
Case Number	18/01699/FUL (Formerly PP-06739154)
Application Type	Full Planning Application
Proposal	External and internal alterations to building for use as student accommodation (Use Class Sui Generis), use of part of ground floor as Use Classes A1, A2, A3, A4 and/or D2, erection of cycle store and provision of landscaping, car parking and service areas, a sub-station and boundary treatments
Location	Park Hill Estate Duke Street Park Hill Sheffield S2 5RQ
Date Received	01/05/2018
Team	City Centre and East
Applicant/Agent	GL Hearn
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 drawings listed in the document entitled 'Park Hill Phase 3 - Schedule of Submission Documents' dated 13 July 2018.

Reason: In order to define the permission.

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

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

3. 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.

4. Large scale details, including materials and finishes at a minimum of 1:100, of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

- Entrance canopy
- Windows
- Doors and door surrounds
- Balconies (where replaced)
- New floors to streets
- Eaves
- Roof balustrade
- Integral artwork
- Furniture to streets

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

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

5. 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 surveys (ref: SA-5439-2/RV.04, dated: 04/18, prepared by: Sound Acoustics).

b) Be capable of achieving the following noise levels:

Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours);

Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours);

Other Habitable Rooms: LAeq (16 hour) - 40dB (0700 to 2300 hours);

Bedrooms: LAFmax - 45dB (2300 to 0700 hours).

c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

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

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

6. Before the commercial use(s) hereby permitted commences, a scheme of sound attenuation works shall have been installed and thereafter retained. Such a scheme of works shall:

- a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey.
- b) Be capable of restricting noise breakout of the commercial use(s) and amplified sound to the street to levels not exceeding the prevailing ambient noise level when measured:
 - (i) as a 15 minute LAeq, and;
 - (ii) at any one third octave band centre frequency as a 15 minute LZeq.
- c) Be capable of restricting noise breakout from the commercial use and amplified sound to the residential accommodation above to levels complying with the following:
 - (i) Bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours);
 - (ii) Living Rooms & Bedrooms: Noise Rating Curve NR30 (0700 to 2300 hours);
 - (iii) Other Habitable Rooms: Noise Rating Curve NR35 (0700 to 2300 hours);
 - (iv) Bedrooms: LAFmax 45dB (2300 to 0700 hours).

Before such scheme of works is installed full details thereof shall first have been submitted to and approved in writing by the Local Planning Authority. [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 locality and of the residential occupiers of the building.

7. 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.

8. Prior to the installation of any commercial kitchen fume extraction system full details shall first have been submitted to and approved in writing 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.

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

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

9. 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.

10. 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 an alternative timeframe to be agreed in writing by the Local Planning Authority. The scheme shall include the following details:

- Topsoil specification and depths
- A planting schedule and planting plan, at 1:200 or 1:100 scale
- A comprehensive list of species and stock specification
- A maintenance schedule
- Hard landscaping details including samples of surfacing materials and details of all fixed outdoor furniture

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

11. Full details of the cycle parking accommodation for 198 cycles, as shown on the approved plans, shall be submitted to and approved in writing by the Local Planning Authority. The cycle parking accommodation shall be provided in accordance with the approved details before the development is brought into use and shall thereafter be retained.

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

12. Details, including samples, of the extent and specification of brick and concrete repair and cleaning shall be submitted to and approved by the Local Planning Authority prior to the 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.

13. The development shall be carried out in accordance with the Park Hill Mosaics Report (by The Mosaic Restoration Company, dated 19th March 2018). Prior to commencement of those works, details of the extent and a sample of the repair and cleaning of the retained mosaics shall be approved by the Local Planning Authority.

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

14. The design and location of all new internal and external light fittings shall be approved in writing by the Local Planning Authority before that part of the development commences. Thereafter the development shall be carried out in accordance with the approved details.

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

15. Details of the location, specification and appearance of all new services to the 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.

16. 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.

17. The building 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.

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.

Other Compliance Conditions

19. The development shall be implemented in accordance with the submitted Car Parking Strategy (Alumno, March 2018).

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

20. No customer shall be permitted to be on the commercial premises outside the following times:

0730 hours to 2330 hours Monday to Saturday and 0800 hours to 2230 hours on Sundays and Public Holidays

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

21. No amplified sound shall be played within the external areas of the commercial use(s) hereby permitted 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.

22. Doors and windows shall be kept closed at all times, save for access and egress of the general public or in the case of an emergency, when amplified sound is played within the commercial(s) use hereby permitted.

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

23. Commercial deliveries to and collections from the building(s) shall be carried out only between 0800 hours and 2100 hours Monday to Saturday and not on Sundays and Public Holidays.

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

24. Movement, sorting or removal of waste materials, recyclables or their containers in the open air shall be carried on only between 0800 hours and 2100 Mondays to Saturdays and between 1000 hours and 2000 on Sundays and Public Holidays.

