

SHEFFIELD CITY COUNCIL

Report Of The Head Of Planning
To the Planning and Highways Committee
Date Of Meeting: 24/01/2017

LIST OF PLANNING APPLICATIONS FOR DECISION OR INFORMATION

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

Case Number	16/03903/FUL (Formerly PP-05485675)
Application Type	Full Planning Application
Proposal	Alterations/conversion of St Vincent's Church to provide common room/student facilities/student accommodation and erection of student accommodation (Sui Generis) comprising 2 buildings ranging from 4-6 storeys, demolition of Working Mens Club but retention of facade to provide 72 studios and 70 cluster flats (600 bedspaces) with associated works including communal areas, landscaping, access, cycle and car parking and alterations to car park to serve Boy School (Amended Description/Plans)
Location	St Vincent's Church Solly Street Sheffield S1 4BA
Date Received	14/10/2016
Team	City Centre and East
Applicant/Agent	CgMs Ltd
Recommendation	Grant Conditionally

Time limit for Commencement of Development

1. The development shall be begun not later than the expiration of three years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act.

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the following approved documents:
 - Drawing no. A-PL-01-001 Rev A, showing extent of proposed demolition;
 - Drawing no. A-PL-01-101 Rev A;
 - Drawing no. A-PL-04-100 Rev A (notwithstanding the layby arrangement);
 - Drawing no. A-PL-04-101 Rev A;
 - Drawing no. A-PL-04-102 Rev A;
 - Drawing no. A-PL-04-103 Rev A;
 - Drawing no. A-PL-04-104 Rev A;
 - Drawing no. A-PL-04-105 Rev A;
 - Drawing no. A-PL-04-106 Rev A;
 - Drawing no. A-PL-04-107 Rev A;
 - Drawing no. A-PL-05-001 Rev A;
 - Drawing no. A-PL-05-101 Rev A;
 - Drawing no. A-PL-05-102 Rev A;
 - Drawing no. A-PL-05-103 Rev A;
 - Drawing no. A-PL-06-101 Rev A;
 - Drawing no. A-PL-06-001 Rev A;
 - Drawing no. A-PL-06-101 Rev A;
 - Drawing no. A-PL-06-102 Rev A;
 - Drawing no. A-PL-06-103 Rev A;
 - Drawing no. A-PL-06-111 Rev A;
 - Drawing no. A-PL-06-114 Rev A;
 - Drawing no. A-PL-06-116 Rev A;
 - Drawing no. A-PL-06-117;
 - Drawing no. A-PL-06-120;
 - Drawing no. A-PL-10-002 Rev A;
 - Drawing no. A-PL-10-004 Rev A;
 - Accommodation Schedule, Rev A, dated 01.12.2016;
 - Drawing no. USV03 Rev K;
 - Drawing no. USV04 Rev H; and
 - Drawing no. USV05 Rev F.

Reason: In order to define the permission.

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

3. 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. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. 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.

4. No development shall commence until a scheme of intrusive site investigations has been submitted to and approved by the Local Planning Authority and thereafter such scheme of intrusive site investigations shall be carried out in accordance with the approved document. A report of findings arising from the intrusive site investigations shall be submitted to the Local Planning Authority and in the event that any remedial works are required, details of a scheme of remedial works shall be submitted to the Local Planning Authority for approval and thereafter implemented in accordance with the approved scheme of remedial works.

Reason: To ensure the safety and stability of the proposed development.

5. 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.

6. No development shall commence until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways 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 buildings are brought into use.

Highway Improvements:

1. The footways adjacent to the site shall be constructed to comply with Sheffield City Council's Urban Design Compendium palette or alternative, as agreed with the Local Planning Authority.

2. The footway fronting the development on Hollis Croft shall be constructed to a minimum width of 2.5 metres unless otherwise agreed in writing by the Local Planning Authority.

3. The loading bay shall be constructed in line with Sheffield City Council standards to a minimum length of 18 metres.

4. The applicant should fund and secure a Traffic Regulation Order designating the proposed loading bay for the purpose of loading, unloading and dropping off only. The applicant should also fund and arrange the installation of lines and road signs appropriate for the loading bay.

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 it is essential that this condition is complied with before any works on site commence.

7. 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.

8. At all times that construction work is being carried out a site compound shall be provided to the satisfaction of the Local Planning Authority within the application site or within the immediate vicinity of the application site. Before the development is commenced full details of the compound shall have been submitted to and approved by the Local Planning Authority. When the above-mentioned compound has been provided thereafter it shall be used for the sole purpose intended in all instances and be properly maintained.

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

9. No development shall take place, including any works of demolition, until details are submitted for written approval by the Local Planning Authority specifying measures to monitor and control the emission of dust during demolition and construction works.

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

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

10. 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 the safety of road users.

11. Prior to the construction of any foundations associated with the development, full details of the proposed surface water drainage including calculations shall have been submitted to and approved in writing by the Local Planning Authority, including the arrangements for surface water infrastructure management for the life time of the development. This should be achieved by sustainable drainage methods where feasible. Should the design not include sustainable methods, evidence is to be provided to show why sustainable drainage methods are not feasible for this site. Such drainage arrangements shall be provided in accordance with the approved details and thereafter retained.

Reason: To ensure surface water flooding and pollution management.

12. The surface water discharge from this brownfield site shall be reduced by at least 30% compared to the existing peak flow. In the event that the existing

discharge arrangements are not known, or if the site currently discharges to a different outlet, then a discharge rate of 5 litres per second per hectare shall be demonstrated.

Reason: To comply with the requirements of the National Planning Policy Framework.

13. No construction of buildings or other structures shall take place until an Employment and Training Strategy, including an implementation plan has been submitted to and approved by the Local Planning Authority. Thereafter the strategy shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the economic benefits of the scheme for the local community.

14. The proposed green roof(s) (vegetated roof system) shall be provided on the roof(s) in the locations shown on the approved plans prior to the use of the buildings commencing. Full details of the green roof construction and specification, together with a maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site and unless otherwise agreed in writing shall include a substrate based growing medium of 80mm minimum depth incorporating 15-25% compost or other organic material. Herbaceous plants shall be employed and the plants 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.

15. The Local Planning Authority shall be notified in writing upon completion of the green roof.

Reason: To ensure that the Local Planning Authority can confirm when the maintenance periods specified in associated conditions/condition have commenced.

16. Details of the extent and specification of brick/stone repair and cleaning shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of those works and shall thereafter be carried out in accordance with the approved details.

Reason: In order to ensure that the fabric of the building is not damaged.

17. A schedule of all fixtures and fittings inside St Vincent's Church , with a photographic record, and details of their retention, repair, removal or relocation shall be approved in writing by the Local Planning Authority before that part of the development commences. The development shall then be carried out in accordance with the approved schedule.

Reason: In order to protect the character of the original building.

18. Details of the location, specification and appearance of all new services to the church building (including meter boxes, outlets and inlets for gas, electricity, telephones, security systems, cabling, trunking, soil and vent stacks, fresh and foul water supply and runs, heating, air conditioning, ventilation, extract and odour control equipment, pipe runs and internal and external ducting) shall be approved in writing by the Local Planning Authority before installation.

Reason: In order to protect the character of the original building.

19. Before the development is commenced, or 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.

20. Before that part of the development is commenced, full details, which shall include a 1:20 scale cross-section, showing the proposed new windows, in relation to the elevations of the church, serving the new residential accommodation, shall have been submitted to and approved in writing by the Local Planning Authority and such works shall be implemented in accordance with the approved details and thereafter retained.

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

21. Masonry to the St Vincent's Church and the Working Men's Club shall be pointed or bedded using a lime mortar mix that is weaker than the surrounding masonry. The colour of the new mortar should match the original mortar before weathering. No proprietary coloured mixes of pigments shall be used. A sample panel of proposed pointing shall be approved in writing by the Local Planning Authority before the development commences.

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

22. Before any works on the retained building(s) commence a full Schedule of Works, identifying all of the works to the exterior of the retained building(s) including drawings and specifications, shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the works shall be carried out in accordance with the approved Schedule of Works.

Reason: In order to ensure the protection of the original fabric of the heritage assets

23. Before that part of the development commences, details of the design and location of all new external lighting to St Vincent's Church, including lighting of the tower, which shall be normal or white lumination, shall have been

submitted to and approved in writing by the Local Planning Authority and thereafter such lighting shall be installed in accordance with those details.

Reason: In order to ensure an appropriate quality of development and in the interests of the visual amenities of the locality.

24. 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.

25. A sample panel of the proposed masonry for the new build 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 prior to the commencement of the building works and shall be retained for verification purposes until the completion of such works.

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

26. 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:

- Abutment of new building (Building E) to retained facade of the WMC fronting Solly Street;
- Cladding panels including size and fixing details;
- Eaves and parapets;
- Glazing system for the new build;
- Textured brickwork;

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

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

27. 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.

28. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been implemented and thereafter retained . Such works shall:
- a) 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).
 - b) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

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

29. Before the use of the development is commenced, Validation Testing of the sound 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, which should provide an overview of the surrounding noise environment to identify the most sensitive rooms for validation testing to be carried out.
 - 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 attenuation works thus far approved, a further scheme of sound attenuation 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.
- NB. The required Validation Testing is separate from, and in addition to, any tests required to comply with Building Regulations in relation to Approved Document E: Resistance to the passage of sound.

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

30. The site shall not be used unless the sight line, as indicated on the approved plans, has been provided. When such sight line has been provided, thereafter the sight line shall be retained and no obstruction to the sight line shall be allowed within the sight line above a height of 1 metre.

Reason: In the interests of the safety of road users.

31. The buildings shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway and 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.

32. Before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority, details of the proposed surfacing, layout and marking out of the car parking accommodation shall have been submitted to and approved in writing by the Local Planning Authority . The site shall not be used unless the car parking accommodation is provided, to serve the residential development and the adjacent site, the former Boy's School, in accordance with the approved plans and thereafter such car parking accommodation shall be retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

33. Prior to the occupation of the residential development the car parking accommodation, as shown on the approved plans shall have been provided in accordance with those plans to serve the adjacent site, the former Boy's School building and thereafter retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

34. The site shall not be used unless the cycle parking accommodation for 168 cycles, 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, in accordance with Unitary Development Plan for Sheffield and the Core Strategy.

35. 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 before the development is commenced, 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.

36. 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.

37. The proposed boundary treatment for the Hollis Croft frontage is not approved. Prior to that part of the development commencing, full details of the proposed boundary along the southern edge of the site, fronting onto Hollis Croft and extending around the corner up to White Croft shall have been submitted to and approved in writing by the Local Planning Authority and the site shall not be occupied until such boundaries have been implemented in accordance with the approved details and thereafter shall be retained.

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

38. Before installation, details of all proposed external lighting shall have been submitted to and approved in writing by the Local Planning Authority and such lighting shall be implemented in accordance with the approved details and thereafter retained.

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

Other Compliance Conditions

39. Construction and demolition works that are audible at the site boundary shall only take place between 0730 hours and 1800 hours on Monday to Fridays, and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays.

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

40. The proposed window reveals to all new elevations shall be set at a minimum of 200mm for windows.

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

41. All the rainwater gutters, downpipes and external plumbing of St Vincent's church and the WMC shall be of cast iron or cast aluminium construction and painted black.

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

42. The brick detailing to new elevations shall have a minimum reveal depth of 100mm.

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

43. The development shall be carried out in accordance with the Flood Risk Assessment (prepared by Curtins - Report B06140.000/FRA revision P3 dated 13.10.2016).

Reason: In the interests of satisfactory and sustainable drainage.

44. The courtyard positioned in front of St Vincent's Church, in the southern corner of the site, accessed from Hollis Croft, shall be maintained as a public open space, with full pedestrian access available through to Baker's Lane.

Reason: In the interests of the amenities of the locality and preserving the setting of the Conservation Area.

Attention is Drawn to the Following Directives:

1. The applicant is advised that noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0730 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from Environmental Protection Service, Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at epsadmin@sheffield.gov.uk.
2. The proposed development lies within a coal mining area which may contain unrecorded mining related hazards. If any coal mining feature is encountered during development, this should be reported to The Coal Authority.

Any intrusive activities which disturb or enter any coal seams, coal mine workings or coal mine entries (shafts and adits) requires the prior written permission of The Coal Authority.

Property specific summary information on coal mining can be obtained from The Coal Authority's Property Search Service on 0845 762 6848 or at www.groundstability.com

3. 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.
4. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.

5. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

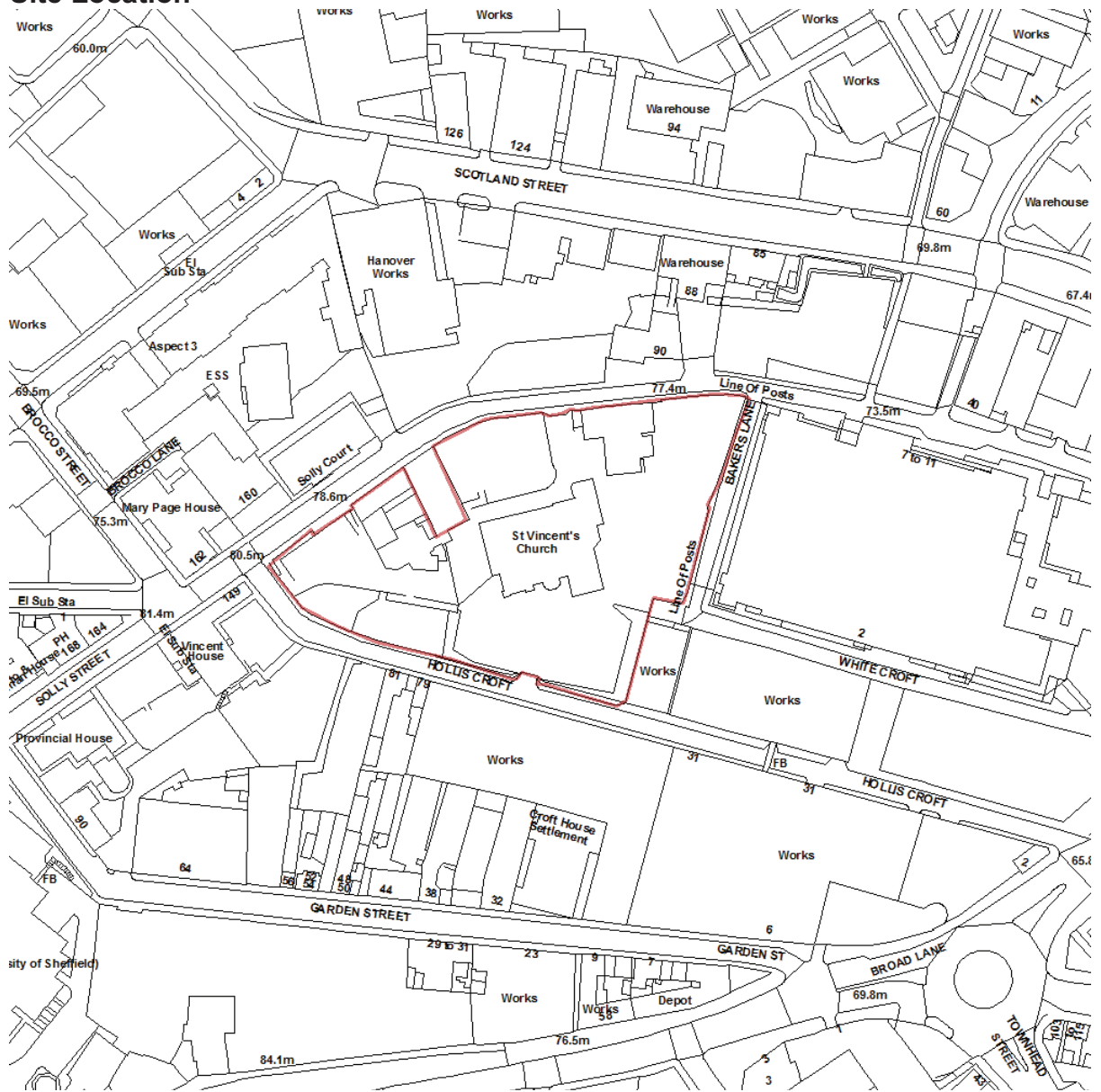
You should apply for a consent to: -

Highways Adoption Group
Development Services
Sheffield City Council
Howden House, 1 Union Street
Sheffield
S1 2SH

For the attention of Mr S Turner
Tel: (0114) 27 34383

6. 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 and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
7. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator 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.
8. 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.
9. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.

Site Location



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LOCATION AND PROPOSAL

The site lies within the Well Meadow Conservation Area, within the St Vincent's quarter of the City Centre and relates to a parcel of land, which fronts onto two main highways, Solly Street to the north-west and Hollis Croft to the south-west, with a further frontage onto Baker's Lane to the east. The site comprises St Vincent's Church in the centre (circa mid C19th), with a Catholic Working Men's Club building (WMC) (circa late C19th) and Boys' School building positioned along the north and north-west, fronting onto Solly Street. All the buildings are vacant, with the latter not forming part of this application. The site is predominantly hard-surfaced and has been used for car parking for a substantial number of years. Owing to the topography, the site is set at varied levels, which are retained by retaining structures. The boundaries of the site are varied, comprising masonry walls and facades, mesh fencing and trees/shrubs. The site is served by two means of vehicular access; one from Solly Street and another from Hollis Croft.

The site is located within a designated Industrial area, as defined in the Unitary Development Plan, although the character, both in terms of uses and the visual appearance of the area has changed considerably following the redevelopment of many sites within the immediate area. To the south, fronting onto Hollis Croft are a number of commercial premises, including garage facilities comprising Victorian industrial buildings which are set within a parade and are generally 2-3 storeys high; to the east, fronting onto Baker's Lane is Velocity village, a mixed use development but predominantly residential, comprising modern 6-storey building; to the north and north-west is a single-storey workshop, a small car park, a 4-storey residential block and two-storey office block, both of which have a brick facade ; and to the south-west is Vincent House, a significant, but unlisted building, 3-storeys high, which is used as offices.

A purpose built student scheme is proposed, which will involve the partial demolition of the Catholic WMC and removal of existing boundary walls along the Solly Street frontage to accommodate the erection of buildings, up to six storeys, which will be arranged as 5 blocks along the perimeter of the site. The development will provide residential accommodation in the form of 70 cluster apartments and 72 studios (providing a total number of 600 bedspaces), with appropriate ancillary bin storage facilities. The site will be predominantly hard-landscaped, providing a series of terraces, with appropriate stepped and ramped approaches. The main entrance to the site will be from Hollis Croft and an area of public space will be created at the front of the church, which will be predominantly hard-landscaped. Limited parking for people with disabilities will be provided and some cycle parking will be available. A stepped entrance/exit will provide additional access from the site to Baker's Lane. In facilitating the redevelopment of the site, it is also proposed to refurbish and make some alterations to St Vincent's Church (which is currently entered on the National Heritage at Risk Register), to provide a common room, student study rooms and additional residential accommodation in the form of one, 5 bedroomed cluster flat and 2 studio bedrooms. A cycle store will be created within the basement of the church.

The external areas will be re-landscaped to provide public and private courtyards, which will involve the salvaging and re-use of stone cobbles and stone from the existing boundary walls to be used elsewhere within the site.

RELEVANT PLANNING HISTORY

16/03636/EIA – EIA screening request for student accommodation scheme.

16/00582/PREAPP – In February 2016 pre-application advice was sought for the redevelopment of the site to create student accommodation.

15/03643/PREAPP – Informal Planning Advice Note (IPAN) for St Vincent's Church.

SUMMARY OF REPRESENTATIONS

The application has been advertised 27th October 2016 and a number of site notices have been displayed (10.11.2016). Following neighbour consultation, 8 letters of objection and 1 letter in support were received in respect of original scheme, comments of which are summarised below.

- Diocese of Hallam and parish of St Vincent's in support of the proposal.
- The Diocese has managed the site since 1996 but only with the closure of the Catholic Men's Club did the path finally open to explore the full development of the site for the wider benefit. Pleased that the plans show sensitivity to the site's history and heritage.
- Current part owner of Vincent House, a group of buildings significantly affected by the proposed development.
- Have witnessed the deterioration and 'wilding' of the site since the closure of the school and the church. Although the site has been used as a car park, the open space and greening of the edges has been increasingly important as other sites in the area have become developed in the last few years.
- Development of the site was always inevitable and is welcomed provided that the proposal is appropriate in use, form and scale.
- Proposals as submitted, display a maximisation of profit to the detriment of the site and its surroundings.
- Recall coming under severe pressure by Sheffield Planning Dept to ensure that existing businesses in the area were encouraged and respected. Yet in Vincent House (which is acknowledged by Sheffield Planners as 'contributing to the character of the area') we have one of the few remaining business uses in the area at risk of being completely swamped by schemes such as this.
- Student housing is acknowledged as one of the few viable uses in the current economic situation, it is surely a 'bubble' which will burst leaving a wilderness of empty buildings unless any such developments are designed for future change and create a suitable environment for that change.
- The form and scale do not sit happily into the current or potential future environment.

- The way the proposal interacts with the Boys School and retained façade on Solly Street is crude and the opportunity of providing interest and appropriate scale on the corner of Solly Street and Hollis Croft has been missed. Instead the building overwhelms Vincent House and towers over existing buildings on the other corners. What happened to the principles of 'Townscape'?
- In the past, Sheffield Planning Dept has been almost obsessive with ensuring that any new buildings provide an 'active' frontage at pedestrian level. This development places its facades at 'back of pavement' and on most elevations any fenestration is above pedestrian level. As such, it provides no interest at street level except to provide opportunity for graffiti.
- The back of pavement approach has the disadvantage of creating a hard canyon effect at street level, which is not relieved by any open space elsewhere in the development.
- Spaces provided are minimal and generally car-orientated and definitely not public orientated.
- Setting back the facades at street level would provide the opportunity for breathing space, planting, interest and appropriate environment for the inevitable future change of use.
- Existing Accident Repair Centre (ARC), operating up to 6 days a week, from early morning and sometimes until 8pm, which takes place on the forecourt. Generate a significant amount of noise from compressor, drills and sanding and need to be able to continue doing so.
- Allowing residential will encourage conflict with established business.
- Loss of sunlight and daylight – affect operations.
- Highway disruption during construction will affect business.
- Have not been consulted by the applicant, contrary to the statement in their application.
- Area saturated with this type of building; no identified need or further accommodation of this nature; creates a student ghetto.
- During the summer months, it becomes a ghost town. Streets empty after 6pm as there are no amenities.
- Scale of the development virtually makes the church invisible.
- Retention of WMC façade does not serve to retain the character of the conservation area.
- Development could not be more different from the plans proposed for St Vincent's Church site, as referred to in the St Vincent's Action Plan.
- Various proposals not materialised within the area.
- Loss of green space. New green space inadequate.
- The future of the Conservation Area would be prejudiced if the development goes ahead.
- The few remaining 'crofts' would be jeopardised. The architectural and heritage impacts have not been properly considered.
- To lose the visibility of the church, which gives the area its name would be tragic.

- Loss of car park, likely to result in increased on-street parking problems. Major traffic queues around 5-6pm. Appears to be inadequate parking provision.
- Likely to be significant noise, anti-social behaviour, litter pollution as evidenced by other areas where there is high density student accommodation.
- Severe impact on historic building caused by large lorries creating vibration, dust and noise.
- Materials out of keeping with the area. Dark grey engineering bricks would not blend in with sandstone. Ignores historic material palette.
- Illustrative view misleading and not representative in respect of Vincent House.
- St Vincent's Action Plan calls for the protection of the area's historic character by the declaration of 2 conservation areas and to create a balanced residential mix of tenant types. This is another student block.
- Noise report does not account for noisy activities at neighbouring Joinery premises on Solly Street.
- Development too close - will be claustrophobic.
- Affect rights to light.
- Overbearing on adjacent property, Vincent House.
- Loss of view.
- Loss of church as a potential community asset. Offers nothing to the surrounding residential and business communities.
- Substation access does nothing to acknowledge the junction and it fails to acknowledge Vincent House.
- Suggestion made to improve the design by providing taller slimmer structures.
- Suggest omitting Block E to provide an open space.
- Little or no consideration for overlooking and views out.
- Blocks C and D completely overbearing on Velocity Village and Bakers Lane.
- New build overbearing and unresponsive to the heritage buildings, particularly prevalent for Blocks A and B.
- Gable ends are blank elevations.
- Lack of public realm integrating with surrounding area. Pocket park could be created.

The application was later amended, omitting a mezzanine floor to the church, and introducing a common room and providing additional bedspaces within the church and the ground floor of the WMC. Neighbours were re-consulted and 4 letters of representation have been received, including a representation from Velocity Village. Many of the comments are similar to those above. New points raised are summarised below:-

- Adaptation in the future should also include the consideration of the space around and within the development.
- Solly Street/Hollis Croft blocks should be reduced in height by at least one storey and ground floor levels reduced to avoid overpowering existing buildings, improve relationship with Boys School and retained Solly Street frontage and improve views of the church.

- Setting back the building may enable a better design solution to the rapid changes of levels on the Hollis Croft frontage rather than an uninteresting plinth.
- A meaningful sustainable future for the church is essential. Relying on a condition would be very uncertain and inappropriate given the conservation value of the church.
- Pleased about the amendments to the public square, although prefer that it be opened out onto the corner of Solly Street and Hollis Croft.
- Suggest a condition to retain the public character of the Square.
- Solly Street - Buildings should step down as the road drops. Block A is 6 ½ storeys high. Four storeys should be the limit. The height of a neighbouring residential block directly opposite Block A is 4-storeys.
- Dispute accuracy of drawings in portraying Vincent House. Makes the proposed building appear lower than it is in reality. The corner of Hollis Croft and Solly Street is very important in townscape terms.
- Plant room doors on Solly Street are shown as glazed but this is highly unlikely.
- Building opposite Vincent House will be oppressive and overbearing
- Brick podium is visually oppressive and will encourage graffiti.
- Suggest framed building techniques which will allow internal reconfigurations later. Some design techniques are highly inflexible.
- Businesses need to be encouraged to stay in this area and the way we and others have been denied a proper period of consultation on this application, indicates the City's wish to have uses other than residential (mainly students) is not a high priority.

Comments received from Velocity Village are summarised below:-

- Demonstrable adverse impact on outlook and amenity of existing occupants of Velocity Village.
- Ground level would be raised some 3 metres above street level.
- Notably taller than Velocity Village.
- Cross-sections not reflective of proximity of the two buildings and do not offer a full impression of the proposals.
- Scale, mass and height (and level differences) results in an overbearing impact and oppressive form of development.
- Sought advice relating to 'Right to Light'.
- Unacceptable living environment owing to loss of light.
- Overlooking; lack of privacy.
- Suggest building is further set back and top 2 floors be further recessed.
- Suggest external materials be light and reflective.
- Acknowledge the use of a traditional and mirror massing assessment carried out for the Daylight analysis.
- Mirror massing would typically be used to help Local Authorities generate a set of alternative targets specific to the site, as opposed to applying the national standard minimum recommended levels plus a 20% reduction. Once the set of

alternative targets are agreed, the proposed development is measured against those instead of the standard ones. Unaware of any agreed alternative targets.

- Results of Daylight analysis show significant number of units not complying with recognised daylight tests.
- Results also show significant light reductions for living rooms on floors 3-6.
- Will be necessary to use additional artificial lighting in rooms affected throughout the day.
- Views substantially compromised.

Sheffield Conservation Advisory Group (CAG) has responded with the following comments:-

- The Group welcomed the proposal to bring the church back into use.
- Appreciate that the development was necessary to fund the restoration of the church.
- Concerned at the height and volume of the new development.
- Would be better if the new development did not envelop the church and recommend consideration be given to removing Block E.
- Views of both sides of the Church are important, to make its architectural qualities more obvious and that creating a Church Close would brighten up the area.
- Recommend attention to the details of materials and modelling.
- Concern at the impact on the Conservation Area if there was piecemeal development of the area.
- Not convinced that the open areas would be successful and considered that inadequate attention had been paid to the landscaping.

Historic England has responded with the following comments:-

- In support of the proposed re-use of St Vincent's Church, which is a significant landmark and makes an important contribution to the character and appearance of the Well Meadow Conservation Area.
- Concerned regarding the impact on the character and appearance of the Well Meadow Conservation Area.
- Consider there is an opportunity to reinstate a street frontage to Solly Street and Hollis Croft, which has the potential to re-establish the former townscape.
- Concerned about the number, massing, height, architectural treatment and siting of the proposed blocks.
- The development will almost completely encircle St Vincent's Church and significantly impact on the relationship between the Church and its ancillary buildings.
- Block E will significantly impact on views of St Vincent's from the south, almost completely concealing the main body of the Church and its fine architectural detailing.
- Loss of historic access and sets of gate piers.

- Substantial demolition of the former WMC and its replacement with a significantly larger block, which has a poor relationship with the retained two-storey façade of this heritage asset.
- Consider the harm caused to the WMC is unjustified and is unclear why this building cannot be retained and re-used.
- Concerned regarding the height and massing of Blocks A & B on Hollis Croft and the over dominance this element of the scheme will have on the adjacent small scale metal trades workshops.
- Opportunity to provide some enclosure to the group of heritage assets, however, this should be achieved through a creative and distinctive approach which allows the Church to remain the dominant landmark and complement the wider conservation area.
- The proposed development fails to take account of the opportunities to draw on the contribution made by the historic environment to the character and appearance of the conservation area and the setting of a number of designated heritage assets.
- Not convinced that the development complies with para 129 of the NPPF.
- Consider the proposed development will result in major harm to the character and appearance of the Well Meadow Conservation Area.

The Victorian Society has responded with the following comments:-

- Object to the proposals, which would cause serious harm to the significance of the Well Meadow Conservation Area.
- Endorse the comments made by Historic England.
- The aspects of greatest concern are highlighted below:-
- General scale of the development; the number of blocks, massing, architectural treatment and precise configuration, harmful excessive height and bulk would have a major and detrimental impact on the character and appearance of the Conservation Area.
- Major and detrimental impact on the views of the various significant historic buildings within or in close proximity to the new development and on an appreciation of the intrinsic relationship that exists between those buildings.
- Would result in serious and unjustified harm to the Conservation Area.
- Para. 137 of the NPPF reiterated. In this respect this application must be considered a failure and uncompliant with national policy.
- WMC was erected by Sheffield's pioneering School Board. It was built to the designs of the significant local firm of Flockton & Abbott and, with the church and former Boys' School, forms part of an important group of historic buildings.
- The WMC makes a positive contribution to the significance of the conservation area.
- Object to the substantial loss of the WMC, which would seriously erode its integrity as a historic building and would diminish the positive contribution it makes to the conservation area.

- The substantial loss of the WMC would, furthermore, harm the setting of those other historic buildings, particularly the church, which are pivotal to an appreciation of the area and its development.
- Can see no overriding necessity for such extensive demolition of this building and certainly not the 'clear and convincing' justification that national planning policy demands.
- St Vincent's Church, although not listed, is a distinguished building of very high local significance. Had it survived with its fixtures and fittings intact it is likely it would be worthy of statutory designation. It reflects poorly on the building's recent history that it should have suffered to the point where a listing application would, in all likelihood, be unsuccessful.
- Principle of putting church to a new use is welcomed and the proposed conversion is broadly acceptable.
- The principle of this development is welcomed, in part, because of the opportunity it presents to at least partially restore and enrich the area's somewhat depleted townscape.
- Rather than responding to the history of the site and reinforcing those qualities that make the area special, this proposal instead ignores and undermines them.
- Recommend that the Council refuses this application.

PLANNING ASSESSMENT

Land use Policy

It is necessary to identify and assess the development against relevant local planning policies, which are those contained within the Unitary Development Plan (UDP) and the Local Development Framework, Core Strategy (March 2012). The site is situated within a General Industrial Area, as defined in the adopted Sheffield Unitary Development (UDP), and thus, Policy IB5 is relevant. It advises that the preferred uses are B2 (General Industrial) uses and B8 (warehousing), although there are a variety of other ancillary uses which are acceptable. Residential development (Use Class C3) is listed as unacceptable. Purpose-built student accommodation (*sui generis*) is not listed and must be considered on its own merits but is clearly residential in nature.

However, this designation is no longer appropriate following the adoption of the Core Strategy. Policy CS6 identifies St Vincent's as a transition area. Furthermore, Core Strategy Policy CS17, which relates to the city centre quarters, identifies St Vincent's as a mixed business, residential and educational area with links to the University of Sheffield and the legal and professional quarter, including a number of manufacturing companies that will require sensitive attention. The site is situated within a part of the St Vincent's area which is experiencing a transition, with a number of residential schemes coming forward in recent years; expanding the residential cluster and university buildings in St Vincent's with less emphasis on the financial and professional quarter.

The proposal seeks to provide purpose built, student accommodation (a sui generis use) with ancillary staff/office facilities, and shared student facilities including a common room and study rooms within the existing church. The whole site will exclusively be developed for the purpose of resident students. The aim of Policy CS17 is to provide a mix of uses including employment and whilst the proposal does not contribute to providing a wider mix of uses, given the site is located within a sustainable location, in close proximity to the University campus and easily accessible to the city centre, the redevelopment of the site for such purposes is considered appropriate.

Core Strategy Policy CS41 'Creating Mixed Communities' encourages the creation of mixed communities, which will be promoted by encouraging the development of housing to meet a range of needs including a mix of prices, sizes, types and tenures. Part a of CS41 seeks to provide a broad range of smaller households in the City, with no more than half of the new homes in larger developments (large developments being defined as 60 or more dwellings) consisting of a single house type. The proposal will provide 142 units, comprising of a mix of 50.7% studios and 49.3% cluster flats and as such, is strictly contrary to Part a of CS41. However, given that the percentages are very close to the policy requirement it would be unreasonable to resist on this basis.

Part c of CS41 seeks to encourage new purpose-built student accommodation, as part of a mix of housing development, with a mix of tenures and sizes of unit on larger sites, primarily in the City Centre and the areas directly to the north-west and south of the City Centre. There is no definition of larger sites but there will be some variety in the size of units, albeit limited. In this regard, the proposal will not accord with Part c. The applicant has demonstrated the long term flexibility of the scheme, by showing that the accommodation can be adapted at a later date, should the student market change. The introduction of open market C3 residential accommodation, of varying sizes can be easily achieved.

Part d of the policy seeks to limit new or conversions to hostels, purpose-built student accommodation and Houses in Multiple Occupation where the community is already imbalanced by a concentration of such uses or where the development would create an imbalance. In order to comply with Policy CS41, no more than 20% of residences within 200 metres of the application site should be shared housing. The concentration of shared properties is at 31% based on current permissions. The proposal will result in a further rise above the 20% threshold in the concentration of shared properties and thus, will be contrary to part d.

Clearly the site would be in close proximity to the University campus, thereby providing a sustainable form of development. The proposed scheme will secure the future of this deteriorating site, and in particular, St Vincent's church, which has been vacant for approx. 20 years. This is a prominent and significant site within the Well Meadow Conservation Area, which is currently a sprawling car park that detracts from the appearance of the street scene and amenity of the area.

A development which will facilitate the refurbishment and redevelopment of the Church is particularly welcomed and would serve to provide wider regeneration

benefits for the area. The wider benefits of developing this site are considered to outweigh the dis-benefits of not complying with Policy CS41.

Core Strategy Policy CS26 'Efficient Use of Housing Land and Accessibility' requires appropriate housing densities to ensure the efficient use of land. Given that the site is within the City Centre, the recommended density should be at least 70 dwellings/units per hectare. The proposal will achieve a housing density of 182 dwellings per hectare and thus, will accord with Policy CS26.

Design and Conservation Issues

UDP Policy BE5 and Core Strategy Policy CS74 set out the design principles, requiring development to incorporate good design, the use of good 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.

UDP Policies BE15, BE16, and BE17 are also relevant. Such policies are principally concerned with preserving and enhancing the character and appearance of the Conservation Area and as such, a high standard of design is expected together with the use of traditional materials. UDP Policy BE15 does not permit development which would harm the character or appearance of Listed Buildings, Conservation Areas or Areas of Special Character. Policy BE16 states that those buildings which make a positive contribution to the character and appearance of the Conservation Area will be retained.

Urban Design Compendium

The Urban Design Compendium (UDC), adopted September 2004, outlines the vision for Sheffield's regeneration, setting out the design principles for the City Centre.

St Vincent's Church, the WMC building and Boy's school building are unlisted significant buildings, which contribute to the character of the St Vincent's quarter. St Vincent's Church has been identified as being a principal landmark within the St Vincent's quarter of the City and as such, must be retained and enhanced. The UDC advises that careful consideration must be paid to the siting and design of new development, in close proximity to these landmark buildings. Any new buildings should be sited and scaled so that they do not impede views to landmarks nor detract from the visual prominence of landmarks. The visibility of landmarks on the skyline and viewed from within the city centre must be taken into consideration. Extensive views from St Vincent's Quarter to the north and west have been identified as significant views which should be retained.

Any development over four storeys in height located in proximity to landmark buildings should not detract from important focal points and disrupt viewing corridors within the city centre.

Informal Planning Advice Note (IPAN)

In September 2015, an Informal Planning Advice Note (IPAN) was prepared by the Planning Service on behalf of the Landowner, Diocese of Hallam. The document has not been approved by the Planning and Highways Committee, but serves only to provide advice in respect of the issues and opportunities for the redevelopment of the site. The submitted proposal has clearly been developed with regard to the IPAN for this site and is largely in accordance with the recommendations of the document. The development will facilitate the use of the currently vacant church and the retention of the façade of the WMC. In respect of the new build, the formation of blocks at the back edge of the footway, at the perimeter of the site accords with the advice in the IPAN.

