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Case Number	18/01077/FUL (Formerly PP-06785525)
Application Type	Full Planning Application
Proposal	Demolition of existing building/associated structures (excluding the Cementation Furnace) and erection of a mixed use development comprising 247 residential units (Use Class C3) 658 student bed spaces (Use Class Sui Generis), commercial uses (Use Classes B1a, A1, A2, A3, D1 and D2) with associated access, parking, servicing and landscaping works
Location	HSBC 79 Hoyle Street Sheffield S3 7EW
Date Received	16/03/2018
Team	City Centre and East
Applicant/Agent	CBRE Limited
Recommendation	Grant Conditionally Subject to Legal Agreement

## Time limit for Commencement of Development

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

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

## Approved/Refused Plan(s)

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

0987-JSA-XX-XX-DR-A-01001	P8	Site Layout Plan
0987-JSA-XX-XX-DR-A-01002	P5	Site Location Plan
0987-JSA-XX-XX-DR-A-01003	P6	Zoning Diagram
0987-JSA-XX-XX-DR-A-01004	P3	Site layout plan Archaeological Overlay
0987-JSA-XX-XX-DR-A-01005	P4	Demolitions Plan
LF1232 2D Topo. Survey-Sheet 1		2D Topographical Survey
LF1232 2D Topo. Survey-Sheet 2		2D Topographical Survey

0987-JSA-XX-XX-DR-A-03000	P2	Existing Site Sections Sheet 1
0987-JSA-XX-XX-DR-A-03001	P2	Existing Site Sections Sheet 2
0987-JSA-XX-XX-DR-A-03201	P1	Sections Sheet 01
0987-JSA-XX-XX-DR-A-03202	P1	Elevations sheet 01
0987-JSA-XX-XX-DR-A-03203	P1	Elevations sheet 02
0987-JSA-XX-XX-DR-A-04001	P2	Existing Elevations
0987-JSA-Z1-00-DR-A-02001	P10	GA Plan - 00 Ground Floor Plan
0987-JSA-Z1-01-DR-A-02002	P11	GA Plan - 01 First Floor Plan
0987-JSA-Z1-02-DR-A-02003	P11	GA Plan - 02 Second Floor Plan
0987-JSA-Z1-03-DR-A-02004	P10	GA Plan - 03 Third Floor Plan
0987-JSA-Z1-04-DR-A-02005	P11	GA Plan - 04 Fourth Floor Plan
0987-JSA-Z1-05-DR-A-02006	P9	GA Plan - 05 Fifth Floor Plan
0987-JSA-Z1-06-DR-A-02007	P9	GA Plan - 06 Sixth Floor Plan
0987-JSA-Z1-07-DR-A-02008	P9	GA Plan - 07 Seventh Floor Plan
0987-JSA-Z1-08-DR-A-02009	P9	GA Plan - 08 Eighth Floor Plan
0987-JSA-Z1-10-DR-A-02010	P10	GA Plan - 10 Roof Plan
0987-JSA-Z1-B1-DR-A-02011	P9	GA Plan - B1 Lower Ground Floor Plan
0987-JSA-Z1-09-DR-A-02012	P5	GA Plan - 09 Ninth Floor
0987-JSA-Z1-XX-DR-A-03001	P6	GA Sections Sheet 1
0987-JSA-Z1-XX-DR-A-03002	P6	GA Sections Sheet 2
0987-JSA-Z1-XX-DR-A-03003	P6	GA Sections Sheet 3
0987-JSA-Z1-XX-DR-A-04001	P12	GA Elevations - Elevation A
0987-JSA-Z1-XX-DR-A-04002	P11	GA Elevations - Elevation B
0987-JSA-Z1-XX-DR-A-04003	P12	GA Elevations - Elevation C
0987-JSA-Z1-XX-DR-A-04004	P11	GA Elevations - Elevation D
0987-JSA-Z1-XX-DR-A-04005	P11	GA Elevations - Elevation E
0987-JSA-Z1-XX-DR-A-04006	P10	GA Elevations - Elevation F
0987-JSA-Z1-XX-DR-A-04007	P12	GA Elevations - Elevation G
0987-JSA-Z1-XX-DR-A-04008	P11	GA Elevations - Elevation H
0987-JSA-Z2-B1-DR-A-02101	P13	Lower Ground Floor GA Plan Student Block
0987-JSA-Z2-00-DR-A-02101	P12	Ground Floor GA Plan Student Block
0987-JSA-Z2-01-DR-A-02101	P12	First Floor GA Plan Student Block
0987-JSA-Z2-02-DR-A-02101	P12	Second Floor GA Plan Student Block
0987-JSA-Z2-03-DR-A-02101	P12	Third Floor GA Plan Student Block
0987-JSA-Z2-04-DR-A-02101	P12	Fourth Floor G A Plan Student Block
0987-JSA-Z2-05-DR-A-02101	P12	Fifth Floor GA Plan Student Block
0987-JSA-Z2-06-DR-A-02101	P12	Sixth Floor GA Plan Student Block
0987-JSA-Z2-07-DR-A-02101	P12	Seventh Floor GA Plan Student Block
0987-JSA-Z2-08-DR-A-02101	P12	Eighth Floor GA Plan Student Block
0987-JSA-Z2-09-DR-A-02101	P12	Ninth Floor GA Plan Student Block
0987-JSA-Z2-10-DR-A-02101	P12	Tenth Floor GA Plan Student Block
0987-JSA-Z2-11-DR-A-02101	P8	Eleventh Floor GA Plan Student Block
0987-JSA-Z2-RF-DR-A-02101	P7	Roof Plan Student Block
0987-JSA-Z2-XX-DR-A-03001	P10	GA Sections Sheet 1
0987-JSA-Z2-XX-DR-A-03002	P10	GA Sections Sheet 2
0987-JSA-Z2-XX-DR-A-03003	P8	GA Sections Sheet 3