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

25. 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 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.
2. The applicant is advised that Cadent Gas have identified operational gas apparatus within the application site boundary. This may include a legal interest (easements or wayleaves) in the land which restricts activity in proximity to Cadent assets in private land. The applicant must ensure that proposed works do not infringe on Cadent's legal rights and any details of such restrictions should be obtained from the landowner in the first instance.
3. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group prior to commencing works:

Telephone: 0114 273 6677

Email: highways@sheffield.gov.uk

They will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.

4. 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.
5. 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.

6. The development should seek to enhance the site for bats in line with planning policy and the recommendations of the Bat Activity Survey Report.
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 here:

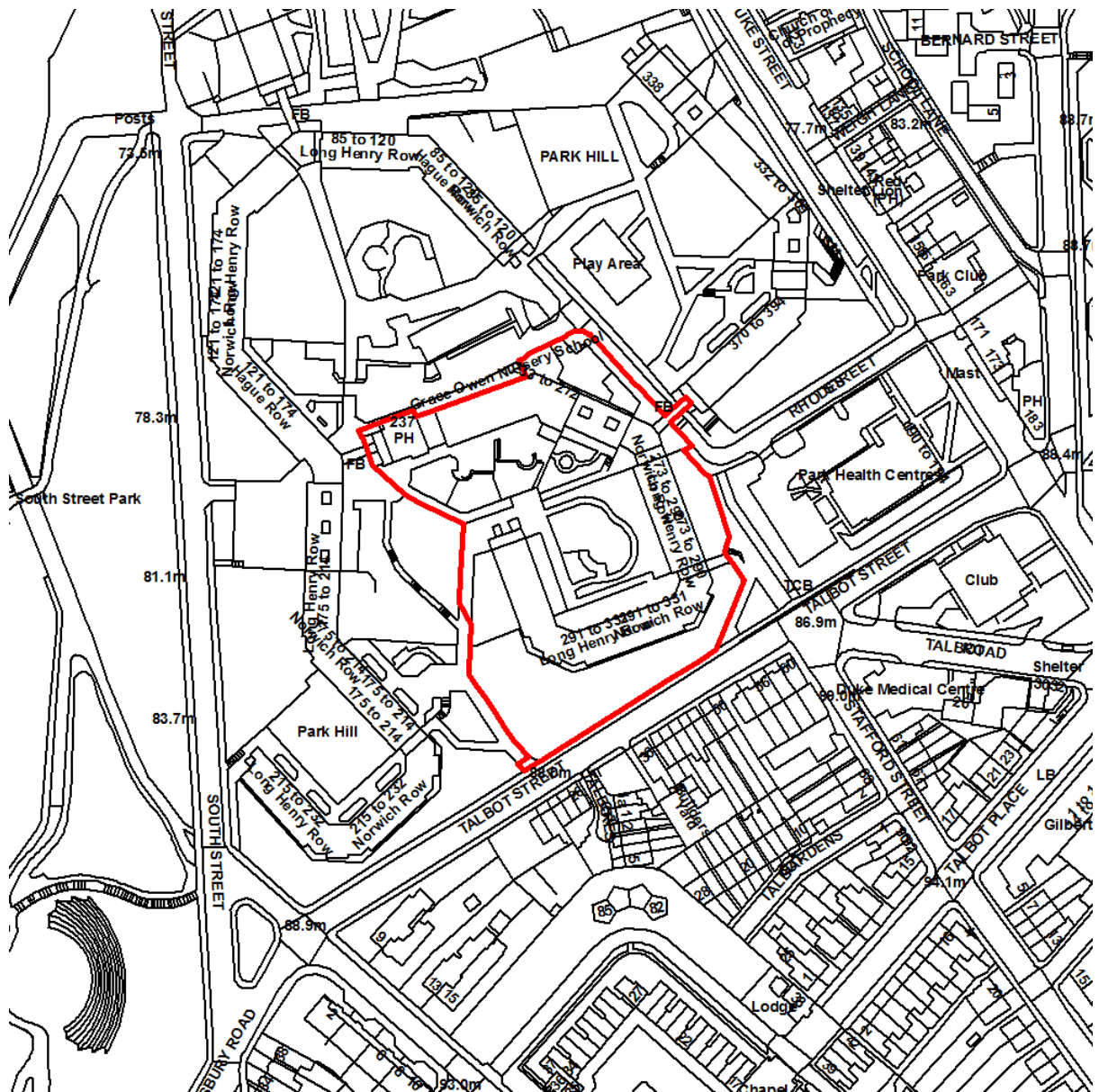
<http://www.sheffield.gov.uk/home/roads-pavements/Address-management>

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. 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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INTRODUCTION

This is a joint report covering planning application reference 18/01699/FUL and listed building application reference 18/01700/LBC.