Members should be aware that pre-application discussions took place prior to the submission of this application. During those discussions the priority was to ensure the preservation and re-use of St Vincent's church. The retention of the WMC was considered desirable but following negotiations it was not considered viable, given the costs involved in renovating the church and as such, it is now proposed to retain the façade and part of the side elevations. Whilst this is not ideal, it was considered, given the circumstances and the fact that the bulk of demolition related to a later extension, which is to the rear, it would be difficult to resist. Furthermore, the configuration of the rear part of the building is such, that it would be more difficult to design the space in an effective manner, given the desire to develop the remainder of the frontage and onto Bakers Lane.

Siting, Scale and Massing

Two buildings, comprising five blocks, will wrap around the site, providing an enclosure to the site. The blocks are arranged at the back edge of the footway, which is a typical characteristic feature of the streetscape and is a feature that has been replicated in a number of new developments within the immediate area. The buildings will vary in height, with the built form stepping up to maximise the length of active frontages at street level.

The buildings will wrap around the corners from Solly Street and up Hollis Croft, and along Solly Street onto Bakers Lane. The blocks will positively respond to the natural topography and thus, will vary in height accordingly. Building 1 comprises of two blocks; Block A which occupies the west corner of the site, extending from the former Boys School on Solly Street and up Hollis Croft, will range from 4-5 storeys, with an additional storey set back, as it wraps around the corner. This is a prominent corner of the site, where the land levels are lower, affording the opportunity to increase the height of the building and reinforce the corner feature. Block B will be part 4/part 5 storeys high, with the 5th storey being set back, allowing the 4-storey element to dominate and the top floor having a reduced visual impact on the street scene. The set-back also serves to create a better relationship with other buildings along this frontage.

Building 2 comprises of three blocks extending along the eastern half of Solly Street frontage, adjacent to the former Boys School and continuing around the corner at the junction of Bakers Lane. The blocks are appropriately and sensitively arranged,

responding to the local context. Block C will be 4-5 storeys in height, with the fifth storey set back and with an overall height that is consistent with the adjacent Velocity Village. The top floor set-backs of Blocks B and C achieve a better skyline and reduce the general massing. Block D is positioned on the corner of Solly Street and Bakers Lane and is 5 storeys with a 6th storey set back, the latter of which reinforces the corner. At the rear of the WMC will be a 5 storey extension, with a 5-storey block (Block E), positioned to the side. The incremental set-backs between the blocks along this frontage break up the general massing, as well as achieving a better relationship and transition between the old and the new development. It is considered that the site can accommodate development of this scale and massing, without adversely impinging on the church and its setting. The scale and massing have been assessed using the Council's City Centre 3D model, which has also served to ensure that key views of the church will be maintained, whilst accepting that other views will change. The church tower and roof will be visible from adjacent highways and from strategic views identified in the IPAN, particularly from the north side of the City. Street views up Hollis Croft and White Croft will be maintained. Further glimpses of the church from street level will be achieved from Solly Street and owing to the topography of the site, views of the church, from the west, will also be maintained.

It is acknowledged that the scale of the proposed development is larger than one would ideally desire, however, given the topography and the ever-changing and increasing built up environment, it is considered that this level of development can be accommodated on this site. The character of the area has changed significantly but if the church and surrounding buildings are to be preserved, some flexibility has to be applied to the design of the development in order for the development to be feasible. There are a number of schemes within the immediate vicinity that have recently been granted planning permission for proposals which vary considerably in scale but are generally 5-6 storeys in height. The local townscape is changing. The low rise industrial units of the 18th and 19th Centuries are slowly being replaced by modern buildings which are considerably taller. In this case, it is considered that the negative effects of a larger scale development will not have such a detrimental effect on the visual appearance and setting of the Church and the wider Conservation Area such that a refusal would be justified. The proposed development will fit in with the changing surrounding context.

Design Details

The buildings are simple in form, faced in red brick and will contain glazing in the form of regular punctuations within the façade, providing greater height glazing to the ground floor and various smaller openings above. Deeper reveal depths will be achieved to principle elevations, which will provide greater shadowing, and thus will ensure some visual interest and avoid the building appearing flat. Similar modelling will be introduced to the smaller residential block.

The proposed palette of materials is fairly simple with the key materials being red brick, grey aluminium framed glazing and zinc effect cladding. The subtle colour variations in brick between the blocks will provide sufficient variation and visual interest, and serve to connect the blocks, and denote the extent of the site. A greater proportion of glazing will be introduced, in the form of 'look- a- like' glazing

panels in the east facing elevation of Block C which will provide greater reflectivity. The gable ends of Blocks B and E effectively 'book end' the development on the south-east corner of the site. Given that this will be the main entrance to the site, these elevations will be highly visible and therefore attention to detail has been critical. Feature brickwork in the form of a projecting brick plinth banding will wrap around the lower sections of the end elevations and additional glazing has been introduced in order to retain the relationship with the street elevations. Some portions of the ground floor frontages incorporate heightened brickwork, which is not ideal, however, this is inevitable given the topography. It would be unrealistic to achieve 100% active frontage, given the existing site circumstances and required works to achieve this. Such areas are not extensive and are not considered to compromise the street scene.

The individual blocks have been designed to have some local variation in order to break up the massing. The buildings relate to one another but each has its own unique relationship with its immediate context whilst still reflecting the local distinctiveness to create a distinct identity that will contribute to the existing conservation area. The proposal delivers an appropriate degree of articulation and richness.

Horizontal grounding by means of a horizontal brick band detailing will be provided along the lower section of elevations of the blocks, adding texture and visual interest to the buildings, with some variation in the design in order to distinguish between the blocks.

Cross-sections have been submitted, which demonstrate the degree of articulation which will be achieved.

A contemporary, lightweight roof extension to the WMC is proposed, which will be set back behind the original façade. This has reduced the overall massing and avoided a flattening of the built form.

To ensure an appropriate quality of development, a number of conditions are proposed requiring no rainwater goods on principle elevations, no additional plant on roofs, no vents or other openings, service points on principle elevations, limited signage etc.

Each block will be served with its own level access from the private courtyard as well as a fire exit out onto the street. The site will be predominantly hard-surfaced, with limited amounts of soft landscaping introduced. The external spaces will provide both public and private courtyards. They have been designed to address the differing land levels, thus, a series of terraces has been created within the private courtyards.

The current boundary fronting onto Hollis Croft is particularly unattractive, and the proposed redevelopment of this area will serve to provide a robust and distinctive boundary, which will include the re-use of stone piers, which are sited at the northern edge of the site, and existing stone from elsewhere within the site. A public space will be created within the area immediately in front of the church, which will serve as

the main entrance into the site. The landscaping scheme will enhance the setting the church.

The scheme is considered acceptable in terms of its design. The scale and massing of the development is appropriate and responds positively to the topography of the site, with the use of natural materials and materials which give the buildings a more robust appearance, bearing in mind the historic industrial background of this part of the City. Amendments have been made to address the external elevations to the buildings and the level of modelling has been improved.

Re-development of St Vincent's Church

The church has been vacant for 20 years is in a poor state of repair. It is proposed to refurbish and repair the building in a sympathetic manner, which shall include the refurbishment of existing windows, with replacements where required, repairing and cleaning of stonework, and the repair of the existing natural slate roof. A number of key internal features have been identified to be retained.

The original proposal sought to provide additional floorspace in the form of a free-standing mezzanine floor. This is no longer the case and the proposal has been amended and will now provide the following accommodation:-

- 5 bed cluster flat (with kitchen facilities)
- 2 studios
- Common room
- Study rooms
- Bike store and laundry room in basement

The extent of works proposed to the exterior will not be significant and will not detract from its character. Additional openings will be formed, which will be appropriate in size and position, and will reflect the same characteristics as existing openings. Conditions will be imposed to ensure satisfactory detailing of all elements, to preserve the character of the building.

Impact on the Character and Appearance of the Well Meadow Conservation Area
In assessing this application, it is necessary to consider the impact of the proposed development on the Conservation Area and in this case, also the church and WMC, both of which are unlisted Heritage Assets. An assessment of the historic environment has been carried out by the applicant and a report has been submitted as part of this application, using guidance from Historic England's Historic Environment Good Practice Advice in Planning document.

The NPPF provides a wealth of guidance relating to the historic environment and the most relevant points to consider are highlighted below:

Paragraph 126 advises that Local Planning Authorities should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.

Paragraph 128 states that applicants should describe the significance of any heritage asset affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 129 requires Local Planning Authorities to assess the significance of any heritage assets that may be affected by the development, including the effect on the setting of the heritage asset.

Paragraph 131 of the NPPF states that LPAs should take account of:

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

Paragraph 132 states that any harm or loss should require clear and convincing justification.

Paragraphs 133 and 134 state that if a development cannot be amended to avoid all harm, then the proposal should be weighed against the public benefits of the scheme.

Paragraph 135 requires the effect on the significance of non-designated heritage assets in any planning application should be taken into account.

The proposal seeks to preserve two unlisted heritage assets within the site. Considerable financial outlay is required to repair the church and convert it into useable space, for the benefit of students. A pragmatic approach has been taken to how the space will work, in terms of facilities provided, how it is accessed and how it needs to integrate with the whole site. The church serves as the main focal point and the main public entrance and is viewed as the central most important feature of the site. In this regard, the proposed development will ensure the longevity of the church, by putting it back into a viable use which, combined with the creation of residential units, will help achieve a sustainable environment.

The peripheral development encloses the church, whilst providing adequate separation, allowing the church to remain as the central and most important feature. It is acknowledged that the scale of the adjacent buildings are substantial and do not reflect the scale of former historical buildings. However the scale of buildings is arranged such that they respond to the topography and the increasingly changing townscape. The character of the area has changed considerably, in response to economic and social demands, and in direct response to the plan-led vision for the area. The new townscape is denoted by innovative, large scale, high density development. The proposed development will serve to enhance this new local distinctiveness, by reflecting the scale and key architectural detailing of the area, whilst preserving the significant heritage assets.

'Substantial harm' is defined in the NPPF as proposals which would lead to a direct impact on the heritage asset, its total loss or a change in its setting. In respect of the proposed development, the church (a heritage asset) will be restored to enable a re-use of the building, but in doing so, it will be necessary to develop the site such that there will be an inevitable change in its setting. The WMC, another heritage asset, will also be affected given the proposed partial demolition of the building. The extent of the demolition is significant, however, it is not considered that the demolition of a later extension, which is positioned at the rear of the building, will result in significant harm to the building itself, the setting of the church or the conservation area.

Historically, the townscape surrounding the church was typically arranged as 'back to back' housing, providing high density, cheap housing for workers and therefore was a very built-up environment. The proposed development will follow the same principles by providing high density residential accommodation, which encloses the church, albeit in a different form, to reflect modern day architecture. The site is currently viewed as a very open environment, following the slum clearances of the early 20th Century and as such, now offers extensive views from the immediate area.

Given that the current open nature of the space surrounding the church is not a true reflection of the original townscape, this should not be considered as such an important aspect of the church's setting. It is acknowledged that the church had a functional relationship with the Boys school and the current WMC (formerly a Board School) and therefore the presence of these buildings contributes positively to its significance.

Any form of development on the site will result in an obstruction of the more extensive views of the church. Concern has been expressed in respect of the lack of visibility of the church if the proposed development goes ahead. Given that the current open nature of the space surrounding the church is not reflective of the historical townscape, it is not considered a determining factor in this case. St Vincent's church is the most significant landmark in the area, being the focus in views from all directions. Its significance derives from its historical value and its architectural interest, which has been described as the most ambitious architecturally in the conservation area. The building makes an important and positive contribution to the streetscape of Solly Street and Hollis Croft as well as contributing the skyline of this part of the City. Views of the church will be maintained but obviously not in their current form. However, having reviewed the scheme in the City's 3D Model officers are satisfied that the impact is proportionate and acceptable, bearing in mind the significant public benefit derived from regenerating this long standing vacant site. The townscape has changed, in so far as we now have large scale buildings, ranging from four-storeys up to ten-storeys high, of much larger massing standing alongside 18th and 19th Century Victorian properties of two and three-storeys high and low rise industrial premises.

The impact on the wider area has been considered. There are a number of notable heritage assets within the immediate area, which includes the Grade II Listed Provincial House on Solly Street and non-designated heritage assets such as St Vincent's Boy's School (positioned within the site but outside the red line boundary), Vincent House located on Solly Street, at the junction with Hollis Croft and Industry Place, nos. 79-81 Hollis Croft.

Provincial House (Circa 1878) is located on Solly Street, approx. 65 metres to the south-west of the application site. The building is four-storeys high with a red brick exterior and features a six bay window arrangement to its principle elevation subdivided by horizontal banding. Other buildings along this stretch of frontage include the above-mentioned Vincent House, which faces directly onto the application site. Vincent House is another good example of late 18th Century architecture.

It is not considered that the proposed development will have a detrimental effect on such buildings. Certainly in the case of the off-site buildings, these are considered to be adequately separated from the site and of a scale such that the additional height of the proposed development will not detract from their character or setting. In respect of the Boy's school, owing to the layout of the site, there will be some breathing space achieved around the school building. The height of the nearest adjacent blocks will not be significantly taller than the ridge height of the school building, and where the blocks increase in height, they will be set further away and so will not appear over-dominant. It is acknowledged that the massing of the new buildings is significantly greater than the identified heritage assets but it is considered that the site can accommodate the increase given the separation, such that, overall, the character and appearance of the Conservation Area will not be adversely affected when balanced against the benefits of the scheme.

The principle elevation to the WMC will be retained, together with approximately 6 metres of the side elevations. These elevations form the original exterior to the building and are worthy of retention. Historical maps confirm that the WMC building was originally 'T' shaped. Prior to the 2nd WW, the roofs of the building had been tall pitched roofs. It is evident, over time, that the building has been modified and a new rear extension and side extension erected. It is these extensions which are proposed to be demolished. It is not considered that these extensions are of such significance that their retention is justified. They have a neutral effect in the existing street scene and their loss is of no detriment to the character of the wider Conservation Area. The new extensions to the building are considered to be appropriately scaled and detailed such as not to adversely affect the character of the principle elevation, particularly given the poor visual quality of the site when viewed from Solly Street as it currently stands.

Effect on Living Conditions / Amenity Issues

UDP Policy IB9 states that new development will only be permitted provided that satisfactory living conditions can be achieved.

Noise and Disturbance

The site is located in an area where there is a mix of uses, including residential, offices and industrial premises, the latter of which are not prevalent within the immediate vicinity but are relevant in this case. There are industrial premises fronting onto Hollis Croft, which directly face onto the proposed Block B, the elevation of which will contain windows that serve main habitable rooms. At the time of the Officer's site visit, noise was audible at street level from neighbouring

premises on Hollis Croft. Commercial premises also exist on Solly Street, which includes an Accident Repair Centre and Melvyn Cook Joinery, which are positioned opposite the site facing towards Block D. There is a potential risk of noise and disturbance for future occupiers of the residential accommodation.

An Acoustic Assessment has been carried out, which identifies road traffic as the main source of noise, which is not significant. Noise from adjacent commercial premises was not identified as a noise source. However, in providing a satisfactory environment for future residents it will be necessary to implement noise attenuation measures to achieve appropriate internal noise levels. Conditions will be imposed requiring the developer to carry out validation testing in the most noise sensitive rooms. In satisfying these requirements, a method statement from a noise consultant will be required, which should include an overview of the surrounding noise environment to identify the most sensitive rooms in the development in which monitoring and validation testing should be carried out. These conditions will account for these identified noise sources and as such, satisfactory sound insulation measures will be achieved. Noise and plant noise will also be controlled by condition.

Effect on Existing Residents/Occupants of Neighbouring Sites

The proposal, by virtue of its scale and siting, will impact on existing residents and occupiers of commercial premises. Concerns have been raised in respect of loss of light and privacy and the overbearing impact on neighbouring occupants, in particular, Velocity Village, Vincent House at the junction of Solly Street and Hollis Croft and commercial premises on Solly Street. The application site has not been developed and is therefore relatively open in character and inevitably any form of development will impact on adjacent sites.

Velocity is a large scale building, which is regarded as an 'edge of pavement' development and was one of the first new buildings to be constructed at the start of the regeneration of the St Vincent's area and at a time when many sites were either in industrial use or were vacant or derelict. A 4 storey block with a 5th storey recess (Blocks C and D) is proposed on the eastern edge of the site, positioned directly opposite Velocity Village. The proposed building will be located 10.5 metres away from the Velocity building, the latter of which is 6 storeys high (with the 6th storey set back), fronting onto Baker's Lane. The height of the proposed building will be consistent with the Velocity building, and will reflect a similar positioning in that it will be a little set back from Bakers Lane. Bakers Lane is a narrow highway typical of the wider area, owing to the tight-knit street pattern. It is acknowledged that the sense of enclosure will be tight, however, the degree of separation between the buildings is not dissimilar to other sites within this area and other city centre locations and therefore not an unusual arrangement.

There is no doubt that direct overlooking will occur and the level of privacy will be reduced for existing residents of Velocity Village, however, it should be acknowledged that the same level of amenity cannot be afforded for city centre locations as for suburban locations. Furthermore, given that the frontage along Bakers Lane is not extensive, the level of overlooking is not considered to be so excessive as to warrant resisting the proposal on these grounds.

A daylight and sunlight report has been submitted, in support of the planning application, which provides 2 scenarios in its assessment of the light reduction affecting windows of Velocity. The first scenario is based on the existing circumstances, in that the site is undeveloped and representing a relatively cleared site. The report demonstrates that there will be an adverse effect on Velocity, which is inevitable. However, the effects of any new build in terms of light loss, whether two-storeys or four-storeys in height, is likely to be the same, owing to its orientation and proximity to Velocity.

Scenario 2 provides a 'mirrored' comparison between the buildings (i.e. assumes a building of the same footprint and height as the Velocity building on the application site) and then looks at what the impacts are. This method of analysis is a recognised approach to evaluating lighting levels. The report illustrates that an acceptable level of compliance will be achieved in accordance with BRE guidelines for daylight. It should be recognised in reaching a decision on this proposal that, to some extent Velocity is currently 'borrowing' some light and outlook from the application site.

It is also relevant to note that the east facing elevation of the proposed building has been amended, such that it will now incorporate a greater proportion of glazing which will reflect light. Alternative treatments to 'lighten' the building were explored, but were considered inappropriate as they would have had insurmountable design implications for the remainder of the development.

It is not disputed that there will be a considerable reduction in the amount of light to existing main habitable room windows of the Velocity building, which is not ideal. However, it is considered that any form of development, other than a single-storey building, would have a significant impact and it would be unreasonable to suggest that the development of the site should be prejudiced by the presence of an existing, large scale building on the opposite side of the carriageway.

In facilitating the viable redevelopment of the site, the applicant has stressed that it is necessary to provide this level of accommodation giving no further opportunity to reduce the height of the building or set the building back further into the site (the latter of which is not feasible given the position of the church). The proposal does not represent a unique situation, there have been a number of planning applications approved for similar development proposals where 'back of pavement' is a key characteristic feature of the design, which is reflective of the historical character of the area.

The effects of the proposed development on other frontages such as Solly Street and Hollis Croft will be similar to that of Bakers Lane. The impact on Vincent House will not be significant. Vincent House is an 'L' shaped building, positioned towards the south-west corner, which has a narrow elevation positioned at the back edge of the footpath facing towards the application site. This elevation which contains windows will be 10.9 metres from the façade of Block A. The windows appear to be secondary windows, whilst the principle windows are positioned in the elevation fronting onto Solly Street. It is therefore considered that there will be no significant loss of light to the rooms which are served by these windows. Furthermore, because

of the orientation of the plot there is unlikely to be a direct loss of sunlight to these windows or other windows within the remainder of the building.

On this basis and on balance, taking account of the overall regeneration benefits of the scheme, the proposal is considered acceptable in amenity terms and will fulfil the requirements of the UDP Policy IB9.

Effect on Future Residents of the Site

All habitable room will be provided with adequate outlook and natural daylight, although owing to the orientation and position of the proposed buildings, it is inevitable that some units will have a reduced level of light, particularly those facing into the inner courtyard, positioned in the west corner of the site, where the land levels are lower than the rest of the site. This is not ideal, however, given that such accommodation will be occupied by transient residents, and the fact that they will not be occupied for extended periods of time (as students will be attending lectures etc.) it is not considered that this will have a detrimental impact on the living conditions of future occupants.

Some privacy issues will be inevitable given that this is an 'edge of pavement' development. The site, although a city centre location, is relatively quiet and does not experience a high volume of travel, whether pedestrian or vehicular, and so, is unlikely to suffer from significant lack of privacy. Where main habitable room windows face directly opposite Velocity Village, there will be some degree of overlooking, but this is not unlike many city centre situations, and whilst not ideal, it is not unexpected or unacceptable.

Future occupants will be provided with secure, useable, well designed outside space and adequate bin and cycle storage facilities, which will be appropriately positioned and accessible from within the site.

In light of the above, it is considered that the proposed development will not adversely affect existing residents and appropriate accommodation will be provided for future residents of the site. As such, the proposed development will accord with UDP Policy IB9.

Sustainability

Core Strategy Policy CS64, which relates to climate change, resources and sustainable design of developments, requires that all new buildings and conversions of existing buildings be designed to reduce emissions of greenhouse gases and function in a changing climate. To satisfy this policy, all new developments such as this should achieve a BREEAM rating of Very Good.

Core Strategy Policy CS65, which relates to renewable energy and carbon reduction, 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 BREEAM assessment has been undertaken and a report submitted in respect of the new development, which suggest that a BREEAM rating of 'Very Good' will be achieved. A separate BREEAM assessment will be carried out for the Church.

In respect of meeting the 10% of predicted energy needs from decentralised and renewable or low carbon energy, it is suggested in the submitted Energy Report that a combined heat and power plant on site will provide 68% of the site's overall energy consumption, which is well above the target of 10%.

Guideline 1 of the Climate Change and Design Supplementary Planning Guidance encourages green roofs covering 80% of the total roof area where viable and compatible with other design considerations. The proposed development has been amended and now incorporates a greater percentage of green roofs, which will encourage biodiversity and will reduce the amount of surface water runoff. This is particularly welcomed. Conditions are proposed to secure the delivery of the above requirements.

Archaeology

There are some archaeological issues regarding this site. Historic map evidence demonstrates that the site was fully developed by the 1770s and possibly during the 1730s, as part of the post-medieval westward expansion of the town. Prior to this the site formed part of the town field and so would have been in agricultural use. By 1852 the site was densely occupied by small yards surrounded by low-quality housing, with industrial, commercial and educational premises intermixed. St Vincent's church was completed in 1853 to serve the large local Irish population. Over the next fifty years a number of schools were constructed in the northern part of the site. The remaining housing was cleared c1930 and the open areas created have been used as car parking to the present day.

Due to the lack of 20th century development, buried archaeological features associated with these historic uses of the site can be expected to survive well in most areas of the site.

An Archaeological Evaluation Written Scheme of Investigation (WSI) has been submitted and reviewed by the South Yorkshire Archaeology Service (SYAS). Following the advice from the SYAS, further evaluation fieldwork was been carried out on site, in the form of trial trenches, which commenced in November of last year. Three of the four proposed trial trenches have now been completed and revealed buried remains relating to 18th/19th Century development. These interim results demonstrate that the scheme will have an impact on buried archaeological remains but the trenches have not revealed remains of such significance that there would be concerns over the impact of the proposed scheme.

Further investigations are required to be carried out, of both the buried archaeology and the archaeology of the standing buildings, together with appropriate recording. This will be secured by condition.

Ecology

The key principle of the NPPF is to conserve and enhance the natural environment. The planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible.

Reports have been submitted in the form of a Preliminary Ecological Appraisal and a Bat Survey. Following the recommendation of the Appraisal, a single dusk emergence survey was carried out in response to part of the church being assessed as having low potential. No bats were recorded emerging from the building giving confidence that no part of the building is being used by bats. In the unlikely event that bats are discovered during work on site, works must stop on that area of the building and appropriate advice sought from a suitably qualified ecologist.

The Appraisal also identifies the presence of pigeons within the church. The City Ecologist concurs with the detailed methodology for ensuring no harm comes to the breeding pigeons. The approach taken to gradually deter pigeons from using the building is considered acceptable and the applicant should work closely with the consultant to achieve this. The City Ecologist has advised that the roofs of buildings B2 and B4 should be inspected for any signs of breeding birds prior to work commencing on these areas.

A number of recommendations have been put forward for enhancements to the site to benefit wildlife. These include the provision of 2 bat boxes, bird boxes, soft landscaping and an emphasis on native plant species. These will be secured by condition.

The development will incorporate brown/green roof, which will encourage biodiversity and will reduce the amount of surface water runoff.

Drainage

A Flood Risk Assessment report, which includes a drainage strategy for the site, has been submitted. The Lead Local Flood Authority has confirmed that the information is sufficient. The site has previously been developed and therefore represents a brownfield site, and the proposed run-off rate of 50 litres per second is considered acceptable.

A condition is proposed requiring a 30% reduction in surface water run-off compared with the existing peak flow, to reduce the risk of surface water flooding, in line with current best practice. A further condition is proposed requiring full details of the proposed surface water drainage to be submitted and approved before the development commences.

Yorkshire Water has confirmed no objection to the proposal, subject to the development being carried out in accordance with the recommendations of the Flood Risk Assessment report.

Land Contamination & Stability

A Phase 1 Preliminary Site Assessment Report has been submitted, which identifies the need for a phase 2 site investigation. Conditions will be imposed to secure that such investigations and appropriate remediation measures are carried out.

The Coal Authority, having considered the content and conclusions of the submitted Coal Mining Risk Assessment report, has confirmed that they concur with the recommendations of the Coal Mining Risk Assessment Report and that intrusive site investigation works and appropriate remediation carried out prior to development commencing. A condition will be imposed on the decision notice.

Mobility/Access Issues

UDP Policy H7 encourages the provision of a proportion of mobility housing in all new or refurbished housing. However, as these standards are not part of an up to date local plan they have been superseded by the recently introduced Technical Housing Standards (2015), which effectively removes the requirement for mobility housing in Sheffield at this time.

The development will provide 2 mobility studios and 4 adaptable studios, which equates to 1% of the overall development. This level of accommodation, although on the low side, is based on actual demand for disabled students across the applicant's sites and they offer a bespoke adaptation service to any student with disabilities.

Three disabled parking spaces will be made available on site. Lift access is available to all accommodation and level thresholds will be provided throughout the development.

In this regard, it is considered that a reasonable and pragmatic approach has been taken in respect of UDP Policy H7.

Highway Issues

UDP Policy IB9 states that new development will be permitted provided that it would be adequately served by transport facilities and provide safe access to the highway network and appropriate off-street parking.

The proposed development does not raise any serious highway concerns. The residential development will effectively be car-free, apart from the on-site parking spaces for people with disabilities within a public courtyard. The provision of no on-site parking accommodation is considered acceptable, given its city centre location and the opportunities for alternative modes of travel available.

Separate on-site car parking provision will be provided to serve the former Boys School. A total of 16 spaces will be provided, which will include 4 designated disabled spaces. The layout and level of provision is considered to be satisfactory to meet the needs of the school building. Adequate visibility will be achieved from both means of access.

Provision will be made for secure cycle parking, serving the residential development within the basement of the church and additional facilities will be provided within the public forecourt fronting onto Hollis Croft. A total capacity of 168 cycles will be achieved. This is particularly welcomed, and will encourage sustainable forms of travel.

A layby will be formed at the main entrance to the site, fronting onto Hollis Croft, which will provide adequate servicing arrangements for the site. Highway improvements will be required, in the form of new footways, which will be constructed in secondary palette, as per the guidance set out in the Urban Design Compendium.

No highway objections have been received and subject to the imposition of conditions, the proposed development will accord with UDP Policy IB9.

CIL

The scheme will be liable for a contribution under the Community Infrastructure Levy, which was introduced 15th July 2015. The site lies within CIL Charging Zone 4 where the CIL charge is £30.00 per square metre for student accommodation.

RESPONSE TO REPRESENTATIONS

The majority of issues raised in the representations have already been covered in the main body of the report.

The site is not a designated 'green space'. The loss of this open character is regrettable but necessary in order to facilitate a financially viable redevelopment of the site. The site will be landscaped and a public space provided. The layout of the public space has been amended is no longer car dominated, with only disabled spaces being provided. Public access will be available and maintained through onto Baker's Lane

The character and setting of Vincent House will be maintained. Matters relating to amenity issues have been addressed in the report.

Whether the developer is seeking to maximise profits is not a planning matter. It is generally the case that a developer would not seek to develop a site unless it was financially viable. This is a difficult site, which requires significant investment in both ground works and the refurbishment of St Vincent's Church.

It is acknowledged that there has previously been a desire to ensure new and existing businesses are encouraged and respected. However, the character of the area has changed and although student accommodation is prevalent in the area, it is a logical and sustainable location for this type of use, given its city centre location and proximity to the University.

The development broadly accords with the St Vincent's Action Plan. It should be borne in mind that the document was produced some time ago and situations

change as new opportunities come forward. The document provided the aspirations for the area, which have generally been brought to fruition.

'Right to Light' is not embedded in planning legislation but is a civil matter. Loss of light and outlook has nevertheless been assessed earlier in this report.

It is not be in the developer's interests to develop a site and allow the deterioration of the church, which will impact on the visual appearance of the whole site and affect uptake of units. The use of the church is integral to the development and additional residential units will be provided within the building.

The accuracy of drawings portraying Vincent House adjacent is not critical to the determination of the application as it is not within the application site. The design of the proposal has been considered on its merits, taking account of the local context, following officer site visits to assess the proposals.

A condition is proposed requiring details of all external doors to be submitted and approved, to ensure a consistent visual approach. Doors would generally be solid in nature, to provide adequate security.

There is no reason to suggest that the brick plinth or other form of treatment to the exterior would encourage graffiti. This is a managed development with a security presence.

There is no formal requirement for the developer to consult the wider area prior to submission. The Planning Service, in line with the Council's Statement of Community Involvement, has advertised the planning application, displayed numerous site notices around the site, and notified occupiers of neighbouring properties of the proposed development. Furthermore, the developer has sought to discuss the proposals with other parties including elected members, the City Centre Residents' Action Group and an occupant of Vincent House.

SUMMARY AND RECOMMENDATION

St Vincent's Church is a significant landmark building, which makes an important contribution to the character and appearance of the Well Meadow Conservation Area. The church has been vacant for 20 years and this application represents the first development proposal to come forward, which will ensure the long term preservation of St Vincent's Church.

In land use terms, the proposal is considered acceptable in principle and will regenerate an underused site in a sustainable location. Although contrary to Policy CS41 it is considered that the benefits of developing this long vacant site outweigh the dis-benefits of not providing a wider mix of housing.

The design of the proposed development is broadly in accordance with the IPAN and the UDC. It is acknowledged that the scale and massing is large in relation to the existing buildings, but given the later development proposals for the wider area and the ever changing context, it is considered that it can be adequately accommodated

without having a harmful impact on the townscape or a detrimental impact on the appearance and setting of the Conservation Area.

The proposal will provide satisfactory living conditions for existing residents.

The proposal will result in the development of a currently sparsely developed site and the scale and siting of buildings will affect occupiers of existing adjacent properties. Developing the site around the periphery will result in some overshadowing but on balance, given the character of the site and siting of the adjacent development, this is considered to be justified in this case.

There are no significant highway implications arising from the proposed development.

The proposed development will comply with all other policy requirements such as sustainability, access, drainage, ecology and archaeology.

Taking all matters into account, the proposal is considered acceptable and will accord with the identified policies within the National Planning Policy Framework (NPPF), Core Strategy, and Unitary Development Plan (UDP). The development is therefore recommended for approval subject to the listed conditions.

Case Number	16/03726/FUL (Formerly PP-05505874)
Application Type	Full Planning Application
Proposal	Demolition of existing office block and former bar and erection of an 11 storey building for Purpose Built Student Accommodation (Sui Generis) comprising 284 student bed spaces (200 studios and 84 cluster bed spaces in 14 clusters) and associated facilities
Location	52, 54, 56 Mayfield Court West Street City Centre Sheffield S1 4EP
Date Received	01/10/2016
Team	City Centre and East
Applicant/Agent	PJS Development Solutions 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:

Proposed Site Plan - 15060_PL-02
Typical Plan (Levels 01-07) - 15060_PL-03
Typical Plan (Levels 08-10) - 15060_PL-04
Roof Plan - 15060_PL-05
North Elevation - 15060_PL-06 Rev A
South Elevation - 15060_PL-07 Rev C
West Elevation - 15060_PL-08
East Elevation - 15060_PL-09
Courtyard Elevation - 15060_PL-10

Longitudinal Section 01 - 15060_PL-11
Longitudinal Section 02 - 15060_PL-12
Cross Section 01 - 15060_PL-13 Rev A
Cross Section 02 - 15060_PL-14
Typical Detailed Elevation - 15060_PL-15
Indicative Section - 15060_SK-107

Reason: In order to define the permission.

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

3. No development shall commence until the detailed proposals for surface water disposal relating to the relevant phase, including calculations to demonstrate the reduction and any balancing works and off-site works, have been submitted to and approved in writing by the Local Planning Authority.

The surface water discharge from each phase of development shall be subject to a reduction of at least 30% compared to the existing peak flow. This should be achieved by sustainable drainage methods where feasible. Should the design not include sustainable methods, evidence is to be provided to show why sustainable drainage methods are not feasible.

In the event that the existing discharge arrangements are not known, or if the site currently discharges to a different outlet, then a discharge rate of 5 litres per second per hectare (or 5 litres per second in total if less than 1 hectare) should be demonstrated.

There shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works.

Thereafter, the development shall be completed in accordance with the above details.

Reason: In the interests of sustainable development and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences in order to ensure that the proposed drainage system will be fit for purpose.

4. 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 the development being commenced. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

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

5. 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 the development being commenced. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

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

6. Unless shown not to be feasible and viable, 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.

7. 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.

8. No development shall take place, including any works of demolition, until details are submitted for written approval by the Local Planning Authority specifying measures to monitor and control the emission of dust during demolition and construction works.

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

9. No development shall commence until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority for each phase of the development. Details to be included in the Construction Management Plan are:

- a) Means of ingress and egress for vehicles engaged in the construction of the development, including arrangements for restricting vehicles to approved ingress and egress points;

- b) A layout of the site compound, storage areas and contractor parking;

Thereafter the development shall be constructed in accordance with the approved details

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

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

10. The development shall not be begun until details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure the reconstruction of the footways adjoining the site before the development is brought into use. The detailed materials specification shall have first been approved in writing by the Local Planning Authority.

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

11. 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.

12. 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 with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to validation of capping measures and validation of gas protection measures.

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

13. 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.

14. 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 of an approved noise survey.
 - b) Be capable of achieving the following noise levels:
Bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours);
Living Rooms & Bedrooms: Noise Rating Curve NR30 (0700 to 2300 hours);
Other Habitable Rooms: Noise Rating Curve NR35 (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.

[Noise Rating Curves should be measured as an LZeq at octave band centre frequencies 31.5 Hz to 8 kHz.]

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

15. Before the use of the development is commenced, Validation Testing of the sound 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 attenuation works thus far approved, a further scheme of sound attenuation 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.

16. 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 the safety of road users.

17. The building shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway and 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.

18. The vehicular access shall not be used unless turning space for vehicles has been provided within the site, in accordance with details to be submitted to and approved in writing by the Local Planning Authority and thereafter such turning facilities shall be retained.

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

19. Before the development is commenced, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of suitable and sufficient cycle parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority and the building shall not be used unless such cycle parking has been provided in accordance with the approved plans and, thereafter, such cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield and Core Strategy Policies.

20. Prior to the development being brought into use, full details of a management plan to control student arrivals/departures associated with moving in to/out of the accommodation shall be submitted to and agreed in writing by the Local Planning Authority. Thereafter such management plan shall be adhered to.

Reason: In the interest of highway safety

21. 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.

22. Sample panels of proposed masonry and cladding associated with the relevant phase shall be erected on the site and shall (as appropriate) illustrate the colour, texture, bedding and bonding and mortar finish to be used. The sample panel(s) shall be approved in writing by the Local Planning Authority prior to the commencement of the relevant phase and shall be retained for verification purposes until the completion of that phase.

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

23. Large scale details associated with the relevant phase, including materials, finishes and fixing, at a minimum scale 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:

- a) windows (including proportion, vents, louvres, cladding etc)
- b) window reveals
- c) sections of front elevation
- d) sections of rear elevation
- e) main entrance
- f) metal cladding size and fixing
- g) projecting window
- h) glazed bottom and top floors including fins to the top
- i) external lighting and signage

- J) parapets
- k) boundary screens/fences/walls
- l) bike store
- m) entrance to covered service access

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

Reason: In order to ensure an appropriate quality of development

24. 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 before the development is commenced, 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.

25. 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.

26. Before the development is commenced, or 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.

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

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

28. The glazing to the top floors on the side elevation of the building facing east and west shall be fully glazed with obscure glass to a minimum privacy standard of Level 4 Obscurity and no part of the window shall at any time be glazed with clear glass.

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

29. The residential units shall not be occupied until details of a scheme have been submitted to and approved by the Local Planning Authority to ensure that future occupiers of the residential units will not be eligible for resident parking permits within the designated Permit Parking Zone. The future occupation of the residential units shall then occur in accordance with the approved details.

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

Other Compliance Conditions

30. No windows serving the ground floor communal facilities facing West Street shall be blocked up, filmed over or otherwise rendered non transparent.

Reason: In order to ensure an active frontage

31. Construction and demolition works that are audible at the site boundary shall only take place between 0730 hours and 1800 hours on Monday to Fridays, and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays.

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

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.
3. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator 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. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.

5. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group
Development Services
Sheffield City Council
Howden House, 1 Union Street
Sheffield
S1 2SH
For the attention of Mr S Turner
Tel: (0114) 27 34383

6. The development will affect the Supertram fixings. These need to be relocated, the applicant is advised to contact Ian Fothergill at South Yorkshire Passenger Transport Executive on 0114 2211 231
7. 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 and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
8. The Applicant is encouraged to maximise local opportunities for employment from the construction and operation phases of the development. This can be carried out through a detailed Employment and Training Strategy, created in accordance with Sheffield City Council. The Strategy would include a detailed implementation plan, with arrangements to review and report back on progress achieved to Sheffield City Council. For further information and to discuss the matter further, ahead of construction work commencing, the applicant should contact:

Kerry Moon
Investment Support Manager - Sheffield City Council
Lifelong Learning, Skills and Communities | 145 Crookesmoor Road |
Sheffield
S6 3FP
Tel: 0114 2296161 | 07875009200
Email: kerry.moon@sheffield.gov.uk

Site Location



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LOCATION AND PROPOSAL

The application relates to land and buildings at 52-56 West Street. The land is occupied by Mayfield Court to the west, a six storey modern office building constructed from a stone base with red brick above. The building is currently vacant. The site also comprises the two-storey bar to the east of the office building, formerly known as the West Street Ale House.

West Street is a busy and vibrant street in the City Centre which is characterised by a mix of uses including many bars, pubs and restaurants at ground floor, along with other retail and commercial uses. There are also a number of developments that provide residential accommodation at upper floors.

To the east of the site is a six storey building which is in use as residential accommodation. To the west is a 9 storey building which has a restaurant at ground floor with residential accommodation above. Bars are located opposite the site to the south and beyond this is the Grade II* Listed City Hall. The land falls to the north of the site by approximately 4 metres, where residential properties are located on Trippett Lane.

The site is located within a Fringe Industry and Business Area as designated in the adopted Sheffield Unitary Development Plan. It is also within the City Centre Conservation Area and within close proximity to several Listed Buildings, including the Grade II* Listed City Hall.

Planning permission is sought for the demolition of existing buildings and replacement with an 11-storey building to provide student accommodation with ancillary facilities at ground floor.

RELEVANT PLANNING HISTORY

15/01108/ORPN – use of office building for the purpose of 43 flats (comprising a mix of studio, one-bed and two-bed units) – Prior approval not required.

SUMMARY OF REPRESENTATIONS

Historic England

Comments from Historic England have not yet been received. Members will be updated with comments at committee.

Sheffield Conservation Advisory Group

- The group considered that the development would damage the Conservation Area.
- Scale and massing inappropriate, the developer is trying to incorporate too much accommodation onto the site
- Internal layout is such that privacy will be compromised
- The group also questioned the sustainability of demolishing a building less than 20 years old.

25 letters of representation have been received; the points raised are detailed below:

Design

- Height and style of building is inappropriate for its position
- Development will dominate surrounding buildings and overshadow West Point
- Design and purpose of building does not appear to have taken into account the surrounding environment. Is this the type of building we want opposite the City Hall
- Should consider what the building will look like in 10 years time
- Very close to the City hall, Cathedral and financial blocks
- Removal of bar will be to the detriment of West Street

Amenity

- The development will affect terrace and flat of neighbouring development in top floor flat. Given it is two floors higher than neighbouring development it will block the view and light from the flat and leave the open space boxed in. Concerned about overlooking
- impact on value/re-saleability of surrounding flats
- Will affect light in flats to the rear
- Noise and disruption resulting from demolition and construction
- Dust and pollution from demolition, will cause health problems e.g exacerbate asthma

Student accommodation

- There are too many student developments, we require more non-student schemes especially in central locations such as this
- Higher quality residential accommodation for essential workers e.g. doctors, nurses and teachers would be preferable
- A mixture of residential/student accommodation should be built
- Affordable housing should be built
- The need for local housing should be addressed
- Oversupply of student accommodation in the City Centre
- In the adjacent West Point development, Broughton House and West One, properties are frequently vacant due to the oversupply in the City Centre. The proposal will further affect the ability of landlords to rent flats
- Supply of student properties already outstrips demand
- Students will create anti-social behaviour
- Students will be noisy and disruptive
- Anti-social behaviour from students is overwhelming the appeal of quality restaurants and bars
- Detrimental impact on quality of life for existing residents
- There should be a limit on student accommodation, the City is becoming overburdened with studios.
- Increase in students will adversely impact on the appeal of residential living in the City Centre

- Students represent a transient population who have no regard for the common good of an area
- City centre will soon be a student village and nothing else
- There needs to be a balance of residential/student/tourists etc.
- If Sheffield is ever going to compete with other major cities we need to attract business to it rather than turn it into a student village
- Oversupply of flats in the area

Other

- Question whether current utilities can withstand the pressure of an extra 284 students. Water supply has fluctuating pressure and sewage system will be stretched
- Loss of small path next to the West Point building
- Overdevelopment of the site
- Proposal is profit driven rather than a proven need
- The current structures should not be demolished as they are highly useful and convertible. There is too much unnecessary destruction
- The council tax paying residential blocks feel the services they deserve are already being stretched and skimmed to meet the needs of the over populated town centre
- Disruption to traffic flow during construction – Trippet Lane and Rockingham Street are always stationary during rush hour

An objection has also been received from Councillors Douglas Johnson and Rob Murphy. They confirm that they support the objections raised by residents of City Ward and make the following points:

- The development is contrary to Core Strategy Policy CS41 as it is solely for students and fails to provide a mix of tenures and sizes
- Concerns about use of the block as student accommodation and the impact on the area. There is a seasonal issue which is not appropriate for a block so central to the city centre.
- Size and design of building is large and architecturally unexciting, with large expanses of brick work and stark projecting windows. The appearance of West Point is more visually pleasing
- Development is very prominent, when viewed from the City Hall it will be overbearing and visually hostile, when compared to the existing building.
- Proposal is unsympathetic to the classic stone of both the City Hall and Leopold Buildings
- Existing building is more in keeping with the character of the area
- The building appears to be capable of conversion and it is unclear as to why this option has not been pursued
- Demolition of building and rebuild is not sustainable
- Recommend that the façade is retained and the development reduced in size.

PLANNING ASSESSMENT

National Policy Context

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. Its key goal is the pursuit of sustainable development, which involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

Land use

The relevant local policy documents are the adopted Unitary Development Plan (UDP, 1998) and the Sheffield Development Framework (SDF) Core Strategy document (2008). The Core Strategy is more up-to-date, providing the overall spatial strategy for the SDF over the period 2009 to 2026

The site is in a Fringe Industry and Business Area as defined in the adopted Sheffield Unitary Development Plan (UDP). Policy IB6 relates to development in such areas and advises that office (B1), General Industry (B2) and Warehouse (B8) are preferred uses of land in the policy area. IB6 advises that residential uses can also be considered acceptable in principle in the policy area subject to compliance with other policies. Student housing (sui generis use) is not however specifically identified as acceptable in the policy area and as such must be determined on its individual merits in accordance with IB6. As noted above other types of residential development (C3 and C2), which are considered to be similar in character to student housing are identified as acceptable in the policy area. As such it is considered that the principle of the redevelopment of this site for student housing is suitable.

Policy IB9 requires that the preferred business, industrial and warehouse uses should remain dominant in the policy area. This policy position has however been superseded by more up to date Core strategy (CS) policy, specifically policy CS6 which discourages manufacturing uses within the City Centre and policy CS17 part (g) which promotes a mix of uses in the St George's Quarter with a specific focus for the University of Sheffield with complementary retail and business uses. The proposed development would not deliver any of these promoted uses, although a development for purpose built student accommodation would relate to the University. It is considered that the proposal will add to the creation of a mixed use area and is therefore considered acceptable.

Housing Density

Core Strategy Policy CS26 "Efficient Use of Housing Land and Accessibility" aims to make efficient use of land for new housing and sets out appropriate density ranges dependent on location and accessibility. The recommended density for City Centre sites is at least 70 dwellings per hectare, the proposal is well in excess of this at approximately 1600 dwellings per hectare. The high density in this case is due to the high proportion of studios.

The development will help to meet the aims of CS24 which seeks to maximise the use of previously developed land for new housing.

Mixed communities/Unit Types

Core Strategy Policy CS41 seeks to create mixed communities through encouraging mixed size, types and tenures of housing. Part (a) of the Policy requires no more than half of units to be of a single type. In this instance there will be 284 bed spaces, across 214 units; 93% of the units will be studios, whilst the remainder of be spaces will be accommodated in cluster flats. As such the proposal fails to comply with this part of the Policy.

Whilst not in accordance with policy, it is considered that there is not an established community in the locality of the application site which would be imbalanced or harmed by the proposed development. Furthermore, the proposal is for student accommodation (the principle of which has been determined to be acceptable in the preceding section), therefore regardless of accommodation mix, the development will be occupied by students and will have the associated characteristics of such. As such, in this instance the accommodation mix will not influence the end user and so is not considered to be critical in this case.

There are a number of other examples of city centre developments where CS41(a) has not been complied with, in these cases, as with the current site it was held that there was not an established community which would be imbalanced by the contravention of CS41(a).

Student Accommodation

The proposal is for student accommodation and is within the City Centre, an area identified as a preferred location for student housing in CS41(c). Part (c) also states that new purpose-built student accommodation shall be built as a mix of housing development, with a mix of tenures and sizes on larger sites. There is no definition of larger sites; however it was intended for sites larger than this development, where for example, a number of blocks/buildings could be accommodated on a site. As such the development is not contrary to CS41(c).

Part (d) of CS41 seeks to ensure an area is not imbalanced by the overprovision of hostels, purpose-built student accommodation or Houses in Multiple Occupation. This policy will be achieved by limiting the number of shared units within a 200 metre radius of a site to 20%.

The current shared housing density is 12%, there is also extant permission within 200 metres for 140 units, which would lower the density further to 10%. The scheme only contains 14 shared units, with the remaining 200 units being studios. As such the proposal would actually lower the amount of shared accommodation within the locality and so is not contrary to CS41 (d).

A large number of the objections received in relation to the scheme expressed concerns about an over-supply of student accommodation in the City Centre. As can be seen from the above assessment the amount of student accommodation within

the vicinity of the site is relatively low at 12% of total living accommodation and complies with policy.

With regard to an oversupply of student accommodation and corresponding impact on rental values and vacancy rates, this relates to competition which is not a material planning consideration.

The developer considers that there is a demand for such accommodation, based upon detailed research and market surroundings. The proposal reflects the market in terms of a growth of student numbers, but also changes to the student profile and changing expectation of accommodation in terms of specification and location. It is highlighted that the scheme is demand led, otherwise it would fail.

The site is in an excellent location for student accommodation, in close proximity to both Universities. Furthermore, plans have been submitted which show that should the market alter in the future, the scheme will be capable of conversion to larger residential apartments (subject to planning permission).

Design Issues

The NPPF attaches great importance to the design of the built environment and the achievement of high quality and inclusive design for all developments. However, although visual appearance and the architecture of individual buildings are very important facts, the NPPF states that securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, decision making should address the connections between people and places and the integration of new development into the natural, built and historic environment.

Policy CS74 of the CS advises that high-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods. Policy CS74 also advises that any new development should respect the topography of the City, views and vistas and the townscape and landscape character of the particular area with their associated scale, layout, form and building style and materials. Policy BE5 of the adopted UDP relates to building design and siting and advises that good design and the use of good quality materials will be expected in all new developments, with new buildings expected to complement the scale form and architectural style of surrounding buildings. It seeks to achieve original architecture and a design on a human scale and for large scale developments materials should be varied and the overall mass of development broken down.

Policy BE16 “Development in Conservation Areas” states that new development that affects the setting of a conservation area should preserve or enhance the character of that conservation area.

Policy BE17 “Design and Materials in Areas of Special Architectural or Historic Interest” requires a high standard of design using traditional materials and a sensitive and flexible approach to layouts of building and roads.

Policy BE19 “Development Affecting Listed Buildings” requires development to preserve the character and appearance of the building and where appropriate to preserve or repair original details and features of interest”.

The site currently accommodates a modern 6-storey building to the west of the site constructed from stone at ground and first floor with red brick above. The building is characterised by a front gable with arched stone feature above. The building is of little architectural merit and does not contribute positively the character of the Conservation Area.

A two-storey flat roof building, with a render finish is located to the west of the site. Again the building is of little architectural merit and does not contribute to the character of the Conservation Area.

In light of the above, the demolition of the buildings is acceptable and will not be harmful to the character of the area.

The proposal is for an 11-storey building which will span the width of the site. The building to the west, West Point is 9 storeys high, although the top floor is set back, reducing its prominence from street level. Although the proposed development has two extra floors in comparison to West Point, it is effectively only one-storey greater in height, owing to the use of lower floor levels throughout the new development. It is considered that the additional storey will not appear out of scale in the street scene and is within the realms of existing height variations along West Street.

The building to the east Broughton House, is 7 storeys in height and so the proposal will be significantly higher than the adjacent development. Significant variations in height are not uncommon along West Street, for example heights vary to the west of the site between ten and two storeys. Such variation allows for a well-articulated sky line and reflects the history and growth of the area.

The building will be built up to the back edge of the footway, reflecting the building line along West Street.

The proposal includes a double height glazed ground floor - this is well grounded and will provide views into the building and communal living areas, providing an active frontage. Above this the building is constructed from redbrick, punctuated by glazed full height openings and projecting “box” windows. Above the brick element is a two-storey glazed top, which provides a lightweight finish.

The building has a clearly defined top, middle and bottom, creating clear legibility and visual interest. The windows, and use of the projecting boxes will break up the massing of the building and the lightweight top storeys softens the impact of the height differences between neighbouring buildings.

There are two projecting “wings” to the rear of the site. These are set three storeys lower than the main building in order to allow a step change in building height from West Street to Trippet Lane, thus reflecting the topography of the area. The rear elements will be constructed from a high quality grey cladding to give them a more lightweight appearance.

The reduced scale of the rear wings reduces their prominence, when viewed from the rear of the site. At the pre-application stage the wings were the same height as the main building; interrogation of the 3D model at that stage highlighted their prominence when viewed from Trippet Lane. It is considered that this impact has now been reduced, and whilst obviously the wings will be visible from Trippet Lane and areas to the north of the site, they will not appear overly prominent or out of scale with surrounding development.

Heritage Implications

Paragraphs 132 to 134 of the NPPF state that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

Paragraph 134 also 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.

In this case the relevant heritage assets are the City Centre Conservation Area and Listed Buildings, these are discussed in turn.

There are a number of Listed Buildings in close proximity to the site but not directly adjacent to it. The most significant of these is the City Hall which is grade II* Listed and located to the south of the development within Barkers Pool, a public open square. The applicant has produced long range views and the development has been inserted into the Council's 3D model which has allowed views from the City Hall to be assessed.

The development will be visible behind the City Hall from Cambridge Street, Barkers Pool and Balm Green. The scale of the development results in it being more prominent than the existing building, however the existing building is still visible from all these vantage points. It is argued that whilst more prominent, the proposed development will be of a higher quality than the existing building. Furthermore, the 3D model indicates that when viewed from these vantage points, the building will sit below the City Hall and is in scale with surrounding development.

Listed Buildings at Steel City House and Anglo Works are located to the west of the site, whilst Leopold Square is to the South West. The separation distances between the development and these buildings is such that the proposal will not impact their setting, or be seen in the context of long range views of these heritage assets.

In light of the above, it is considered that the development will not be harmful to the setting or appearance of nearby Listed Buildings and thus is not contrary to UDP Policy BE19 or the NPPF.

As detailed previously, the site is located within the City Centre Conservation Area. The City Centre Conservation Area statement of special interest details the special character of the area. They include a high number of Listed Buildings, grand interwar civic development (e.g. City Hall), a number of churches and cathedrals, a

mix of 20th century architecture notably John Lewis and Marks and Spencer, Paradise Square, Public Spaces, prevalent use of sandstone and red brick as building materials. The building is not identified as an unlisted building which makes a positive contribution to the architectural or historic interest of the area in the statement of special interest.

The development will not have a harmful impact on any of the items listed as being of special interest. The scheme will sit reasonably comfortably within the context of existing development in terms of scale, siting and detailing and will be constructed from materials to reflect the character of the area. The proposal is considered to be a higher quality design than the building it will replace and so will have a positive impact on the Conservation Area.

Given the above, the development will not have a harmful impact on the character or appearance of the Conservation Area and thus complies with UDP Policies BE16 and BE17 and the NPPF.

Landscape

There will be a small landscaped area to the rear of the site. Details will be secured via condition.

Amenity

Policy IB9 “Conditions on Development in Industry and Business Areas” states that new development or change of use applications will be permitted provided that they would not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions.

Policy IB11 “Housing and Residential Institutions in Industry and Business Areas” is also relevant and states that Housing will be permitted only where the development would not suffer from unacceptable living conditions including, ground contamination, noise, other nuisance or risk to health and safety.

Noise

A noise report has been undertaken and included noise monitoring at the front and rear facades for a 22 hour period. The results show that the front façade experiences the highest noise levels and that these are predominantly from trams, road traffic and pedestrians on West Street. The noise levels to the rear were slightly lower and resulted mainly from plant/equipment on adjacent buildings.

The noise report has proposed numerous mitigation measures to ensure adequate noise levels are achieved including glazing specification and mechanical ventilation to the front elevation. It also recommends that a detailed external building façade assessment, in octave frequency bands is undertaken during the design phase.

The results of the noise assessment are somewhat skewed by the fact that the monitoring was carried out on a Thursday evening outside of student term time. Noise levels, particularly in the evening/night are likely to be higher at the weekend

and when students are present given the presence of numerous food/drink establishments on West Street.

Despite this it is considered that suitable internal noise levels are capable of being achieved, given that other residential developments along West Street have been subject to the same requirements.

Noise/disturbance to existing residents

Many of the letters of representations raised concerns about noise and disturbance from the demolition/construction phase and also from the end occupiers (students). These will be considered in turn.

Demolition and construction works will result in some noise and disturbance to adjacent occupiers. However, the application cannot be refused on these grounds as if this were the case then no developments would ever be approved. Nevertheless, in order to minimise noise/disturbance/dust a condition will be attached to any approval requiring a construction/demolition phase site management plan. Conditions will also be attached to any approval restricting construction/demolition to daytime hours only, given the proximity of existing resident. Members should note that additional controls are available through Environmental Protection legislation.

A number of representations have raised concerns about noise and anti-social behaviour arising from the use of the development as student accommodation. It is acknowledged that the development is likely to cause more noise than the existing use; however the site context must be taken into account. The site fronts West Street and the main entrance is located on this elevation, directing activity/movement to this area. West Street is a busy and vibrant street with an active daytime and evening economy. It is considered that the development will add to the mix of the area and in the context of existing activity in the area, noise will be negligible.

Noise from residents will be contained by the building itself. There is a small landscaped area to the rear, but the size of this will restrict the amount of users and activity will largely be restricted to daytime only.

Additionally, it is highlighted that the development will lead to the removal of an existing drinking establishment with late night opening hours, which arguably will result in more noise/disturbance than student accommodation.

The agent has confirmed that there will be a detailed management plan for the operation of the building. Given that the development is for large purpose built student accommodation with a range of managed services, facilities and amenities, it is fully anticipated that there will be round the clock staffing and supervision. The operator will also have a contact point (phone/email etc.) for any queries/complaints and they will be dealt with accordingly. Furthermore, each student has to sign an agreement setting out terms and obligations and these will include behaviour/conduct.

Light and Outlook

The plans indicate that all rooms will have a window and will benefit from acceptable outlook.

The British Standard BS8206 Part II gives the following recommendations for the average daylight factor (ADF) in residential units:

Kitchen – 2%
Living room – 1.5%
Bedrooms 1%

A day light survey has been undertaken in support of the scheme, this indicates that all rooms to the front of the building will benefit from adequate light levels in accordance with BS8206-2. However, the rear façade is north facing and in close proximity to existing development, as such there are 12 rooms (4.2%) on this façade which do not meet the relevant requirements. Mitigation measures are proposed for these rooms, consisting of enhanced artificial lighting, this includes light sensors which will raise internal lighting slightly when ADF levels are below target.

Whilst not ideal, given the minimal number of rooms affected and the proposed mitigation measures, on balance day light levels are considered to be acceptable.

Relationship with existing/future development

West Point to the west of the site is built along the same building line as the proposed development for the first six storeys, then is recessed slightly for the next two storeys, with a larger recess at the ninth floor. Given the scale and siting of the proposal in relation to the first 8 floors, it will not be overbearing or overshadowing. However, the impact on the ninth floor must be very carefully considered. As detailed the ninth floor is recessed, by approximately 1.5 metres. The apartment nearest to the proposed development is set away from the side elevation by approximately 3 metres and benefits from a terrace area in the recessed element.

The main windows to the apartment are located on the front elevation, given the separation distance the boundary the new development will not break a 45 degree line of sight from main front facing windows and so will not be unacceptably overbearing or overshadowing to living accommodation.

The new build will be placed directly adjacent to the terraced living area. Whilst the development will block views from the terrace area, this is not a material planning consideration as light/outlook should not be relied upon from adjacent land. The development of a site should not prejudice similar development on an adjacent site. The development is south facing and so the impact on sunlight to this terrace will be minimal.

Broughton House is located to the west of the site, and provides residential accommodation. There are no windows in the side elevation, nor terraces and the development will not have a harmful impact on future residents in terms of overbearing/overshadowing/overlooking.

The separation distance between the building and properties to the rear at West Point 33 Trippet Lane is minimal at an average of 10 metres. This building is set approximately 4 metres below the application site and is orientated to the south. The proposal will cause some overshadowing to the building to the rear, however this will not be significantly worse than the existing building.

The windows on the rear elevation of the building on Trippet Lane serve a corridor, with the exception of two windows which serve small box bedrooms. As such, the proposal will not result in an unacceptable impact on properties to the rear in terms of overbearing/overshadowing as it will not affect main habitable rooms. The area to the rear of the flats on Trippet Lane is used as a bin store and parking area.

A small part of the site also borders Anglo Works, Trippet Lane, a recently developed mixed use site. The smallest separation distance between these two buildings will be approximately 4 metres, as a result of them both being built in close proximity to the common boundary (they are both equally close to the boundary). The nearest part of Anglo Works to the new development is a kitchen/lounge area which has windows looking over the boundary. The proposed development will lead to a loss of light and outlook from these windows. Nevertheless, this is not a reason for refusal as the residential accommodation at Anglo Works is currently relying on light and outlook from outside the site boundary. It would be unreasonable to refuse the proposed development on the basis of the development at Anglo Works being located in a similar position to the boundary, but with windows on that boundary. It is noted that there are no habitable room windows in the rear elevation of the proposed development and so there will not be any overlooking.

Given the above, the relationship between Anglo Works and the new development is not ideal; however this is largely as a result of the proximity of Anglo Works to the common boundary and the location of windows overlooking the application site.

There are a number of bedroom windows on the rear wings which are located in close proximity to the boundaries. These have been designed to be angled so that they don't cause unacceptable overlooking of neighbouring sites.

In light of the above it is considered that, on balance, the proposed development will not have an unacceptable impact on the living conditions of existing adjacent residents.

Contamination

A phase I contamination report has been submitted with the application. This report is satisfactory, however an intrusive ground investigation and risk assessment to assess the risks to human health and the environment is also required and will be secured by condition. In light of this, the potential risks to human health arising from ground contamination will be negated.

Access

Unitary Development Plan Policy H7 “Mobility Housing” sets standards for the level of mobility housing. However, as these standards are not part of an up to date local plan they have been superseded by the recently introduced Technical Housing Standards (2015), which effectively removes the requirement for mobility housing at this time.

Nevertheless, the plans indicate that a total of 20 rooms (approximately 7%) will be suitable for conversion to mobility units.

Amendments have been made during the course of the application to improve accessibility, namely removing the revolving doors and replacing them with conventional doors to provide an accessible entrance to the building.

Flood Risk/Drainage

Policy CS67 “Flood Risk Management” deals with flood risk management and requires the use of Sustainable Drainage Systems on all sites where feasible and practical.

The site is located in Flood Zone 1 and so is at the lowest risk of flooding. As the site is below one hectare, a flood risk assessment has not been submitted with the application.

A drainage statement has been submitted with the application indicating how drainage rates can be reduced by 30% in comparison to existing rates. The Lead Local Flood Authority have confirmed that this approach is acceptable.

In light of the above it is considered that the proposal is acceptable in drainage terms subject to final details being reserved by condition.

Sustainability

Policy CS63 “Responses to Climate Change” sets out the overarching approach to reducing the City’s impact on climate change. These include giving priority to development in the City Centre and areas well served by public transport and giving preference to previously developed land. The proposal complies with these requirements.

Core Strategy Policy CS64 “Climate Change, Resources and Sustainable Design of Developments” sets out a range of requirements for new developments to be designed to reduce emissions. The development incorporates a number of sustainability features which help to satisfy Policy CS64. These include careful selection of materials to ensure energy efficiency and minimise manufacture and transport impact; enhanced u-values above building regulations minimum standards; Reduction of carbon dioxide emissions through lighting efficiency, passive control of low energy lighting, high efficiency plant and systems, amongst other things. The scheme also provides features such as landscaping and cycle parking which further aid its sustainability credentials.

The site is in a highly sustainable location with the Super Tram and several high frequency bus routes running along West Street directly to the front of the building. Additionally, the site is within walking distance of the bus and train station and within easy access to a range of amenities and both Universities.

CS64 requires the development to meet a minimum BREEAM very good standard. This will be secured by an appropriately worded condition.

CS65 “Renewable Energy and Carbon Reduction” requires all significant development to provide minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy. The sustainability statement confirms that this requirement will be met, but does not detail which methods will be utilised at this stage. Again compliance with this requirement will be secured by condition.

A number of objections stated that the demolition of the existing building is not sustainable and that it should be converted instead. It is agreed that the conversion of the existing structure would be more sustainable, however the developer considers this approach to be unfeasible. It would not be reasonable to refuse the development purely on this basis.

Archaeology

Policy BE22: Archaeological Sites and Monuments within the UDP sets out how archaeological interest will be safeguarded from the impacts of development.

Given that the site has been relatively recently redeveloped it is considered that the potential for architectural significance will be minimal. Nevertheless, it is considered necessary to attach a condition requiring details of an archaeological investigation.

Public Art

UDP Policy BE12 “Public Art” encourages the provision of these works in places that can be readily seen by the public and as an integral part of the design of major developments. This will be secured by condition.

CIL

The Community Infrastructure Levy was introduced in July 2015 and replaces all other financial contributions, with the exception of affordable housing. Student accommodation is subject to a CIL charge of £30 per square metre

Affordable Housing

Core Strategy Policy CS40 “Affordable Housing” states that developers of all new housing schemes will be required to contribute towards the provision of affordable housing where practicable and financially viable.

The target in CS40 is 30 – 50% of units, however a more spatial approach to affordable housing has since been adopted. Details are set out in the Community Infrastructure Levy and Planning Obligations Supplementary Planning Document (SPD). The SPD identifies affordable housing provision based on viability across a particular area. The site falls within the City Centre Area where the contribution is zero.

Highways

Section (f) of Policy IB9 states that new development will be permitted provided that it is adequately served by transport facilities, provides safe access to the highway network and appropriate off-street parking

Paragraph 17 of the NPPF seeks to focus development in sustainable locations and make the fullest possible use of public transport, walking and cycling. With this in mind, the site is considered to be in a highly sustainable location. The Super Tram runs directly to the front of the site with the nearest stop being directly opposite the site. Similarly there is a bus stop diagonally opposite the site which is served by high frequency bus routes. The site is also within walking distance of the bus and train station which provide links to the wider area.

The site is within the City Centre and offers access to a range of amenities and facilities. Sheffield Hallam University and The University of Sheffield are within walking distance or easily accessible by public transport.

No car parking is proposed, however given the highly sustainable City Centre location, a car free development is considered acceptable.

A secure cycle store is proposed, this will encourage sustainable modes of transport. Full details of the secure store will be secured via condition.

Servicing will be from the highway, this is acceptable and is common along West Street. There is a layby to the front of the building which will accommodate waiting vehicles. The bin store will be accessed via a covered ground floor access route which will allow bins to be pulled to the front of the site on collection day.

A small section of public footway runs between the office building and bar, it runs to the rear of the offices but does not link to any other footpaths. This is not shown in the current scheme and is proposed to be built upon. This will require, a stopping up order, to which there are no highway objections as it serves no useful purpose.

The building currently accommodates super tram fixings. These fixings are used to support the overhead conductor system, which provides electric power to the trams. There is a legal agreement for these fixings of the building and the developer will need to replace them/relocate them elsewhere. South Yorkshire Passenger Transport Executive have requested that a condition is attached to any approval, requiring details of the temporary and permanent relocation of the tram fixings.

In summary, it is considered that the development is in compliance with the NPPF and section (f) of Policy IB9.

RESPONSE TO REPRESENTATIONS

The issues raised through representations have been addressed in the above report.

SUMMARY AND RECOMMENDATION

On balance, the redevelopment of the site is welcomed. The proposed student use is in line with relevant policies in the Unitary Development Plan and the Core Strategy.

The proposal will replace an existing building of little architectural merit and replace it with an attractive modern building which will add to the character and appearance of West Street. The design of the development will ensure it is not harmful to any of the special characteristics of the City Centre Conservation Area. There are a number of Listed Buildings within close proximity, perhaps the most prominent of which is the Grade II* Listed City Hall. The development will be visible in long views of the City Hall from the south, however, its scale appears in context with the surrounding area and so it will not be harmful to the special character of this building.

The development is located in close proximity to a range of other residential/student accommodation. The impact on these existing uses has been carefully considered and found to be acceptable.

The scheme complies with other policy requirements in relation to sustainability, highways, drainage, archaeology and landscaping

For the reasons discussed above, it is concluded that the proposals are acceptable. Therefore, it is recommended that Members of the Planning Committee grant this application, subject to the listed conditions.

Case Number	16/03464/FUL (Formerly PP-05472218)
Application Type	Full Planning Application
Proposal	Erection of student accommodation scheme incorporating partial demolition, alterations and extensions to existing buildings to provide 75 studio apartments, 5 x one bedroom duplex apartments, 11 x 2 bedroom duplex apartments and 20 cluster flats (overall 111 units comprising 246 bedspaces in total) with ancillary accommodation including concierge/management office, laundry, combined heat and power plant space and associated chimney, bin stores, cycle parking accommodation, and ground floor and rooftop common room spaces (Amended Description)
Location	79-81 Hollis Croft, Car Parks Adjoining 81 Hollis Croft And Land Adjoining 56 Garden Street Sheffield S1
Date Received	09/09/2016
Team	City Centre and East
Applicant/Agent	Axis Architecture
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:

26118 A(00)01 Location
 S361 Topographical Survey
 S361/ALL Toledo Works - Existing Floor Plans / Elevations
 26118 A(01)01 EXISTING-Site

26118 A(01)02b PROPOSED-Site
 26118 A(01)03 PROPOSED-Site And Context
 26118 A(02)01j GAplans-PROPOSED-GF
 26118 A(02)02h GAplans-PROPOSED-1F
 26118 A(02)03j GAplans-PROPOSED-2F
 26118 A(02)04h GAplans-PROPOSED-3F
 26118 A(02)05g GAplans-PROPOSED-4F
 26118 A(02)10a Accessible-GROUND
 26118 A(02)11a Accessible-FIRST
 26118 A(02)12a Accessible-SECOND
 26118 A(02)13a Accessible-THIRD
 26118 A(02)14a Accessible-FOURTH
 26118 A(03)01a GASections-PROPOSED
 26118 A(03)02a GASections-PROPOSED
 26118 A(03)03a GASections-PROPOSED
 26118 A(03)212 ConstructionSection A
 26118 A(03)213 ConstructionSection B
 26118 A(03)214 ConstructionSection C-D
 26118 A(04)01c Elevations 1+2
 26118 A(04)02d Elevations 3+4
 26118 A(04)03e Elevations 5+6
 26118 A(04)04c Elevations 7+8
 26118 A(04)05e Elevations 9+10
 26118 A(04)06e Elevations 11+12
 26118 A(05)07 Pitched roof reduced
 26118 A(05)10 Street View Pitched
 26118 A(05)13 Section Courtyard 2 Pitched
 26118 A(05)16 Pitched roof reduced courtyard 3
 26118 A(05)19 Aerial View Hollis Croft
 26118 A(05)20 Aerial View Garden Street
 26118 A(05)21 Aerial View Garden Street West
 26118 A(82)01 Typical ACCESSIBLE

Reason: In order to define the permission.

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

3. The works of demolition hereby authorised shall not be carried out before a contract for the carrying out of the works of redevelopment of the site has been made, evidence that such a contract has been made has been submitted to and approved by the Local Planning Authority and planning permission has been granted for the redevelopment for which the contract provides.

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

4. 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.

5. In the event that the archaeological investigation of buried remains reveals features that may warrant preservation in situ, no development shall take place until a detailed scheme for foundation design and all new groundworks has been approved by the Local Planning Authority and that scheme shall be implemented and monitored to the satisfaction of the Local Planning Authority.

Reason: To ensure that an appropriate foundation design is secured and archaeological remains are preserved in situ in order to ensure those remains are not damaged or destroyed by the development.

6. No development shall commence unless the intrusive site investigation works described in the Coal Mining Risk Assessment d832/CMRA produced by Collinshallgreen LLP have been carried out as recommended and a report of the findings arising from the intrusive site investigations is submitted for approval by the Local Planning Authority. Where the investigations indicate that remedial works are required, a scheme of remedial works shall be submitted for approval before the development commences and thereafter the remedial works shall be carried out in accordance with the approved details.

Reason: To ensure the safety and stability of the proposed development.

7. Unless shown not to be feasible and viable, no development shall commence until a report has been submitted to and approved 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.

If a Combined Heat and Power System and/or any use of the chimney is proposed then the following details shall be submitted:

- Details of the proposed equipment and system;
- Details of the proposed fuel; and
- Details of the emissions and air quality implications generated by the development, including any subsequent mitigation measures.

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.

8. 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.

9. No development shall commence until details of the proposed means of disposal of surface water drainage, including details of (a) any balancing works and off-site works, (b) calculations; and (c) arrangements for surface water infrastructure management for the life of the development have been submitted to and approved by the Local Planning Authority. Surface water drainage should be achieved by sustainable drainage methods where feasible. Should the design not include sustainable method evidence should be provided to show why such methods are not feasible. Thereafter the development shall be carried out in accordance with the approved details.

Reason: To ensure that no surface water discharges take place until proper provision has been made for its disposal.

10. 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 the development being commenced. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

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

11. 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 the development being commenced. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

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

12. No development shall take place, including any works of demolition, until details are submitted for written approval by the Local Planning Authority specifying measures to monitor and control the emission of dust during demolition and construction works.

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

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

13. 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 with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to validation of capping measures and validation of gas protection measures.

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

14. 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.

15. Notwithstanding the approved plans, the development shall not be begun until details have been submitted to and approved by the Local Planning Authority of arrangements which have been entered into which will secure the reconstruction of the footways adjoining the site, in line with the secondary palette of materials in the Urban Design Compendium, before the development is brought into use. The detailed materials specification shall have first been approved by the Local Planning Authority.

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

16. Prior to implementation, full details of any external signage proposed to be installed on the building shall have been submitted to and approved by the Local Planning Authority. The approved signage shall be provided in accordance with the approved details.

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

17. 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.

18. Notwithstanding the details submitted with the application, final large scale details, including materials and finishes, at a minimum of scale 1:20 of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

In relation to the retained building:

- Windows (including reveals)
- Entrances (including doors)
- Archway Design (including design and position of glazing)
- Eaves and soffit details

- Rainwater goods (including gutters and downpipes)
- Extract vents and plant enclosures
- Soil pipes
- Details of String Course (including typical section)

In relation to the new buildings:

- Windows - relating to oriel windows and dormer windows;
- All junctions between new, retained and adjacent buildings
- Entrances (including doors)
- Extract vents and plant enclosures
- Maintenance equipment (including access ladders and roof top barriers)
- External Lighting

In relation to the rooftop common room space:

- Glazing Details;
- Eaves and soffit details;
- Staircore Enclosure;
- Safety barriers and parapet detail

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

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

19. The construction of the development's window reveals, verges, eaves and soffits shall be carried out in accordance with the details set out on approved drawings referenced 26118 A(03)01a GASections-PROPOSED, 26118 A(03)02a GASections-PROPOSED, 26118 A(03)03a GASections-PROPOSED.

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

20. 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 prior to the commencement of the building works and shall be retained for verification purposes until the completion of such works.

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

21. Prior to the development being brought into use, full details of a management plan to control student arrivals/departures associated with moving in to/out of the accommodation shall be submitted to and agreed in writing by the Local Planning Authority. Thereafter such management plan shall be adhered to.

Reason: In the interests of highway safety

22. Before the development, other than demolition works, is commenced full details of the proposed refuse and recycling storage facilities to be provided to serve the development shall have been submitted to and approved in writing by the Local Planning Authority. The details shall include a method statement indicating how the facilities will be managed and serviced and how occupiers of the proposed development will be encouraged to maximise the use of the proposed recycling facilities to reduce general waste arising. Prior to the occupation of any phase of the proposed development the approved facilities shall have been implemented for that phase in conjunction with the approved method statement and shall thereafter be retained.

Reason: In order to ensure that proper provision for refuse is made and to encourage the maximum use of recycling in the interests of protecting the environment.

23. Prior to installation, final details of the design of proposed cycle parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority. This shall include details of the proposed shelters, the final number of proposed spaces and security measures proposed. The residential units shall not be used unless such cycle parking has been provided in accordance with the approved details and, thereafter, such cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield (and/or Core Strategy) Policies.

24. The development shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway and 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.