0987-JSA-Z2-XX-DR-A-04001	P9	GA Elevations Sheet 1
0987-JSA-Z2-XX-DR-A-04002	P9	GA Elevations Sheet 2
0987-JSA-Z2-XX-DR-A-04003	P8	GA Elevations Sheet 3
0987-JSA-Z2-XX-DR-A-04004	P9	GA Elevations Sheet 4
0987-JSA-Z2-XX-DR-A-04005	P10	GA Elevations Sheet 5
0987-JSA-Z2-XX-DR-A-04006	P9	GA Elevations Sheet 6
0987-JSA-Z2-XX-DR-A-04007	P10	GA Elevations Sheet 7
0987-JSA-XX-XX-DR-A-02500	P3	Accessible Units Typical Layouts

Reason: In order to define the permission.

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

3. No development (including demolition, construction, or other enabling, engineering or preparatory works) shall take place until a final phasing plan for all works associated with the development has been submitted to and approved by the Local Planning Authority. The phasing plan shall be based on the principles set out on Drawing No 0987-JSA-xx-xx-dr-a-01003 Rev. P6 (Zoning Diagram). The development shall thereafter be carried out in accordance with the approved details.

Reason: In order to define the permission.

4. No development (including demolition works) hereby authorised shall be carried out before a contract for the carrying out of the works of redevelopment of the site has been made, evidence that such a contract has been 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 a significant time before the development work is proposed, which would be detrimental to the character and setting of the retained heritage assets.

5. No development (including demolition, construction, or other enabling, engineering or preparatory works), shall take place until a Construction Environmental Management Plan (CEMP) has been submitted to and approved by the Local Planning Authority.

The CEMP shall assist in ensuring that all such activities are planned and managed so as to prevent nuisance to occupiers and/or users of nearby sensitive uses and damage to key assets/infrastructure within and adjacent to the site. It will document the Contractor's plans to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust and light nuisance as well as the proposed means of heritage and infrastructure protection.

As a minimum, the CEMP shall include:

1. Strategies to mitigate any residual effects from noise and vibration that cannot be managed to comply with acceptable levels at source;
2. Details relating to the permitted working hours on site, and include a fugitive dust management plan;
3. Details of all methods to be used to secure the protection of the archaeological remains within the area of in situ preservation (as set out in the Technical Note: Archaeology Mitigation Strategy by ECUS, Project No: 10407, Revision v.1.2, May 2018); and
4. Details of all measures to be used to secure the protection and monitoring of the Scheduled Monument known as Cementation furnace, Hoyle Street (NHLE 1004791) during all demolition and construction works.
5. Details of the measures to protect the water supply infrastructure that is laid within or adjacent to the site boundary during all demolition and construction works.

The works shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of the amenities of the locality and occupiers of adjoining properties, and in the interests of protecting the site's valuable heritage assets.

6. No development (including demolition, construction, or other enabling, engineering or preparatory works) shall take place until a Highway Management Plan (HMP) has been submitted to and approved by the Local Planning Authority.

The HMP shall assist in ensuring that all Contractor highway / vehicle activities are planned and managed so as to prevent nuisance to occupiers and/or users of the surrounding highway environment. The HMP shall include, as a minimum:

- a. Details of the means of ingress and egress for vehicles engaged in all phases of the development.
- b. Details of the equipment to be provided for the effective cleaning of wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway; and
- c. Details of the site compound, contractor car parking, storage, welfare facilities and delivery/service vehicle loading/unloading areas

The development shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of the amenities of the locality and occupiers of adjoining properties and the protection of the free and safe flow of traffic on the public highway.