Members may recall that outline planning permission for the comprehensive redevelopment of the Park Hill estate was approved at Planning Committee in August 2006 (06/00848/OUT). This approved the redevelopment of Park Hill to provide up to 874 refurbished flats across the whole of the existing grade 2* listed complex, together with a total of 13,761m² of various non-residential floorspace (A1, A2, A3, A4, A5, B1 and D1) in refurbished and new-build spaces. A number of matters were reserved by condition including details of design, external appearance, access and landscaping.

The 2006 outline consent was subsequently varied three times as follows: 07/01962/OUT, to allow phasing of the development; 08/02793/OUT, to allow phased car-parking provision; and 12/01758/OUT, to defer some of the landscaping and highway works to Phases 2 and later.

A reserved matters application for Phase 1 (07/02476/REM) was approved at Committee in October 2007. However, as a result of market changes, the designs for Phase 1 evolved and an amended reserved matters application was approved in December 2011 (11/02801/REM). This consent – which included a reduction in apartment numbers from 321 units to 263 units and a deferral in the provision of the multi-storey car park to a later phase – represents the as-built designs for Phase 1, which was completed in March 2016.

The reserved matters application for Phase 2 was approved at committee in December 2017. It granted consent for the refurbishment of the horseshoe-shaped block situated in the centre of the site to provide 199 residential units (Use Class C3) and 1,963m² commercial space (A1, A2, A3, A4, B1, D1 & D2 uses), landscaping, car parking and associated works.

In a departure from the consented outline scheme, planning permission and listed building consent are now being sought for the refurbishment of the Phase 3 block at the southern end of the site to provide student accommodation with commercial space at ground floor level.

This application will not be subject to referral to the Secretary of State as it does not involve the demolition of the principal building, the demolition of a principal external wall of the principal building, or the demolition of all or a substantial part of the interior of the principal building.

LOCATION AND PROPOSAL

The application site is located within the Park Hill estate to the east of the city centre. The estate covers approximately 32 acres and comprises of four principal blocks that vary in scale from four to thirteen storeys. It is bound by Anson Street and the Park Square roundabout to the north, Duke Street to the east, Talbot Street to the south and South Street to the west. Beyond South Street is the Sheaf

Valley Park which leads down to the Railway Station in the valley bottom. To the north-east and south-east surrounding areas are predominantly residential in character.

Park Hill was built between 1957 and 1961 by the Corporation of Sheffield. This prominent grade II* listed brutalist structure is now the largest listed building in Europe. A characteristic feature of Park Hill are the deck access 'streets in the sky' that link all four main blocks with walkways wide enough to accommodate a milk float. The decks, which were intended to replicate the close community of a terraced street, occur at every third level and all front doors lead onto these. They are served by 13 passenger lifts and two large goods' lifts.

Flats and maisonettes were designed around a three-bay, three storey unit system comprising a one bed and a two bed flat below deck level and a three bed maisonette on and above the deck level. The rigid grid of flats and maisonettes ensured that kitchens and bathrooms were stacked in pairs to facilitate servicing. Lifts, stairs, pubs and laundries were set at nodal points. The structure was infilled with brickwork and full-height timber windows. Each of the three storey bands has a different brickwork colour (one per street) which gets lighter towards the top.

The current applications relate to Phase 3, the third of the five redevelopment phases of Park Hill, which is located at the southern end of the estate, bound by Talbot Street to the south and Rhodes Street to the east. The South Block comprises of a 5 to 7 storey building with a central courtyard garden. It maintains the continuous horizontal roofline which is characteristic of the wider estate.

The proposed development comprises of external and internal alterations to the building for use as 74 student cluster flats (356 bedspaces), 350m² of flexible ground floor commercial space (Use Classes A1, A2, A3, A4, and/or D2) and a cycle store for 196 cycle spaces. The proposals also include the provision of landscaping, 8 car parking spaces, service areas, a sub-station and boundary treatments.

RELEVANT PLANNING HISTORY

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|--------------|---|
| 06/00848/OUT | In August 2006, the refurbishment and partial redevelopment of the Park Hill Estate to provide residential accommodation (Use Class C3), multi-storey car park, landscaping, new vehicular and pedestrian access routes and A1, A2, A3, A5, B1 and D1 uses, was granted outline planning consent. |
| 06/00849/LBC | In September 2006 listed building consent was granted for the removal of buildings and structures within the curtilage of Park Hill Flats. |
| 07/01962/OUT | In July 2007, the refurbishment and partial redevelopment of the Park Hill Estate to provide residential accommodation (Use Class C3), multi-storey car park, landscaping, new vehicular and pedestrian access routes and A1, A2, A3, A5, B1 and D1 uses (application under Section 73 to vary condition no.1 |

imposed by 06/00848/OUT (to allow for the phased development of the site)) was approved.