25. Prior to installation, final details of the design and layout of the courtyard space shall have been submitted to and approved in writing by the Local Planning Authority. These details shall include:

1. The proposed materials, including samples when requested;
2. The proposed planting scheme;
3. The design of proposed steps - including design of tactile paving, treads and handrails; and
4. The design of any proposed furniture (e.g. planters, seats etc.).

Thereafter, the development shall be carried out in accordance with the approved details before occupation.

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

26. The proposed green/brown roof(s) (vegetated roof system) shall be provided on the roof(s) in the locations shown on the approved plans prior to the use of the buildings commencing. Notwithstanding the details submitted, full details of the green roof construction and specification, together with a maintenance schedule shall be submitted to and approved by the Local Planning Authority prior to the foundation works of each relevant building commencing on site shall include a substrate based growing medium of 80mm minimum depth incorporating 15-25% compost or other organic material. Herbaceous plants shall be employed and the plants 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.

27. Before the development is commenced, or within an alternative timeframe to be agreed by the Local Planning Authority, full details of suitable inclusive access and facilities for disabled people to enter the buildings and within the curtilage of the site, shall have been submitted to and approved by the Local Planning Authority. This shall include final details of the proposed platform lift and internal levels. That part of the development shall not be used unless such inclusive access and facilities have been provided in accordance with the approved plans. Thereafter such inclusive access and facilities shall be retained. (Reference should also be made to the Code of Practice BS8300).

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

28. Before the development is commenced, or 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.

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

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

30. 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 of approved noise survey (ref: 11998.01.v1, dated: 09/16, prepared by: NoiseAssess)

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

31. Before the use of the development is commenced, Validation Testing of the sound 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 attenuation works thus far approved, a further scheme of sound attenuation 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.

N.B. The required Validation Testing is separate from, and in addition to, any tests required to comply with Building Regulations in relation to Approved Document E; Resistance to the passage of sound.

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

32. With specific reference to the rooftop common room, the internal and external space shall not be brought into use until the following information has been submitted to and approved by the Local Planning Authority:

- A Noise Management Plan giving details of operational procedures to protect the future occupiers and occupiers of nearby residential accommodation from noise;

- Prior to the installation of any commercial kitchen fume extraction system, full details shall first have been submitted to and approved by the Local Planning Authority. These details shall be in accordance with Defra document; Guidance on the Control of Odour & Noise from Commercial Kitchen Exhaust Systems and shall include:

- a) Plans showing the location of the fume extract terminating
- b) Acoustic emissions data.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the systems required cleaning and maintenance schedule.

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

Reason: In the interests of the amenities of existing and future residents.

33. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered.

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

Other Compliance Conditions

34. The surface water discharge from this brownfield site shall be reduced by at least 30% compared to the existing peak flow. In the event that the existing discharge arrangements are not known, or if the site currently discharges to a different outlet, then a discharge rate of 5 litres per second per hectare should be demonstrated.

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

35. There shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works.

Reason: To ensure surface water flooding and pollution management.

36. Construction and demolition works that are audible at the site boundary shall only take place between 0730 hours and 1800 hours on Monday to Fridays, and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays.

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

37. 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.

38. No doors or windows shall, when open, project over the adjoining public footpath.

Reason: In the interests of pedestrian safety.

39. The Local Planning Authority shall be notified upon completion of the green/brown roof at each phase of development.

Reason: In the interests of biodiversity.

40. The windows overlooking Vincent House on the north west elevation of the five storey building situated immediately adjacent to the shared boundary (black brick) shall be fully obscured to a minimum privacy standard of Level 4 Obscurity. The approved obscurity measures shall thereafter be retained and at no time shall any part of the glazing revert to clear glass.

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

41. No amplified sound or live music shall be played either within or without the rooftop common room space nor shall loudspeakers be fixed at any time outside the building.

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

42. No windows serving the commercial/hub/communal facilities floor space shall be blocked up, filmed over or otherwise rendered non transparent.

Reason: In order to ensure an active frontage.

43. The use of the fifth floor common room space shall at all times remain ancillary to the main use of the building for student accommodation purposes and shall not be used for any other purpose.

Reason: In the interests of the amenities of surrounding residents.

Attention is Drawn to the Following Directives:

1. Yorkshire Water has advised that the SUDS details submitted on drawing 100 P01 dated 20/09/2016 that has been prepared by Collinshallgreen LLP are not acceptable to Yorkshire Water as currently shown. The following points should be addressed. For further information, the developer should contact our Developer Services Team (telephone 0345 120 84 82, technical.sewerage@yorkshirewater.co.uk):
 - i) Some evidence should be submitted to show that other (than discharge to public sewer) means of surface water disposal have been considered and why they have been discounted i.e. soakaway test results/ proof of watercourse investigation etc.
 - ii) Subject to discounting soakaway/watercourse as viable options..., some evidence of existing impermeable areas positively draining to the public sewer is required to prove a rate of discharge. To do this, Yorkshire Water requires to see existing and proposed drainage layouts with pipe sizes, gradients and connection points, measured impermeable areas of the present and proposed use of the site, along with the calculations that show the existing and proposed discharge rate from the site to the public sewer.
2. 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.
3. The applicant is advised that foul water from kitchens and/or food preparation areas of any restaurants and/or canteens etc. must pass through a fat and grease trap of adequate design before any discharge to the public sewer network.
4. The Applicant is encouraged to maximise local opportunities for employment from the construction and operation phases of the development. This can be carried out through a detailed Employment and Training Strategy, created in accordance with Sheffield City Council. The Strategy would include a detailed implementation plan, with arrangements to review and report back on progress achieved to Sheffield City Council. For further information and to discuss the matter further, ahead of construction work commencing, the applicant should contact:

Kerry Moon
Investment Support Manager - Sheffield City Council
Lifelong Learning, Skills and Communities | 145 Crookesmoor Road |
Sheffield
S6 3FP

Tel: 0114 2296161 | 07875009200
Email: kerry.moon@sheffield.gov.uk

5. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.

6. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group
Development Services
Sheffield City Council
Howden House, 1 Union Street
Sheffield
S1 2SH

For the attention of Mr S Turner
Tel: (0114) 27 34383

7. You are required as part of this development, to carry out works within the public highway: As part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Sheffield City Council
Town Hall
Pinstone Street
Sheffield
S1 2HH

For the attention of Mr P Vickers

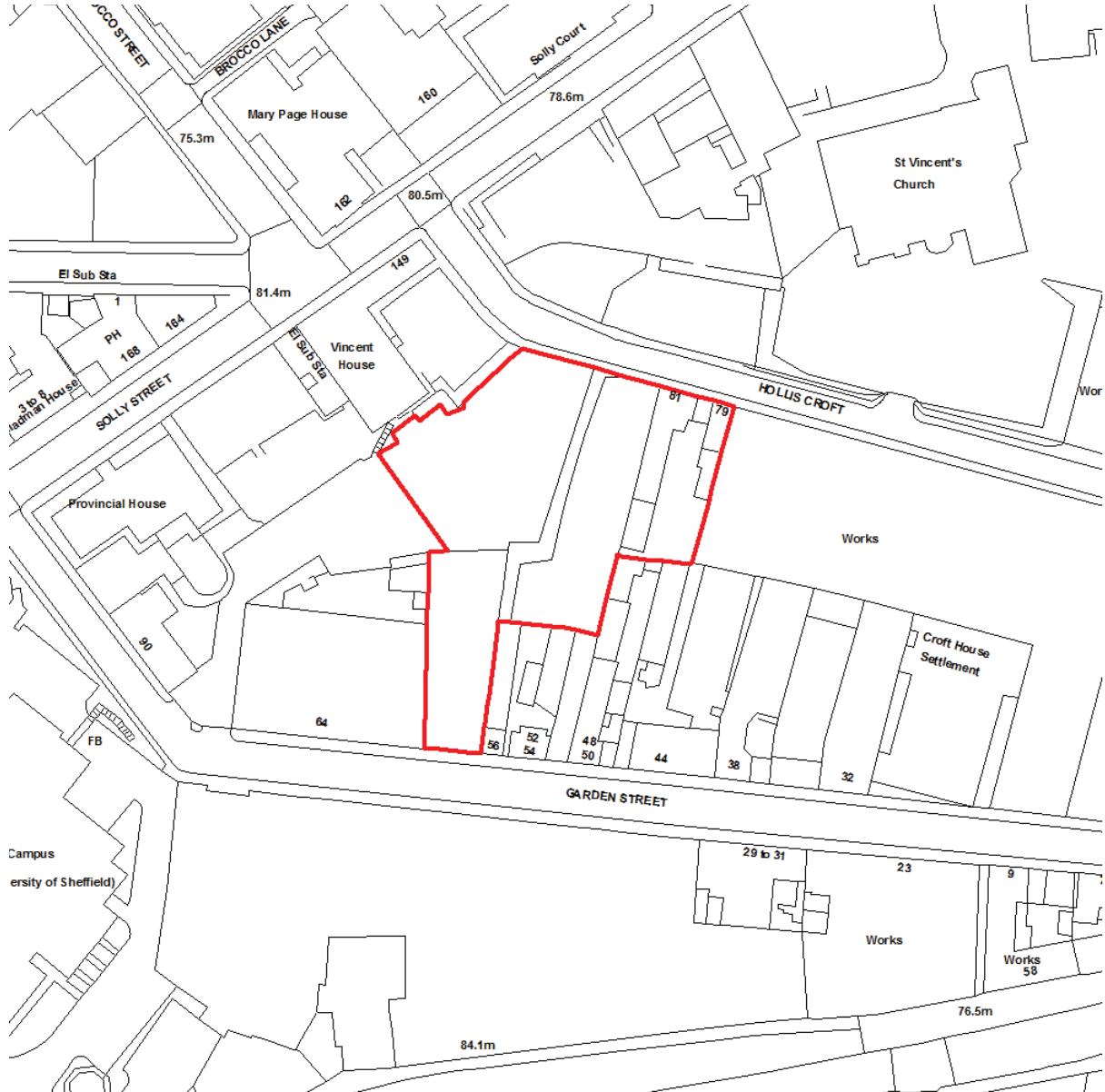
Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

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. 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 and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
10. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator 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.
11. The proposed development lies within a coal mining area. In the circumstances applicants should take account of any coal mining related hazards to stability in their proposals. Developers must also seek permission from the Coal Authority before undertaking any operations that involves entry into any coal or mines of coal, including coal mine shafts and adits and the implementation of site investigations or other works. Property specific summary information on any past, current and proposed surface and underground coal mining activity to affect the development can be obtained from the Coal Authority. The Coal Authority Mining Reports Service can be contacted on 0845 762 6848 or at www.coal.gov.uk.
12. Green / brown roof specifications must include drainage layers, growing medium type and depths (minimum 75mm, but depends on system and type employed) and plant schedules. It should be designed to retain at least 60% of the annual rainfall. A minimum of 2 maintenance visits per year will be required to remove unwanted species (as is the case with normal roofs). Assistance in green roof specification can be gained from the Sheffield Green Roof Forum - contact Officers in Environmental Planning in the first instance: 2734198 / 2734196. Alternatively visit www.livingroofs.org or see the Local Planning Authorities Green Roof Planning Guidance on the Council web site.
13. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.

Site Location



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LOCATION AND PROPOSAL

The application site relates to land and buildings fronting Hollis Croft and Garden Street in the Well Meadow Conservation Area on the north-western edge of the City Centre. The application proposal is for comprehensive redevelopment of the entire site to create a new student development.

The application site comprises of three individual plots, which combine together to create a site measuring 0.4 hectares. Plot 1 is known as the former Toledo Works (79 – 81 Hollis Croft) and contains a series of brick-built buildings surrounding a small central courtyard. Plot 2 is to the west of Plot 1 and comprises of two existing tarmac car parks that extend from Hollis Croft towards the surrounding land on Garden Street and Solly Street. The car parks are generally used by the staff of surrounding commercial businesses, namely the Sytner BMW dealership. Plot 3 is situated to the south of Plot 2 and is a vacant parcel of land that is situated in between the buildings and Nos. 52 and 56 Garden Street. This plot addresses Garden Street and shares a rear / partial side boundary with Plot 2.

As well as its Conservation Area setting, the site is also situated within the St. Vincent's Quarter. The land slopes down from west to east with steep roads resulting. Indeed, both Hollis Croft and Garden Street are steep and narrow, and traditionally accommodated industrial uses but this is now changing as such uses are moving out and new student / residential orientated uses are being attracted to the area. As a consequence, the mixture of existing and proposed uses as well as the design, scale and age of surrounding buildings is varied and evolving with many permitted or pending proposals.

To the north of the site – on the opposite side of Hollis Croft – is St. Vincent's Church, which is a landmark in the area and is identified as a Building of Significance in the Urban Design Compendium. This site is currently subject to a planning application that is also presented to today's planning committee and includes comprehensive redevelopment proposals to create student accommodation on the site (Reference 16/03903/FUL).

To the east of the site – adjacent to Plot 1 – is a complex of industrial buildings that were formerly occupied by Footprint Tools and most recently used as car storage by BMW Sytner. This site is awaiting comprehensive redevelopment for a mixed use development, including 972 student bedspaces, which received planning permission in 2016 (reference 16/20910FUL).

To the south of Plots 1 and 2, and the east of Plot 3, are a cluster of Grade II Listed Buildings that were formerly small scale cutlery workshops relating to Sheffield's cutlery industry. The buildings at No. 56 Garden Street, were converted to residential apartments last year. The buildings at No. 52 - 54 Garden Street are in a dilapidated condition and currently vacant.

To the west of the site there are a variety of uses. Adjacent to Plot 2 there is a 2 / 3 storey building and car parking that is currently occupied by Race Cottam Architects. Immediately behind this the land at Provincial House is currently being redeveloped

into a residential complex (107no. apartments, ref. 15/04054/FUL and 15/04057/FUL).

Finally, to Plot 3's western elevation is a building that is occupied by The University of Sheffield's Faculty of Engineering, and to the south on the opposite side of Garden Street, there is a large new build student development known as Sharman Court (53no. cluster flats and 100 apartments, ref. 14/02393/FUL).

Planning permission is sought for the erection of a student accommodation development which comprises of 5 x 1 bedroom duplex apartments, 11 x 2 bedroom duplex apartments, 75 x studios and 18 x cluster units (3 x 5 bed, 5 x 6 bed, 2 x 7 bed, 7 x 8 bed, 1 x 9 bed, 2 x 10 bed) in total. It is proposed to demolish, alter and extend buildings at Toledo Works in order to accommodate this development. Additionally, the development will contain ancillary facilities including concierge/management office, laundry, cinema room, combined heat and power plant space, bin stores, cycle parking accommodation and a roof top common room space.

RELEVANT PLANNING HISTORY

11/03935/FULR - Mixed use development comprising 23 apartments, 530 sq.m. of commercial office space, undercroft car parking and associated landscaping (Application to extend time limit for implementation of 08/04926/FUL). Granted Conditionally with Legal Agreement, March 2012.

11/03939/CACR - Demolition of buildings (Application to extend time limit for implementation of 08/04935/CAC). Granted Conditionally, February 2012.

08/04926/FUL - Mixed use development comprising 23 apartments, 530 sq m of commercial office space, undercroft car parking and associated landscaping. Granted Conditionally with Legal Agreement, March 2009.

08/04935/CAC - Demolition of buildings. Granted Conditionally, December 2008.

SUMMARY OF REPRESENTATIONS

The application has been advertised by site notice, neighbour notification letter and press advert.

One letter of objection has been received from owners of Vincent House (No. 149 – 151 Solly Street), which immediately adjoins the site on Hollis Croft. The main objections are:

1. Vincent House occupies the corner of Hollis Croft and Solly Street. Should this development proceed it will be surrounded by buildings that will dwarf this 2 and 3 storey building, which is an attractive early Victorian terrace.
2. Scale – The development is overbearing on Vincent House on the Hollis Croft elevation.

3. Gable to North Elevation - This is very overbearing and would appear to contain windows. The scale and fenestration will cause overlooking in the site and could adversely impact on the opportunity to develop the Vincent House site in the future.
4. Architectural Style - The modern stylistic approach to the block immediately adjoining our site, and fronting Hollis Croft seem inappropriate given the Conservation Area status of the site.
5. We have an old retaining wall and row of trees to the south of our site which could be badly affected by the proximity of the development.
6. Overshadowing - The proposed scheme is of such a large scale and in such proximity to the south that it will cause considerable overshadowing and loss of light to key office areas.

Historic England

Historic England is supportive, in principle, of the redevelopment of the site. It recognises that it is imperative that a long term solution is found to ensure the future of the former Toledo Works and the positive contribution it makes to the character and appearance of the Well Meadow Conservation Area. It is also highlighted that the proposed development seeks to re-establish a frontage to Garden Street, which has the potential to contribute to the wider streetscape and adjoining listed buildings.

Initial Comments – October 2016:

Based on the submitted information, Historic England raised concern regarding the impact of the proposed development on the character and appearance of the Well Meadow Conservation Area. In particular, they cited the following concerns:

Impact on Toledo Works:

Consider that the removal of the existing roof and its replacement with an additional storey is unjustified without a thorough assessment of the impact on the significance of this historic building or the Well Meadow Conservation Area.

Impact on 52 – 56 Garden Street (Grade II Listed Buildings):

Concern regarding the relationship of the proposed frontage to Garden Street, which does not adequately respond in terms of height, roofscape and architectural detailing to the adjacent listed buildings.

Therefore, Historic England urges that amendments are secured to reduce the harm to the setting of the adjacent listed building and the character and appearance of the Well Meadow Conservation Area.

Amended Comments – January 2017

Following the receipt of amended plans, Historic England has provided the following comments:

Impact on Toledo Works:

Historic England would prefer to see the existing height of the building retained. Nevertheless, the revisions to the proposed roof extension are noted and the reduction in height and proposed re-use of existing brickwork and string course are welcomed. Taking account of these amendments, it is considered that the proposal will now have a minimal impact on the significance of this historic building and the contribution it makes to the Well Meadow Conservation Area.

Continued concern highlighted that the proposed demolition of the rear range to Toledo Works remains unjustified because a thorough assessment of the significance or condition of this building, as part of a small scale metal trades complex and the positive contribution it makes to the Well Meadow Conservation Area, has not been provided. The application needs to adequately justify why this building cannot be retained and re-used as part of the redevelopment of the site.

Impact on 52 – 56 Garden Street (Grade II Listed Buildings):

Historic England welcomes the reduction in height of the adjacent buildings and considers that retention of a pitched roof to each range will assist in complementing the adjoining listed buildings.

In light of the above, Historic England concludes that the proposed development will result in moderate harm to the setting of 52-56 Garden Street and the character and appearance of the Well Meadow Conservation Area. It is therefore recommended that it is not necessary to consult again but recommended that this advice be taken into account in determining the application.

PLANNING ASSESSMENT

1. Land Use Policy Issues

1.1: National Policy Context - National Planning Policy Framework (NPPF)

At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread through both plan-making and decision taking. With regard to decision-taking this means approving development proposals that accord with the development plan without delay; and where the development plan is out of date it states that permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies and restrictions in the NPPF as a whole.

1.2: Local Policy

The relevant local policy documents are the adopted Unitary Development Plan (UDP, 1998) and the Sheffield Development Framework (SDF) Core Strategy document (2008). The Core Strategy is the most up-to-date and provides the overall spatial strategy for the SDF over the period 2009 to 2026.

The application site is designated within a General Industry Area (without special industries) in the adopted UDP.

UDP Policy IB5 (Development in General Industry Areas) relates to development in such areas and advises that General Industry (B2) and Warehousing (B8) uses are preferred. Student accommodation is a Sui Generis use and, therefore, not explicitly mentioned in this policy and so must be determined on its own merits. However, it is considered that student accommodation is similar in nature to housing (C3) which is identified as unacceptable in Policy IB5 because satisfactory living conditions in industrial environments would not generally be achieved and housing could therefore prejudice the preferred existing uses.

Notwithstanding the above, it is the case that Policy IB5 is no longer appropriate to the area following the adoption of the Core Strategy. Policy CS 6 (Manufacturing and the City Centre – Transition Areas) now identifies parts of the St. Vincent's Quarter as one where manufacturing in the City Centre should not be encouraged to expand but instead should relocate so as to aid regeneration. This approach is further reinforced by Policy CS 17 (City Centre Quarters) which envisages a mix of business, residential and educational uses in the St. Vincent's Area with less emphasis on industry and greater links to the University of Sheffield and the legal and professional quarter. The application proposal is in the part of St. Vincent's that is already experiencing a transition with a variety of small, medium and large scale residential and student schemes coming forward in recent years. This suggests that the area is aligning itself more closely with the expanding residential cluster and university buildings in St. Vincent's rather than the financial and professional district in the Cathedral Quarter.

1.3: Draft City Policies and Sites Document

The draft Sheffield Local Plan City Policies and Sites (Pre-Submission) document identifies the site as being within a Business Area, which is a new proposed allocation area. It should be noted that this Local Plan has not been submitted for final approval and it is not an adopted document. Therefore, its content has limited weight because it is only a draft but it does help to demonstrate the Council's future aspiration for the site.

1.4: St. Vincent's Action Plan (SVAP)

This document was approved by Cabinet in December 2004 with the purpose of identifying a concise route for regeneration of the area. The site is located in a Business Area in the SVAP, meaning that new development must consist predominantly of business use. It is clear that the proposal does not comply with this element of the Plan and falls short of the preferred use provision. However, it is

highlighted that this document was produced in 2004 and it does not reflect the current demand for the area. Furthermore, it is recognised that residential accommodation remains at an acceptable level and does not dominate total floorspace within the area. Indeed, 'The Economic Prosperity and City Region Background Report 2013' notes that there is some scope for further residential development. Finally, it is confirmed that the site lies immediately adjacent to a Housing Area and so the overspill to the proposed site is considered to be a logical expansion.

In light of the above, there is considered to be sufficient national and local policy (including emerging policy) and guidance to support the principle of the proposed land uses at this site.

2. Density Issues

Core Strategy Policy CS 26 (Efficient Use of Housing Land and Accessibility) requires new housing development to make an efficient use of land but accepts that the density of new developments should be in keeping with the character of the area and support the development of sustainable, balanced communities. Therefore, a minimum density of 70 dwellings per hectare in the city centre is required.

The proposal is for 111 small studios, duplex apartments and cluster units within a dedicated student development. This represents a density of over 277.5 dwellings per hectare, which is compliant with Policy CS 26.

The high density, significantly in excess of policy requirements, is the result of this being a large urban development comprising up to 5 storeys and including a large quantity of small sized units. Given the nature of the site, character of the proposed development and nature of surrounding existing and proposed development, this density is considered to be acceptable. Whilst dense, the Council does not currently have any adopted internal space standards that can be used to set minimum levels and make developers increase the size of the units they propose. Therefore, in this instance, it is considered that refusal of the application could not be substantiated on these grounds.

3. Mixed Communities Issues

Core Strategy Policy CS 41 (Creating Mixed Communities) encourages development of housing to meet a range of housing needs.

Policy CS 41(a) states that a mix of housing types and tenures will be achieved by ensuring that no more than half the homes in larger developments should consist of a single house type. 'Larger developments' are defined as more than 60 new dwellings and a single house types is defined as one with the same number of bedrooms and of the same design or generally similar characteristics. With 111 units proposed in the scheme comprising of 246 bedspaces across 111 units; 10% of the units will be studios (75no.), 4.5% will be 1 bedroom duplex apartments (5no.), 10% will be 2 bedroom duplex apartments (11), 67.6% will be studios (75no.) and 20% will be clusters (18no. 3 x 5 bed, 5 x 6 bed, 2 x 7 bed, 7 x 8 bed, 1 x 9 bed, 2 x 10 bed). In light of the mix, and despite amendments to it to improve it, it is confirmed

that the proposal is contrary to this element of policy. Unfortunately, the applicant is not prepared to amend the application further to improve the mix because the current proposal is viable for them.

The application includes a sketch plan to demonstrate how the layout of the building could be reconfigured into larger apartments in the future, if market conditions change again and there is less demand for student facilities. This would be achieved by the removal of partition walls.

Policy CS 41(c) requires that new purpose-built student accommodation is primarily located in the City Centre and the areas directly to the north-west and south of the City Centre. As such, this proposal conforms to this part of the policy. However, this policy states that such accommodation should be provided as part of a mix of tenures and sizes on larger developments. The proposal is for entirely student accommodation and so fails to meet this aspect of policy.

Policy CS 41(d) seeks to limit development of purpose-built student accommodation and Houses in Multiple Occupation where more than 20% of residents within 200m are already in such uses. This is to ensure the developments do not create an imbalance within the surrounding community. The current concentration of shared properties in this area (including extant permissions) is 31% and the proposal, by virtue of it comprising a mix of shared and non-shared accommodation, to 4% and will maintain the density at 31% and so the development will have a neutral impact on the area and not impact negatively on this existing imbalance. Therefore, the proposal is not unacceptable in terms of Policy CS41(d).

It is clear that the application is not wholly compliant with Policy CS 41 because of the unit mix. Whilst this is the case, it must be balanced against the site circumstances and benefits of granting planning permission.

Positively, the proposed scheme will secure the future of underused buildings and land in the Well Meadow Conservation Area and adjacent to Listed Buildings. Furthermore, the site is considered to be a good location for a student focused development; it is a highly sustainable location with very good transport and walking access to both of Sheffield's Universities. The consequence of this application would be to increase the student population in the area, which Policy CS 41 is intended to control, however the overall harm of imbalance at this location is not considered to be a significant issue given that there is no particular established residential community that would be imbalanced or adversely affected by the lack of mix. The surrounding buildings are predominantly residential, university accommodation and offices. Residential development within the immediate vicinity, including emerging proposals, is predominantly student based as well as small apartment accommodation. Therefore, it is believed that the benefits of regenerating the site and giving it new life will have a positive effect on the area, which will most likely outweigh the negative aspects of introducing more student accommodation.

For the reasons given above, and on balance, it is concluded that the wider regeneration and conservation benefits of developing this site outweigh the dis-benefits of not being wholly in accordance with Policy CS 41.

4. Demolition and Design Issues

The NPPF states that when considering applications that involve heritage assets great weight should be given to the asset's conservation. The Well Meadow Conservation area is a heritage asset and, therefore, we must be satisfied that the proposed demolition of buildings and redevelopment does not constitute substantial harm, and whether any adverse impact seriously affects a key element of the area's architectural or historic interest, or character and appearance. Any perceived harm must be supported by 'clear and convincing justification'.

UDP Policies BE5 (Building Design and Siting) and IB9 (Conditions for Development in Industry and Business Areas) and Core Strategy Policy CS74 (Design Principles) all seek high quality design that aims to take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

Furthermore, UDP Policies BE15 (Areas and Buildings of Special Architectural or Historic Interest), BE16 (Development in Conservation Areas), and BE17 (Design and Materials in Areas of Special Architectural or Historic Interest) all recognise that buildings and areas of special historic interest are an important part of Sheffield's heritage and, as such, should be preserved and enhanced. Development that would harm the character or appearance of listed buildings and conservation areas will not be permitted.

4.1: Impact of the Proposed Demolition

Historic England has raised concern about the proposed demolition of the rear range to the former Toledo Works; advising that there is not a thorough assessment of the significance or condition of this building as part of a small scale metal trades complex and the positive contribution it makes to the Well Meadow Conservation Area. Members are advised that the applicant has now responded to this comment by providing such an assessment to help justify demolition.

The development will result in the removal of some existing buildings on the site, most notably the 3 storey narrow range which runs along the west boundary, a single storey lean-to structure, and other shelter structures. The narrow range is identified as possibly being the oldest building on the site and dates back to the late 18th / early 19th century. The demolition of these buildings has previously been accepted under previous redevelopment proposals on the site. In light of this, as well as the quality of the scheme, it is not considered that resistance to removal can be justified now.

Despite their potential age, the buildings identified for demolition are not listed and not considered to be of such sufficient architectural or historic interest to warrant their retention. Whilst the 3 storey range is an example of industrial works of its era, and is typical of buildings within the Conservation Area, it is considered that its position, external appearance and modern day alterations (including pebble-dashing) are such that it does not make such a significant contribution to the public perception of the Well Meadow Conservation Area. As per the 2008 decision, it remains officer's opinion that the building addressing the site frontage is a more prominent example of an industrial workshop and offers better architectural detailing and this shall be retained on the Hollis Croft frontage as part of the proposed development.

Furthermore, it is recognised that demolishing some buildings on the land will facilitate the comprehensive redevelopment of the empty buildings, car parks and vacant land that are contained within the red line boundary of the site. Toledo Works is currently empty with no activity to the street and the adjacent car parks / vacant land have no amenity or conservation value. It is considered that the proposed development, with new buildings and courtyard spaces across the site, will help to re-establish built-form on the land and create new active frontages and facilities onto Hollis Croft and Garden Street that will be of overall benefit to the Conservation Area, enhancing the character, appearance and quality of development existing within it.

Therefore, it is considered that there is appropriate justification to support the demolition of the buildings identified and the redevelopment proposed. Officers are satisfied that the proposed demolition will not result in substantial harm to the conservation area setting.

4.2: Proposed Layout

The design of the scheme involves a series of individual blocks arranged across the site and abutting boundaries with adjacent land, to create a layout that reflects the traditional 19th Century layout of the area. The buildings are long, narrow and arranged around several small internal courtyard spaces, as per the historic street pattern in the area. The floor levels of the development vary across the site due to the topography between Hollis Croft and Garden Street. As a consequence of this, some of the buildings are 1 storey lower inside the scheme than they appear externally and the internal courtyards include a variety of levels that are accessed via steps.

A large proportion of the development is contained within the site owing to its depth and extension across land that exists between two streets. The development includes new built form on the Garden Street and Hollis Croft elevations, which will infill existing gaps and provide the primary and secondary entrances into the scheme, respectively. These buildings are all positioned against the back edge of the existing footpaths in order to respect and maintain the historic street patterns along this route.

Residential accommodation is provided across all floors of the development and each building has its own entrance leading to internal corridors that are linked across floors by staircases and lifts. The studios at ground floor level all have doors leading immediately into the units from the internal courtyard areas. Additional accommodation at ground floor level includes ancillary amenity facilities for residents.

Overall, the proposed layout is considered to be acceptable. The buildings are arranged in a manner to respond to the character of the Conservation Area as well as respond to the site's main road frontages. Furthermore, it is considered that the proposed internal arrangement will significantly enhance activity and movement; providing entrances directly onto the public footpath, which will increase pedestrian activity and movement at this location. Additionally, it is felt that the inclusion of large

glazed areas at the entrances and accommodation windows overlooking the streets will enhance human interaction - creating street activity and presenting an interesting façade to passing pedestrians.

4.3: Proposed Scale and Massing

The scale and massing of the development is a key issue here because of the potential impact on the adjacent heritage assets and the surrounding streetscene.

The Urban Design Compendium states that new buildings must show sensitivity to their context and be in scale with the surrounding building height. Generally, infill developments are expected to respect the existing building height of 2 – 4 storeys and tight street pattern.

The 2008 (residential) and 2011 (renewal) planning permissions establish the principle for a large scale development on the land and 5 storey high buildings have been accepted. The current proposal does not extend beyond 5 storeys although the scale of the built footprint is now greater given that the current scheme includes more land within it. In light of these previous decisions, it remains that the maximum 5 storey height is accepted by officers. Furthermore, other key considerations include the architectural qualities of the proposal, the increased scale of other developments in close proximity and the acceptance of taller buildings more generally over recent times, in the correct locations, in the City Centre.

Building heights vary between 3 – 5 storeys with the tallest elements occurring at the most central point of the development. There are steps and variation in the massing of buildings throughout the scheme achieved by lower buildings, the use of pitched / flat roofs, and the inclusion of setbacks at upper levels. It is considered that these techniques add interest to the roofscape of the scheme and reduce the impact of the development in scale and massing terms. It is considered that the scale and mass of the development is in-keeping with the development approved on the adjacent former Footprint Tools site (east) and currently proposed at the site of St. Vincent's Church (north).

The objection received from the Owners of Vincent House is noted with the key concern being the scale of the closest building on the site's western boundary, which is a total of 5 storeys. However, owing to the land levels and the glazed fifth floor that will be set well away from the lower elevations, it is the case that this element of the scheme will appear as a maximum of 4 storeys and reducing to 3 storeys from external areas. Despite being situated at a higher land level to Vincent House, which is 2 storeys at the site boundary, it is considered that the proposed scale and mass of the scheme at this point is not unacceptable and does not raise such concern as to warrant the refusal of this application. Indeed, it is considered that the scale and relationship is no worse than the development that has been accepted on adjacent land to the south west of Vincent House.

Amendments have been received during the course of the application to improve the proposed change in scale to the former Toledo Works and to improve the relationship at the point where new buildings abut the Grade II Listed Buildings to the south. It is considered that the changes – reducing the height of these buildings – have had a positive impact on the relationship to the buildings and their small internal courtyard spaces. This relationship is an improvement on previous

permissions, which were accepted as a sympathetic relationship between existing and proposed buildings. Therefore, it is concluded that the design proposed is acceptable and can be supported.

In light of the above, the proposed scale and massing is acceptable and, in design terms, will not have a detrimental impact on the character of the site, Hollis Croft / Garden Street streetscene or the special architectural and historic interest of the relevant heritage assets.

4.4: Proposed Design

The retained building at Toledo Works will be repaired, refurbished and upgraded. Existing window openings will be retained with new windows inserted. It is expected that these windows will be sash units of a detail suitable for the estimated construction date of the building. The existing archway will incorporate a glazed entrance door and emphasise the original arched opening. These changes are acceptable in principle subject to final details being agreed.

The main change to the retained element of Toledo Works involves removing and raising the roof of the building to accommodate a fourth floor of residential accommodation in the roofspace. This alteration has not been encouraged by your Officers because of concerns it will change part of the building's existing character and it could be an unsympathetic addition if not executed well. Furthermore, Historic England has also confirmed that it would be prefer to see the building's existing height retained. However, the applicant has been unwilling to deviate from this proposal but has responded to concerns by proposing to re-use existing brickwork and inserting a string course to deliberately define the break between the existing building and extension on the front elevation. Therefore, taking account of these amendments and the overall small scale of the proposed change relative to the design and benefits of the development as a whole, it is concluded – in agreement with Historic England – that the proposed changes will now have a minimal impact on the significance of this historic building and the contribution it makes to the Well Meadow Conservation Area.

The design concept of new buildings is a mix of traditional and contemporary architecture, which is acceptable because it means that the development is sensitive to the Conservation Area setting but also responds to the emerging character of the area. It is a site that is surrounded by both new development and historic buildings (including Listed Buildings). The roofscape of the scheme is varied between traditional pitched roofs and flat roofs behind parapets. On all buildings, the elevation treatment includes regular patterns of vertically proportioned, deep revealed and simple modern window glass openings (aluminium frames) as well as anodised aluminium infill panels.

In terms of materials, the scheme utilises traditional and modern materials. The external elevations will be predominantly clad in red and black brickwork. One of the courtyard elevations will be constructed from a white brick to create a lighter internal space. Pitched roofs will be made from natural slate and other identified materials include aluminium and alu-zinc vertical seamed metal cladding. The proposed material palette is considered to be acceptable in both architectural and conservation terms, subject to the quality of the materials being agreed by condition.

Finally, as well as new buildings the development includes the insertion of a large chimney to serve the proposed Combined Heat and Power plant / energy centre and will extend up 22m into the air, which is approximately 4m above the pitch of adjacent buildings. Consequently, this will be a very tall chimney on site but it will be situated away from the site boundaries and adjacent to the tallest buildings on the site. It is intended to be a design feature of the scheme that further harks back to historic metal trades ranges. It is proposed to be designed from anodised aluminium and, subject to the final details relating to its height, design and emissions being reserved condition, the inclusion of the chimney is considered to be acceptable.

For the reasons given above, it is considered that the proposed alterations and new development is acceptable in design terms. Despite the loss of existing buildings it is considered that there is suitable justification for their removal and it is acknowledged that the site is in need of regeneration. It has been demonstrated the proposal offers a high quality design, which incorporates existing buildings on the site, and as such will enhance the character and appearance of the site and complement the conservation area in which it sits. It is also concluded that the development will not cause detrimental harm to the adjacent listed building following amendments made during the course of the application. Therefore, subject to conditions to ensure the appropriate quality of materials and architectural detailing, it is concluded that the proposal complies with UDP Policies BE5, BE15, BE16 and BE17, and Core Strategy Policy CS74

5. Sustainability Issues

Core Strategy Policy CS 63 (Response to Climate Change) encourages action to reduce the city's impact on climate changes. This encourages high density development that is well served by sustainable forms of transport, building designs that encourage energy efficiency and reduce energy consumption, and developments that generate renewable energy.

Core Strategy CS 64 (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings to be energy efficient and to use resources sustainably. It also advises that all new significant developments (5 dwellings or more) should achieve BREEAM 'Very Good'. Policy CS 65 (Renewable Energy and Carbon Reduction) requires new significant developments to provide 10% of their energy needs from decentralised and renewable or low carbon energy.

The density and sustainable location of the development is considered to be compliant with Policy CS 63. Furthermore, the submission proposes a number of integrated design principles that seek to maximise the buildings' performance and efficiency, thus helping to address policy requirements in Policy CS 64. These include i) high standards of insulation for the envelope of the building, ii) low energy lighting, iii) good performing windows and doors, and iv) a design taking into account passive solar gain, natural light and ventilation.

It is confirmed that the development will be constructed to BREEAM 'Very Good' standards, which is further compliant with Policy CS 64.

The development intends to include an on-site gas fired Combined Heat and Power Facility which will provide an energy efficient heating system that captures and utilises the heat that is a by-product of the electricity generation process. It is also advised that the roof areas of the buildings provide the potential for photovoltaic panels.