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 of remains to be impacted by the scheme both within the area of targeted preservation and within the area where preservation in situ cannot be achieved (as set out in the Technical Note: Archaeology Mitigation Strategy (ECUS, Project No: 10407, Revision v.1.2, May 20188). This WSI shall be approved by the Local Planning Authority and shall include:

- The programme and method of site investigation and recording.
- 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 no phase within the development shall be brought into use until the Local Planning Authority has confirmed 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 (excluding demolition, consolidation of the Scheduled Monument and archaeological works) shall take place until a detailed scheme for all foundation designs and all new groundworks has been submitted to and approved by the Local Planning Authority. In accordance with the details set out in the submitted Technical Note: Archaeology Mitigation Strategy (ECUS, Project No: 10407, Revision v.1.2, May 2018) the scheme shall:

- demonstrate measures to minimise disturbance within the area of targeted preservation; and
- provide confirmation that details of the foundation design for the residential block (Block A) will be recorded in the site's Operation & Maintenance Manual and Building Regulations submission (in order to facilitate foundation re-use at a later date).

The development shall thereafter be carried out and monitored in accordance with the approved details.

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.

9. No development (including any demolition and groundworks) shall commence until a full programme of repair and maintenance (consolidation) of the Scheduled Monument (NHLE 1004791) has been submitted to and approved by the Local Planning Authority. Thereafter, the works shall be carried out in accordance with the approved details.

Reason: In order to secure consolidation of the Schedule Monument and in order to ensure the heritage benefits of the scheme are fully delivered.

10. No development shall commence (excluding demolition, consolidation of the Scheduled Monument and archaeological works) until a proposed long-term management and maintenance plan ("the plan") for the future routine maintenance and repairs of the Scheduled Monument (NHLE 1004791) has been submitted to and approved by the Local Planning Authority. The agreed details shall be implemented in accordance with the relevant timescales/phase of development (as agreed in "the plan") and it shall be retained for the lifetime of the development.

Reason: In order to secure long term management and maintenance of the Schedule Monument and in order to ensure the heritage benefits of the scheme are fully delivered for the lifetime.

11. The buildings, access road, path and external landscaping permitted to be demolished as part of this application are as per those detailed on Drawing Ref. 987-JSA-XX-XX-DR-A-01005 Rev. P4 (Demolitions Plan).

Reason: For the avoidance of doubt and in order to define the demolition works approved as part of this permission.

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

accordance with the approved details. No part of a phase shall be brought into use until the drainage works approved for that part have been completed.

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

13. No development (excluding demolition, consolidation of the Scheduled Monument and archaeological works) shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a 30% reduction compared to the existing peak flow based on a 1 in 1 year rainfall event have been submitted to and approved by the Local Planning Authority. This will require the existing discharge arrangements, which are to be utilised, to be proven and alternative more favourable discharge routes, according to the hierarchy, to be discounted. Otherwise greenfield rates (QBar) will apply.

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

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

14. Supplementary intrusive investigations, as recommended in the approved Ground Investigation Report; ref: 063839-CUR-00-XX-RP-GE-002; rev.V03 (March 2018), shall be carried out and be the subject of an additional Ground Investigation Report which shall have been submitted to and approved by the Local Planning Authority prior to any construction works commencing. 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.

15. Any remediation works recommended in the approved Ground Investigation Report ref: 063839-CUR-00-XX-RP-GE-002; rev.V03 (March 2018) or subsequent approved supplementary reporting shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

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

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

16. Details of all proposed external materials, finishes and fixings, 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 an appropriate quality of development.

17. Before any construction work relating to the relevant phase of development is commenced, a sample panel of the proposed material palette shall be erected on the site and shall be approved by the Local Planning Authority. The sample panel shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish and the relationship of the brickwork with the additional elements of material palette (including the sizing and fixing of materials) for that phase. The sample panel shall be retained for verification purposes until the completion of such works.

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

18. The development shall be carried out in accordance with the following typical Construction Details and Dimensional Offsets, set out at pages 15 - 20 of the 'Historic England and Urban Design Consultee Comments and Design Response' document (Revised: July 2018):

- Section through student block external facade on Hoyle Street (page 15);
- Section through student townhouse external facade on the new street (page 16);
- Section through residential external facade on Hoyle Street (page 17);
- Section through residential dormer facing the furnace courtyard (page 18);
- Section through residential external facade to courtyard (page 19); and
- Section through residential retail frontage on Hoyle Street (page 20).

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

19. 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:

- Typical detail of all ground floor service door openings - (incorporating minimum 200mm brick reveal);



- Hit and miss feature brickwork detail (material key reference: 12);
- Car Park roller shutter details (material key reference: 13);
- Boundary Wall to Doncaster Street - including details of brickwork, slatted metal railing, entrance gates and any interpretation panel proposed. The design shall be based on the intent / principles set out in the 'Historic England and Urban Design Consultee Comments and Design Response' document (Revised: July 2018).

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

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

20. The proposed brown roof system shall be provided on the roof of Block B in accordance with location shown on the approved plans. Before any foundation works in relation to that phase of development commences, full details of the specification and maintenance regime for the brown roof system shall be submitted to and approved by the Local Planning Authority. No part of the phase shall be brought into use until the brown roof system has been installed and have been completed.