- 07/02476/REM & 07/02475/LBC Partial demolitions, refurbishment and reconfiguration of existing flats, erection of multi-storey car park with ancillary A1 (retail), A3 (cafes/restaurants), A4 (bars), A5 (takeaways), D1 (health/education) and B1 (offices) uses and landscaping (Reserved matters in accordance with 06/00848/OUT) were approved in October 2007.
- 08/02793/OUT In October 2008, an application to vary condition 7 (details of multi-storey car park) and condition 12 (car parking strategy) of application no. 06/00848/OUT (Application under Section 73) was approved.
- 11/02801/REM & 11/03197/LBC Partial demolitions, refurbishment and reconfiguration of existing flats, erection of multi-storey car park with ancillary A1 (retail), A2 (financial and professional) A3 (cafes/restaurants), A4 (bars), A5 (takeaways), D1 (health/education), ancillary gymnasium (D2) and B1 (offices) uses and landscaping (Revised Reserved Matters in relation to Phase 1 in accordance with 06/00848/OUT) were approved in December 2011.
- 12/01758/OUT An application to allow landscaping, the creation of public access routes and highways improvement works to be delayed until Phase 2 of the development (Application under section 73 to vary condition 9 (landscaping and access) and condition 10 (highways improvements) of planning permission ref. 06/00848/OUT (Refurbishment and partial redevelopment of the Park Hill Estate)) was approved in September 2012.
- 12/01800/REM An application to allow highways improvement works to be delayed until Phase 2 of the development (Application under section 73 to vary condition 5 (highways improvements) of planning permission ref. 07/02476/REM (Refurbishment and partial redevelopment of the Park Hill Estate)) was also approved in September 2012.
- 17/03486/REM & 17/03686/LBC In December 2017 consent was granted for the refurbishment of the central block to provide 199 residential units (Use Class C3) and 1,963m² commercial space (A1, A2, A3, A4, B1, D1 and D2 uses), landscaping, car parking and associated works. Application to approve details in relation to design, external appearance, access and landscaping matters reserved by 06/00848/OUT, 07/01962/OUT, 08/02793/OUT and 12/01758/OUT.

SUMMARY OF REPRESENTATIONS

6 representations were received in relation to the proposed development, 1 objection and 5 in support.

The concerns raised by the objector include:

- The applicant does not take account of or control current or anticipated future parking on surrounding residential streets by Park Hill residents. Local residents have done a survey and there are already a number of Park Hill residents who leave cars during the day, overnight and over the weekend on Stafford Road, Glencoe Road, Norfolk Road and other surrounding roads. This will increase due to the new development.
- The proposed Tenancy Agreement states that 'Students will expressly not be permitted to bring cars to the site' and 'Not to park any car or other motorised vehicle at/within the grounds of the development or surrounding streets nor have daily usage or ownership of a private motor vehicle in Sheffield during the Tenancy Period.'

How will local residents know whether any of the new residents are parking nearby and how will the landlord know whether any of the new residents have a car or not? Will any specific controls will be put in place to stop Park Hill residents from parking on surrounding streets?

The schemes supporters, which include the Executive Director the Sheffield Chamber of Commerce, the Director of Estates at Sheffield Hallam University and the Strategic Development Director at S1 Artspace, made the following comments.

- The academic sector plays a critical part in supporting business growth in Sheffield with higher education students spending more than £700 million off campus every year. To support this, good quality accommodation is a key part of attracting and retaining the best quality students.
- The proposals are complimentary to Sheffield Hallam University's campus masterplan, providing high quality accommodation a very short walk away.
- The Alumno development will bring much-needed amenities to the local area as well as adding to the vibrant residential mix at Park Hill.
- I commend the no-car proposal for residents and, as a non-car owner, can confirm that it is extremely easy to live at Park Hill without a car. Everything is easily accessible on foot or by public transport.
- I am pleased to see the inclusion of electric vehicle charge points.
- The proposed colour scheme and restoration of the existing mosaics is welcome.

Though some concerns were raised by existing residents including:

- The pedestrian crossing of the Talbot Street/Duke Street junction is difficult and at times risky and may need to be upgraded.
- Are 6 accessible parking spaces sufficient? These spaces should be easily accessible and available at all times.
- General goods delivery vehicles have no designated parking area. Experience from Phase 1 shows that this traffic is continual, both day and night and every day of the week. It includes deliveries from Royal Mail, UPS,

Parcel Force, DPD, Amazon, supermarket chains and other online grocery companies and some of these vehicles are very large and would have no hope of turning around in the compact Drop Off Area shown on the Landscaping Plan.

- The proposed student accommodation will have 14 bins in a bin store and a further 6 for the commercial unit. Is this sufficient?

In addition, the following statutory consultations were received:

Historic England

Historic England identifies Park Hill as one of the most important post war housing schemes in Britain, reflecting the influence of European multi-storey architecture, and a key component of Sheffield's cityscape.