Such an approach is welcomed and will address the expectations of Policy CS 65 by achieving a minimum of 10% energy through low carbon technology.

Guideline CC1 of the Council's supplementary planning guidance 'Climate Change and Design (2011)' encourages green roofs to be incorporated into large scale developments, if appropriate. The submission confirms that the proposed development will feature a combination of green / brown roof constructions on the flat roof elements of the development.

Therefore, it is concluded that the proposals will address Core Strategy Policies CS 63, 64 and 65, subject to conditions that will ensure that the submission's commitments are fulfilled.

6. General Amenity Issues

UDP Policy H15 (Design of New Housing Developments) expects the design of new housing developments to provide good quality living accommodation. This includes adequate private garden space or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met.

UDP Policy IB9 (Conditions on Development in Industry and Business Areas), part (b), states that development should not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions.

Key considerations in relation to this application are outlook, privacy, outdoor amenity, and noise and disturbance.

6.1: Outlook Issues

All of the apartments within the development include large clear openings and opening windows to ensure that internal living environments will be lit by natural daylight and are comfortable for future occupiers.

The proposed layout and design creates a circumstance whereby each unit will face either outwards across Garden Street or Hollis Croft, or inwards across the courtyard spaces. As such, it is considered that this environment is acceptable and will offer reasonable outlook for future occupiers.

6.2: Daylighting & Sunlighting Issues

There will be units in the development, at the lower levels of the new buildings, that could suffer from poor levels of daylighting. Unfortunately, it is considered that such an issue is unavoidable because of the scale of the proposed blocks, the position of surrounding buildings, the courtyard design, and the orientation of certain elevations

(including east and north facing) – all items that add to the dense character of the development and the conservation area setting.

The reduced level of daylighting to some rooms is a negative aspect of the proposed design and a shortfall in residential amenity terms. However, it is considered that this issue would be difficult to overcome given the density of development proposed to make the project viable, the urban design and conservation requirements of the site, and the position of existing buildings. It is acknowledged that it can often be difficult to achieve fully adequate daylighting in tightly developed urban schemes where space is limited and other balances need to be addressed.

However, in light of the regeneration benefits of the proposal, the permissions previously granted and nature of the proposed use, it is concluded that a refusal of planning permission on issues of daylighting could not be justified in this instance.

6.3: Amenity Space

The private outdoor amenity space within this development is restricted to the internal courtyard space as well as a large terrace area to the rooftop common room areas. There is also one smaller terrace proposed to serve a cluster flat on the western boundary of the site, overlooking the roof of Vincent House (Race Cottam Architects) and adjacent to Provincial House. The application does not propose any other balconies or roof terraces and the amenity facilities for residents are restricted to the areas highlighted above and internal areas, such as common room areas.

The lack of private amenity space is not unusual for a multi-storey student development in a restricted urban location. The site is within the boundary of the city centre and close to public spaces and parks. It also has access to good public transport links to other nearby parks and outdoor amenity facilities. Furthermore, both Universities provide substantial and high quality sports facilities for use by their students. It is therefore considered to be satisfactory in amenity terms.

6.4: Noise and Disturbance

A Noise Impact Assessment has been undertaken; this showed that the dominant noise source in the area is occasional traffic movements on Hollis Croft and Garden Street and more distant noise from nearby streets. Noise as a consequence of nearby educational uses (including associated external plant/equipment) as well as nearby construction sites was also identified. Therefore, this assessment concludes that noise can be satisfactorily controlled by the design of the development and that planning permission for the new proposal should not be refused on such grounds.

It is confirmed that the proposed scheme of sound attenuation works has the potential to satisfy the Council's noise design standards in relation to noise intrusion of the existing external environment. A suite of conditions are recommended, including a validation requirement, to ensure that noise across all frequency ranges and plant/equipment is attenuated sufficiently to safeguard the amenity of future occupiers of the building. Subject to these conditions being complied with, it is considered that the proposal will provide a satisfactory relationship between external uses and future occupiers.

For the reasons above, and subject to recommended conditions, it is concluded that the proposals comply with the requirements of Policies H15 and IB9.

6.5: Privacy Issues

As highlighted, the area is undergoing significant change with the site surrounded by either existing or proposed development on adjacent land, which includes student and residential accommodation. The relationship to these sites, in privacy terms, is considered to be acceptable as the design of this scheme limits the position of outward facing habitable room windows to the Garden Street (north) and Hollis Croft (south) elevations whereby the relationship to buildings opposite are going to be across existing streets. All other habitable windows are positioned within the inner courtyards and therefore do not directly overlook adjacent land to the east and west.

In light of the above, the main potential for overlooking and privacy issues occur within the inner courtyard space where the distances between unit windows are defined by the position of the various blocks. However, given the arrangement of these blocks, their orientation to each other and the inclusion of mitigating design features (oriel windows), it is considered that overlooking will be restricted to acceptable levels for this nature of development and therefore privacy will be maintained for future occupiers. Indeed, distances between main windows within the courtyard area vary between approximately 6m and 12m, which is considered to be acceptable for the dense urban setting for students that is proposed. Where distances fall below 6m on certain elevations, it is considered that privacy can be maintained through the use of obscure glazing given that these windows are not the only light / outlook sources to the rooms.

The units most vulnerable to privacy issues will most likely be those situated at ground floor levels. It is considered that residents could feel uncomfortable when people pass by on adjacent streets or socialise within the courtyard space at close proximity to residential windows. However, given that this is a student development, it is recognised that this layout may also have benefits for the scheme, allowing the opportunity for students to open windows and doors onto courtyard level, thus encouraging interaction with each other and enhancing their residential experience. The development will also be a managed environment. For this reason, it is concluded that such an issue does not warrant amendment or refusal of the application.

6.6: Impact on Amenity of Adjacent Buildings

It is acknowledged that existing and proposed adjacent buildings either abut the site boundaries or are positioned immediately opposite. As a consequence, many of these buildings have windows adjacent to or overlooking the application site. Given the nature of the surroundings, these windows either serve commercial office or student accommodation rooms and the relationship is not unusual in the context of the tightly knit character of the area where there is already a degree of mutual overlooking. Occupiers cannot expect the same degree of protection as in suburban situations and the relationship is similar to that which exists between other

developments that have already been approved or are under consideration. It is concluded that the amenity of adjoining uses will be maintained at acceptable levels following the construction of the development.

7. Disabled Access & Mobility Housing

UDP Policy H7 (Mobility Housing) identifies that a proportion of mobility housing is to be encouraged in all new and refurbished developments. Mobility housing provision for residential development has been superseded by Technical Housing Standards (2015), which effectively removes the requirement for mobility housing at this time, but it remains that mobility units are still required for other forms of accommodation, such as hotels and student accommodation.

It is confirmed that 5% of the units will be wheelchair accessible on completion of the development with it confirmed that the remainder being suitable for adaptation as-and-when the need arises. To this end, it has been demonstrated that at least 5% of the units within the scheme adaptable for wheelchair access and 5% with a fully adapted layout with space for a hoist facility, if required. Therefore, it is confirmed that 29% of the units will be available, which exceeds the Council's expectation for student accommodation.

All buildings and approaches will benefit from level access. It is expected that all building entrances (including door widths), crossings, ramps, steps and external platform lifts be designed to current standards at the detailed design stage. These details will be reserved by condition.

In light of the above, sufficient detail has been supplied at this stage to demonstrate that the site will be inclusive.

8. Highway Issues

Section (f) of Policy IB(9) states that new development will be permitted provided it is adequately served by transport facilities, provides safe access to the highway network and appropriate off-street parking.

Paragraph 17 of the NPPF seeks to focus development in sustainable locations and make the fullest possible use of public transport, walking and cycling. With this in mind, the site is considered to be in a highly sustainable location. The University of Sheffield is very close to the site with some campus buildings situated immediately adjacent to and opposite the site. Given that the accommodation is focused upon students this proximity is important and will enable residents to walk to facilities. Sheffield Hallam University is slightly further away, with the City Campus around 1km away and Collegiate Campus 1.7 km away. Both sites are however served by excellent public transport links as detailed below.

In addition to the Universities there are a wide range of local services and facilities within walking distance of the site, including the City Centre. There are a number of high frequency bus routes and a tram route within easy walking distance of the site (400m); these provide excellent links to surrounding areas. Additionally, Sheffield

Railway station is 1.3 km from the site and provides links to local and wider destinations.

No car parking provision is proposed within the development. Given the highly sustainable City Centre location, a car-free development is considered to be acceptable. It is confirmed that residents will not be entitled to apply for on-street parking permits.

The width of adjacent streets and the relatively short road frontages of the development mean that on-street parking for disabled users or the provision of a drop-off / pick-up bay is not possible. Whilst unfortunate and such provision encouraged where it can be achieved without detriment to the highway environment, it is confirmed that this aspect of the scheme would not justify the refusal of the application. It is noted that four on-street disabled spaces will be provided on Hollis Croft as part of the adjacent student scheme approved under 16/02910/FUL that will be available to all road users.

There is one cycle store within the development that will provide 51 spaces. This level of provision is considered acceptable for the nature and location of the development, encouraging residents to cycle.

No information has been provided about how the site will be serviced. Therefore, it is recommended that full details of management proposals for activities including the refuse and recycling regime, student drop off/pick up, deliveries and other services be controlled by a condition requiring the preparation and approval of a relevant strategy prior to occupation of the development.

In summary, it is considered that the development is in compliance with the NPPF and section (f) of Policy IB9.

10. Archaeological Issues

UDP Policy BE22 relates to 'Archaeological Sites and Monuments' and states that sites of archaeological interest will be preserved, protected and enhanced. Where disturbance is unavoidable, the development will be permitted only if (a) an adequate archaeological record of the site is made; and (b) where the site is found to be significant, the remains are preserved in their original position.

An earlier archaeological appraisal, submitted with application 08/04926/FUL, considered the archaeological interest of the standing buildings of the former Toledo Works and the buried archaeological potential of the adjoining car park area; the archaeological assessment prepared and submitted with this current application considers the buried archaeological potential of a wider area, to reflect the larger development scheme now proposed.

As Historic England has noted, this means there is nothing within the current submission that discusses the archaeological potential of the standing buildings of the former Toledo Works, which will be demolished/substantially altered by the scheme now proposed. However, the earlier appraisal identified that the street frontage range dates to the later 19th century, with part of the rear range being

earlier, potentially of late 18th or early 19th century date. The appraisal described the buildings as having a low local significance, given the large number of small industrial works of a similar nature surviving at that time.

The earlier appraisal also made it clear that, should demolition of the rear ranges occur, there was a moderate potential for buried remains, relating to activities of the former Toledo cutlery works, to survive beneath them. The adjoining car park area was similarly identified as having a moderate archaeological potential for remains associated with industrial premises that are shown here on historic maps from the 1780s onwards. The updated archaeological assessment submitted with the current application makes it clear that similar small-scale industrial works were found across the wider area. All the 18th and 19th century works buildings, other than the Toledo Works, formerly present on this site were cleared in the 20th century. The cleared areas have since been used for car parking and the lack of subsequent development means that they can be considered to have at least moderate archaeological potential for buried remains.

Such buried archaeological remains could be destroyed by the ground disturbance proposed by the current scheme. In these circumstances, South Yorkshire Archaeology Service recommends that it is always best practice to evaluate the site before a planning decision is taken. This would provide additional information on the location, extent, date and nature of any surviving buried remains. In the absence of the results of such an evaluation a condition is proposed to secure such works to comply with Policy BE22.

11. Land Drainage

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

The site is currently a mix of hard-surfacing and existing buildings. Yorkshire Water does not accept the SUDS information submitted because it lacks evidence to demonstrate why some surface water disposal options (other than discharge to public sewer) have been discounted as well as information about the existing positive site drainage to the public sewer from the site's impermeable areas. Notwithstanding this, Yorkshire Water has indicated that this matter can be resolved by condition and should not prevent the application being determined.

The Local Lead Flood Authority is happy with the details submitted, subject to agreement by Yorkshire Water. Surface water drainage from the site will be subject to a reduction of at least 30% compared to the existing peak flow. This requirement is consistent with Policy CS 67, which seeks to ensure that new developments significantly limit surface water run-off.

Therefore, the proposal is considered to be acceptable in terms of flood risk and Policy CS 67.

12. Air Quality

The site is located within an Air Quality Management Area. Core Strategy Policy CS66 (Air Quality) states that action to improve air quality will be taken across the built up area.

Owing to the limited vehicle movements associated with the development an Air Quality Assessment is not required.

As discussed, no details about the emissions from the proposed chimney have been provided with the application as the nature and design of the CHP system / energy plant has not been finalised. Therefore, in order to ensure that this aspect of the scheme has no air quality implications (for example, the type of fuel proposed), this information will be required by condition and the acceptability of the chimney's use / design will be dependent upon the review of this information.

The development includes green / brown roofs and new landscaping, which will help to mitigate the impact of the new development.

Subject to the conditions discussed above, the proposal is acceptable from an air quality perspective.

13. Contaminated Land

A Phase I Desktop Study has been submitted which recommends an intrusive site investigation be undertaken to assess the potential risks to human health arising from ground contamination, bulk or trace gases, and potential pollution of ground or surface waters. Conditions are recommended to deal with this issue.

14. Coal Mining Issues

The site is identified within a Coal Mining High Risk Area. The coal mining and geological information submitted concludes that there is a potential risk to the development from past coal mining activity. It is recommended that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site. The Coal Authority concurs with this recommendation and has no objection to the proposed development, subject to the imposition of a condition to secure the further site investigations and any subsequent remedial work required.

15. Affordable Housing Issues

Core Strategy Policy CS 40 (Affordable Housing) states that, in all parts of the city, new housing developments will be required to contribute towards the provision of affordable housing where practicable and financially viable.

The Affordable Housing Interim Planning Guidance (IPG) was updated in 2014 and it supports Policy CS40. IPG Guideline 2 identifies the site as being situated within the 'City Centre' Affordable Housing Market Area where no contribution is required.

16. Community Infrastructure Levy (CIL)

The development is CIL liable application site lies within CIL Charging Zone 4 and given that this is a student development, the charge for this development will be £30 per square metre.

RESPONSE TO REPRESENTATIONS

It is considered the material planning issues received in the objection from the Owners of Vincent House have been addressed in the report.

The objection about the impact of the development on an existing retaining wall and row of trees is not considered to be a planning issue rather a private legal matter between the applicant and Owners of Vincent House.

SUMMARY AND RECOMMENDATION

The redevelopment of the site is welcomed. It is currently underused and its appearance does not benefit the surrounding heritage assets, including the Well Meadow Conservation Area setting and adjacent Grade II Listed Buildings. The proposal comprises of comprehensive redevelopment works with a high quality scheme that seeks to reflect the traditional 19th century layout and character of the area but with modern interventions.

The development will provide a new use for the site, which will significantly enliven it and enhance the surroundings. Whilst the scheme is not strictly in accordance with land use qualities in relation to mixed communities (Policy CS 41), it is concluded that an additional student use can be justified at this location. It is regarded that the site is a logical place for development – given the proximity to the university, the lack of impact on existing communities, the emerging character of the area, and the sustainable location.

The development will not have a harmful impact on relevant heritage assets, furthermore residential accommodation will provide adequate living conditions for future residents and the amenity of surrounding residents will not be affected in an unacceptable manner. Indeed, it is concluded that it will not have a significantly detrimental impact on the amenity of adjacent buildings – either existing, under construction or proposed on adjacent / nearby land.

The scheme complies with other policy requirements in relation to sustainability, highways, drainage, archaeology and environmental matters, subject to recommended conditions to address outstanding technical items.

In light of the above, it is concluded that the proposals are acceptable. Therefore, it is recommended that the Members of the Planning Committee grant the application, subject to the listed conditions.

Case Number	16/03264/FUL (Formerly PP-05221953)
Application Type	Full Planning Application
Proposal	Demolition of existing public house and hot food takeaway and erection of 16-storey student accommodation building comprising 38x cluster flats and 29x studio apartments, with associated cycle parking, landscaping and amenity space including games area, gym, cinema, library, common room and lounge area at ground and lower ground floor levels (As per amended drawings received on the 17 November 2016)
Location	Site Of 82 - 84 Winter Street Sheffield S3 7ND
Date Received	25/08/2016
Team	West and North
Applicant/Agent	D2 Planning Limited
Recommendation	Grant Conditionally

Time limit for Commencement of Development

1. The development shall be begun not later than the expiration of three years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act.

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the following approved documents:-

Drawing No. PL(00)001 (Location Plan as Existing);
Drawing No. PL(00)002 (Site Plan as Existing);
Drawing No. PL(00)004 Revision B (Site Plan as Proposed);
Drawing No. PL(00)040 Revision B (Proposed Lower Ground Floor Plan)
Drawing No. PL(00)041 Revision C (Proposed Upper Ground Floor Plan);
Drawing No. PL(00)042 Revision B (Proposed Typical Plan at Levels 01 -02);
Drawing No. PL(00)043 Revision C (Proposed Typical Plan at Levels 03-04);

Drawing No. PL(00)044 Revision B (Proposed Plan at Level 05);
Drawing No. PL(00)045 Revision B (Proposed Typical Plan at Levels 06-12);
Drawing No. PL(00)046 Revision B (Proposed Typical Plan at Levels 13-14)
Drawing No. PL(00)048 Revision B (Proposed Roof Plan);
Drawing No. PL(00)049 Revision A (Proposed Landscape Plan);
Drawing No. PL(00)050 Revision A (Proposed South Elevation);
Drawing No. PL(00)051 Revision A (Proposed North Elevation);
Drawing No. PL(00)052 Revision A (Proposed East Elevation);
Drawing No. PL(00)053 Revision A (Proposed West Elevation);
Drawing No. PL(00)054 Revision A (Proposed Weston Street Elevation);
Drawing No. PL(00)060 Revision A (Proposed Section A-A);
Drawing No. PL(00)061 Revision A (Proposed Section B-B)
Drawing No. PL(00)062 Revision A (Proposed Section C-C);
Drawing No. PL(00)063 Revision A (Proposed Section D-D);
Drawing No. PL(00)070 Revision A (Street Context Elevation - Weston Street);
Drawing No. PL(00)071 Revision A (Street Context Elevation - Winter Street);
Drawing No. PL(00)072 Revision A (Street Context Elevation - Dart Square);

received on the 25 August 2016 and 17 November 2016 from Locate Developments

Reason: In order to define the permission

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

3. Prior to any works commencing on site, full details of the following shall have been submitted to and approved in writing by the Local Planning Authority, and the construction works shall only be progressed in accordance with the approved details:
 - Construction method statement
 - Site safety
 - Any temporary site access for construction traffic.
 - Location of site compound and temporary car parking arrangements for contractors
 - Haulage routes; and
 - Any times when construction works and movement of construction traffic will be restricted

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

4. No development shall commence until the actual or potential land contamination and ground gas contamination at the site shall have been investigated and a Phase 1 Preliminary Risk Assessment Report shall have been submitted to and approved in writing by the Local Planning Authority.

The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004).

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 the development being commenced. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

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

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 the development being commenced. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

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

7. Prior to works starting on site 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 traffic safety and the amenities of the locality.

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

8. Prior to occupation of the student accommodation, details of a management plan relating to beginning and end of term arrivals and departures shall have been submitted to and approved in writing by the Local Planning Authority, and thereafter adhered to.

Reason: In the interests of the amenities of the locality, and traffic and pedestrian safety.

9. Prior to any of the development becoming occupied, full details of the management and allocation of the car parking spaces shall have been submitted to and approved in writing by the Local Planning Authority, and the arrangements shall thereafter be adhered to.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality

10. 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 the safety of road users.

11. Prior to the development commencing, details of arrangements to be entered into shall have been submitted to and approved in writing by the Local Planning Authority securing a mechanism for exploring the feasibility and potential provision of new/improved cycling facilities in the vicinity of the development site and the University Campus

Reason: In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield Policy T10 and Core Strategy Policy CS55

12. Prior to works starting on site, details of a scheme to optimise safety/security of users of the cycle/car parking facilities off Dart Square (possibly including enhanced illumination and CCTV) shall have been submitted to and approved in writing by the Local Planning Authority. The approved measures shall have been provided prior to occupation of the development and thereafter maintained/retained.

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

13. Notwithstanding the submitted plans, before the development is commenced, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of suitable and sufficient cycle parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority and the development shall not be used unless such cycle parking has been provided in accordance with the approved plans and, thereafter, such cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport, in accordance with Unitary Development Plan for Sheffield and Core Strategy

14. 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.

15. 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 with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to validation of capping measures and validation of gas protection measures.

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

16. Notwithstanding the submitted plans, before development commences of any of the following elements, details shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the various elements shall be carried out in accordance with the approved details:

- Rationalization of the highway boundary round the perimeter of the development site, offering the potential for Section 38 Adoption up to the footprint.
- Street furniture (cycle stands on Winter Street).
- Palette of materials/specification of the footways abutting the development site.
- Windows/doors, to ensure they do not open out and project into the public highway.
- Any accommodation works/relocation of street lighting columns.

Reason: In the interests of pedestrian safety the amenities of the locality

17. 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.

18. No development shall take place, including any works of demolition, until details are submitted for written approval by the Local Planning Authority specifying measures to monitor and control the emission of dust during demolition and construction works.

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

19. Before the use of the development is commenced, Validation Testing of the sound 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 attenuation works thus far approved, a further scheme of sound attenuation 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.

20. Notwithstanding the submitted Framework Travel Plan, prior to occupation of the development, a detailed Travel Plan shall have been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall include:

- Clear and unambiguous objectives to influence a lifestyle less dependent upon the private car.
- A package of measures to encourage and facilitate less car dependent living.
- A timebound programme of implementation.

Prior to occupation of the development, evidence that all measures within the approved Travel Plan have been implemented or are committed shall have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of reducing dependence on the private car by facilitating and encouraging the use of alternative modes of transport.

21. The residential units shall not be occupied until details of a scheme have been submitted to and approved in writing by the Local Planning Authority to ensure that future occupants of the residential units will not be eligible for residential parking permits within the designated Permit Parking Zone. The future occupation of the residential units shall then occur in accordance with the approved details.

Reason: In the interests of highway safety and amenity of the location.

22. 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 of the approved Arup Noise Assessment Report ref. R002-YS; 29/11/2016.
 - b) Be capable of achieving the following noise levels:
Bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours);
Living Rooms & Bedrooms: Noise Rating Curve NR30 (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.
[Noise Rating Curves should be measured as an LZeq at octave band centre frequencies 31.5 Hz to 8 kHz.]

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

23. The proposed green roof(s) (vegetated roof system) shall be provided on the roof(s) in the locations shown on the approved plans prior to the use of the buildings commencing. Full details of the green roof construction and specification, together with a maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site and unless otherwise agreed in writing shall include a substrate based growing medium of 80mm minimum depth incorporating 15-25% compost or other organic material. Herbaceous plants shall be employed and the plants 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.

24. The Local Planning Authority shall be notified in writing upon completion of the green roof.

Reason: To ensure that the Local Planning Authority can confirm when the maintenance periods specified in associated conditions/condition have commenced.

25. 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 before the development is commenced, 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.

26. Before the development is commenced, or 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.

27. 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.

28. 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:

Windows

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

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

29. 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 prior to the commencement of the building works and shall be retained for verification purposes until the completion of such works.

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

30. Prior to any phase of the development commencing a detailed Employment and Training Strategy for that phase, designed to maximise local opportunities for employment from the construction phase of development, shall have been submitted to and approved in writing by the Local Planning Authority.

The Strategies shall include a detailed implementation plan, with arrangements to review and report back on progress achieved to the Local Planning Authority. Thereafter the Strategies shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the economic and social benefits for local communities from the proposed development.

31. The development shall not commence until full details of the proposed surface water drainage including calculations has been submitted to and approved by the LPA including the arrangements for surface water infrastructure management for the life time of the development. This should be achieved by sustainable drainage methods where feasible. Should the design not include sustainable methods evidence is to be provided to show why sustainable drainage methods are not feasible for this site.

Reason: To ensure surface water flooding and pollution management.

32. The surface water discharge from this brownfield site shall be reduced by at least 30% compared to the existing peak flow. In the event that the existing discharge arrangements are not known, or if the site currently discharges to a different outlet, then a discharge rate of 5 litres per second per hectare should be demonstrated.

Reason: In the interest of surface water management

33. The development shall be carried out in accordance with the mitigation measures set out Paragraph 5.7 of the Air Quality Assessment by Waterman Infrastructure & Environment Limited - August 2016.

Reason: In the interests of amenity of the surrounding area and to control excess pollutants that would harmful to air quality

34. Unless shown not to be feasible and viable, 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.

Other Compliance Conditions

35. Construction and demolition works that are audible at the site boundary shall only take place between 0730 hours and 1800 hours on Monday to Fridays,

and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays.

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

36. The gradient of shared pedestrian/vehicular access shall not exceed 1:12 .

Reason: In the interests of the safety of road users.

37. The development shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway and 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.

38. The development shall not be used unless the car parking accommodation for 5 vehicles as shown on the approved plans has been provided in accordance with those plans and thereafter such car parking accommodation shall be retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

39. 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.

40. Any inlet into the building by mechanical means should be drawn from facades away from Winter Street and Weston Street.

Reason: In the interests of the amenity of future occupants of the building

Attention is Drawn to the Following Directives:

1. Plant and equipment shall be designed to ensure that the total LAeq plant noise rating level (including any character correction for tonality or impulsive noise) does not exceed the LA90 background noise level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.
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. 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.
4. 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 and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
5. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator 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.
6. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.

7. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

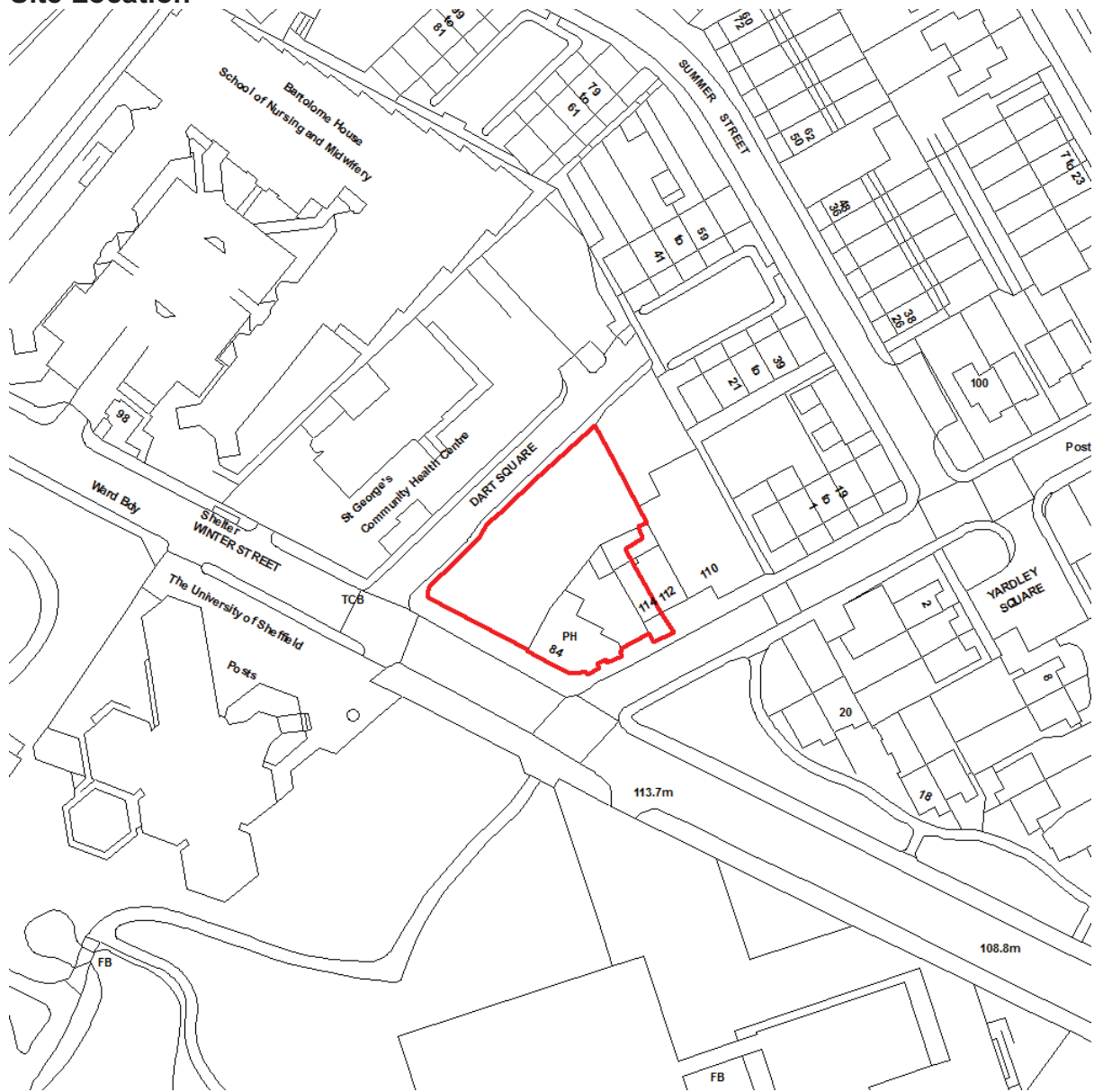
You should apply for a consent to: -

Highways Adoption Group
Development Services
Sheffield City Council
Howden House, 1 Union Street
Sheffield
S1 2SH

For the attention of Mr S Turner
Tel: (0114) 27 34383

8. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.

Site Location



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LOCATION AND PROPOSAL

The application relates to the late 19th century Star and Garter Public House (PH) and adjoining vacant fast food outlet (Happy House). The application site is situated on the northern side of Winter Street at its junction with Weston Street. The site includes the public house, an existing outdoor patio and a grassed area, formerly planted with semi-mature trees that have since been felled. To the north west of the site are Dart Square, a small service road, and the high wall of a health centre. To the north east is the rear of commercial properties, one of which is occupied by Sainsbury's Local. Opposite the site on Winter Street are a range of buildings belonging to University of Sheffield and the northern entrance to Weston Park. Situated approximately 70-75m to the south of the site across Bolsover Street is the Arts Tower, a Grade II* Listed building.

The applicant is seeking full planning approval for the demolition of the site's existing buildings and erection of a 250 bed 16-storey student block comprising 38 cluster flats (5 and 6 Beds) and 29 studio apartments. The proposal includes undercroft car parking for 5 vehicles, secure cycle parking, roof garden/terrace and amenity space including ground and lower ground floor games area, gym, cinema, common room and lounge area for student use.

The application has been accompanied by a number of key documents including a Heritage Statement, Transport Statement, Travel Plan, Flood Risk and Drainage Strategy Report, Wind Microclimate Assessment and a Daylight and Sunlight Assessment.

PUBLIC CONSULTATION

Thirty letters were sent out to neighbouring properties notifying local residents of the application and four site notices were posted within the vicinity of the site. The application was also advertised in the Sheffield Telegraph in August 2016.

RELEVANT PLANNING HISTORY

A pre-application enquiry relating to the development of the site was submitted in January 2016. The applicant sought pre-application advice on the principle of demolishing the existing PH and developing the site for student accommodation within a 16 storey building.

There is no other relevant planning history.

SUMMARY OF REPRESENTATIONS

A number of representations have been received in response to this application. These include three representations from Historic England, Twentieth Century Society, The University of Sheffield and Friends of Crookesmoor Parks. Letters have also been received from 39 members of the public and neighbouring residents, 38 objecting and 1 in support. These have been summarised below:-

Twentieth Century Society

Twentieth Century Society has raised an objection to the application. They comment that the proposed 16 storey building is located directly opposite the Arts Tower and the Western Bank Library, which are both Grade II* listed buildings by Gollins Melvin Ward and Partners. The listing puts them in the top 5.5% of buildings nationwide. The Arts Tower is a prominent landmark building, visible from across the city and described in Pevsner as 'justly famous'. The two buildings stand side by side as though carefully weighted and relate directly to one another.

The Society cites Paragraph 132 of the NPPF, which says that 'Significance can be harmed or lost through alteration of the heritage asset or development within its setting. Substantial harm to or loss of designated heritage assets of the highest significance, notably Grade 1 and II* listed buildings should be wholly exceptional. Historic England's *Good Practice Advice in Planning Note 3* notes that the following are potential attributes of a development affecting the setting of a heritage asset: 'Proximity to asset, prominence, dominance or conspicuousness, completion with or distraction from the asset, dimensions, scale and massing, proportions, materials, style or design.'

The Society considers that the erection of a 16 storey building across the road will interrupt the important balance between the two listed buildings. The complicated shape of the proposed building will also detract from the heritage assets that have clear, concise envelopes. Similarly, the proposed grey cladding bears no relation to the listed buildings, and is entirely out of keeping with the use of high quality glass and stone. The Society also raises concerns about the scale of the building. Owing to the Arts Tower iconic and individual landmark on the skyline, it is considered that the proposed building will detract from its singular impact. The application seeks to present the proposed development as subservient to the heritage assets, in that its narrow profile will reduce its visual impact, and tree cover will reduce views from certain vantage points. However, it simultaneously describes the development as a gateway, signalling entry to the campus and as a visual counterbalance to the Arts Tower.

In summary, the Society considers that given the height, proximity, complicated form and materials of the building, it will cause substantial harm to the Grade II* Listed buildings and recommend that it be refused.

Friends of Crookesmoor Parks have raised an objection to the application. Friends of Crookesmoor Parks are a group of Crookesmoor residents with an interest in utilising, maintaining, improving and protecting three local parks (Weston Park, The Ponderosa and Crookes Valley Park). They echo the concerns raised by others, but are especially concerned that the proposal is incompatible with Core Strategy Policies CS26 and CS41. They comment that the proposed building would have a detrimental impact on the vista of The Arts Tower and other surrounding buildings.

They also are concerned that the supporting Design & Access Statement is misleading in that it would encourage sustainable transport and recreational cycling by wrongly saying that the site is close to a series of off road cycle routes within the extensive University grounds and that Crookes Valley Park, Weston Park and

Ponderosa, which all offer excellent facilities for recreational cycling. In fact, there are no bicycle lanes on the University campus close to the development and cycling is not permitted in Weston Park as this would present a safety risk to the public. In the case of Ponderosa, it is impossible to cycle in the south-eastern half of the park, which contains rough, unsealed paths with many steps leading down to the north-western part of the park. While the north-western end of the Ponderosa does have bicycle paths, these are at least 500m from the site, and in the opposite direction to the route from the development site to the University. In terms of Crookes Valley Park, while this park has cycle routes, it only has one entrance which does not involve negotiating a bicycle up/down steps and through a 'kissing-gate', a reason that commuters do not use Crookes Valley Park. They sum up by saying that they consider that an informed assessment of cycling infrastructure around the development has not been carried out, and that neither sustainable transport nor recreational cycling for adults are provisioned for.

The University of Sheffield (Estates and Facilities Management). A letter of support was submitted as part of the planning application submissions (Appendix 1 of the Planning Statement). The University states however that this letter of support was submitted before full details of the planning submission were available. They say that this letter has garnered significant publicity, and want to put in context the way in which this support was given. In summary they comment as follows:-

- The University of Sheffield requires additional purpose-built student accommodation (PBSA) to support the growth of the resident student accommodation, which is particularly true of the expanding Engineering Department. Given the building's close proximity to the Central campus, in principle, the application site would be ideally located in many ways to provide additional student accommodation. However, following a review of the complete application, they comment that the proposed development has the potential to overshadow nearby properties and private gardens and consider that a building of this size, scale and massing would have a detrimental effect on the setting of the Arts Tower and other listed buildings in the area. From the properties on Sumer Street, there is only 35m separation distance to the tallest element of the development and 25m to the shorter element fronting Winter Street;
- Concerned with the wind velocity between the proposed building, Weston Park Library and the Arts Tower. The does have wind speeds particularly during inclement weather. Further microclimate assessments need to be undertaken by appropriate experts to give assurance that the impacts can be managed.
- The height of the building could have an overbearing and overshadowing impact on the public realm improvements being made to the Arts Tower setting.
- As noted in the Planning Statement, Core Strategy Policy CS41 is specific in respect of directing new purpose built accommodation primarily in the city centre and areas directly to the north-west and south of the city centre. The

application site is located some 300m from the city centre as defined on the proposals map of the UDP. Whilst agreeing that the site is ideally located to the University campus, it is unclear how the development performs against the criteria of this policy;

- The building will provide more than 50% of its accommodation in cluster apartments and therefore would be contrary to Part a) of Policy CS41;
- The impact on the townscape, scale and layout of the proposed development is not respected by the development proposals as required by Part c) of the policy;
- The proposed building at such a height does not appear to have been considered from key locations within the city centre such as at West Street and Brook Hill Roundabout. The City Centre Urban Design Compendium (UDC) identified areas in which tall buildings will be considered to be appropriate and while the Brook Hill roundabout/Broad Lane junction is identified as a location for this scale of development, the site falls outside this area;
- The suggestion that the evolution of built form in the area has resulted in an incongruous streetscene with the remaining buildings being out of character and scale with the surrounding area cannot be accepted. The existing retail units on Weston Street are entirely in keeping with the scale of the Public House.
- Planning statement refers to the proposed development being an opportunity for a new gateway building signalling the entrance to the University Quarter of the city. However, it is considered that the proposed development would detract from the dominance of the Arts Tower as the feature within the central campus. It would detract from the Brook Hill roundabout gateway to the University which has received significant investment and is part of the ongoing improvements to the built environment around the Central Campus.
- There is also a concern in respect of the potential for daylight to the surrounding buildings to be diminished. The supporting Daylight Report does not particularly consider the effects of the proposed development on the University buildings and concentrates on the effect on the residential amenity of existing buildings. An assessment should be made of the impact of the development on these other non-residential properties, including the University of Sheffield buildings.