Reason: In the interests of biodiversity.

21. Before any foundation work within the relevant phase of development is commenced, a comprehensive and detailed hard and soft landscape scheme for the following areas shall be submitted to and approved:

Cementation Furnace Courtyard (Block A):

1. The proposed hard landscape materials, including samples when requested;
2. The proposed soft landscaping planting scheme;
3. The design of any proposed steps and ramps - including design of tactile paving, treads, gradients, handrails etc;
4. The design of any proposed furniture (e.g. planters, seats etc.); and
5. The proposed historic interpretation of the Cementation Furnaces - including horizontal hard and soft landscape proposals. This shall be based on the intent shown in the 'Historic England and Urban Design Consultee Comments and Design Response' document (Revised: July 2018).
6. Proposed timescales for implementation.

Shared Street space situated between Buildings A and B:

- a) The proposed hard landscape materials, including samples when requested;
- b) The proposed soft landscaping planting scheme;
- c) The design of any proposed steps and ramps - including design of tactile paving, treads, gradients, handrails etc;
- d) The design of any proposed furniture (e.g. planters, seats etc.);
- e) The design of bollards - including drop down bollards; and

f) The design and specification of 2 x Rapid Electric Charging Point Facilities.

Student Residential Accommodation Block (Block B) Courtyard Amenity Space:

1. The proposed hard landscape materials, including samples when requested;
2. The proposed soft landscaping planting scheme;
3. The design of any proposed steps, ramps and security gates - including design of tactile paving, treads, gradients, handrails etc;

The relevant phase shall not be brought into use until the approved details have been provided and they shall thereafter be retained.

Reason: In the interests of preserving and enhancing the setting of the Scheduled Ancient Monument that exists within the curtilage of the site as well as enhancing the visual / residential amenity qualities of the Furnace Courtyard space.

22. Should the area shown as Zone 01 on Drawing No 0987-JSA-xx-xx-dr-a-01003 Rev. P6 (Zoning Diagram) not be implemented as Phase 1 of this development, a temporary landscape scheme expected to secure the immediate setting of the Scheduled Monument for the period until the phase containing Zone 01 is commenced shall be submitted to and approved by the Local Planning Authority. The approved details shall be implemented before any above ground construction work in relation to Phase 1 is commenced.

Reason: In the interests of preserving and enhancing the setting of the Scheduled Monument that exists within the curtilage of the site.

23. The soft landscaped areas throughout the development shall be managed and maintained for a period of 5 years from the date of implementation and any plant failures within that period shall be replaced in accordance with the approved details.

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

24. Prior to installation, 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. Any external signage proposals shall be based on the intent / principles set out in the External Signage Strategy (Section 4.8) of the Design and Access Statement and the 'Historic England and Urban Design Consultee Comments and Design Response' document (Revised: July 2018). Thereafter, the signage shall be provided in accordance with the approved details.

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

25. Before any construction work within the relevant phase of 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, within the curtilage of that phase, and the final design of all mobility units shall have been submitted to and approved by the Local Planning Authority. This shall include final details of the proposed ramps, steps and entrance. 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 2).

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

26. Before any above ground construction work is commenced, or an alternative timeframe to be agreed by the Local Planning Authority, full details of proposals for the inclusion of public art across all phases of the development shall have been submitted to and approved by the Local Planning Authority. The public art proposals shall be based on the intent / principles set out in the Public Art Strategy (Section 4.9) of the Design and Access Statement and the 'Historic England and Urban Design Consultee Comments and Design Response' document (Revised: July 2018) and shall detail a timeframe for implementation across the site. The development shall be carried out in accordance with the approved details and retained thereafter.

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. Before any building within the relevant phase of development is occupied, details of a scheme to ensure that the future occupiers of that phase will not be eligible for resident parking permits within the Traffic Management Scheme (existing or proposed) in the vicinity of the site shall have been submitted to and approved by the Local Planning Authority. The future occupation of the buildings within the phase shall then occur in accordance with the approved details.

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

28. Unless shown (to the satisfaction of the Local Planning Authority) not to be feasible and viable, the relevant phase of development shall not 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. 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 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.

29. Before the relevant phase of development is commenced, or an alternative timeframe to be agreed, final details of the proposed bin storage facilities and Waste Management Strategy for that phase shall have been submitted to and approved by the Local Planning Authority. No part of the phase shall be brought into use until the facilities have been provided in accordance with the approved details and, thereafter, such facilities shall be retained.

Reason: To ensure that general waste and recycling facilities are provided and managed in an acceptable manner, in the interests of highway safety and amenity.

30. The student residential accommodation hereby approved shall be constructed to achieve a minimum rating of BREEAM 'very good' and before this part of 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.

31. 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 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.