They have been actively involved in pre-application discussions and are supportive of the overall design approach to this phase, which is broadly similar to that proposed for Phase 2 and seeks to retain as much of the original fabric as possible. Historic England notes in particular that this will include working with the existing facades and retaining elements such as the brick in-fill panels and repairing the concrete frame and balustrade.

The proposals include the internal reconfiguration of the residential accommodation. Historic England acknowledges that the changes include the removal and relocation of walls within the flats, but that the H-core and service risers will remain intact. Overall they consider these alterations to be justified to support the proposed use and have been designed to respect the more significant aspects of the structure. They particularly like the approach to the elevations and streets, which retains the uniform irregularity of the fenestration and the original width of the streets.

Historic England welcome the proposed landscaping scheme, which primarily works with the existing levels, concrete retaining walls and sunken seating areas. They understand the need to provide a secure perimeter, and while they feel that the proposed fencing will still be detrimental to the overall experience of Park Hill as a megastructure, they note that steps have been taken to mitigate this impact through the design of the fencing and the introduction of climbing plants.

They consider it may be desirable to introduce more concrete into the proposed new furniture and benches into the space as we are not aware of precedents for timber furniture within Park Hill.

Whilst Historic England is comfortable with the replacement of existing infill panels at ground floor level with full height glazed openings, which will include high level venting in the commercial units, they recommend that the new glazing panels are recessed within the concrete frame, rather than being located flush with the front of the concrete columns, in order to reduce their visual impact and allow the concrete frame to be easily read. They would also like to see a site-specific method statement for repair works to the concrete frame and recommend that any patch repairs are undertaken as a square or rectangular area respecting the existing

shutter board markings on the concrete (as opposed to round or more organic forms).

Historic England are satisfied with the level of intervention proposed and consider the harm to the significance of Park Hill is justified and has been minimised as the proposals have developed through detailed pre-application discussions. They note there are also several opportunities for enhancement of the listed building. As such, they consider that the application meets the requirements of the NPPF.

Sheffield Conservation Advisory Group

The Group considered the proposals at their meeting on 19th June 2018. They felt there was no objection, in principle, to the proposals subject to the detailing being commensurate with the listed status of the building.

The Group considered that sealing the balconies (to prevent use) was not necessary and would require a long term maintenance and management plan.

PLANNING ASSESSMENT

Land Use

The Park Hill estate lies within a designated Housing Area as defined in the Unitary Development Plan (UDP). Policy H10 of the UDP (Development in Housing Areas) describes housing (use class C3) as the preferred use of land and while student accommodation is classed as a *sui generis* use and so must be considered on its own merits, the nature of the development is considered to be similar to and compatible with C3 housing uses. Moreover Park Hill is well positioned to meet the accommodation needs of Sheffield Hallam University Students as their campus is less than 10 minutes' walk away.

Core Strategy policy CS41 (a) (Creating Mixed Communities) aims to promote the creation of mixed communities by providing for a broad range of smaller households in the City Centre. CS41 (d) also seeks to limit purpose built student housing and Houses in Multiple Occupation (HMOs) to 20% within 200 metres of an application site, where communities are already imbalanced by a concentration of such uses.

The introduction of managed student accommodation into the Park Hill estate is considered to fit in with the general aim of CS41 to promote the creation of mixed communities, as three of the other four blocks will house private residential accommodation. More specifically, the application proposes 74 units (356 bedrooms) comprising of 37 eight bed clusters, 5 four bed clusters, 8 two bed apartments and 24 studios. This is considered to be a reasonable mix and, when considered alongside phases 1 and 2, would comply with part (a) of CS41 insofar as no single house type would exceed half of the total mix.

The existing concentration of shared accommodation within 200 metres of the site (including extant permissions) is 4.9%. When considered alongside phase 2

(recently approved) the application would result in this concentration increasing to approximately 8.2%. This remains short of the 20% policy threshold and the application therefore conforms with part (d) of CS41.

Design and External Appearance

Policy BE5 of the UDP (Building Design and Siting) advises that good design and the use of good quality materials will be expected in all new developments while policy CS74 of the Core Strategy (Design Principles) advises that high-quality development is expected which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

The National Planning Policy Framework (NPPF) advises that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (para. 56).

Like Phase 2, the approach to refurbishing the South Block is based on retention, repair and an aspiration to understand and enhance key characteristics of the building. Thus the existing coloured brickwork panels and concrete balustrades, top rails and eyelet balconies will be retained and repaired, or replaced like for like where they are beyond repair. So too will most of the original tiled mosaic panels, though a small number are damaged beyond repair.

The deck access 'streets in the sky' are one of the defining features of Park Hill. These 3 metre wide covered walkways, which are positioned on every third floor, allowed access to maisonettes at deck level and to the flats below deck. The streets, or 'Rows', were named after the original streets of slum housing which the estate replaced.