Representations have been received from thirty-nine members of the public, with thirty-eight objecting to the application and one supporting the application, for the following reasons:

Objection

- The loss of the Star and Garter, a community asset is regrettable, which in the past has been a popular and well liked facility for local residents and students;
- The development is not of suitable scale, materiality or appropriate use; Completely inappropriate for a building two thirds the height of the Grade II* Listed Arts Tower and many stories higher than the residential housing and historic buildings immediately adjacent the site;
- The existing windscape around the base of the Arts Tower is already at times very dangerous. Introducing a further tall building is likely to make the situation worse;
- The proposed development will block views to the north of the Grade II* Listed Arts Tower and also block views to the Arts Tower from across the city.
- The Arts Tower is an iconic and well respected piece of architecture sits well on its present campus site and doesn't dominate the smaller building being set well back from them. Views from Weston Park will be dominated by the new block;
- Oversupply of student accommodation across the city. It is not considered that these 'luxury student' accommodation helps to integrate the students into the city with their all-included gyms and cinema etc;
- The development is made without any thought to improving the locality;
- The Weston Street/Winter Street junction is already difficult and dangerous for pedestrians and cyclists to navigate. The existing cycle infrastructure in this area is inadequate for existing numbers of cyclists. The pedestrian crossing facilities are inadequate for existing pedestrians, which is demonstrated by the number of serious and minor accidents in this area involving pedestrians and cyclists;
- The supporting Transport Statement says that most of the 250 residents will make their journeys by foot, cycling or public transport. The development will therefore increase the number of pedestrians and cyclists but makes no attempt to improve cycling and walking infrastructure. The application should only go ahead if the serious deficiencies in transport infrastructure in the area is addressed;
- The dangerous and inadequate crossing of Winter Street would likely to increase the demand for travel by car from the development. The use of taxis or cars by future residents will make the situation worse.
- It is considered that the proposed number of car parking spaces (5 in total) is inadequate to serve the size of the development;
- A significant upgrade to the Winter Street/Weston Street junction is required which should be borne at the expense of the developer;
- There is no dedicated protected cycleway at the disposal for journeys beyond the central campus, with the most direct route from the site to the City Centre via

Brook Hill roundabout, which is very hazardous for and a real deterrent to cycling;

- Despite the claims of the applicant that private car use is expected to be very low, it is asserted that the percentage of car owners resident in the building is likely to be 15% (or 35 cars if the residency is 250 students).
- Antisocial behaviour resulting from the proposed use for student accommodation.
- The proposed 16 storey block will overwhelm residents of the Summer Street flats in terms of light and noise;
- Issues with construction of the building given the limitations of the site and the proposed footprint of the building. Winter Street is already congested particularly in the mornings and carries heavy traffic all day.
- Loss of light;
- It would affect the microclimate of the surrounding area increasing wind around the base of the buildings;
- The development would conflict with Core Strategy Policy CS41 as it would threaten to create an imbalance of house types;
- The overall density of the development is too high. The density threatens to overwhelm the rest of the area, testing the capacity of the neighbourhood;
- The proposed floor to floor heights have been reduced to an unusually low 2.85m. This would prevent the re-use of the building for any other purpose and not a sustainable approach to design;
- Design Issues. The current design does not appear to have any particular aesthetic merit and consider that it would be out of character with the surrounding area. The existing nearby towers are all set back from the pavement, set in landscaping and/or raised on a plinth to soften their impact on the neighbourhood;
- Concerned with the verified views submitted to with the application. Many of the selected views of the building have conveniently placed trees or blocking views of the building. For example, view 16 is a good example where moving the location slightly would have given a view of the building rather than hiding it behind another structure. View 13 also shows carefully chosen perspective and field of view to make it look smaller;
- In terms of the wider cityscape, it is considered that the building would be hugely harmful to the setting and appearance of the Grade II* University Arts Tower and Library. These two buildings are certainly Sheffield's finest Modernist buildings, conceived as a pair in the Golins Melvin Ward Masterplan of the time that represent the first important modernist university building in the UK. It signified Sheffield's ambition at the time and intricately refurbished it remains an icon for the University and City. Completion of the landscaped forecourt together with other public realm improvements by the University will enhance its setting. Unfortunately by its proximity scale and position, the proposed student block will crowd the Tower and Library and directly impact harmfully on the key front view

from Weston Bank, disturbing the clean composition and irreconcilably harming their setting. See the recent University master plan illustration by Fielden Clegg Bradley studios March 2015 'illustrative view' and imagine the proposed building to the rear breaking the fine silhouette of the Arts Tower. The care and attention by the University of its finest architectural buildings both for the City and for its reputation amongst high ranking universities should be respected by refusing the present proposals;

- Creating a facility with so many internal attractions will discourage residents integrating with the local community, failing to make use of local facilities.

Support

- As a member of the management of the neighbouring store (Sainsburys), the development would be a great benefit to the student population, to the store and other local businesses. It would be a modern addition to the area.

PLANNING ASSESSMENT

It is considered that the main issues relevant to this application are as follows:-

- (i) The Principle of Development – Policy and Land Use
- (ii) Highway Issues;
- (iii) Design Issues;
- (iv) Residential Amenity Issues;
- (v) Wind Microclimate Assessment;
- (vi) Noise Issues;
- (vii) Land Quality Issues;
- (viii) Drainage Issues;
- (ix) Air Quality Issues;
- (x) Landscaping Issues;
- (xi) Sustainability Issues;
- (xii) Public Art;
- (xiii) Affordable Housing;
- (xiv) Archaeological Issues;
- (xv) CIL Issues; and
- (xvi) Public Benefits

These are considered in turn below.

(i) Principle of Development - Policy and Land Use

The application site should be assessed against UDP Policies H5 and H10. Also relevant to the application are Core Strategy Policies CS24, CS26, CS27 and CS41.

UDP Policy H5 relates to the provision of flats and shared housing. It details that planning permission will be granted only in instances where a concentration of these

uses would not cause serious nuisance to existing residents, living conditions would be satisfactory for occupants of the accommodation and for their immediate neighbours, and there would be appropriate off-street car parking for the needs for the people living there. UDP Policy H10 relates to development in Housing Areas and lists housing (C3) as the preferred use in these areas.

Core Strategy Policy CS24 seeks to maximise the use of previously developed land for housing and details that priority will be given to the development of previously developed sites.

Core Strategy Policy CS26 relates to the efficient use of Housing Land and Accessibility. The aims of this policy is to ensure the efficient use of land, whilst ensuring that the density of new developments should be in keeping with the character of the area and support the development of sustainable, balanced communities. The density ranges vary across the city with the highest densities steered towards locations within or near the City Centre the lowest in rural areas. In locations that are within or near to the City Centre, where 'near to' is defined as within easy walking distance, 400m to a high frequency bus route or 800m to a Supertram stop, the density of the development should be in the order of at least 70 dwellings per hectare. In terms of this application, the proposal would provide a total of 67 dwellings (38 cluster flats and 29 studio apartments over its 16 floors) at an overall density of 623 dwellings per hectare. Although not located within the city centre, the application site is located within easy walking distance of the city centre as well as being less than 50m to high frequency bus routes along Winter Street and approximately 350m to the University Supertram Stop. The proposed development would therefore accord with Core Strategy Policy CS26(a).

Core Strategy Policy CS41 (a) seeks a broad range of smaller households in the City Centre where no more than half the new homes in larger developments (60 or more dwellings) should consist of a single house type. Part (c) requires purpose built student accommodation to be primarily located in the City Centre and the areas directly to the north-west and south of the city centre. Part (d) of the policy limits the development of HMOs and Purpose Built Student Accommodation where more than 20% of residences within 200m are already in use as shared housing.

In terms of Policy CS41 (a), the make-up of the development of 38 cluster flats and 29 studio flats would mean that over half of the development is a single house type (cluster flats) and therefore would not be in strict accordance with this policy. However, it is not considered that the proposed breakdown of units within the building where cluster flats (57%) would predominate would create unbalance that would be harmful to the wider community. The development is sought to cater for a specialised student market where a greater demand for this type of accommodation is expected than studio and 2-3 bedroomed apartments, and representative of the needs of the University. Although it is acknowledged that the development would not fully conform with Policy CS41(a), to seek a greater range of house types within the building as you would normally expect in say atypical housing development cannot be justified in this instance. It should also be noted that comprising a percentage over 50% of a single 'house type' has been accepted across the city for this type of accommodation including recent developments at Suffolk Road (Laycocks). It is also worth noting that while 57% of the units would be cluster flats, the cluster flats are

divided into two types, one 5-bedroomed and the other 6-bedroomed, by doing so the percentage breakdown of the scheme would be 43% (Studio flats), 46% (6 Bed cluster Flats) and 11% (5 Bed Cluster Flats).

More important in officers' opinion is the whether the development would create imbalance of the community through the concentration of shared housing within the 200m catchment of the site, controlled under Policy CS41 (d). In terms of part (d), the most recent figures show that current shared housing density within 200m of the site is 4%. Although the proposed development would increase this to 16%, the percentage would continue to remain below the 20% threshold set out in the policy. On this basis, the proposal would therefore conform with Policy CS41 (d).

Government guidance is contained in National Planning Policy Framework (NPPF) and Planning Policy Guidance (PPG). Paragraph 49 of National Planning Policy Framework (NPPF) states that housing applications should be considered in the context of the presumption in favour of sustainable development. Although there is no specific reference to purpose built student accommodation (PBSA) in the NPPF, Paragraph 25 of Planning Policy Guidance advises LPAs against limiting the supply of PBSAs and notes that encouraging more dedicated student accommodation may provide low cost housing that takes pressure off the private rented sector and increases the overall housing stock.

Given the above, it is considered that the proposal to develop the site for student accommodation is acceptable in principle and would be in general accordance with UDP Policies H5 and H10 and Core Strategy Policies CS24, CS26 and CS41 and government guidance contained in National Planning Policy Framework (NPPF) and Planning Policy Guidance (PPG).

(ii) Highway Issues

This planning application has been supported by the submission of a Transport Statement for a development proposal comprising 250 student beds and associated facilities, including onsite laundry, common room, gym and library. No commercial space/units are proposed. Bin collection would be via Weston Street. Cycle parking and limited car parking spaces are proposed off Dart Square; 127 secure long-stay cycle spaces for students, 14 short-stay cycle spaces for visitors on Winter Street, 2 standard sized car parking spaces, 3 disabled larger car parking spaces.

The amount of cycle/car parking provision conforms to Council guidelines and is considered adequate for the development. This would essentially be a 'car free' development. The site sits within an existing permit parking scheme. Waiting restrictions are in place along Winter Street, Bolsover Street and Weston Street. Students would not be eligible for permits, which can be controlled by condition. The sustainable location facilitates the car free approach taken. A range of amenities are situated within easy walking/cycling distance. The site is excellently served by public transport. Supertram is a short distance away.

The footways abutting the development site would be widened in some instances by setting the footprint back. Footways would be paved with higher quality material. Some of the online representations have suggested enhanced lighting of the

undercroft car parking and route to the cycle parking off Dart Square, together with CCTV to optimise security. The cycle parking also needs to be secure, all of which can be controlled by condition.

Lastly, representations have been made concerning cycle connectivity between the development site and University Campus on the south side of Bolsover Street, where there's a public (but unadopted) cycle/pedestrian route passing by the side of the Arts Tower and stretching underneath Brook Hill towards the Octagon Centre. Options for improving connectivity are quite limited, owing to the busy nature of Bolsover Street and the generally restricted highway geometry. There is, however, a possibility of improving connectivity from the site for both pedestrians and cyclists, one of which included increasing the width of the existing pedestrian crossing on Bolsover Street and converting it to a Toucan crossing for use by cyclists, which would require the footways either side of the crossing to be widened. This however has been discounted as it would have required a section of the listed walling of the Arts Tower to be removed. Nevertheless, the applicant has agreed to a condition that would allow the Council to enter into arrangements with the developer to explore the possibility of improving cycle and pedestrian connectivity within the catchment of the site that would require a financial contribution in the order of £80,000 to be secured by S106. Although this is wholly desirable to improve cycle connectivity, the failure to provide this would not in officers' opinion to be sufficient grounds to refuse the application.

Except for five parking bays, which would include three disabled bays, the application is essentially a car-free development with no dedicated parking being provided for the future occupants of the building. Although it is acknowledged that concerns have been raised with regard to the lack of parking, it is not considered that the development raises any significant highway concerns that would prejudice highway safety or lead to pressure for on-street parking. The application site is considered to be an ideal location for students, located within easy walking distance of local services along West Street and the University campus and a short distance to high frequency bus routes and the University Supertram stop. Similar to other PBSAs, it is also expected that few if any of the building's occupants would have access to a car, but even those that do, all the neighbouring streets operate a residential parking scheme that restricts on-street parking to those only with a residential parking permit. Moreover, the supporting Travel Statement details that as a condition of taking up residence within the building, tenants will not be able to secure a residential car permit, thereby ensuring students with access to a car would be deterred from selecting the building as a choice of residence. To secure this, it is recommended that the permission include the standard car-free development condition.

The proposal includes cycle parking for a total of 141 cycles (127 secure long-stay cycle spaces for students, 14 short-stay cycle spaces for visitors). This level of cycle parking is considered to be adequate to meet the likely demands of the development.

Due to the restricted size of the site, it is recommended that a construction methodology statement be provided that includes details of construction vehicles and the site compound so that the construction phase does not result in any undue

congestion and impede the free flow of traffic on adjacent roads.

From a highway perspective, subject to the imposition of conditions, the scheme is considered to be acceptable.

(iii) Design Issues

UDP Policy H14 relates to conditions on development in Housing Areas. It details at Part (a) that new buildings and extensions are well designed and would be in scale and character with neighbouring buildings.

UDP Policy BE5 seeks to ensure good design and the use of good quality materials in all new and refurbished buildings and extensions. The principles that should be followed include encouraging original architecture where this does not detract from the scale, form and style of surrounding buildings, the use of special architectural treatment be given to corner sites and that designs should take advantage of the site's natural features.

UDP Policy BE19 relates to development affecting listed buildings. Under this policy, it details that proposals for development within the curtilage of a building or affecting its setting will be expected to preserve the character and appearance of the building and its setting.

Core Strategy Policy CS74 sets out the design principles that would be expected in all new developments. It details that high quality development should respect and take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods. At Part (c) it includes the townscape character of neighbourhoods with their associated scale, layout and built form, building styles and materials.

Core Strategy CS76 defines a tall building as any building that is substantially higher than its context or one that will shape the city's skyline. Elegantly designed and appropriately sited tall buildings can create landmark structures in areas of strategic importance.

In terms of planning legislation, Section 66 (1) of The Planning (Listed Buildings and Conservation Areas) Act 1990 is relevant. Here, it states that 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

National planning guidance is contained in National Planning Policy Framework (NPPF). Proposal affecting heritage assets are contained within Paragraphs 128-134 (inclusive) Paragraph 128 details that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. Paragraph 132 details that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should

be. It goes on to say that significance can be harmed or lost through alteration of the heritage asset or development within its setting.

The application has been subject to protracted negotiations as part of the pre-application submission and during the course of this full detailed scheme. The resultant affect is a building that officers consider to be of a very high design quality that would sit comfortably within the context of the site and would not detract from the setting of the Grade II* Listed Arts Tower, Grade II* Listed Weston Bank Library and Weston Heritage Park, both key considerations in the assessment of the application. A full design assessment of the proposal is set out below.

The submitted scheme is for a 16-storey building that would sit on the site of the former public house building and grounds and hot food takeaway. The proposed building would comprise a higher storey element comprising 16 storeys fronting Winter Street and a lower section comprising 5 storeys fronting Dart Square. The building façade would be predominantly grey facing brick, dark grey cladding panels and glazing.

Site Context

In general terms the development of purpose built student accommodation seems appropriate in this location, given its proximity to the main University of Sheffield campus. Although the site is relatively small it is located on a significant transport corridor and route out of the city centre to surrounding residential areas.

Winter Street is notable for the significant change in scale and form between the University campus and relatively modest, maisonette blocks to the north. The latter provide a poorly defined edge to the street having been aligned roughly at right angles to the main road with large expanses of open space, of indifferent quality, to the road frontage. This weak edge allows the space to 'leak' away and give the impression that this is very much the 'back' of the University campus. The north side of the road would therefore benefit from a stronger definition and a better balance between the two sides.

This site specifically sits opposite a large open area associated with the geography and planning building. Development of the site with an addition of a larger scale would help to close down what is currently a weak area of frontage on the southern side of the street.

Scale and massing

This part of the city lies beyond the area covered by the City Centre Urban Design Compendium, and has, therefore, not benefitted from an assessment and guidance in relation to its suitability as a location for tall buildings. It should be noted however, that there are already a number of tall buildings within close vicinity – notably the Arts Tower and social housing blocks further down the hill at the road junction. The site sits just beyond the city centre boundary on high ground and would be associated with other buildings of scale. All of which support the general case for scale on the site.

The design incorporates a 16 storey element fronting Winter Street and a 5 storey lower wing adjacent Dart Square. The former establishes a relationship with the main road corridor, University buildings and Weston Park, while the latter steps down to provide a transition with more modest neighbouring buildings. The massing is considered appropriate as it establishes two distinct elements that relate to their specific context. The proportions of the tower are viewed positively, establishing a definite point block that responds to the other towers within the context. A shorter structure would produce a slab-like form that would be at odds with its neighbours and, consequently, assume a greater degree of visual dominance.

Architectural Approach

The tower has a clear tripartite arrangement – a definite top middle and bottom, which is advocated for all tall buildings.

The ground floor has a greater floor to ceiling height than those above which increases as the external ground level drops away down the slope. This combined with full height glazing establishes a strong presence on the street. The positioning of communal facilities at this location providing a degree of activity and animation. This is balanced by inclusion of a loggia-style parapet, giving the building a definite top and the additional benefit of screening plant.

The expression of the structural grid at alternate floor levels provides a strong rationale for the regular fenestration and establishes a very definite motif that both sets the character of the building and unites the two wings. The choice to highlight every other floor stretches the grid. This helps to emphasise the verticality of the building – a point rather than a slab block.

The Sheffield Sustainable Development and Design Panel encouraged the design team to produce a building that adopted a confident and individual architectural language in the same manner as neighbouring University buildings. The adoption of the grid and proposed materials achieves this in a manner that is considered to be a positive addition to the cityscape.

A key consideration has been the relationship with neighbouring heritage assets, notably the Arts Tower and Western Bank Library (Grade II*), and the former Winter Street Hospital (Grade II). In considering the proposed development, the impact on the listed buildings must be given due consideration as the significance of a heritage asset can be harmed by development within its setting. As the Arts Tower and Western Bank Library are listed at Grade II* they are among some of the most significant listed buildings nationally.

Impact on the neighbouring listed buildings has been a concern at both the pre-application and application stages. The proposals were modelled within the Council digital city model from the start to enable an accurate assessment to be made. The Sustainable Development and Design Panel was initially concerned about the height of the proposed tower in relation to the height of the Arts Tower and requested that verified modelling was undertaken to assess the relationship between the two. This has been done together with the production of a physical model of the surrounding townscape and a series of verified views/photomontages, the last two considered to

be particularly helpful to help understand the context of the development and the architectural modelling of the building.

While the difference in storeys between the Arts Tower and the proposals appear slight, in reality the floor-to-floor heights of the former are far more generous than the contemporary residential dimensions of the proposed building. As a consequence, the proposed building is considerably shorter than its illustrious neighbour. Even taking into consideration the higher ground on which the proposals sit, the building will be noticeably more diminutive than the Arts Tower and in the vast majority of views be read as subservient.

A substantial element of the Arts Tower's significance is that it stands sentinel-like as a beacon to learning, commanding the plaza to its south. Significant harm would be caused in clustering buildings within this immediate context as the tower would no longer be read as a dramatic single object. However, the proposed building is some distance away and is not considered to interfere within the immediate setting that would be harmful. The verified views indicate that it will not be seen in the crucial view of the plaza from Weston Bank.

The two towers will inevitably be read together in some views from Weston Park. Again it is believed that there is sufficient distance between the two to allow the Arts Tower breathing space and be read as the dominant building. The presence of the building is not judged to have an adverse impact on the heritage park itself as it will appear as one of a number of large buildings within the environs.

The main impact is likely to be on the approach to the site along Winter Street. In these views the proposed building will be seen in the foreground and so be a dominant element in the townscape.

The proposal will be visible in views from the former Winter Street hospital. But again it is not an immediate neighbour and the Dart Square wing provides a degree of transition between the two. From certain points the proposed building would be seen in the same context as the listed former hospital but these views will also contain a number of existing buildings, including the Arts Tower.

It has been suggested that the proposals adopt a similar language and palette of materials to the Arts Tower as a sympathetic response. Such an approach is regarded as artificial and potentially harmful. The Arts Tower is intended to stand apart from other buildings, an effect that would be undermined by suggesting an association with another building which, by virtue of its different form and function would adopt very different proportions and detailing. The proposals need to be read as distinct through the adoption of a confident, individual design approach.

Because of the nature of the proposal, Historic England has been consulted. The outcome is reported below:

Historic England

Historic England has made three representations on the application, the first submitted on the 20th September 2016, the second on the 1 December 2016 and the

third submitted on the 14 December 2016. The letter of the 14 December 2016 forms Historic England's final response to the application and is summarised below:-

As set out in their previous response, the site lies within the setting of a number of Listed buildings, the Grade II Registered Weston Park, the Mappin Art Gallery, Grade II* listed and the Library and Arts Tower, also Grade II* listed. The latter lies immediately south of the application site and at 22 storeys in height, the Arts Tower is the most dominant of the aforementioned designated heritage assets. Historic England state that the Arts Tower is significant as an architectural idiom and an example of post-war modernist architecture in the International Style. It is also the best surviving example in Britain of this type of important monolithic tower and is believed to have been influenced by the Seagram Building in New York by Mies Van de Rohe. The result is a significant landmark building which makes an important contribution to Sheffield's cityscape and a beacon for the University.

Historic England welcome the additional documentation submitted in response to their initial response, which includes a verified views analysis. Historic England considers that the detailed assessment identifies the range of potential views across the city and the dynamic views within the vicinity of the application site. They also acknowledge that despite the elevated position of the application site and the number of storeys proposed, the views analysis demonstrates the Arts Tower will remain a prominent building in views across the city scape. Further to their advice, they welcome the comprehensive visual assessment using CGI's identifying viewpoints (Verified Views, Accurate Visual Representation (AVR)) across the city and local townscape taking into account the wider setting of the Arts Tower and adjacent designated heritage assets. They also note the number of amendments undertaken to the design, which includes a nominal reduction in height and the rationalisation of fenestration on east and south elevations.

The most notable view of the Library and Arts Tower is across Weston Park which emphasises the important of the buildings in an Arcadian setting. There are also significant views from the Arts Tower Plaza to the south of the listed building, along Winter Street across the application site and also from the east where the tower rises above the gradient of Bolsover Street. The verified views identified across Weston Street illustrate that in some locations glimpses of the proposed development will be possible particularly during the winter months. However, Historic England state that they are more comfortable with the relationship between the two buildings and consider that the building will sit alongside the Library and the Arts Tower rather than compete with the Grade II* Listed building. It is noticeable that there is some distant between the two sites and a sufficient extent of sky will remain allowing the pure form of the Arts Tower and its commanding position to still be appreciated. Based on the additional information therefore, no objections are raised to the scheme.

A site visit was undertaken to further assess the impact of the proposed development on short range views of the Arts Tower along Winter Street as demonstrated by Views 8 and 9 of the Verified Views Analysis. While it is acknowledged that there will be some impact of the proposed tower on views of the Arts Tower along the north side of Winter Street, as the perspective in this location results in the proposed building appearing taller than the Arts Tower this is a dynamic view of the building but will not obscure or screen the Arts Tower in this

location. The harm is considered to be minor and should be weighed against the public benefits of the scheme as set out in Paragraph 134 of NPPF.

In summary, Historic England consider there to be a significant difference in height and design approach between the proposed building and the Arts Tower. The two sites are sufficiently distant to preserve an appropriate clear zone around the Arts Tower and Library. The only views in which the new building will have a significant impact are those seen when approached from the west in which it will appear in the foreground, and these are considered acceptable. In longer city views the proposed building will be seen as one of a number of tall buildings clustered in this part of the city within which the Arts Tower will remain appreciably pre-eminent and larger. Overall, Historic England considers that the proposal is not judged to unduly harm the setting of the heritage assets and is fully supported from an urban design perspective.

The controversy surrounding this application is acknowledged, which is largely expected given the location of the site in relation to the Arts Tower. However, a great deal of work has been undertaken to ensure that it is a high quality proposal in the right location, which will have positive impact on the townscape and not harm the City's cherished heritage assets.

Based on the above, officers remain satisfied that the proposed building is an appropriate response to the site. While it is acknowledged that the building would be seen in context with the Grade II* Listed Arts Tower, verified views together with a 3D Context Model (that will be available for viewing at the Committee) clearly shows that the building would not diminish key views taken of the Arts Tower that would result in any significant harm to its setting. Protracted negotiations have led to a scheme that is considered to be of a very high design quality that would sit comfortably alongside the Arts Tower. Revisions secured through the course of the application recommended by both officers and Historic England has brought about significant improvements to the building. As a result of this, Historic England has lifted their initial objection to the scheme and are in agreement with officers in terms of its architectural response, and limited impact on the setting of the neighbouring Grade II* Listed buildings, citing that any harm is minor and should be weighed against the public benefits of the scheme as set out in Paragraph 134 of NPPF. On this last point, an assessment of public benefit is set out at (xvi) below.

For the reasons set out above, it is considered that UDP Policies BE5, BE19, H14 and Core Strategy CS74 would be met.

(iv) Residential Amenity Issues

UDP Policy H14 sets out conditions that new development is required to satisfy in Housing Areas. Policy H14 (c) requires that the site should not be over-developed or deprive residents of light, privacy, or cause serious loss of existing garden space which would harm the character of the neighbourhood.

It is considered that the residential properties most affected by the development are located to the east of the site on Summer Street. These properties are situated beyond the adjoining commercial block, some 20m from the nearest part of the site

and contained within two 4-storey apartments blocks that extend lengthways (east-west orientation) to the application site. Apart of these residential properties, no other properties are considered to be affected by the proposal, with the next closest neighbouring residential properties to the site situated some 65m away. It is considered that this distance is sufficient to prevent any problems of overshadowing, overlooking or loss of outlook from the development.

In terms of these two residential blocks, from officer's site visit it was noted that neither of the two blocks have any main windows within their side gable walls. Between the two blocks is an approximate 20m wide 'communal' grassed area that is open to the street with no wall or fence enclosures along either its eastern and western boundaries.

During the pre-application discussions, officers were keen to ensure that the living conditions of these properties would not be unduly harmed by the development from unacceptable loss of privacy and/or overshadowing. In terms of overlooking, officers remain satisfied that any overlooking would be minimal and not such that would be detrimental to their residential amenity. In coming to this view, officers have had regard to the north-south facing orientation of these two neighbouring blocks, where their outlook is primarily onto the central grassed area and away from the proposed building, the fact that the building would stand behind an existing group of commercial buildings and a separation distance of over 40m would be maintained between the nearest habitable window of the building to the approximate mid-point of the central grassed area. Also, officers have given significant weight to the fact that views from the building would be mostly taken across the top of these properties and moreover, where views are taken, these would be mostly limited to the two blocks central grassed area that is open to the street. From officers' site visit, it was noted that this space is not an area where residents are likely to spend any length of time, or indeed a space that would require significant amount of protection from neighbouring development. It is therefore considered that overlooking resulting from the development would be within acceptable privacy tolerances.

In terms of overshadowing, the applicant commissioned Malcolm Hollis LLP to undertake a Daylight, Sunlight and Overshadowing Assessment in order to determine the impact that the proposed building would have upon daylight, sunlight and overshadowing on neighbouring properties during two periods of the year (21 March and 21 June). The accompanying report details that the calculations have been undertaken in accordance with British Research Establishment (BRE) 'Site Layout Planning for Daylight and Sunlight – A Guide to Good Practice 2011 and British Standard 8206 -2:2008 'lighting for Buildings – Part 2: Code of Practice for Daylighting. The well-established dates

An assessment was made with regard to the two nearest properties to the site, these being 9 and 37 Summer Street, and with regard to overshadowing specifically, Weston Street, Bolsover Street and Winter Street. The report details that, of the six windows tested on both properties, all will continue to meet the target values set out in the BRE guidelines in respect of daylight and sunlight. With regard to overshadowing, all but one of the amenity areas would remain adequately sunlit throughout the year with at least 50% of the amenity areas receiving at least two hours on 21 March. The report notes that the amenity area of 9 Summer Street

would be less than 50%, but this would only be reduced to just below 42%, a figure that the author of the report suggests would not be materially noticeable given the target criteria is 50%. The results taken for 21 June show that all the areas tested for overshadowing will receive sunlight well in excess of the BRE target criteria.

For the reasons set out above, officers remain satisfied that the proposed development would accord with UDP Policy H14 (c) and not result in any significant disamenity to neighbouring properties with no significant loss of privacy, overshadowing or loss of outlook. Although it is accepted that the development would result in some overshadowing of neighbouring properties, the extent of which is not considered to be significant that would harm amenity.

(v) Wind Microclimate Assessment

The applicant commissioned RWDI Consulting Engineers and Scientists to undertake a qualitative assessment of the likely wind conditions around the proposed building. The qualitative assessment sets out the overall methodology using a standard criteria (known as the *Lawson Comfort Criteria*) to describe the expected on-site wind conditions. The assessment is based upon analysis of meteorological conditions for Sheffield, adjusted to the site, and a review of the scheme drawings in the context of the meteorological data.

It is not the scope of the report to go into the technical details of the report, but in short, the assessment of wind conditions requires a standard against which the measurements can be compared. The criteria defines the reaction of an average pedestrian to the wind, described within the report, which details that if the measured wind conditions exceed the threshold wind speed for more than 5% of the time, then the conditions are deemed as unacceptable for the stated pedestrian activity.

The assessment shows that the Arts Tower is not influenced by the proposed development. The proposed development is located in a non-prevailing wind direction in relation to the Arts Tower. The prevailing winds originate from the western sector and these winds will interact locally with the proposed development as reported. Due to the distance and the relative position of the proposed development from the Arts Tower these winds will not interact with the existing conditions that already exist around the Arts Tower. In terms of the building itself, the report details that the ground level wind microclimate is expected to be acceptable for the intended pedestrian use of the site with wind conditions sitting to strolling during the windiest season with no expected occurrences of strong winds.

Officers are satisfied with the findings of the report and do not consider that the proposed building would materially change the microclimate of the immediate area around the site that would be harmful to pedestrian or highway safety.

(vi) Noise Issues

The application has submitted an updated Noise Assessment Report (Ove Arup & Partners Ltd) to address concerns raised by Environmental Protection Services (EPS). This updated report sets out that a detailed a baseline noise survey was conducted to establish the prevailing ambient noise climate within the vicinity of the

new development and at the nearest residential properties. The report assesses the influence of existing noise sources in the surrounding area, on the building design and the control of potential impacts from noise generated by the development on the surrounding area. The prevailing noise climate surrounding the site is from road traffic noise from the local road network, which includes frequent bus movements with the nearest noise sensitive receptors identified as dwellinghouses on Summer Street, Bolsover Street and St George Community Health Centre on Winter Street.

The report details that a scheme of sound insulation works has been developed capable of achieving internal ambient noise level criteria as recommended by the Environmental Protection Service (EPS). The scheme takes account of faced orientations, proximity to external source of noise and includes specification of the sound insulation performance of glazed elements within the faced and acoustically attenuated ventilators and ducted connections to atmosphere.

The amended report satisfactorily resolves the vast majority of EPS concerns. EPS are satisfied that the site has been adequately characterised in terms of environmental noise levels, and the recommendations made in respect of a scheme of sound insulation and ventilation provisions is considered to be suitably robust that would prevent the future occupants being subject to unacceptable noise levels that would be harmful to their living conditions.

(vii) Land Quality Issues

There is an historic landfill site recorded at around 200m distance (Crookes Valley Open Space). Otherwise there are no noted current or historical potentially contaminative uses influencing the site on the Council's GIS records. However, the scale and nature of the development will necessitate geotechnical investigations, and therefore some geo-environmental assessment would be prudent in conjunction with this. There is also risk to environmental receptors to be considered. It is recommended therefore that the usual suite of ground contamination conditions be attached to any planning approval to ensure that subsequent reporting is complete and to current standards.

The application does not fall within the defined Development High Risk Area for former mining activities. In accordance with the agreed approach to assessing coal mining risks as part of the development management process, the Coal Authority advises that their Standing Advice be included as an informative note on the Decision Notice.

(viii) Drainage Issues

The site is presently made up of part developed and part undeveloped land however the site is small and therefore the 2.3 l/sec is considered to be acceptable as a discharge rate offsite. As the site is in close proximity to other development infiltration is deemed too high a risk to surrounding buildings.

The Council's Drainage Section has recommended the scheme should include a SUDS management scheme, which could include green/blue roof which could have enhanced storage with shallow geocellular crates and shallow surface storage within

courtyards. They also recommend that surface water discharge be reduced by 30% compared to the existing peak flow, or if not known, a discharge rate of 5 litres per second per hectare should be demonstrated. These suggested requirements and surface water discharge rates can be appropriately secured by planning condition.

(ix) Air Quality Issues;

The applicant commissioned Waterman Infrastructure & Environment Limited to carry out an Air Quality Assessment of the proposed scheme. The report sets out a qualitative assessment of the potential impacts of the development during demolition and construction, from dust nuisance and construction plant/vehicles, and recommends mitigation measures. The report details that a qualitative assessment of dust effects during the demolition and construction showed that any likely residual impacts and effects to fugitive emissions would be negligible. It also details that any emissions from demolition and construction traffic and equipment and machinery operating on the site would be small and would not significantly affect air quality. This was also found to be the case with regard to construction of vehicles entering and leaving the site during the construction period would also be negligible. As recommended within the report, a Dust Management Plan (DMP) detailing the dust mitigation measures and controls, responsibilities and any proposed monitoring should be submitted for approval prior to commencement of work on site.

The Council's Air Quality Officer has inspected the report and is satisfied with its findings and recommendations. The mitigation measures together with the submission of a DMP should be conditioned. A further condition should also be attached that requires any inlet into the building by mechanical means should be drawn from facades away from Winter Street and Weston Street.

(x) Landscaping Issues

The proposed development includes a roof garden/terrace above the lower section of the building. The general landscaping details of this roof garden terrace are set out on Drawing No. PL (00) 49, which shows grassed areas, stone/brick sets and the planting of a minimum of 18 trees, majority of these trees would be planted along the edge of the roof fronting Dart Square. It is considered that the details are acceptable in principle and would create an attractive space for the future residents of the building, whilst providing an attractive soft landscaping feature to the building when viewed from the adjacent highways. No details have been provided in terms of the plant species or the proposed palette of materials. It is recommended therefore that a condition be secured these details for subsequent approval.

(xi) Sustainability Issues

Core Strategy Policy CS64 seeks that all new buildings must be designed to reduce emissions of greenhouse gases and function in a changing climate. New development will be required to achieve a high standard of energy efficiency, make the best use of solar energy and passive heating and cooling. Also relevant is Policy CS65 (part a), which requires that significant development, unless shown not to be feasible and viable to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

The application was accompanied by Sustainability Statement by ARUP. This Statement details that the development will surpass the Building Regulations 2013 Part L emissions rate with the design adopting a 'fabric first' approach with particular focus on the thermal efficiency of the building. Passive design measures will be used to reduce the heating, cooling, mechanical ventilation, lighting loads and energy consumption for the building. These will include high standard of air tightness to limit the heat loss across the building, high standards of insulation and non-fixed window openings and natural daylight to all rooms. The Statement also details that the building will deliver a minimum of 10% of the predicted energy needs from low and zero carbon (LC) technologies. The technology proposed for the building is likely to be through either air source heat pumps or a CHP (Combined Heat and Power) unit, although there is scope to connect to Sheffield's District Heating System subject to finalising sufficient capacity, which will be carried out during the detailed design stage.

Guideline GAH1 in the Climate Change and Design SPD requires a green roof unless not viable or compatible with other design considerations. With regard to this, the Statement details that there is a possibility of utilising a meadow mix within a sedum roof and will be positively explored.

The requirements of the two policies and the use of a sedum roof, if viable can be adequately secured through planning condition.

(xi) Public Art

Policy BE12 of the UDP encourages the provision of public art in places which can be readily seen by the public as an integral part of the design of major development schemes. It is considered appropriate that there should be on site provision as a part of any final scheme. The applicant is agreeable to this and has entered into discussions with the Council's Public Arts Officer with regard to the scope of the works. This can be suitably secured by condition.

(xii) Local Employment Opportunities

The Council's Lifelong Learning Service seeks to establish links with developers, to enhance training and learning opportunities for local people. Discussions held between the applicant and officers have resulted in an Employment and Skills (E&S) Strategy being submitted and accepted by the Service. Subject to planning permission, the detailed E&S implementation plan is expected upon the applicant's appointment of their construction contractor.

(xiii) Affordable Housing

Core Strategy Policy CS40 expects developers of housing developments in all parts of the city to contribute to the provision of affordable housing from all new housing developments where practicable and financially viable. The implementation of this policy is achieved through the CIL and Planning Obligations Supplementary Planning Document (December 2015).

Although the supporting text to this policy states that the requirement applies to all areas in order to help deliver the required number of affordable homes across the city, the site is situated in an area of the city (City Centre) where no affordable housing contribution is required.

(xiv) Archaeological Issues

An Archaeological Desk Based Assessment carried out by MAP Archaeological Practice has confirmed that there are no archaeological sites recorded on the proposed site and that there is low potential for the survival for archaeological deposits due to land removal during the 19th Century.