32. 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 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.

33. The private and student accommodation shall not be occupied unless a scheme of sound insulation works for the relevant phase has been installed and thereafter retained. Such scheme of works shall:

a) Be based on the findings of the approved Noise and Vibration Assessment; WSP ref. Project no.70031598; Ref no.001 (March 2018).

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);

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

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

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

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

34. Before the use of the relevant phase of development is commenced, Validation Testing of the sound attenuation works for that phase 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 by the Local Planning Authority before the use of the phase is commenced and shall thereafter be retained.

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

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

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

36. 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 design and 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.

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

- a) Plans showing the location of the all external ducting and the extraction point, including a low resistance cowl.
- b) Acoustic emissions data.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the systems required cleaning and maintenance schedule.
- e) Details of a scheme of works to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building).

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

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

38. No construction work shall commence until a detailed Employment and Training Strategy, designed to maximise local opportunities for employment from the construction phase of development, shall have been submitted to and approved by the Local Planning Authority.

The Strategy shall include a detailed implementation plan, with arrangements to review and report back on progress achieved to the Local Planning Authority. Thereafter the Strategy 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.

39. Before any building within the relevant phase of development is used, the car parking accommodation as shown on the approved plans and relating to that phase shall have 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.

40. No development (excluding demolition, consolidation of the monument and archaeological works) shall commence until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below have either;

1. Been carried out; or
2. 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 within each phase are brought into use.

Highway Improvements:

1. The footways adjacent to the site on Hoyle Street, Doncaster Street, Ellis Street and Meadow Street have been reconstructed to Sheffield City Council's Urban design compendium palette.

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

41. No phase of development shall be occupied until the redundant accesses associated with each phase have been stopped up and the kerb and footways reinstated. Access to each phase shall be restricted to the approved access points shown on the approved plans.

Reason: In the interests of the safety of road users

42. Before the relevant phase of development is commenced, or an alternative timeframe to be agreed, final details of the proposed resident and visitor cycle parking accommodation and facilities for that phase shall have been submitted to and approved by the Local Planning Authority. No part of the phase shall be brought into use until such cycle parking has been provided and, thereafter, such facilities shall be retained.

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

43. No building within the development shall be brought into use 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 residential or student unit is occupied.

Public Transport Infrastructure Improvements:

1. The upgrade of the nearest inbound bus stop to the site (stop number 37020369) to a specification to be confirmed by SYPTTE.

Reason: In the interests of improving public transport infrastructure and promoting more sustainable forms of transport.

44. Prior to the occupation of any phase of the development, a detailed Travel Plan(s), designed to: reduce the need for and impact of motor vehicles, including fleet operations; increase site accessibility; and to facilitate and encourage alternative travel modes for that phase, shall have been submitted to and approved in writing by the Local Planning Authority. Detailed Travel Plan(s) shall be developed in accordance with a previously approved Framework Travel Plan for the proposed development, where that exists.

The Travel Plan(s) shall include:

1. Clear and unambiguous objectives and modal split targets;
2. An implementation programme, with arrangements to review and report back on progress being achieved to the Local Planning Authority in accordance with the 'Monitoring Schedule' for written approval of actions consequently proposed,
3. Provision for the results and findings of the monitoring to be independently verified/validated to the satisfaction of the local planning authority.
4. Provisions that the verified/validated results will be used to further define targets and inform actions proposed to achieve the approved objectives and modal split targets.

On occupation, the approved Travel Plan(s) shall thereafter be implemented, subject to any variations approved in writing by the Local Planning Authority.

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

45. In accordance with the recommendations of the 'Wind Microclimate Report' (Project No. 70031598, Our Ref. 271, March 2018), full details of the proposed Wind Mitigation measures recommended at Receptors 3, 4 and 11



(identified in the report) shall have been submitted to an approved in writing by the Local Planning Authority, prior to installation. The mitigation measures shall thereafter be carried out in accordance with the approved details before the occupation of the development and retained thereafter.

Reason: In the interests of providing an appropriate micro-climate for the amenity of pedestrians and users of site and surrounding streets.

46. Notwithstanding the details on the approved plans, before any construction work relating to the relevant phase is commenced, full and final details of the proposed building levels (including floor levels and site sections) for that phase shall be submitted to and approved by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: In order to ensure an appropriate quality of development is achieved and to ensure that any changes to the proposed building levels identified on the submitted drawings (following any archaeological and preparatory works etc.) can be addressed and assessed prior to any construction works commencing on site.

#### **Other Compliance Conditions**

47. Notwithstanding the details on the approved plans, all service door openings (including material key ref: 13) and metalwork to be used throughout the development shall have a matching dark grey / anthracite colour finish.

Reason: In order to ensure the consistency throughout and an appropriate quality of development.

48. 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.

49. Movement, sorting or removal of waste materials, recyclables or their containers in the open air shall be carried on only between the hours of 0700 to 2300 Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

50. Notwithstanding the details on the approved plans, no external doors or gates shall when open project over the public highway.