The deck access streets will be retained at their current width. However, there are acoustic and thermal performance issues with the existing streets as the rooms directly above and below are vulnerable to cold bridging and impact sound from activity on the street. The walls and floors will therefore be insulated – the walls will then be rendered to match the colour of the existing concrete and a liquid anti-slip waterproofing surface will be applied to the floor. Linear LED lights will be introduced opposite the apartment doors to wash light across the soffit and onto the entrances.

From the decks, the retained entrances will provide access into the 4 and 8 bedroom townhouse style clusters which are arranged over 3 floors and which are centred around the retained circulation stairs – shared facilities are located on the entrance level with bedrooms located on the floors above and below.

The geometry of the South Block is such that there are four corner elements where the layout of the accommodation changes and in these areas much more of the existing structure will be retained – including most of the internal party walls. The additional space created by the splayed nature of some of these corner units means that they are suitable for use as mobility housing units.

Part of the ground level will be converted into a student hub, which will provide reception and communal facilities. The layout of the hub's interior is zoned, working within the existing structure, and the style of the proposed interior references Park Hill's modernist influences. The hub will be accessed via a new main entrance on the building's south elevation, to be defined by a modernist inspired red steel canopy. Adjacent the hub is a 350m² commercial unit.

Proposals for the hub and commercial unit include the removal of two existing single storey projections which formed part of the former Parkway Tavern and the Grace Owen Nursery, the latter is not considered to be original. Openings within the concrete frame at ground floor level will be infilled with large glazed curtain wall panels, similar to those on Phase 1, with high level aluminium louvres to enable passive venting of the spaces within.

The façade design retains all the masonry elements of the original building – the concrete frame, brickwork panels, balconies and balustrades – and overlays them with a new pattern of windows and coloured infill panels which, following the principle of the original design, represent the function within, i.e. bedrooms are given small windows of a consistent module, either single, double or with a side panel reflecting the original window type, while living spaces have a large double module window similar to the original design.

Like Phases 1 and 2, colour will be introduced into the refurbished facades. However, unlike the earlier phases, colour will be used to define the street layers and enhance the whole, rather than to give individuality to flat types.

Given that Park Hill was designed in the context of the modernist movement in art and architecture, the applicant has used Le Corbusier's Polychromie (colour collection) as inspiration for the proposed colour scheme. The colours in Le Corbusier's collection are also similar to those found in the existing mosaics in Phase 3. A simplified colour palette is proposed of golden yellow, teal blue, ivory white and dark umber, with red used as an accent. Coloured building elements will include the reveals to the south facing balconies and the window infill and accent panels. Colour will also be introduced to the street soffits – yellow to identify Norwich Row and teal blue to identify Long Henry Row – and around the apartment entrances.

Unlike earlier phases, the design approach to Phase 3 comprises of a more literal celebration of the architectural and artistic conception of this grade II* listed building. Whilst different, it is considered that this approach will result in another high quality refurbishment which will enhance the distinctive features of Park Hill and compliment the approach to Phases 1 and 2, thus complying with the requirements of policy BE5 of the UDP and Policy CS74 of the Core Strategy.

Impact on the Grade II* Listed Building

The architectural significance of Park Hill and its place in British housing design was recognised in 1998 when it received grade II* listed building status. Only 5.8% of listed buildings are grade II*, which indicates that buildings on the estate are particularly important and of more than special interest.

Policy BE15 of the UDP (Areas and Buildings of Special Architectural and Historic Interest) advises that buildings and areas of special architectural or historic interest will be preserved or enhanced and development that would harm their character or appearance will not be permitted. Similarly, policy BE19 (Development Affecting Listed Buildings) expects proposals for internal or external alterations, which would affect the special interest of a listed building, to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest.

Paragraph 132 of the NPPF notes 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. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting.'

A similar duty is required by Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990, which states that that the local planning authority shall have 'special the building or its setting or any features of special architectural or historic interest which it possesses.'

Park Hill is Europe's largest listed structure and an early manifestation of the Brutalist style – a variation of Modernism which emerged in the 1950s. Its four blocks, linked by bridges, range between four and thirteen storeys, but as they are built on a steeply sloping site, the roof line remains a continuous, even height.

The Park Hill structure comprises of a reinforced concrete frame which is partly board marked (where the grain and grout lines of the timber shutter boards are expressed), articulating the Brutalist ethos of expressing the characteristics of the materials used. The structure also includes concrete balconies and brick infill panels in varying shades of colour. Tiled mosaics are located around the complex, adding colour, texture and patterns to the raw concrete and brick structure.

The original estate included a nursery, a primary school, 31 shops, four pubs, a laundry boiler house, refuse station and garages. The flats and maisonettes were designed in a standard three-bay unit with central staircases set in pairs within a H shaped frame.

The South Block is located adjacent the southern boundary of the estate, next to Talbot Street, and is largely obscured to the north, east and west by the other three blocks. It ranges between five and seven storeys and incorporates a series of 90 degree angles, creating a central, private courtyard garden.