(xv) Community Infrastructure Levy (CIL)

Since July 2015, the Council has adopted a new approach to planning obligations and developer contributions, known as Community Infrastructure Levy (CIL). CIL is now the main mechanism to seek pooled developer contributions to help meet the city's strategic infrastructure needs such as education provision and open space/public realm projects. Section 106 Planning Obligations will continue to apply for the delivery of affordable housing and in respect of providing school infrastructure provision required to make major residential development sustainable.

The development is CIL liable, where a contribution of £50 per sqm will be sought. A reduction may however be made to the overall contribution if it can be demonstrated that the site's existing building has been in lawful use for a continuous period of at least six months within the period of three years from the date of submission. The applicant has signed the relevant CIL form, where the proposed net additional chargeable area would be 7,132 square metres.

(xvi) Public Benefits

Paragraph 134 of the NPPF 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', bearing in mind the considerable importance and weight that should be given to s.66 (1) of The Planning (Listed Buildings and Conservation Areas) Act 1990.

As set out above, Historic England, whilst not objecting to the application have concluded that the proposal would constitute minor harm in respect of a short range view of the Arts Tower along the north side of Winter Street. Although accepting that this is a dynamic view and that the proposed building would not obscure or screen the Grade II* Listed building, they recommend that this harm should be weighed up against the public benefits of the scheme in accordance with Paragraph 134 of the NPPF.

On account of this, the applicant's agent has submitted a short statement setting out the economic, social and environmental benefits of the proposed scheme in line with Paragraph 7 of the NPPF. These benefits include the following:-

Economic

- An increase in student numbers will generate additional expenditure and therefore revenue for local businesses;
- As set out in the Employment & Skills Strategy document which accompanied the application, the applicants intend to work with the Council's Investment Support Officer to encourage contractors delivering the development to provide work experience positions, apprenticeships and construction jobs to local people;
- The site is currently vacant. In returning the site to active use, the proposed development will provide significant employment during construction and further long term employment opportunities post construction/occupation;
- The provision of additional student accommodation close to campus will allow Sheffield University to offer potential students a better 'student experience' and allow them to better compete with other universities nationally.

Social

- The student accommodation will be operated by a management company with on-site staff. This will allow effective response to any issues raised by neighbours. This is in contrast to students living independently in market accommodation which is not often regulated or managed.
- The applicant will enter into a Section 106 Legal Agreement to provide a significant financial contribution to be used by Sheffield City Council for the improvement of cycle connectivity between the development site and the University main campus.

Environmental

- The development will replace two redundant buildings and derelict land, returning the site to active use and resulting in improvements to the streetscape on Winter Street.
- As set out in the accompanying Transport Statement prepared by ECS Transport Planning Ltd, it is expected that the vast majority of journeys by the building's future occupants would be on foot or by bicycle.

Officers are satisfied that the proposed development would bring about economic, social and environment benefits as set out above. Some provide more public benefit than others, but of these, it is considered that the proposal to return the site to active use and the opportunity to improve cycle connectivity within the surrounding area would be of significant benefit, which weight should be given. It is considered therefore that the public benefits of the proposal would outweigh the minor 'less than substantial harm' identified in relation to the Grade II* Listed Arts Tower.

CONCLUSION AND RECOMMENDATION

Full planning permission is being sought to demolish the Star and Garter Public House and adjoining vacant fast food outlet (Happy House) and erect a 250-bed 16 storey student block comprising 38 cluster flats and 29 studio apartments.

It is considered that the proposal to develop the site for student accommodation is acceptable in principle. Although not situated in the city centre, Core Strategy Policy CS26 allows for a higher density (at least 70 dwellinghouses per hectare) for sites that are located near to city centre. Officers accept that the make-up of the development of 38 cluster flats and 29 studio flats would mean over half of the development is a single house type. However, the proposed building is to house students only, and is not a typical housing development where a spread of different housing types should be sought under Policy CS41 (a). More important in officers' opinion is to whether the development would create imbalance of the community. With regard to this, it has been identified that the proposed development, whilst increasing the amount of shared housing from 4% to 16% within the specified 200m catchment of the site, would not conflict with Policy CS41 (d), which seeks to limit purpose-built student accommodation and HMOs to no more than 20% of residences.

Except for parking for 5 vehicles, the application is essentially a car-free development with no dedicated parking being provided for the future occupants of the building. The application site is considered to be an ideal location for students, located within easy walking distance of local services along West Street and the University campus and a short distance to high frequency bus routes and the University Supertram stop. Although it is acknowledged that concerns have been raised that the development would put pressure on existing car parking in the vicinity of the site, not unlike other student schemes, it is considered that demand would be very low and not such that would lead to pressure for on-street parking that would prejudice highway safety. The applicant has also agreed to enter into a legal agreement that would secure a financial contribution in the order of £80,000 for pedestrian and cycle improvements around the site.

Many of the objectors have raised concerns with regard to the affect that the development will have on the setting of the Grade II* Listed Arts Tower. Officers themselves also accept that some views of the Arts Tower would be affected, particularly when approaching the site from the north along Winter Street. However, officers remain confident that the proposed building is an appropriate response to the site, and would not detract from the setting of the Grade II* Listed Arts Tower or Library. This is borne out from verified views and the supporting 3D Context Model accompanying the application that shows that the building in officers' opinion would not compete with or detract from the setting of the neighbouring landmark building. It is also of note that in response to further information submitted by the applicant to address their concerns over design and setting, Historic England have lifted their initial objection to the application and confirmed that they are comfortable with the relationship between the proposed building and the neighbouring Grade II* Listed Library and the Arts Tower.

It is also considered that the proposed development would not result in any significant disamenity to neighbouring properties with no significant loss of privacy,

overshadowing or loss of outlook. The properties most affected by the development in officers' opinion are located within two blocks to the east of the site. These two blocks are orientated away from the building and have their main outlook onto the central and open grassed area. Given this and the fact that a distance of some 40m would be maintained between the nearest habitable window of the building to the approximate mid-point of the central grassed area, it is considered that the proposal would not lead to any significant loss of privacy. A Daylight, Sunlight and Overshadowing Assessment showed that neighbouring properties would not be unduly harmed from any significantly overshadowing, and where there would be overshadowing, the extent of which would not be harmful to residential amenity.

For the reasons set out in the report and taking into account all other material considerations, it is considered that the proposal to erect a 16 storey student block on the site of the former Star and Garter Public House is acceptable and would be in general accordance with UDP Policies H10, H14, BE5, BE12 and BE19, Core Strategy Policies CS26, CS40, CS41, CS64, CS74 and CS76 and government guidance contained in National Planning Policy Framework (NPPF).

It is therefore recommended that planning permission be granted subject to the conditions listed.

Case Number	16/00271/FUL
Application Type	Full Planning Application
Proposal	Application to remove requirement for landscaping works (Application under Section 73 to vary condition No. 12 (landscaping works) as imposed by planning permission No. 11/01912/FUL - Continuation of use of ground floor of building as a shop (Use Class A1), removal of front stalls, provision of new shop front and alterations to first and second floors to form a house in multiple occupation for 18 people with associated car parking accommodation and amenity space)
Location	290 - 308 Pitsmoor Road Sheffield S3 9AW
Date Received	25/01/2016
Team	West and North
Applicant/Agent	Space Studio
Recommendation	Grant Conditionally

Time limit for Commencement of Development

1. The development shall be begun not later than the expiration of three years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act.

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the following approved documents;
 - Drawing A11-126-01 Revision A (Site Location Plans)
 - Drawing A11-126-02 Revision A (Site Location Plans)
 - Drawing A11-126-03 (Existing Plans and Elevations)
 - Drawing A11-126-04 Revision A (Proposed Plans)
 - Drawing A11-126-05 Revision A (Proposed Elevations)

received on the 15 June 2011 and 1 August 2011 from Space Studio.

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

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

3. Within 4 months from the date of this decision, a scheme of reprofiling/resurfacing works removing trip hazards from the rear car park shall have been implemented in accordance with details that shall have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of pedestrian safety.

4. Within 4 months of planning permission being granted, a waste management strategy for the shop shall have been submitted to and approved in writing by the Local Planning Authority. The approved waste management strategy shall thereafter be operated for the lifetime of the shop with any modifications/improvements first being submitted to and approved in writing by the Local Planning Authority.

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

5. Before work on site is commenced, details of a suitable means of site enclosure shall be submitted to and approved in writing by the Local Planning Authority and the dwellinghouse shall not be used unless such means of site enclosure has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

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

9. 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 have first been submitted to and approved by the Local Planning Authority, and once installed such plant or equipment should not be altered without prior approval of the Local Planning Authority.

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

10. Unless it can be shown not to be feasible and viable, a report shall have been submitted to and approved in writing identifying how the following will be provided:

- A minimum of 10% of the predicted energy needs of the completed development being obtained from decentralised and renewable or low carbon energy.

Reason: In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS65.

11. The access arrangements and facilities for people with disabilities as detailed in the Design and Access Statement and approved drawings shall be provided within 4 months from the date of this decision. Thereafter such access and facilities shall be retained.

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

Other Compliance Conditions

6. No movement, sorting or removal of waste bottles, materials or other articles, nor movement of skips or bins shall be carried on outside the building within the site of the development between 2300 hours and 0700 hours Monday to Saturday and between 2300 hours and 0900 hours on Sundays and Public Holidays.

Reason: In the interests of protecting the amenities of future occupiers of the flats from noise disturbance.

7. No deliveries to the building shall be carried out between the hours of 2300 to 0700 hours Monday to Saturday and 2300 hours to 0900 hours Sundays and Public Holidays.

Reason: In the interests of protecting the amenities of future occupiers of the flats from noise disturbance.

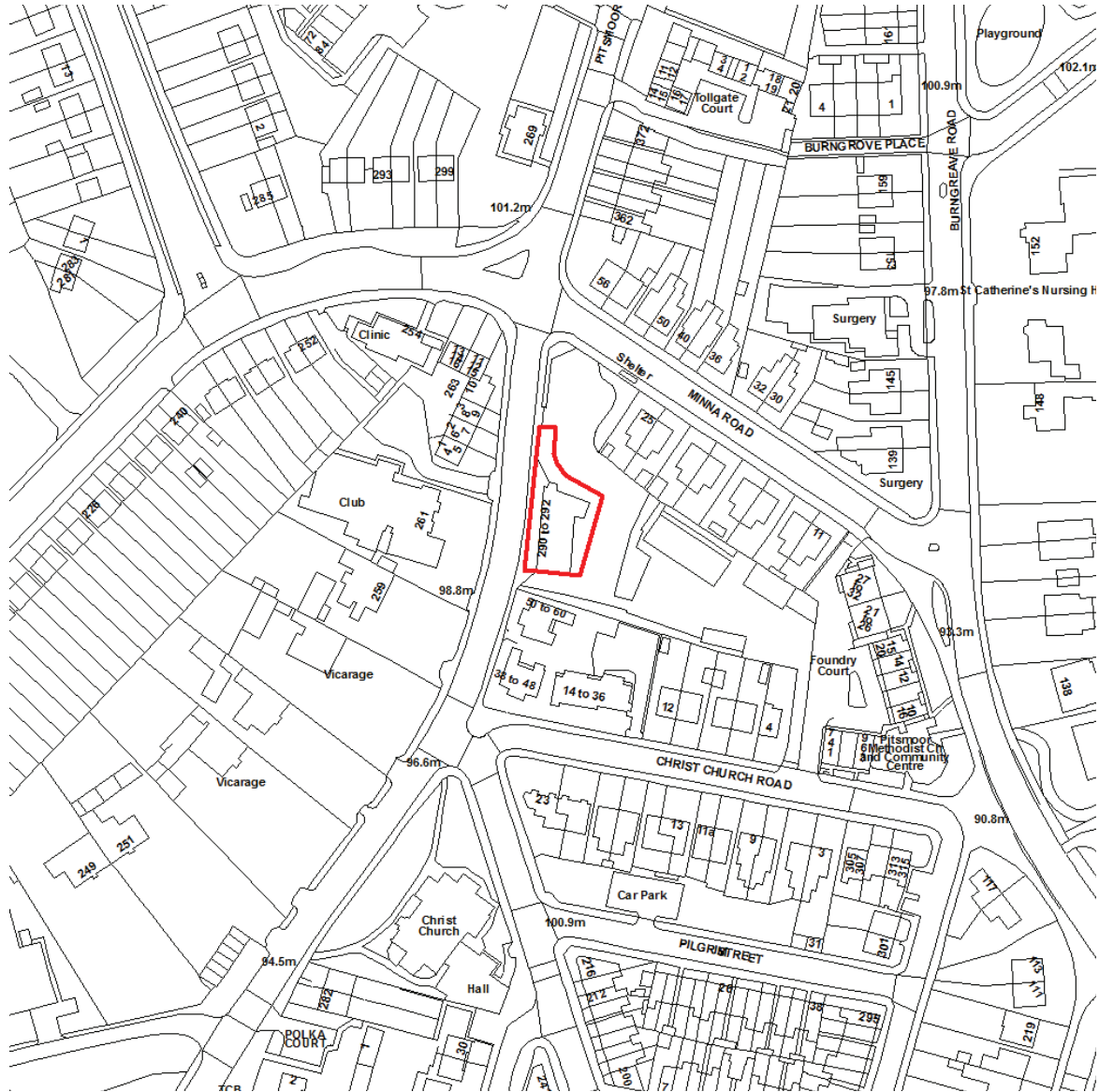
8. The retail use hereby permitted shall only be permitted to trade between the hours of 0800 and 2100 on all days.

Reason: In the interests of protecting the amenities of future occupiers of the flats from noise disturbance.

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

Site Location



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INTRODUCTION

The application relates to a three storey detached building that is situated along the eastern side of Pitsmoor Road. Retrospective planning permission was granted in August 2011, under planning No. 11/01912/FUL to change the use of the building from B1 office to ground floor convenience store (A1) and two upper floor 9 persons Houses in Multiple Occupation (HMO) (sui generis).

The red-line boundary of the application site included car parking for approximately 25 vehicles. However, it was noted at the time of officer's site visit that the car park was also being used by the neighbouring doctor's surgery and adjoining garage/workshop.

The permission was granted subject to twelve conditions, one of these conditions (No. 12) required the approved landscaped garden area that was to be provided in connection with the HMO to be implemented within 4 months from the date of the decision thereafter maintained for a period of 5 years. Despite the attachment of this condition, Members are advised that the approved garden area was never provided by the applicant and has continued to be used for the parking of vehicles.

LOCATION AND PROPOSAL

The application site is situated along the eastern side of Pitsmoor Road and lies within a Housing Area as identified in the UDP. To the north east of the site are a row of 2 ½ semi-detached houses and doctor's surgery. To the east and set on lower ground is a vehicle repair garage and to the south is a residential apartment block (50-60 Christchurch Road). Across Pitsmoor Road to its west is a two-storey dilapidated building that was formerly a working men's club.

The application site boundary has been amended from the 2011 permission with the application site limited to the building, bin store areas and seven car parking spaces. The remaining area of the site (within the blue line boundary) is annotated as parking for the adjoining doctor's surgery.

Planning approval is being sought to remove Condition No. 12 (Landscaping works) attached to the 2011 approval. The removal of the condition is being sought through a Section 73 application.

RELEVANT PLANNING HISTORY

The planning permission to change the use of the building from office (B1) to ground floor convenience store and two 9-person HMOs in August 2011 followed an earlier application (Planning No. 11/00050/FUL) to refuse the development on two grounds; one of these grounds being that the development did not provide any on-site amenity space for the occupants of the upper floors living accommodation creating unacceptable living conditions for the occupiers contrary to Policies H14 and H16 of the Unitary Development Plan.

11/001912/COND1 – Application to approve details in relation to Condition Nos. 3, 4, 5, 10 and 11. – Pending

SUMMARY OF REPRESENTATIONS

No letters of representation have been received in response to neighbour notification.

PLANNING ASSESSMENT

The outdoor amenity area was included as part of planning permission 11/01912/FUL to overcome the concerns raised by Members (and grounds of refusal of the 11/00050/FUL application) that the HMOs were not provided with any outdoor amenity space, thus creating unacceptable living conditions for the future residents of the HMO.

The approved outdoor amenity area was to be provided adjacent to the site's eastern boundary, the boundary shared with the adjoining vehicle repair garage. The plans that accompanied the 2011 application showed that it would be some 105 square metres and enclosed by 1.8m high timber fence. In assessing the merits of the application, officers considered that this would provide an 'attractive out-door breakout space' to the benefit of the future residents of the HMO. The condition required that this should be provided within 4 months from the date of the permission and thereafter maintained for a period of 5 years.

Unfortunately, this outdoor amenity garden was never provided in connection with the 2011 permission with the applicant confirming that the area of the proposed amenity garden is not covered on his lease and is therefore unable to provide it in accordance with the approved scheme. The applicant has also stated that there is no other area on site where the outdoor space could be provided. Although officers acknowledge that the lack of open space is regrettable, it is clear from officers' site inspection and evidence submitted in support of the application that there is no scope to provide such a space within the site boundary. The condition would therefore fail to meet at least one of the six tests of a condition set out at Paragraph 206 of National Planning Policy Framework (NPPF), most notably with regard to its enforceability. In view of the above therefore, it is considered reasonable that the condition be removed.

OTHER CONSIDERATIONS

The proposal to remove the condition raises no highway or residential amenity other amenity issues, save for the fact that the land set aside for the amenity space would continue to be used for the parking of vehicles in connection with the convenience store, occupants of the HMOs and neighbouring uses.

CONCLUSION AND RECOMMENDATION

The application is seeking approval to remove Condition No 12 that was attached to planning approval No. 11/01912/FUL. This required the approved landscaped garden area that was to be provided in connection with the HMO to be implemented within 4 months from the date of the decision thereafter maintained for a period of 5 years.

It is considered that the proposal to remove the condition is acceptable and would not have any significant effect on the development as a whole, the visual amenity of the surrounding area or the amenity of neighbouring properties. As the applicant is unable to comply with Condition No. 12 on grounds of land ownership, officers would contend that the condition is

unenforceable and therefore would fail to satisfy the six tests of a planning condition set out in the NPPF.

It is therefore recommended that the condition be removed from the 2011 permission.

The conditions (Nos. 1-11 inclusive) that were attached to the August 2011 planning approval remain applicable and should again be attached to the new approval.

Case Number	15/03281/FUL (Formerly PP-04425801)
Application Type	Full Planning Application
Proposal	Erection of 42 dwellings with garages and provision of open space
Location	Greaves Lane Playing Field Greaves Lane Stannington Sheffield S6 6BA
Date Received	03/09/2015
Team	West and North
Applicant/Agent	Carlton Design Architecture Ltd
Recommendation	G Conditional 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:

Site Layout - Dwg. No. 182.03.01 Rev. F
Street Scenes, Site Sections and Levels - Rev. C

House Type L2 Rev. A
House Type 3D6 Foxton Rev. H
House Type 3D7 Bakewell Rev. H
House Type 3D8 Cranmore Rev. M
House Type 3S24 Pennymore Rev. G
House Type 4D32V Kinston Rev. E
House Type 4D36G Windsor Rev. D
House Type 4D36S Windsor Special Rev. D

House Type 4D48 Kempsey Rev. M
House Type 4D44X Woodford Rev. J

Single Garage
Single Garage - Gable
Pair Garage
Double Garage - Hipped

Reason: In order to define the permission.

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

3. No development shall take place until details of the following drainage works have been submitted to and approved by the Local Planning Authority:
- The proposed surface water drainage design, including means of disposal of surface water drainage, details of any balancing works and off-site works, calculations, appropriate model results; and
 - The arrangements and details for surface water infrastructure management for the life time of the development.

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

Surface water discharge from the completed development site shall be restricted to a maximum flow rate of 5l/s.

Unless otherwise approved by the Local Planning Authority, there shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works.

Reason: To ensure that no surface water discharges take place until proper provision has been made for its disposal.

4. No development shall commence until a Construction Management Strategy has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall include full details of the following:-
- Construction method statement.
 - Phasing of construction.
 - Any temporary site access for construction traffic.

- Location and details of screening to the site compound and temporary car parking arrangements for contractors.
- Haulage routes.
- Any times when construction works and the movement of construction traffic will be restricted.
- Location and details of the site screening/security hoarding.
- Full details of equipment to be provided for effective cleaning of wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway.

The construction works shall only be progressed in accordance with the approved details.

Reason: In the interests of traffic safety and the residential and visual amenities of the locality.

5. No development shall commence until a Landscape and Ecological Management Plan, including short, medium and long term aims and objectives, management responsibilities and maintenance schedules for all distinct areas, including the public open space area as well as details of the management trust to be established and the provision public access, has been submitted to and approved by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be implemented as approved.

Reason: To ensure that an appropriate management plan is place for the landscaped areas and to ensure public access the open spaces is available at all times.

6. No development shall commence until full and final details of all measures to protect the existing trees/shrubs 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 unless otherwise approved.

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.

7. No development shall take place, including any works of site clearance, until details are submitted for written approval by the Local Planning Authority specifying measures to monitor and control the emission of dust during demolition and construction works.

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

8. Unless shown not to be feasible and viable, 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.

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

9. Notwithstanding the details on the submitted plans, details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved 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 the appropriate quality of development.

10. Notwithstanding the details on the approved plans, before the development is commenced the final proposed building plot levels and roof ridge heights shall be submitted to and approved by the Local Planning Authority. Cross sections shall be provided where requested. Thereafter, the development shall be carried out in accordance with the approved details.

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

11. Large scale details, including materials and finishes, at a minimum of 1:20 scale of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:-

- Windows including reveals
- Doors (including front doors and garage doors)
- Eaves and verges
- External wall construction
- Entrance canopies
- Roof
- Ridge & valleys
- Rainwater goods
- Photovoltaic panels (if proposed)
- Street Furniture - including bollards, seats etc.

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

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

12. Sample panels 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 panels shall be approved by the Local Planning Authority prior to the commencement of the building works and shall be retained for verification purposes until the completion of such works.

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

13. Details of the location, specification and appearance of all new services to the building (including meter boxes, outlets and inlets for gas, electricity, electric charging points, telephones, security systems, cabling, trunking, soil and vent stacks, fresh and foul water supply and runs, heating, air conditioning, ventilation, extract and odour control equipment, pipe runs and internal and external ducting) shall be approved by the Local Planning Authority before installation.

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

14. Before the development is commenced, or an alternative timeframe to be agreed 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 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.

15. Before the development is commenced, full final details of the proposed boundary walls and treatments across the site shall be submitted to and approved by the Local Planning Authority. Thereafter, no dwelling shall be occupied until all boundary treatments and enclosures (including screen fencing or walling) relevant to that dwelling have been erected in accordance with the approved details. Thereafter such screen fencing or walling shall be retained for the lifetime of the development.

Reason: In the interests of the visual and residential amenities of the development.

16. Notwithstanding the details submitted, full and final details of a comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved by the Local Planning Authority before the development is commenced, or within an alternative timeframe to be agreed by the Local Planning Authority.

The approved soft 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.

17. The Local Planning Authority shall be notified in writing when the landscape works are completed.

Reason: To ensure that the Local Planning Authority can confirm when the maintenance periods specified in associated conditions/condition have commenced.

18. Notwithstanding the indications on the approved plans, prior to construction works commencing on the site, full details of the Public Open Space area, including landscaping, pedestrian walkways, seating, entrances and boundary treatments, shall be submitted to and approved by the Local Planning Authority. Thereafter, the approved details shall be provided, retained and maintained for the lifetime of the development.

Reason: To ensure the provision and retention of the said equipment.

19. Before any hard surfaced areas are constructed, full details of all those hard surfaced areas within the site shall have been submitted to and approved by the Local Planning Authority.

Reason: In order to control surface water run-off from the site and mitigate against the risk of flooding.

20. No dwelling shall be occupied until the improvements (which expression shall include public transport infrastructure) to the items 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 with South Yorkshire Passenger Transport Executive (SYPTTE) which will secure that such improvement works will be carried out before the first property is occupied.

Public Transport Infrastructure Improvements:-

1. The relocation and upgrade of the existing outbound bus stop situated immediately outside the site on Greaves Lane, to the site to a specification to be confirmed by SYPTTE.

Reason: In the interests of improving public transport infrastructure and promoting more sustainable forms of transport.

21. Prior to the construction of any bus stop area or the erection of any structure required by SYPTTE as part of the preceding condition, full details of the design of any area and any structures shall be first submitted to and approved by the Local Planning Authority. Thereafter the approved details shall be implemented on site.

Reason: In the interests of the amenities of the locality and to ensure the appropriate quality of development.

Other Compliance Conditions

22. The site shall be developed with separate systems of drainage for foul and surface water on and off site.

Reason: In the interest of satisfactory and sustainable drainage.

23. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (and any order revoking and re-enacting the order) no windows or other openings shall be formed in the elevations of the dwellings hereby permitted without the prior written approval of the Local Planning Authority.

Reason: In the interests of the visual and residential amenity of the development.

24. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2015, Part 1 (Classes A to H inclusive), Part 2 (Class A), or any Order revoking or re-enacting that Order, no extensions, porches, garages, ancillary curtilage buildings, swimming pools, enclosures, fences, walls or alterations which materially affect the external appearance of the dwellings shall be constructed

without prior planning permission being obtained from the Local Planning Authority.

Reason: In the interests of the amenities of occupiers of adjoining property, bearing in mind the restricted size of the curtilage, and in the interests of the visual amenities of the development.

25. All built form and walls within the development, shown on the approved plans to be constructed in stone, shall be constructed in natural stone and any future improvements or maintenance to the development shall also use natural stone to match the stone approved for the construction of the development (including size, texture and colour). At no time shall artificial stone be used as a substitute.

Reason: In the interests of the visual amenities of the locality and to ensure the appropriate quality of development.

26. Any clearance of vegetation should take place outside of the bird breeding season (beginning of March to the end of August). If works are necessary during this period then a suitably qualified person (Ecologist) must check for nesting birds (including for nest construction) prior to the commencement of works.

Reason: In the interests of biodiversity.

27. The development shall not be used unless the sight line, as indicated on the approved plans, has been provided. When such sight line has been provided, thereafter the sight line shall be retained and no obstruction to the sight line shall be allowed within the sight line above a height of 1 metre.

Reason: In the interests of the safety of road users.

28. The development shall not be used unless the car parking accommodation as shown on the approved plans has been provided in accordance with those plans and thereafter such car parking accommodation shall be retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

29. The gradient of shared pedestrian/vehicular access shall not exceed 1:12 .

Reason: In the interests of the safety of road users.

30. Construction and demolition works that are audible at the site boundary shall only take place between 0800 hours and 1800 hours on Monday to Fridays, and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays.

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

Attention is Drawn to the Following Directives:

1. To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact Mr S A Turner on Sheffield (0114) 2734383.

2. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group
Development Services
Sheffield City Council
Howden House, 1 Union Street
Sheffield
S1 2SH

For the attention of Mr S Turner
Tel: (0114) 27 34383

3. You are required as part of this development, to carry out works within the public highway: As part of the requirements of the New Roads and Street Works Act 1991 (Section 54), 3rd edition of the Code of Practice 2007, you must give at least three months written notice to the Council, informing us of the date and extent of works you propose to undertake.

The notice should be sent to:-

Sheffield City Council
Town Hall
Pinstone Street
Sheffield
S1 2HH

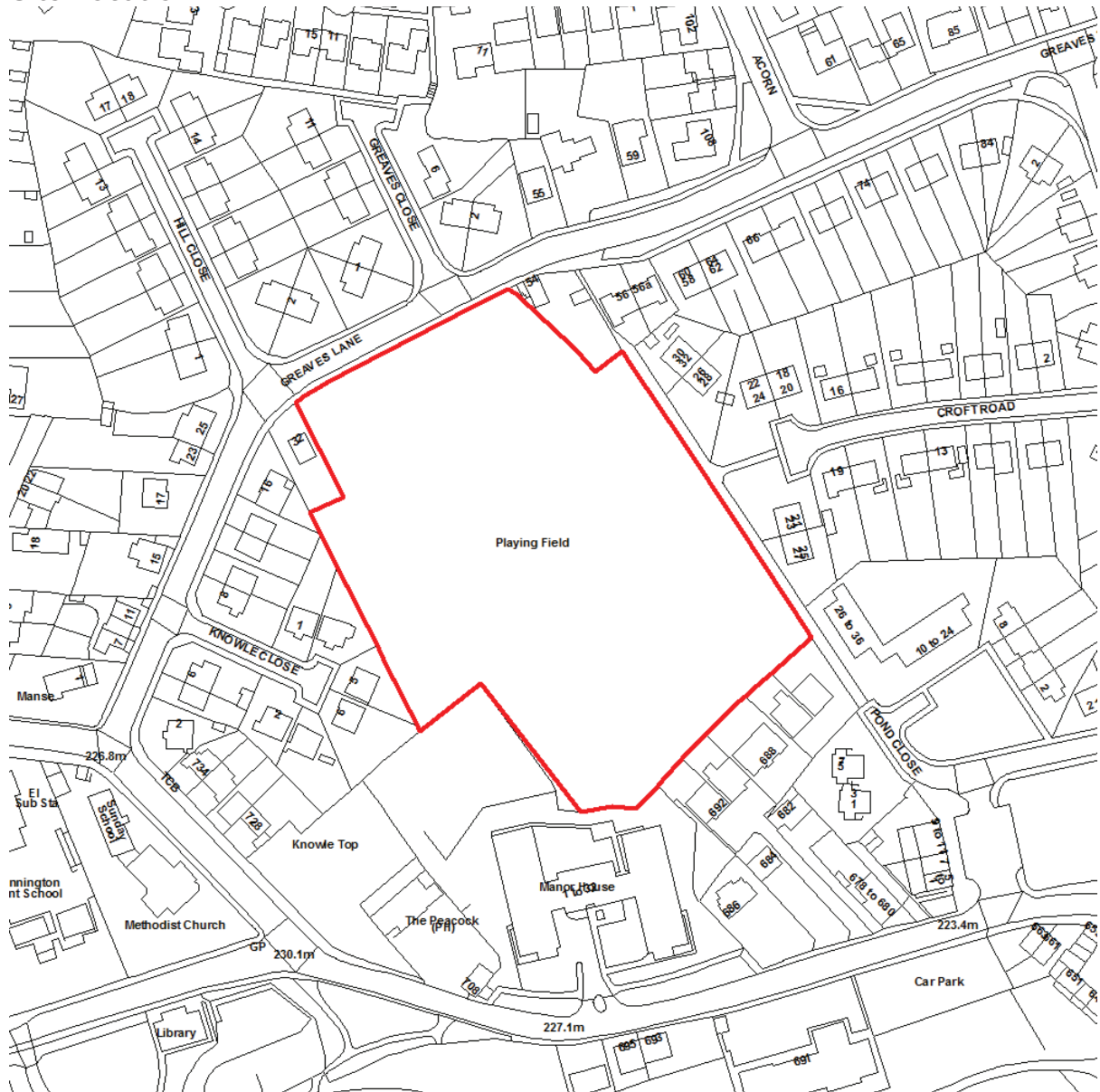
For the attention of Mr P Vickers

Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

4. The applicant is advised that Sheffield City Council, as Highway Authority, require that drives/vehicular access points be designed to prevent loose gravel or chippings from being carried onto the footway or carriageway, and that they drain away from the footway or carriageway, to prevent damage or injury.
5. Before the development is commenced, 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 deterioration in the condition of the highway attributable to the construction works shall be rectified in accordance with a scheme of work to be agreed with the Local Planning Authority.
6. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator 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.
7. 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 and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
8. The existing inbound bus stop on Greaves Lane, outside the application site, shall be relocated at the applicant's expense.
9. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.
10. The developer is advised that in the event that any un-natural ground or unexpected contamination is encountered at any stage of the development process, the Local Planning Authority should be notified immediately. This will enable consultation with the Environmental Protection Service to ensure that the site is developed appropriately for its intended use. Any necessary remedial measures will need to be identified and subsequently agreed in writing by the Local Planning Authority.

11. 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.
12. The applicant is reminded that a Section 106 agreement is relevant to and accompanies this application.

Site Location



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LOCATION AND PROPOSAL

The application proposal before the Planning Committee is for the erection of 42 dwellings and associated works, including the creation of a small landscape space / open space area. The dwellings comprise of detached and semi-detached houses, including a range of 2 (4no.), 3 (18no.) and 4 (20no.) bedrooms.

The application site is located on the southern side of Greaves Lane, which is a lengthy residential street within the village of Stannington. It is a parcel of land measuring 1.42ha in area, roughly rectangular in shape and contains no existing buildings. Instead, it has the appearance of greenfield land, characterised by long overgrown grass and a number of tall established trees. Indeed, one of the most distinguishable site features is a row of tall Sycamore trees, which define the extent of the site's eastern edge.

Given the residential character of the surroundings, the site is contained by existing housing and residential accommodation on all sides. Specifically, existing properties located on Croft Road, Stannington Road, and Knowle Close as well as Greaves Lane. The character of these existing properties varies between the predominant post-war detached and semi-detached units as well as a scattering of older stone built properties and some new build dwellings.

In terms of land levels, the site's highest points are the southern (rear) and western points (side) extremities. These levels slope downwards towards the north and east boundaries. Because of the topography of the area, and subsequent slope across the application site, it is the case that surrounding properties and their gardens sit at both higher and lower levels.

A public footpath runs adjacent to the eastern boundary of the site and separates the site from the dwellings on Croft Road. The footpath provides pedestrian access between the existing residential streets of Greaves Lane, Croft Road, and Pond Close.

The site is private land and, therefore, not accessible for public use. It was last used as a sports / recreation ground for employees of the former Dysons Refractories industrial complex (Griff Works). However, this complex is now closed and planning permission was granted on the land for residential use in 2015. The application site has not been actively used as a sports ground since 1996.

RELEVANT PLANNING HISTORY

An outline planning application for residential development on the land was refused by the Local Planning Authority in April 1987 (Ref. 86/01339/OUT). The reasons for refusal were:

- “1. The proposed development would result in a loss of sports facilities and would therefore be contrary to the Local Planning Authority's Sports Ground Policy.
2. The proposed dwellings cannot be connected to adequate drainage facilities at this time.”

SUMMARY OF REPRESENTATIONS

In accordance with statutory requirements, this application was been advertised by site notices, press advert and neighbour notification letters in October 2015. Further properties were consulted by letter and site notice in December 2016, in order to ensure that the consultation process complied with the Council's Statement of Community Involvement.

Overall, there have been 42 letters of representation. A number of representations have been received from the same household and on a number of occasions.

An objection from Councillor Vickie Priestley (see below).

A petition containing 75 names has also been received objecting on the grounds of overdevelopment.

The letters of objection raised as part of the consultation exercise are summarised by theme below:

1. Loss of Open Space & Impact on Local Amenities

- There are a dwindling number of green spaces in Stannington.
- It is preferred that the land stays as greenfield or allotments.
- The open space should be utilised for the community.
- The number of new housing units proposed is too many when added to the houses on the Dyson's site. It will result in 130 houses in total, which will impact detrimentally on existing local amenities which will be overloaded – e.g. shops, parking, healthcare facilities.
- Schools are full and oversubscribed, which will leave children chasing existing places.
- The development could be supported if it would enhance / offer something to the community.
- Brownfield sites around Sheffield should be utilised first around Sheffield to fulfil the housing quota for this area. Greave Lane playing field is one of the last surviving green areas in Stannington.

2. Recent Policy History

- References made to the "Sheffield Development Framework Additional Site Allocation Options, Jan/Feb 2012", which identified that residential development not to proceed without an agreement to re-instate half of the site as acceptable informal space of an appropriate standard. The site area is 1.4 hectares, leading to 0.73 hectares for housing and 0.73 hectares for open space.
- It was also stated that that informal open space is needed to satisfy local needs and that the land has an estimated dwelling capacity of 20 houses.

3. Design / Visual Impact

- How will the development achieve the NPPF's aspirations of improving the character and quality of the area and the way it functions?
- The proposal is overdevelopment. The number of dwellings should be reduced to 20 – 25 houses.

- The development scale will ruin this quiet semi-rural area, its village character and identity on the edge of the Peak District. The scheme should be re-designed to fit comfortably in the historic village.
- The design should be sympathetic to the area, like the Acorn estate, and built from stone.
- The number of dwellings is too excessive and provision of open space minimal.
- Brick is out of character. The development should be constructed from stone as per the Acorn estate and other developments in the area.
- Disagreements with content of the Building for Life Assessment.
- Disagreements with content of Sustainability Statement.
- The scale of the housing will be oppressive.
- The small amount of open space is a token gesture.
- The plans have no regard for soft landscaping; the density of the development means that there is barely room for any green spaces.

4. Residential Amenity

- The development will have a detrimental impact on the living conditions and quality of life of surrounding houses – including overshadowing, overbearing, loss of privacy, noise nuisance, increased car exhaust fumes, and general disturbance.
- The quiet neighbourhood environment will be destroyed by this development.
- Plots 26 will have a significant detrimental impact on the amenity of Nos. 9 and 11 Pond Close.
- No consideration has been given to the older members of the community who live in the Manor House Old Peoples Home on Stannington Road. Especially Plots 15 – 18 who all face towards the Manor House's windows.

5. Highways

- The negative impact on existing highways infrastructure.
- The development, along with Dysons, will increase highway issues such as congestion and accidents.
- Concerns about the bottleneck at Malin Bridge.
- The congestion on Greaves Lane at school pick-up/drop-off times will be exacerbated by the development.
- Safety of children walking to local schools and other pedestrians will be compromised around the site and near the schools. Greaves Lane is already very busy.
- The impact of construction traffic – both in terms of noise and road safety.
- The development will lead to parking conflicts between existing and new residents.

6. Ecology

- The field is a haven for wildlife - there may be protected species foraging in the site.