Reason: In the interests of highway and pedestrian safety.

51. The felling / clearance of trees, shrubs or scrub shall be carried out outside the bird breeding season (1st March - 31st August). If clearance works are to be carried out within this period, the site (including trees and cracks / crevices in derelict walls) should be checked by a suitably qualified ecologist no more than 48 hours prior to the proposed works commencing.

Reason: In the ecological amenity of the site and to avoid conflict with active bird nests.

52. The commercial unit hereby approved is authorised to be used for the following Use Classes - as set out in the Town and Country Planning Use Classes Order 1987 (as amended) - and no other use is permitted without the prior consent of the Local Planning Authority:

Use Class A1;  
Use Class A2;  
Use Class A3;  
Use Class B1a;  
Use Class D1 - Health / Dental Centre / Clinic only; and  
Use Class D2 - Gymnasium only.

Reason: In order to define the permission and in the interests of the amenity of existing and future residents.

53. The commercial units shall be used only between 0700 to 2300 Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

54. The glazed facades of the commercial unit hereby approved shall not be obscured by vinyl displays (excluding any public art proposals) or be obscured by the future occupiers' internal arrangements or shop fitting layout.

Reason: In the interests of the visual amenity in order to protect the open character of the commercial unit.

Attention is Drawn to the Following Directives:

1. The applicant is advised that that Scheduled Monument Consent, from the Secretary of State for the department of Digital, Culture, Media and Sport will be required for any work to the monument. This consent is administered by Historic England.
2. The applicant is advised that the submitted WSI has not been approved as part of this application. Whilst the assessment of the below-ground potential for this site seems reasonable, it is understood that the archaeological consultant (ArchHeritage) has monitored the ground investigation works in 2017 but the WSI has not been updated to consider this.

3. The applicant is 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.
  
4. The applicant is advised that any suitable CEMP should consider the following issues, as a minimum;
  - Standard working hours (0730 to 1800 Mon-Fri; 0800 to 1300 Saturday; No working Sunday or Public Holidays).
  - Communications and liaison with sensitive neighbours.
  - Communications with Sheffield City Council Environmental Protection Service/Local Planning Authority regarding non-standard working hours, when essential.
  - Assessment of potentially noisy activities/phases of demolition and construction - this may include reference to existing prevailing ambient environmental noise data.
  - Adoption of low vibration piling methods, where practicable.
  - Consideration of noise (including vibration) control strategies.
  - Dust management plan, including a monitoring and response procedure.
  - Delegation of responsibilities for environmental monitoring and control procedures.
  - Controlling noise from welfare facilities and associated generators - adoption of mains power as soon as practicable; considerate siting of cabins.
  - Nuisance from security lighting.
  - Specific consideration of noise impacts from mobile plant, on-site and visiting vehicles - this should include;
    - (i) Use of broadband/ white noise reversing warning when audible systems are required.
    - (ii) Suitable location and management of off-site vehicle and mobile plant compounds - so as to minimise disruption from vehicle movements.
    - (iii) Management plan for deliveries - discouraging early arrivals; engine idling; noisy materials handling.
  
5. Yorkshire Water has confirmed that the surface water infrastructure that a number of water mains are laid close to or within the site boundary and whilst they do not appear to be directly affected by proposals to build over them, may require protection particularly during the demolition and construction phases of the development.

The pipes concerned are:

- i) A live 18" cast iron water main close to site boundary on the western side of Meadow Street;
- ii) A 4" UPVC live main and a 6" UPVC live main appear to be within the site boundary on Hoyle Street; and

iii) A 4" UPVC pipe and a small section of private main appear to be within the site boundary on Ellis Street

For further information the developer should contact:  
tech\_support.engineer\_south@yorkshirewater.co.uk

6. 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.
7. The applicant is advised that, 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 standard 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. Other than in case of emergency, deviation from these standard working hours should be undertaken only with prior discussion and agreement with SCC Environmental Protection Service; Commercial Team, Fifth Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at eps.admin@sheffield.gov.uk
8. 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.
9. You may need a Premises Licence under the Licensing Act 2003. You are advised to contact Sheffield City Council's Licensing Service for advice on Tel. (0114) 2734264 or by email at licensingservice@sheffield.gov.uk.
10. 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](http://www.livingroofs.org) or see the Local Planning Authorities Green Roof Planning Guidance on the Council web site.
11. The applicant is advised that hedgehog is an increasingly rare and declining species. Any piles of stored materials or debris should be checked for hedgehog prior to removal from site. Deep excavations should be covered

over at night to prevent animals falling in, or a length of scaffold board or similar should be left to allow escape.

