balance” applies in this case and the most important policies for determining the application are automatically considered to be out of date. It therefore follows that planning permission should be granted for this development unless the impact on the identified designated heritage assets or the risk of flooding provide a clear reason for refusal in this case, 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.

The report clearly demonstrates that the impact on designated heritage assets is of less than substantial harm and that the public benefits outweigh this harm. It is also clearly demonstrated that the risk of flooding has been appropriately mitigated. Any adverse impacts of granting planning permission in this case would not outweigh the identified benefits. It is therefore recommended that planning permission be granted subject to the listed conditions and to the completion of a legal agreement to secure the following Heads of Terms.

#### Heads of Terms

Before the development is commenced the developer shall pay the sum of £9,350.00 towards the implementation of the Kelham parking scheme.



## SHEFFIELD CITY COUNCIL Planning & Highways Committee

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**Report of:** Director of City Growth Department

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**Date:** 19 October 2021

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**Subject:** RECORD OF PLANNING APPEALS  
SUBMISSIONS & DECISIONS

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**Author of Report:** Abby Hartley

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**Summary:**

List of all newly submitted planning appeals and decisions received, together with a brief summary of the Inspector's reason for the decision

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**Reasons for Recommendations**

**Recommendations:**

To Note

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**Background Papers:**

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**Category of Report:** OPEN

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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 City Council for the refusal of planning permission for the erection of two-storey front extension including porch to dwellinghouse at 47 Vauxhall Road, Sheffield, S9 1LD (Case No: 21/02511/FUL).
(ii) An appeal has been submitted to the Secretary of State against the City Council for the refusal of planning permission for the upgrade of existing 48 sheet advert to support digital poster at 4 Fife Street, Sheffield, S9 1NJ (Case No: 21/02028/ADV).
(iii) An appeal has been submitted to the Secretary of State against the City Council for the refusal of planning permission for the erection of a single-storey front extension with balcony/terrace above, conversion of existing garage space to form additional living accommodation and alterations to fenestration of dwellinghouse at 8 Ranmoor Gardens, Sheffield, S10 3FR (Case No: 21/01996/FUL).
(iv) An appeal has been submitted to the Secretary of State against the City Council for the refusal of planning permission for the erection of a first floor front extension to dwellinghouse at 6 Ashfurlong Drive, Sheffield, S17 3NP (Case No: 21/01774/FUL).
(v) An appeal has been submitted to the Secretary of State against the City Council for the refusal of planning permission for the erection of detached single garage with under floor storage to side of dwellinghouse at 2 Stephen Drive, Grenoside, Sheffield, S35 8QY (Case No: 21/01018/FUL).
(vi) An appeal has been submitted to the Secretary of State against the City Council for the refusal of planning permission for the demolition of single-storey side extension and erection of two-storey side extension to dwellinghouse at 39 Stanwood Crescent, Sheffield, S6 5JA (Case No: 21/00879/FUL).
(vii) An appeal has been submitted to the Secretary of State against the City

Council for the refusal of planning permission for the demolition of outbuildings and erection of single-storey rear extension and rear undercroft garage/store with associated alterations to ground levels, provision of ramp, landscaping and associated works at 117 Machon Bank, Sheffield, S7 1GQ (Case No: 21/00480/FUL).

### 3.0 APPEALS DECISIONS – DISMISSED

(i) To report that an appeal against the delegated decision of the Council to refuse planning permission for 1x internally illuminated digital advertising screen at City Gate, 8 St Mary's Gate, Sheffield, S1 4LW (Case No: 21/00893/HOARD) has been dismissed.

Officer Comment:-

The Inspector considered the main issue to be the effect of the advert on amenity. He noted the prominent position of the building and the highly elevated nature of the proposed sign, being visible in long and short range views. He concluded that this would be an incongruous addition to the façade of this tall building and would sit awkwardly on the architectural composition of the building. He therefore agreed with the LPA's decision and dismissed the appeal.

(ii) To report that an appeal against the delegated decision of the Council to refuse planning permission for the erection of a 15m high Phase 8 monopole with the provision of associated cabinets and ancillary works (Application to determine if approval is required for siting and appearance) at land 104 metres south of 40 Blackbrook Road, Sheffield, S10 4LP (Case No: 21/00847/TEL) has been dismissed.

Officer Comment:-

The Inspector considered the main issues to be the effect of the siting and appearance of the pole and cabinets upon the character and appearance of the area and whether the applicant has undertaken a suitable search of alternative sites.

They concluded that the mast would be seen as a tall, imposing and intrusive form of development at the brow of a hill detracting unacceptably from the pleasing order and relatively contained nature of street apparatus in this part of Blackbrook Road.