The proposed redevelopment works will result in physical changes to the original fabric of Park Hill which have the potential to affect the special interest of this grade II* listed building. Yet while the internal layout of the existing apartments will be altered, the new residential layouts retain the important circulation and H-frame structure.

The ground floor of the north range which currently comprises the former nursery and Parkway Tavern will be replaced with the Student Hub and commercial space, retaining activity and re-introducing services to the wider complex as envisaged in the original masterplan.

While the proposed elevations will incorporate a new pattern of fenestration, they retain the uniform irregularity of the original designs and will sit within the building's retained concrete structure. Moreover, the decks, balconies and brick infill panels will all be retained and restored, thereby preserving the original character and distinctiveness of the building's facades.

Thus it is considered that the character and appearance and thereby the significance of Park Hill will be preserved that the proposed works accord with Policy BE15 and BE19 of the UDP and guidance within the NPPF.

Sustainability

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

Similarly policy CS64 (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings and conversions of existing buildings to be energy efficient and to use resources sustainably, while policy CS65 (Renewable Energy and Carbon Reduction) seeks to secure the generation of energy from renewable sources, with 10% of predicted energy needs provided from decentralised and renewable or low carbon energy.

The proposed development is in a highly sustainable city centre location, to the east of Sheffield's railway station and the Supertram and a short walk from the Sheffield Hallam University campus and the central shopping area beyond. To further promote sustainable forms of transport, 198 cycle storage spaces are proposed, 178 of which are in a purpose built, long stay secure cycle store.

The approach to converting the southern block of Park Hill for use as student accommodation is described in the submitted Sustainability Statement. It focuses on passive building measures, such as introducing high levels of insulation, followed by the specification of energy efficient systems and appliances. For example, the proposals include:

- Large glazed openings, particularly in communal areas, which will maximise natural daylighting. The risk of overheating is reduced by specifying glass with high light transmission (60%) but limited solar transmission (36%).
- The retained façade will be insulated and new windows will be double glazed to ensure they exceed minimum Building Regulations standards.
- The development will be naturally ventilated through trickle ventilators and openable windows. Kitchens and en-suite bathrooms will feature a separate low energy local extract system activated by occupancy sensors to ensure that fans only operate when needed.

- 100% of internal lighting fittings will be energy efficient and presence detection controls will be specified to all corridors and stairwells to ensure lights only operate when needed.
- Potable water use will be minimised through the introduction of low flow taps and showers, dual flush cisterns and the introduction of water meters to monitor water use and detect leaks.
- Domestic Hot Water (DHW) will be generated by a high efficiency electric hot water storage heater with high levels of insulation to reduce storage losses.

This approach is considered to be acceptable and to comply with the general aims of policies CS63 and CS64.

Policy CS65 seeks to secure the generation of 10% of the building's predicted energy needs from renewable sources. During pre-application discussions it was suggested that this requirement could be fulfilled by connecting to the district heating network and it is understood that Phase 1 of the redevelopment of Park Hill derives energy from the district heating network, though this was not secured by condition.

In Phase 3 heating is to be provided to all student rooms through electric panel radiators. The Statement explains that electric heating has been specified due to the limited plant space and distribution constraints brought about by the building's listed status.

The feasibility of connecting to the existing district heating network was been investigated and discounted due, the Statement explains, to existing inappropriate flow and return temperatures resulting in very poor heating demand in existing buildings. In practice, this means that the system installed to supply Phase 1 hasn't reached the necessary temperatures to cope with peak temperature demands, particularly during the winter months, and that there are significant problems with controllability and heat being lost through the pipework. For these reasons connection to the district heating network was considered to be unviable.

Policy CS65 acknowledges that achieving carbon reductions through renewable energy may not always be possible, depending on the constraints of a site, and the policy affords flexibility in allowing carbon dioxide emission reductions through design. In this instance it is considered that the re-use of Park Hill, coupled with significant insulation and efficiency improvements, will result in a sustainable development that will also protect the fabric and setting of this grade II* listed building.

Access

The nature of Park Hill's deck access limits the opportunities to provide fully accessible units. This is largely due to the internal stair which is present in most areas and which limits room size. That said, 6 fully accessible bedrooms are proposed where the external angle of the building's corners creates a longer length grid.

Provided users can navigate the internal stairs, the generous size of most bedrooms also allows ambulant accessibility to be achieved across the entire scheme.

Landscaping

Policy BE6 of the UDP (Landscape Design) advises that good quality landscape design is expected in all new developments and that this should provide an interesting and attractive environment which integrates existing landscape features into the development. It should also seek to promote nature conservation and use native species where appropriate.