12. With regard to the cycle parking proposed, the following advice and recommendations are made:
  1. There are only 2 on street cycle stands shown on the submitted drawings, which should be increased significantly. The applicant should review the on street provision and make appropriate increased provision.
  2. Access into the cycle store should only allow access for those with cycles and should not be accessible to those without cycles. Swipe card/ fobs are recommended to address this.
  3. If CCTV is to be used within the development it should cover the cycle store for personal safety and cycle security reasons.
13. The proposed development is located near to the track and overhead line of the South Yorkshire Supertram. The developer is advised that there needs to be close liaison with South Yorkshire Supertram Limited at Nunnery Depot, Woodbourn Road, Sheffield, S9 3LS, (Telephone Sheffield (0114) 2759888). All works carried out on site and within the vicinity of the site need to be in accordance with the "Supertram Code of Practice for Working On or Near the Tramway". This Code of Practice is available both upon request from Supertram, or online at: <http://www.supertram.com/workingonsystem.html>.
14. 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.
15. Where highway schemes require developers to dedicate land within their control for adoption as public highway an agreement under Section 38 of the Highways Act 1980 is normally required.

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 Turner  
Highway Adoptions  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH  
Tel: (0114) 273 4383

Email: [stephen.turner@sheffield.gov.uk](mailto:stephen.turner@sheffield.gov.uk)

16. It is noted that your planning application involves the construction or alteration of an access crossing to a highway maintained at public expense.

This planning permission DOES NOT automatically permit the layout or construction of the access crossing in question, this being a matter which is covered by Section 184 of the Highways Act 1980. You should apply for permission, quoting your planning permission reference number, by contacting:

Ms D Jones  
Highways Development Management  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH  
Tel: (0114) 273 6136  
Email: [dawn.jones@sheffield.gov.uk](mailto:dawn.jones@sheffield.gov.uk)

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

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

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

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

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

The notice should be sent to:-

Highway Co-Ordination

Sheffield City Council  
Town Hall  
Sheffield  
S1 2HH

Telephone: 0114 273 6677  
Email: [highways@sheffield.gov.uk](mailto:highways@sheffield.gov.uk)

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

Where the notice is required as part of S278 or S38 works, the notice will be submitted by Highways Development Management.

19. 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](mailto:snn@sheffield.gov.uk). Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
20. Dependent upon the nature of the highway works being undertaken, you may be required to pay a commuted sum to cover the future maintenance of new and/or improved highway infrastructure.

The applicant is advised to liaise with Highways Maintenance Division early on to determine the approximate cost. In the first instance contact should be made with the S278 Officer:

Mr J Burdett  
Highways Development Management  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH  
Tel: (0114) 273 6349  
Email: [james.burdett@sheffield.gov.uk](mailto:james.burdett@sheffield.gov.uk)

As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group prior to commencing works:

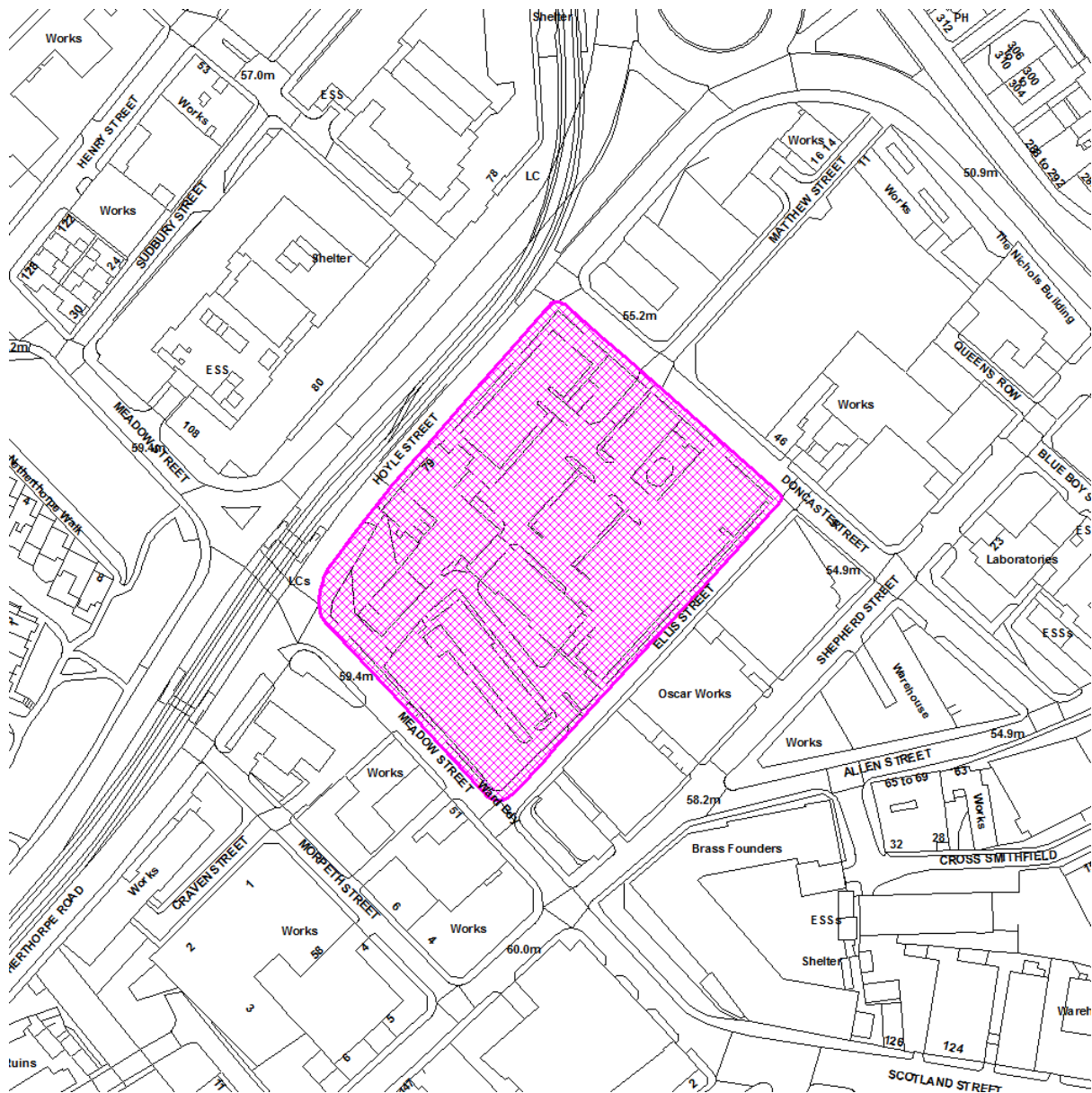
Telephone: 0114 273 6677  
Email: [highways@sheffield.gov.uk](mailto:highways@sheffield.gov.uk)