They also noted that the appellant had not considered or discounted to a satisfactory degree the potential to use private property in the area and to this extent found that the search and assessment of alternative sites was not robust.

(iii) To report that an appeal against the delegated decision of the Council to

refuse planning permission for the erection of 18m monopole with associated cabinets (Application for determination if approval required for siting and appearance) at land at Rushby Street, Sheffield, S4 8GN (Case No: 21/00058/TEL) has been dismissed.

Officer Comment:-

The main issue was the effect of the siting and appearance of the proposal on the character and appearance of the area. The Inspector found that the large size and utilitarian appearance of the proposed equipment would appear out of scale and overly prominent within its immediate residential setting, compounded by the elevated position of the appeal site on Rushby Street.

(iv) To report that an appeal against the delegated decision of the Council to refuse planning permission for the removal of existing displays and erection of internally illuminated LED digital display screen at Air Outdoor Media Ltd, Advertising Right adjacent 250 Sheffield Road, Tinsley, Sheffield, S9 1RD (Case No: 20/03771/HOARD) has been dismissed.

Officer Comment:-

The Inspector considered the main issue to be the effect of the proposal on the visual amenity of the area. He noted that the hoarding would be in a prominent position close to traffic lights and that it would dominate the surrounding area in terms of size and height. Other adverts in the area are much smaller. He concluded that the illuminated advert would be incongruous and dominant, would be poorly located and have a negative impact on the area. He therefore dismissed the appeal.

(v) To report that an appeal against the delegated decision of the Council to refuse planning permission for an outline planning application (seeking approval for all matters except landscaping) for the erection of 9 apartments in a 1 x 3/4 storey block with provision of new access and associated car parking accommodation at land at Crookes Road / Weston View, Sheffield, S10 5BZ (Case No: 20/01240/OUT) has been dismissed.

Officer Comment:-

The Inspector considered the main issue to be the effect of the proposal on a) the provision of open space, with particular regard to opportunities for recreation; and b) the character and appearance of the area.

She noted the site was an area of amenity grassland at the entrance to a mixed residential and leisure development, prominent in views from Crookes Road and identified as Open Space by the UDP.

She noted CS47 seeks to prevent loss of open space where a shortage exists and where no replacement is being provided, and that CS47 accords with the aims of paragraph 99 of the NPPF.

Whilst noting the open space was private land that could be restricted from access, it is currently open with no evidence of enclosure likely, and it provides visual amenity with opportunity for recreation, providing informal open space. A strong desire line exists across the site and it is used for informal exercise, including dog walking and it was clearly valued by local residents, including those in neighbouring flats with limited private provision. She felt the loss of the open space would exacerbate the significant shortfall in open space provision locally.

She considered the opportunities for recreation locally were limited to formal sports provision or parks that were a significant walk from the site and did not compensate for the loss of the appeal site.

The green space offers a welcome visual break in an otherwise hard built environment and is an integral point of a designed landscaped setting for the adjacent development. She agreed with the Council that the development would remove this feature and due to its size and position the building would have significant visual impact and would diminish the sense of place and local distinctiveness.

In summary on the main issues, she therefore concluded the development would exacerbate an existing shortfall in open space and harm the character of the area in conflict with policies LR5, BE5 (UDP), and CS47, CS74 (Core Strategy).

She then considered the Planning Balance, noting that at the time of the decision on the application, Sheffield had a 5.4 year supply of housing, but following the 35% uplift imposed in the summer of 2021, the Council had acknowledged this had now fallen to 4 years. She considered this a significant shortfall that meant the 'tilted balance' had come into effect as prescribed in paragraph 11 of the NPPF.

She noted that in the context of Sheffield having to provide over 2900 dwellings a year to meet its housing targets, the additional 9 units proposed would make a modest contribution, and that the economic benefits of construction activity would weigh in favour of the proposal to a modest degree.

She considered all other aspects of the scheme (including impact on the adjacent Broomhill Conservation Area, highway impact, living conditions, biodiversity impact) to be neutral, but gave considerable weight to the loss of open space and impact on the character of the area, as the policies identifies above related closely to the aims of the NPPF in respect of access to high quality open space and opportunity for recreation, and for developments to add to the quality of the area.

She concluded the adverse impacts on open space and the character of the area would significantly and demonstrably outweigh the benefits of the scheme when assessed against the policies in the NPPF as a whole, and dismissed the appeal.