7. Drainage

- Impact on existing drainage infrastructure.
- Are the Council sure that the main drains and sewer will cope? It is understood that this has prevented development in the past. This should be fully checked out and given consideration.
- Existing drainage issues on Greaves Lane will be exacerbated.
- Sewerage is at saturation point.

- The whole sewage system should be upgraded if the amount of housing development proposed is allowed.
- The nearby road of Pond Close and Pond Road were not named as such by chance. The water table is already high with the basement of houses on Knowle Close suffering from frequent flooding. The new development will make the situation worse due to rain water not being able to soak away as readily as it does at present.
- Houses on Knowle Close and Greaves Lane do not have a separate surface water drain into the highway. The surface water from these dwellings discharges into the application site. The Flood Risk Assessment (Revision B) makes no reference to this. If the soakaway is disturbed can you please confirm what will happen to the surface water – will existing dwellings flood or will this create problems on the new development?

8. Land Contamination

- An actual ground contamination assessment should be undertaken and not just a desktop study.

9. Other Concerns

- Request the application is heard at the Planning Committee.
- Concern about lack of direct consultation by letter – just 6 properties on Greaves Lane – and the resulting lack of local awareness about the proposal.

10. Non Material Considerations – Not Planning Issues

- There is a potential ownership issue with regard to the land included with Plots 9 and 11.
- The development will increase utility bills for surrounding properties owing to problems like overshadowing.
- The development will lead to a loss of views for surrounding residents.

Bradfield Parish Council

No objections but concern has been raised regarding capacity of the infrastructure; public drainage system, school places and health provision.

Loxley Valley Protection Society (including additional comments received January 2017)

Reference made to the previous proposals by the Council for the site, including the estimated dwelling capacity (20 houses) and open space provision.

Agree that this site is much more sustainable than other sites in the area – i.e. Griff Works and 2 sites at Worrall.

The 10% affordable housing requirement of 4 out of 42 proposed on the site should be increased due to its sustainable location and in light of the contributions achieved at Griff Works (88 house, £1,856,641.35).

The 42 houses proposed are more than double those initially allocated for the site in 2012 and it is out of character with the area. They are more tightly packed when compared to the existing housing, which have more space around the properties.

The site plan at Worrall Hall Farm is on the same scale but only 14 houses are being built here, thus emphasising the high density of the proposal.

The new building line on Greaves Lane is nearer to the highway than the existing estate houses.

The large variety of different house designs and materials proposed (while alright individually) are together out of character with the existing streetscene. The slight amendments to the house types do not increase the number of affordable properties or indeed show any one storey properties suitable for the elderly.

The provision of open space falls short. While the strip of open space land along the footpath under the trees allows the trees to be retained, which is commendable, this alone is not sufficient.

The whole field is a green corridor for wildlife. The site links to others as well as gardens to give access to the wider countryside. In order to maintain this, more of the site needs to be given over to open space, which would have the additional benefit of reducing density and overlooking.

Consider that boundary treatments constructed from stone should be replicated throughout the development. Concern about use of brick walls on the site and comments made about over-reliance on 1.8m high close-boarded fencing on other recent local developments.

Concerns raised about the impact of the proposed development on the existing and proposed drainage systems in the area and the wider Loxley Valley. The SuDS statement highlights the poor drainage of the field.

Also, reference made to issues on surrounding developments as well as the need to ensure that the system is not overloaded by this development and the sustainable drainage / sewerage system at Griff Works. Consider that the whole system in the valley needs upgrading if the amount of new housing development proposed is allowed.

If only half the field was developed with the 20 houses, as put forward by the council when the land was first released, the pressure on the field as a soakaway & some of the drainage issues could be reduced.

Sport England still objects to the loss of this playing field, though not in active use, once it is completely developed it will be lost to the community as an open space for healthy activities.

Councillor Priestley (Stannington Ward)

42 houses on the site is far too many.

The safety of children going to and from school during the building is a major issue.

The traffic through Stannington Village and towards Malin Bridge is very congested during peak times and will become very much worse if 42 more houses were built.

School places and Doctors places are an issue and would be very much worse if this development was given permission. PLANNING ASSESSMENT

1. Land Use Planning Issues

The application site is designated as Open Space Area in Sheffield's adopted Unitary Development Plan. The site is surrounded on all boundaries by a designated Housing Area.

UDP Policy LR5 'Development in Open Space Areas' sets out a criteria where development in Open Space Areas will not be permitted.

Core Strategy Policy CS 47 (Safeguarding of Open Space) is relevant as it sets out the Council's policy for proposals that seek to build upon open space land and sets out the criteria where development will and will not be permitted.

- Recent Policy History

It is noted that objections have been received about the potential loss of open space and the Council's previous policy considerations. In particular, comments were received in response to the proposed site allocation option in the "Draft Sheffield Development Framework Additional Site Allocation Options" (2012) whereby it was proposed to allocate 50% of the site for residential purposes and 50% for open space.

This 50 / 50 allocation option was previously proposed by the Council in order to help strike a balance between the identified open space shortage in the catchment area (a Policy CS47 objective) and housing shortage in the City (a Policy CS22 objective). The open space shortage was identified against the recommended open space guideline at that time (7.02ha per 1000 population). However, this Sheffield Development Framework document was never carried forward nor adopted by the Council and, therefore, its proposed options and recommendations carry no material weight at the present time.

Additionally, the minimum guideline for the amount of open space per head of population has been substantially amended since 2012 / 2013 and it now reflects the expectations of Policy CS47, which is 4ha per 1000 population. Therefore, the provision of open space in the area when reassessed exceeds the new standard and consequently there is no policy conflict (as described in the section below) which requires the previous "balance" of uses to be struck.

- Development of Open Space

Policy CS47 dictates that the minimum guideline for the amount of open space per head of population within the catchment area of the site is 4ha per 1000 population. In this instance, it is confirmed that the open space available within the catchment area currently exceeds this policy requirement. Furthermore, it is acknowledged that

the site is not in active use as a playing field and has had no public access for around 20 years, thus it has not contributed to outdoor sports provision over this time and it has not been considered as part of the Council's recent open space audits for the area. On this basis, the development would not result in quantitative shortage of either informal or formal open space and the proposal would not be contrary to Policy CS 47 part a.

It is acknowledged that the application site is a parcel of greenfield land in a residential area. However, the subject land is not considered to be such a high quality space or contain any significant heritage, landscape or ecological values that enable Officers to justify its continued protection and retention. Furthermore, given the site's inaccessibility for so long, it cannot be argued that loss of the land would deny the local people access to a local park or to a smaller informal open space. The loss of the space would also not impact upon the City's Green Network. Therefore, it is considered that the proposal would not be contrary to Policy CS 47 parts b – d.

Given that the site has been identified as surplus for its current open space function, Policy CS 47 (part f.) requires that before new housing can be considered further assessment should take place to determine whether i) a proposed replacement is required to remedy a deficiency in another type of open space in the same local area; or ii) whether it could fulfil other unsatisfied open space needs. Following this assessment, it is considered that there are no significant deficiencies or unsatisfied open space needs that the site should be used for ahead of the proposed residential use.

In light of the above, there is no current policy objection to the loss of the land as an open space, and it is recommended that the principal of development is consistent with the expectation of Policy CS 47. Furthermore, it is not anticipated that the proposal will conflict with the criteria listed in Policy LR5.

2. Housing Supply, Density and Type

The NPPF requires Local Planning Authorities to identify a 5-year deliverable supply of housing land (paragraph 47(2)). Furthermore paragraph 49 also states that, planning applications for new housing should be considered in the context of the presumption in favour of sustainable development, with relevant policies for the supply of housing not being considered up-to-date if there is not a demonstrable 5-year housing land supply.

The most recent assessment of available housing land identified that Sheffield has 4.7 years-worth of deliverable housing sites (Sheffield Strategic Housing Land Availability Assessment (Nov 2015)).

In accordance with Core Strategy Policy CS23 (Locations for Housing Development) focus has been given to the site for housing land because it is considered to be a suitable and sustainably located site with the urban area of Sheffield (part d.)

With regard to Core Strategy Policy CS24 (Maximising the Use of Previously Developed Land for New Housing), being designated open space land the site is considered to be greenfield land, and therefore the development of new homes on it

will not contribute towards achieving the aim of maximising the use of previously developed land for new housing. However, the Policy sets out circumstances in which housing on greenfield sites will be developed in the period to 2025/26. Part (d) allows for sustainably located larger sites within urban areas and larger villages if annual monitoring shows that there is less than a 5-year supply of deliverable sites. Given the results of the most recent assessment of housing land availability, described above, it is concluded that part (d) of the policy is relevant and that the proposal would be acceptable in principle.

Core Strategy policy CS26 seeks to make efficient use of land for new housing and sets out appropriate density ranges for different locations depending on accessibility. In this location the appropriate density range is 30 - 50 dwellings per hectare. The proposal for 42 houses with a net site area of 1.29 hectares represents a density of around 32 dwellings per hectare, which is acceptable under the policy.

Core Strategy policy CS41 promotes the creation of mixed communities and requires a mix of housing in locations such as this, including homes for larger households, especially families. The proposal includes a mix of 2, 3 and 4 bed houses which meets the objective of the policy.

For the reasons above, it is concluded that the proposal complies with the relevant paragraphs of the NPPF as well as Core Strategy Policies CS23, CS24, CS26 and CS41.

4. Sport England

As the site has not been used in the last five years Sport England has provided a non-statutory consultation response.

Sport England objects to the application as it would result in the complete loss of former playing field land at the site and no off-site replacement provision is proposed to off-set this loss. Sport England's view is that the proposed development does not accord with its Playing Fields Policy, or National Planning Policy Framework (NPPF) Paragraph 74. Sport England would be willing to reconsider this position if further information/amended proposals are provided to address its concerns. Although the playing field has not been used for several years, Sport England's position is that this in itself is not sufficient evidence that it is surplus to requirements for sport, and there appears to be no overriding reason why the site could not return to active playing field use.

It is accepted that Sport England has an obligation to object to this application because it constitutes a proposal to build on land that was last used as a playing field. However, in this instance we have no doubt that the site is surplus to requirements for its previous use and that this is especially true given the additional sports pitches that have been provided in the Loxley Valley around Forge Valley School. It is also explained that there is sufficient open space within the catchment area of the site to serve its population given the minimum guideline for provision of 4 hectares per thousand population, which it exceeds, it is therefore considered that the proposal is compatible with both paragraph 74 of the NPPF and the Core Strategy, as discussed above.

In this specific instance it is considered that Sport England's objection carries significantly reduced weight given that the site has not been in use as a sports ground for at least five years and as a result Sport England is not a statutory consultee. Therefore, it is considered that the objection is outweighed by the locally policy circumstance including the existing open space provision, the fact that Sheffield currently doesn't have at least a 5 year supply of housing land, and the need to provide additional housing land (where appropriate) to help meet this.

In light of the above, it is concluded that reduced weight be given to Sport England's objection and that greater weight be attached to what is a sustainable housing proposal on land that is not required to be retained as open space, especially in the context of the current shortage of housing land.

5. Design Issues

UDP Policy BE5 (Building Design and Siting) expects good overall design and the use of high quality materials. Original architecture is encouraged, but new development should also complement the scale, form and architectural style of surrounding buildings.

Core Strategy Policy CS 74 (Design Principles) reiterates the expectation of high quality design as well as recognising that new development should take advantage of and enhance the distinctive features of the city.

The Loxley Valley Design Statement also sets out how development should reflect and respect the character of the area.

For the reasons below, the overall design is considered to be acceptable in principle and will help achieve the qualities expected by relevant Core Strategy and UDP policies.

- Proposed Layout / Streetscene

The development is self-contained and has just a single point of entry from Greaves Lane. The layout is characterised by one main linear street ending in cul-de-sacs in the southern and eastern portions of the site. There are also a number of mews courts / private drive areas where houses are proposed to be clustered.

The site's eastern boundary, where the main linear street ends, is characterised by an area of public open space, which equates to 1,316 square metres in area (that is 10% of the residential area proposed). The space, which is considered a positive addition to the site, includes a pedestrian footpath to encourage pedestrian access and it will be secured / contained by railings and an existing stone wall.

All of the properties have main front or side elevations addressing Greaves Lane, internal streets and the public open space area. Where new properties abut existing garden boundaries, it will be either side or rear elevations as per a traditional layout and the general arrangement in surrounding residential streets.

Car parking across the site varies depending upon the house type but it is generally proposed to be positioned in-curtilage and down the side of houses, which is welcomed as it will ensure that the street scene comprises of dwellings with small front gardens that are not cluttered by cars. Furthermore, these gardens are not big enough to allow conversion to car parking in the future, thus helping to retain the character of the site post-occupancy.

- Proposed Architecture

The proposal provides a range of 11 detached or semi-detached house types, which are all intended to be of a modern standard style using traditional materials. The house types vary in appearance but they all follow a similar architectural language.

In terms of differentiation across the house types – it is confirmed that they are not all the same and that there is a mix of roof styles (hipped and gables), a variety of projecting front and rear gables, and a range of detached and integral garages.

With regard to detailing, the houses have been simplified during the course of the application because of officer concern that some features were outdated and too ornate. The changes are welcomed and are considered to enhance the appearance of the dwellings. In particular, string courses and rendered details have been removed and a number of windows have been enlarged to improve the balance of the front elevations. Furthermore, the five dwellings fronting the Greaves Lane site frontage have been further enhanced through the inclusion of stone head and cill details to their front elevations.

In terms of materials, the properties will all be constructed from red brick with grey roof tiles (final materials to be agreed). It is noted that some comments have been made through neighbour representations about the use of brick and how such a material will change the character and appearance of the streets in the village. These comments are noted but the predominant character of the land immediately surrounding the application site is red brick properties and therefore it is considered an appropriate construction material for the proposed new buildings. Whilst the use of a good quality natural stone was considered at this location, as per nearby estates, it is the case this material has never formed part of the proposal and given the surrounding context there is deemed to be no strong grounds to insist upon it.

The majority of the highways and footpaths will be of tarmac, although the areas to the cul-de-sacs and private drives will be of contrasting materials, such as block paving. This approach is considered to be acceptable in principle.

Proposed Scale

The new houses will all be two storeys high which is considered to be wholly acceptable at this location and consistent with the existing scales of surrounding buildings.

Site Enclosures

The overall enclosures of the site will be a mix of walls, railings, screen fencing, and feature hedging. This approach is considered to be acceptable in principle for a modern residential development and final details of all boundaries will be reserved by condition.

Of note, the Greave Lane frontage (the entrance to the estate) is now proposed to comprise a 0.9m high stone wall, which is particularly welcomed as it will enhance the main public boundary of the site and will tie into the stone walls that already exist in front of surrounding properties. The final design of the wall will be secured by condition.

6. Residential Amenity

UDP Policy H15 (Design of New Housing Developments) expects the design of new housing developments to provide good quality living accommodation. This includes adequate private garden space or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met. It also expects that walls or fences are provided around rear garden areas next to roads, footpaths or other open areas.

UDP Policy LR5 (Development in Open Space Areas) states that development that will result in over-development or harm the character of the area will not be permitted.

Additionally, as with all housing developments, there is a need to ensure that development is acceptable in terms of potential nuisances – such as unacceptable air pollution, noise or other nuisance or a risk to health and safety.

- Amenity of Existing Residents

Clearly, the addition of new housing on the site will significantly change its use and material character / appearance for those residents who live around the site and abut the site's existing boundaries. However, it is considered that this change will not be so detrimental to their existing residential amenity standards to justify the refusal of this application. For the reasons below, it is considered that the environment for residents will remain within acceptable planning standards.

The privacy distances achieved between existing and proposed dwellings will keep a minimum distance of approximately 21m between main facing habitable elevations and windows, which is consistent with the Council's residential design guidance.

Where new side elevations to existing rear elevations are proposed (such as 9 – 11 Pond Close and proposed Plot 26), it is confirmed that a distance in excess of 12m will be achieved between the original elevations (containing the main habitable room windows) and new side elevations, which is considered to be acceptable and again compliant with guidance. Also, it is confirmed that there will be no habitable room windows in the side elevations of the new dwellings.

It is highlighted that a number of the adjacent properties have single storey extensions / conservatories projecting from their rear or side elevations (Pond Close and Knowle Close). As a consequence of their projection towards the shared boundaries, in some instances the distance to the new proposed dwellings and their outbuildings (detached garages) will be reduced below the minimum distances of 12m and 21m discussed above. However, it is advised that such distances are a guide and that each site must be assessed on its individual merits. Here, it is considered that the impact of such reduced distances – in terms of overlooking, overbearing and overshadowing – to the extensions will not be so significant to justify the refusal of planning permission.

Furthermore, reduced privacy distances occur on the western boundary of the site but it is considered that this standard remains acceptable because of the length of the proposed rear gardens (exceeding the recommended 10m) and because the existing dwellings on Knowle Close do not directly face the new rear elevations and are angled away.

At your Officer's request, the applicant has supplied cross-sections to show the typical relationship between the existing dwellings and the application proposals. These levels indicate that in many cases existing surrounding houses will be positioned at a slightly higher level than new dwellings. Where new dwelling houses are shown to be higher than existing properties, the difference in height is considered to be minimal. In light of this, as well as the privacy distance achieved and the orientation of the site relative to the closest houses, it is concluded that the amenity of existing residential properties and their gardens will not be detrimentally affected by the development.

Finally, it is noted that objections have been received about the impact of noise and movement that will be generated by this development on the site and in the surrounding area, and the subsequent impact on existing residents. Whilst noted, it is considered that the proposed residential use will be wholly compatible with the surrounding designated Housing Area and its land uses. It is advised that it would be unreasonable to refuse a planning application because of the daily activities and people movement that such a development would generate. It is the case that should there be an issue in terms of nuisance activities or a problem with particular residents then these would be dealt with by appropriate means, depending upon the issues and impacts.

- Amenity for Future Residents

The privacy distances achieved within the development are acceptable. There is acceptable separation distance between the new properties which will ensure that habitable rooms and private spaces will not be overlooked at close quarters.

The shapes and sizes of garden spaces vary across the site but they will all achieve at least 50 square metres of private rear space and they will extend 10m or more, which is considered to be acceptable for this type of development in a suburban location. The majority of the new dwellings on the main street also have front gardens which helps provide defensible space between the street and habitable rooms on the front elevation.

The location of the development within an existing residential means that noise for future occupiers of the site is unlikely to be a significant issue, such that enhanced noise mitigation measures are required of the development.

Overall, it is concluded that the proposed residential environment will be acceptable at this location. It is also considered that the separation distances across the site are acceptable and that the overall design achieves good space around dwelling provision, thus demonstrating that this is not an overdevelopment of the site. Therefore, the development is concluded to be consistent with the aspirations of UDP Policy H15 and LR5.

7. Highways

Core Strategy Policy CS53 'Management of Demand for Travel' sets out a variety of ways in which the increased demand for travel will be managed across the City.

- Access and Layout

The new houses will all filter onto the existing highway network via Greaves Lane. A small number of properties on the site frontage have driveways leading directly onto Greaves Lane (4no.) whilst the remainder will lead off a new main estate road that snakes around the site and splinters off into a variety of cul-de-sacs and mews court arrangements.

Following amendments to improve pedestrian facilities on the estate road, it is considered that the proposed highway access and layout arrangement is acceptable, subject to conditions.

- Car Parking

The car parking provision is at least 2 vehicle spaces per dwelling for the majority of properties. Just one 3 bedroom dwelling is provided with a single space because of the site restrictions at this point (Plot 39). The spaces are generally provided in the curtilage of the properties through driveways to either the front/side/rear of the property. A large number of the properties also have garage space in addition to the proposed driveways. Additionally, there is space throughout the development that will be available for use by visitors.

The overall level of parking provision for the development is considered to be acceptable.

- Impact on Local Highway Network

Representations have been received about the impact of the development on the local highway network, including Malin Bridge and the Holme Lane gyratory. There is concern that the development will lead to further traffic in the area – both in isolation and cumulatively taking account other proposed development in the area (e.g. Griff Works and former Loxley College site).

It is confirmed that a Transport Assessment has not been submitted with the application because the scale of development is below the criteria in the Council's Local Planning Application Requirements – i.e. the proposal is less than 80 units and it is not anticipated traffic movements will not exceed 50 movements during the peak am or pm hours. In light of this, and the limited concerns raised by the Council's Highways DC Section, it has been considered unreasonable to ask for the submission of a Transport Assessment.

However, Members are advised that we are aware from the transport work undertaken as part of previous applications in the Stannington (i.e. larger applications triggering a Transport Assessment), that the Holme Lane gyratory is generally working at capacity during the AM peak hour and less so during the PM peak. Indeed, it is confirmed this was demonstrated for the modelling of the Holme Lane gyratory (a micro simulation) for the Forge Valley Community School application. In the morning and evening peak periods, queues are slow moving and building, demonstrating that the junction is over capacity. The queues then subside and dissipate. The spike is a 20 minute period within the peak hour periods. This profile is normal behaviour across most junctions throughout the City.

It is accepted that more trips will be generated by the 42 new houses given the difference between the existing and proposed uses. However, the NPPF paragraph 32 states that when recommending planning applications be refused on highway grounds, officers need to be clear that the accumulative negative impacts of a development will be severe. Given the scale of the development, which is highlighted as being small and therefore not sufficient to trigger the need for a Transport Assessment, this is unlikely to be the case. Therefore, it is deemed reasonable to conclude that the impact will not be so severe as to justify the refusal of this planning application and that the existing network will be able to cope with the extra vehicles being generated.

- Connectivity / Sustainability of the Site

The site has good connectivity with local facilities. Within range of the site are a number of local facilities including educational, healthcare, library and retail units. A bus stop is also located on the site frontage for service numbers 81 and SL2 that provide very regular access to Dore and the Malin Bridge tram stop, respectively. Bus 763 also uses the stop and provides access to Bradfield School on school days only.

It is intended that a new pedestrian footpath link be provided on the east boundary of the site, which will run through the proposed Public Open Space area and lead to a public footpath that exists along the eastern boundary of the site. This footpath provides pedestrian access to surrounding streets, including Pond Close / Pond Road, which leads to the local shopping area and amenities on Stannington Road.

In considering the highway matters above, it is concluded that the granting of planning permission will not adversely compromise the operation, performance or safety on the local highway network.

In order to make the development wholly acceptable in highway terms however, it is recommended that a number of conditions are applied to any future consent, these include measures for the safety of junctions as well as considering means for controlling speed on the highway.

Overall the proposal is considered to be satisfactory with the aims of Policy CS53 of the Core Strategy.

8. Ecology

NPPF paragraph 118 states that in determining planning applications, local authorities should aim to conserve and enhance biodiversity and should encourage opportunities to incorporate biodiversity in and around the development.

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

As part of the application submission, ecological surveys have been submitted for the site including a Phase 1 Habitat Survey and Ecological Assessment, which comprise of a walk-over survey and desk study. These documents identify that the habitat areas within the site are broadleaved woodland, poor semi-improved grassland, and tall ruderal grassland. These areas are considered to be of low to moderate ecological value and it stated that no protected species were recorded within its boundaries.

The site's greatest ecological value has been identified in the planted row of Sycamore trees (broadleaved woodland) alongside the stone wall on the east boundary. This area provides moderate habitat value for a variety of invertebrates, mammals and birds, and it is intended to be retained as part of this development and incorporated into the new public open space area, thus maintaining the ecological value.

The removal of a small number of trees within the site boundary in order to facilitate the development is not considered to represent an ecological concern.

In line with the NPPF opportunities to incorporate biodiversity in and around developments, it is recommended that consideration be given to the enhancement of the Public Open Space Area through the potential creation of wildflower areas and maintenance through a Landscape and Ecological Management Plan. The Ecology Unit has commented that this space could potentially include a pond if the applicant / developer was will to provide to help enhance the habitat.

Therefore, the proposal is considered to be compliant with the relevant section of the NPPF as well as Policy GE11. Conditions are recommended to ensure that no site clearance or construction work that will disturb nesting birds takes place during the breeding season (March – August) and appropriate tree protection measures.

9. Open Space and Landscape

With regard to landscape, UDP Policy BE6 'Landscape Design' expects good quality landscaping in new developments and refurbishment schemes. Landscape work should provide an interesting and attractive environment as well as integrating with existing features and promoting nature conservation. Additionally, UDP Policy GE15 (Trees and Woodland) states that trees and woodland will be encouraged and protected. There is a requirement for developers to retain mature trees, wherever possible, and replace any trees which are lost.

The acceptance of losing open space on the site has been discussed above and that there is sufficient open space in the catchment area, the provision of open space on site is not needed. However, a pocket of open space has been included on site which equates to approximately 10% of the site area, which is welcomed as an enhancement to the scheme. Furthermore, it is considered that this space has the potential to enhance the landscape and habitat quality of the development, if design correctly, along the site's eastern boundary as well as the amenity of existing and future residents who will be able to use and overlook the space.

It is not proposed that the open space be adopted and maintained by the City Council. In order to ensure that the management and maintenance provisions are appropriate it is recommended that a condition be applied which requires that full details of this are agreed prior to the development commencing.

The remainder of landscaping will be limited to the provision of grass and hedge planting front and rear garden areas but this is not unusual for a residential development of this scale.

A small number of trees will be felled as part of this development. However, these trees are not considered to be such special specimens as to warrant retention and it is acknowledged that new tree planting is proposed as part of the new landscape works. These will be a mix of Extra Heavy Standard Trees in front garden and public spaces, and Standard Trees in rear gardens. Importantly, the seven large Sycamore trees on site's eastern boundary will be retained.

In light of the above, it is concluded that the overall offer of open space and landscape provision on the site is considered to be acceptable in terms of the amount to be provided and its acceptability with regards policy requirements. Final design and species details will be secured by condition.

10. Environmental Protection Matters

- Land Quality

A Combined Phase I Desk Study and Phase II Exploratory Investigation Report has been submitted during the application process. It is confirmed that the site's history demonstrates no significant / potentially contaminative land uses on site or in the surrounding area. Therefore, it is considered that the content of this document is suitable for approval in contaminated land terms with no further investigation or remediation work recommended or required. It is therefore confirmed that there is no need for contaminated land conditions to be attached to this decision.

- Construction Works

The residential nature of the surrounding area makes existing residents sensitive to noise from the construction phase. Whilst a temporary activity that is required to facilitate the development, it is recommended that site preparation works and construction works that are audible at the site are controlled by condition, which restricts the hours of construction to between 0800 hours and 1800 hours on Monday to Fridays, and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays. This will limit the potential for dis-amenity to neighbouring properties.

11. Flood Risk

Core Strategy Policy CS67 relates to Flood Risk Management and, in part, seeks to ensure that more vulnerable uses (including housing) are discouraged from areas with a high probability of flooding.

The accompanying Flood Risk Assessment confirms that the site falls within Flood Zone 1, which means it has a low risk of flooding. Therefore, there are no significant flood risk implications generated by this application and the development is satisfactory in terms of Policy CS 67.

12. Drainage

Policy CS67 (Flood Risk Management) also sets out that the extent and impact of flooding will be reduced by a number of means including: requiring developments to significantly limit surface water runoff, requiring the use of sustainable drainage techniques on sites where this is feasible and practicable and promoting sustainable drainage management in rural areas.

The surface water drainage methods of infiltration and discharge to the watercourse have been considered but discounted because they are not feasible. These are discussed in an updated Flood Risk Assessment (FRA). Indeed, the technical information submitted in relation to the hierarchy of surface water disposal identifies that drainage via infiltration and watercourse options will be very difficult. A large extent of the site where new houses are to be built has been identified as being characterised by impermeable clay soil that will prevent the infiltration options. With regard to disposal into the watercourse, the option to requisite a sewer down Greaves Lane and discharge to the nearby watercourse is significantly hindered by the topography of the land at the identified point of discharge. Therefore, the FRA confirms that the proposed means of surface water drainage are:

- i) Foul water will discharge to the public combined sewer;
- ii) Sub-soil conditions do not support the use of soakaways; and
- iii) Surface water will discharge to the 225mm diameter public surface water sewer in Acorn Drive, via storage with a restricted discharge rate of 5 litres per second.

Yorkshire Water now accepts the principle of this option in principle because it has been demonstrated that other means of disposal have been investigated and

discounted because they are not feasible, thus leaving discharge to the sewer as the only viable and feasible surface water drainage method. Therefore, conditions are recommended in order to protect the local aquatic environment and Yorkshire Water infrastructure.

Additionally, the Local Lead Flood Authority has confirmed that the principle of the drainage proposals is acceptable, subject to conditions.

For the reasons above, it is concluded that the proposed drainage proposals do not generate such significant concern as to warrant the refusal of this application. Initial concerns have been overcome and it is concluded that the proposed drainage methods are acceptable in principle, in accordance with Policy CS67 and subject to conditions requiring the submission of further technical information and calculations.

It is noted that there are a number of concerns regarding drainage provision and the further impact of this development in relation to it, but Yorkshire Water as the responsible body have confirmed that the proposed foul and surface water proposals are satisfactory in principle. Existing issues with foul sewage, as per some representations, received are a separate complaint with Yorkshire Water.

With reference to comments received about dwellings on Knowle Close and Greaves Lane having surface water discharge into the application site. The applicant has responded to this matter in an updated Flood Risk Assessment which indicates that "...investigation works of the drainage systems of existing dwellings to the west of the site should be undertaken during the detailed design stage, due to anecdotal reports of flooding of the proposed development site from the private surface water discharging into a soakaway within the development boundary. Any existing connections found should be diverted or connected into the proposed development drainage system." Whilst essentially a private matter, this is considered to be an appropriate response to the issue raised.

13. Affordable Housing

Core Strategy Policy CS 40 (Affordable Housing) states that, in all parts of the city, new housing developments will be required to contribute towards the provision of affordable housing where practicable and financially viable. The Affordable Housing Interim Planning Guidance (IPG) was updated in 2014 and it supports Policy CS40. IPG Guideline 2 identifies the site as being situated within the 'North West' Affordable Housing Market Area where there is an expected developer's contribution of 10% towards affordable housing provision.

The applicant has agreed to provide the full affordable housing contribution that the IPG requires. This equates to a contribution of £611,321 as an offsite contribution. The developer contribution is based on the current estimated market value of the development per square metre and the gross internal area of the units.

It should be noted that the applicant was originally willing to provide 4 x 3no. bedroom units on site, however it is the case that a financial contribution is preferred by the Council, as it offers the best value for money to finance new affordable housing or the purchase, refurbishment or conversion of existing private housing

within the local area. The applicant has therefore amended their offer, which is welcomed.

At the time of writing a draft s106 agreement is with the applicants and subject to the successful completion of this agreement, it is concluded that the proposal complies with Policy CS 40 and the IPG. Progress on this will be reported to Members at the Committee meeting.

13. Public Art

UDP Policy BE12 (Public Art) encourages the provision of these works of in places that can be readily seen by the public and as an integral part of the design of major developments.

The applicant is aware of the requirement for the provision of public art on site, but at this stage in the proposal has not developed a scheme of works. Officers would likely encourage a scheme of works around / within the public open space area within the development in order to help define this space and add to the quality of the environment for pedestrians so as to encourage it use.

Given that no public art proposals have been submitted with the application, and in order to comply with Policy BE12, it is recommended that a condition would provide the developer with the further time to consider the best opportunities for including public art within the site.

14. Archaeological Issues

The NPPF section 12 'Conserving and Enhancing the Historic Environment' sets out how local planning authorities should consider heritage assets. In particular the guidance sets out that LPA's should identify the significance of a heritage asset that maybe affected by a proposal and take this into account when considering the impact of the proposal on a heritage asset to avoid or minimise conflict between the conservation of the asset and the proposal and the desirability of maintaining the asset versus the benefits of the development.

UDP Policy BE22 relates to (Archaeological Sites and Monuments) and states that sites of archaeological interest will be preserved, protected and enhanced. Where disturbance is unavoidable, the development will be permitted only if (a) an adequate archaeological record of the site is made; and (b) where the site is found to be significant, the remains are preserved in their original position.

South Yorkshire Archaeology Service has been consulted on this application and has advised that the archaeological potential of this plot is low. For this reason, no further archaeological work is necessary.

15. CIL

The Community Infrastructure Levy and its charging schedule are relevant to the proposed development. Being a residential development with Charging Zone 3, with

no existing buildings on the site, the scheme is CIL liable for a contribution equating to £30 per square metre.

16. Impact Upon Local Amenities

Impact upon local amenities (Doctors Surgeries and Local Schools)

Informal comments from the Council's Public Health Intelligence Section Consultation have highlighted that:

1. There is reasonably good access to a range of primary care services within the area;
2. Given the nature of the housing proposed, it is not expected that the demographic of new residents to differ significantly from the existing demographic and this is therefore unlikely to represent an unacceptable demand for local health care services.
3. Current services in the area, principally relating to GP practices, should therefore be able to accommodate this new development.

In light of the above, and given the relative small scale of the application, it is not considered that any further consideration should be given to this matter as part of the planning process.

UDP Policy CF5 (Community Benefits) states that planning obligations will be sought where they would enhance development proposals, provided that they are necessary, relevant and directly related to the development.

The payment towards education facilities is now covered by CIL rather than a legal agreement. However, in response to the objections received, consultation has taken place with the Council's School Organisation Team has taken place to ascertain the impact of the proposed development on local schools.

The subject site is in the school catchment areas of Stannington Infant School/Nook Lane Junior School and Bradfield Secondary School. The proposed development is for 42 units of 2 bedrooms or more.

Based on the yield calculation of 3 pupils per year group from every 100 properties, the expected pupil yield from the development (counting only properties of 2 beds or more) is 8-9 for the primary phase and 6-7 for the secondary phase.

The current advice is that Stannington Infant School & Nook Lane Junior School could accommodate the forecast additional pupils in all known pre-school cohorts. The same principle applies at Bradfield Secondary School and so could accommodate the forecast additional pupils in most cohorts.

Accordingly, it is reasonable to consider that there is sufficient capacity within the local area at the current time, and that in this regard the impact of the development is acceptable.

RESPONSE TO REPRESENTATIONS

The majority of concerns raised are dealt with in the main body of this report, but there are some matters which are better dealt with or clarified in this section.

1. Loss of Open Space and Impact on Local Amenities

Matters relating to these issues have been addressed.

2. Recent Planning History

Matters relating to this issue have been addressed.

3. Design / Visual Impact

Matters relating to these issues have been addressed.

The Building For Life criteria is no longer used by the Local Planning Authority to assess the quality of housing developments.

4. Residential Amenity

Matters relating to this issue have been addressed.

Consideration has been given to the impact of this development on all surrounding dwellings, including but not limited to those identified in the objections.

5. Highways

Matters relating to this issue have been addressed.

Concerns regarding the safety of the highway and parking around the school are noted but it is not considered that the impact of this development would be such that the Local Planning Authority could refuse planning permission on highway grounds. The parking of cars in an unsafe manner or driving at high speeds on the highway, for example around or on approach to schools, is a matter for control by other parties such as parking enforcement or the police, as appropriate.

6. Ecology

Matters relating to this issue have been addressed.

7. Drainage

Matters relating to this issue have been addressed.

8. Land Contamination

Matters relating to this issue have been addressed.

9. Other Concerns

Following receipt of the application, in October 2015 site notices were displayed around the site and the surrounding area. The application was also advertised in the Sheffield Telegraph and neighbour notification letters were sent to those properties immediately adjacent to or overlooking the site. All advertisement means provided appropriate timescales for comment. A small amount of further additional consultation was carried out in December 2016 in order to ensure that Officers were confident that the consultation process has been suitably robust and in accordance with the provisions of the Statement of Community Involvement. Given the extent of comment received, it is considered that the advertisement process has served its purpose satisfactorily.

10. Non Planning Issues

No comment is made on such matters as they do not constitute material planning considerations and therefore have no weight in the determination of this application.

SUMMARY AND RECOMMENDATION

The proposal will see the development of a parcel of greenfield land that is currently designated as open space land in the UDP. However, the site has not been in active use as a sports field for around 20 years and it is not available for any public use. Furthermore, there is not a quantitative shortage of either informal or formal open space in the areas and it has been demonstrated that there are no significant deficiencies or unsatisfied open space needs that the site should be used for ahead of the proposed residential development. Therefore, and in spite of significant local objection and a non-statutory objection from Sports England, it is concluded that the redevelopment of the site and subsequent loss of open space land is justified under the provisions of relevant policy (CS 47).

The development will deliver a high quality residential environment, utilising materials that are in-keeping with many of the surrounding buildings for the majority of the properties, in an appropriate design approach which is appropriate to the overall setting and context of the development. A useable open space, which equates to 10% of the proposed residential area, will complement the dwellings and provide a small area of open space that will be available to the public as well as helping to protect the most eye-catching trees on the site's eastern boundary.

The objections and petition received have all been considered. However, as is set out in this report, it is concluded that the proposal satisfies policy requirements and there is considered to be reasonable justification for the development. Overall, the proposal is considered to ultimately be satisfactory with regards the national planning guidance contained in NPPF and local policy set out in the UDP and Core Strategy (referred to throughout) policies as well as the SPD on Climate Change, IPG Affordable Housing, Loxley Valley Design Statement and CIL. The imposition of appropriate conditions will ensure that the development is satisfactory, where further details or information are required, and it would not be appropriate to require all this information now.

The appropriate CIL and affordable housing contributions will be payable on the commencement of development.

In light of the above, it is concluded that the proposals are acceptable. Therefore, it is recommended that the Members of the Planning Committee grant the application, subject to the listed conditions and the successful completion of a legal agreement covering the Heads of Terms described below.

HEADS OF TERMS

A financial contribution in the sum of £611,321 towards the provision or enhancement of affordable housing in the local area and provided in accordance with the principles set out in the Council's Affordable Housing Interim Planning Guidance.