The proposed landscape scheme works with the existing levels, ramps and concrete retaining walls to create a lawned garden within the courtyard area, with buffer planting to protect the amenities of the occupants of ground floor flats, and break-out social/dining spaces adjacent the student hub and commercial unit. The areas around main entrances will be richly planted with perennial species to provide year round interest, while existing trees and grassland will be maintained and enhanced along Talbot Street and the east and western outer façades. These areas will be enhanced by additional tree planting and areas of long meadow grass and native perennials.

The secure line boundary will predominantly be defined by the building and existing retaining walls, however two short sections of boundary fencing need to be provided to complete the secure line. The contemporary appearance of the proposed square aperture fence should not impose on the existing structure, while evergreen species will be planted along the fence to soften its visual impact.

Historic England recommended the introduction of concrete into the proposed new outdoor furniture as they are not aware of precedents for timber furniture within Park Hill. The applicant has confirmed that concrete will be used where suitable, particularly on the feature benching to the central lawn.

The proposed landscape scheme works with existing features in a contemporary manner to enhance the setting of the grade II* listed building and is considered to comply with the requirements of policy BE6.

Highways

The proposed development is essentially car free, with only 6 accessible car parking spaces and 2 staff parking bays provided close to the main entrance on the building's north facing elevation. The car free proposals are supported because the provision of sufficient parking to serve the development is not possible and because the site offers easy access to the city centre and a range of public transport.

The car free proposals do raise concerns that students could bring cars and park them on the surrounding streets. However the applicant, student accommodation provider Alumno, has developed car free schemes in the past and intends to prohibit residents (except disabled residents) from bringing cars into the area

through a term in the tenancy agreement and the signing of a car parking declaration. Alumno have confirmed that the tenancy prohibition has proven effective on its own to deter students from bringing their cars into an area, but that it can be further enhanced by, for example, creating a complaints procedure which is publicised with local residents and businesses, by holding periodic meetings with local residents and by actively encouraging alternatives to car use. Disciplinary procedures will be taken against students found parking in the area, which may ultimately lead to the landlord taking possession of their accommodation.

The main vehicle movement demand generated by students occurs at the beginning and end of the academic year when they move in and out of the accommodation. Students generally arrive within a two week window before the term begins, but leave in a more dispersed timeframe as exams finish on different courses.

The 8 car parking spaces will be managed by the on-site facilities management team to allow loading and unloading at the beginning and end of the academic year. To stagger arrivals, each student will be allocated a date and time to take up occupancy of their room and during move-in days an increased management presence will be provided in order to minimise disruption. Once unloaded, students will be directed to nearby public car parks.

Accessible spaces will not be allocated to individual disabled students until the move in period has been completed. Following this, they will be allocated on an academic year by year basis to ensure that their use is optimised, for other uses such as deliveries and day visitors (for example contractors), and to avoid unused spaces should less than 6 disabled students with vehicles be in occupation in a given year. The applicant has confirmed that no other students will be allowed to park in the accessible parking bays, which is consistent with the no student parking development principle.

No car parking will be provided for the proposed commercial units. Servicing will be carried out from a layby provided adjacent to the northern façade.

Secure cycle parking for 178 bikes will be provided within a locked shelter. Visitor cycle parking is provided by both main entrances.

CIL

Student accommodation is CIL liable and the site lies within the £50 per square metre charging zone.

Affordable Housing

While policy CS 40 of the Core Strategy (Affordable Housing) states that, in all parts of the city, developers of new housing will be required to contribute towards the provision of affordable housing where it is practicable and financially viable, the expected affordable housing contribution in this location is zero.

That said, there is a specific condition (Condition 4) attached to the outline consent for the wider site requiring details of affordable housing equivalent to no less than 20% of the total number of dwellings to be approved by the local planning authority and 96 affordable units were provided within Phase 1 via the Great Places Housing Group. This equates to 21% of the 460 units that form Phases 1 and 2. It is expected that additional affordable housing units will be provided as part of Phase 5.

SUMMARY AND RECOMMENDATION

This application seeks planning permission and listed building consent for the refurbishment of the Phase 3 block at the southern end of the site to provide student accommodation with commercial space at ground floor level. It is concluded that the submitted proposals will retain and protect those features of the buildings that merited Park Hill being awarded grade II* listed building status and deliver the next phase of a development that will secure the building's long term future.

It is also considered that the details submitted in relation to the listed building consent provide sufficient justification that the proposed development will preserve and enhance the special character of this significant grade II* listed building.

As per paragraph 15(1) of DETR Circular 01/2001: Arrangements for Handling Heritage Applications-Notification and Directions by the Secretary of State and Circular 08/2009: Arrangements for Handling Heritage Applications Direction 2015, this application is not subject to referral to the Secretary of State as it does not involve the demolition of the principal building, the demolition of a principal external wall of the principal building, or the demolition of all or a substantial part of the interior of the principal building.

Members are therefore recommended to grant planning permission and listed building consent, subject to the listed conditions.

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