(vi) To report that an appeal against the Committee decision of the Council to refuse planning permission for the Demolition of existing dwellinghouse and erection of a dwellinghouse at Bennett Cottage, Mayfield Road, Sheffield, S10 4PR (Case No: 17/02756/FUL) has been dismissed.

Officer Comment:-

The Inspector considered the main issues to be:

- whether or not the appeal proposal is inappropriate development in the Green Belt;
- the effect of the appeal proposal on the openness of the Green Belt;
- whether or not there is any other harm, with particular regard to the effect on local landscape character and heritage; and
- if inappropriate development, whether or not any harm to the Green Belt by reason of inappropriateness, and any other harm, would be clearly outweighed by other considerations, so as to amount to the very special circumstances necessary to justify the appeal proposal.

While the appeal proposal would sit lower in the landscape than the existing building group and be cut into the sloping bankside, the Inspector felt that, overall, the proposed dwelling would be perceived as a materially larger single building mass in comparison to the existing range of buildings that would not be sufficiently off-set by the proposed reduction in floor levels, materials or the level of containment and screening that could be achieved through landscaping measures. Consequently, the proposal would have a greater spatial and visual impact on openness than the existing development and would not, therefore, meet any of the exceptions to inappropriate development in the Green Belt.

The Inspector found that the reduction in openness would be limited, and result in limited harm, given the relatively small visual envelope when viewed in the context of the extensive Green Belt setting and having regard to the proposal's position within the plot relative to the surrounding countryside and settlements, but concluded nonetheless that the appeal proposal would not preserve the openness of the Green Belt.

With regard to local landscape character, the Inspector found that the appeal proposal would result in the loss of a traditional farmstead which positively contributes to the local distinctiveness of the area, and that the form of the replacement dwelling, by virtue of its roof design, regularity of footprint and low solid to void ratio does not adequately articulate the prevalent character of the built fabric that makes up this important landscape context. Regardless of the level of innovation and eco credentials and having regard to the narrowness of the visual envelope within which this loss and the replacement dwelling would be observed, the Inspector concluded that the appeal scheme would erode the special character and appearance of the landscape causing significant harm to the character and appearance of both the Area of High Landscape Value and the Area of Special Character.

The Inspector noted that the appeal building is a former farmhouse which dates back to the 18th century and that, despite the later 19th and 20th century modifications, additions and rebuilding, its outward appearance is of a traditional form and materials which contribute positively to the character and appearance of its particular rural context, given great importance through the Area of High Landscape Value and the Area of Special Character designations.

The Inspector was not convinced that the building group does not have potential to qualify as a non-designated heritage asset. The Inspector agreed that the heritage value of the building group has been reduced given the subsequent alterations but concluded that its important qualities have not been obliterated and that, despite its current physical state, the appeal site continues to contribute positively to the defining characteristics of the surrounding historic landscape context.

The Inspector concluded that the total loss of this non-designated heritage asset has not been adequately justified in the context of paragraph 130 of the NPPF, which states that planning decisions should ensure, amongst other things, that developments add to the overall quality of the area, are visually attractive, are sympathetic to local character and history while not preventing or discouraging appropriate innovation or change and establish and maintain a strong sense of place, and in conflict with policy BE20 of the UDP which encourages the retention of historic buildings which are of local interest but not listed.

In summary the Inspector concluded that there were no considerations to clearly outweigh the harm by reason of inappropriateness, the harm to the openness of the Green Belt, and the identified heritage and landscape harm and that very special circumstances have not been demonstrated to justify the appeal proposal. It was considered that the adverse impacts arising from the appeal proposal would significantly and demonstrably outweigh the benefits of the scheme when assessed against the Framework taken as a whole, including the contribution to the supply of housing, and that both the national and local policies provide clear reasons for refusing the development.

#### 4.0 APPEALS DECISIONS – ALLOWED

Nothing to report.

#### 5.0 CIL APPEALS DECISIONS

Nothing to report.

#### 6.0 NEW ENFORCEMENT APPEALS

(i) An appeal has been submitted to the Secretary of State against the

Enforcement Notice served in respect of the breach of planning control as alleged in the notice which is the unauthorised commencement of development without consent which has now ceased, leaving materials, machinery and storage containers on site at land between 94 and 98 Wheel Lane, Grenoside, Sheffield, S35 8RN (Planning Inspectorate Ref: APP/J4423/C/21/3279433).

#### 7.0 ENFORCEMENT APPEALS DISMISSED

Nothing to report.

#### 8.0 ENFORCEMENT APPEALS ALLOWED

Nothing to report.

#### 9.0 RECOMMENDATIONS

That the report be noted.

*Michael Johnson*  
Head of Planning

*19 October 2021*