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

21. The construction of the development may lead to the temporary loss of on-street parking bays. In such circumstances you may be required to fund the installation of replacement parking bays including any associated Traffic Regulation Order, to offset the temporary loss of parking in the vicinity of the development.
22. The applicant should be aware that a legal agreement has been completed in respect of this proposal.



# Site Location



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## LOCATION AND PROPOSAL

The application site comprises of land that is bounded by Doncaster Street (North), Ellis Street (East), Meadow Street (South) and Hoyle Street (West). The site has a prominent position immediately adjacent to the Ring Road (Hoyle Street), which is the main gateway into the city from the north. The site is previously developed and currently contains a four-storey office building that was occupied by HSBC until 2016 but is now vacant. This building is situated on the southern half of the site with the remaining land predominantly used as surface car parking and soft landscaping. The surface car parking is currently being used as a temporary public car park.

Additionally, a cementation furnace exists in the north-eastern part of the site and close to its boundary with Doncaster Street. This furnace, which is surrounded by the surface parking described above relates to a former use of the site as a steelworks. Designed for the manufacture of blister steel, the original raw material for crucible steel, it was built in the mid-nineteenth century and remained in use until 1952. It takes the form of a conical tower with coped flanking walls on two sides and is the sole survivor of a characteristic industrial building once numerous on the site and in Sheffield. This cementation furnace is designated as a Scheduled Ancient Monument and a Grade II Listed Building.

The application site area measures 1.13 hectares and is a rectangular parcel of land. Despite being situated on a steep hill, its position at the bottom means that the site falls relatively gently in a south-west to north-east direction and is generally flat across its length.

The site is situated in the City Centre's St. Vincent's Quarter and part of the site (including the cementation furnace) is within the Furnace Hill Conservation Area. Historically an industrial part of the city, St. Vincent's is currently experiencing significant change with a large amount of new residential development focussed upon private rented and student apartments. Until recently, this new development has focussed on other areas of the Quarter (towards the south and south-east of the application site) but this is now expanding to the more northern parts – closer to Kelham Island and Shalesmoor.

In terms of the site's immediate surrounding land uses

To the North of site there is a small car garage (in use) at the junction of Hoyle Street and Doncaster Street, a vacant parcel of previously developed land and Don Cutlery Works, which is a vacant Grade II listed building.

To the East of site there is the vacant Oscar Works, which is an industrial building extending the entire length of the site boundary between Doncaster Street and Meadow Street.

To the South-West of site there is a Shell petrol station and a number of commercial buildings, including industrial and office space.

To the West and North-West of site, on the opposite side of the Hoyle Street carriageway there is a student accommodation development containing in excess of 1000 student bedspaces.

This application seeks full planning permission to demolish the existing buildings (excluding cementation furnace) and comprehensively redevelop the site into a mixed use development comprising 247 residential units (Use Class C3) for the private rented sector and 658 student bedspaces (Use Class Sui Generis). Ancillary facilities proposed include two small ground floor commercial units for Class B1a, A1, A3, D1 or D2 purposes), 58 car parking spaces and hard / soft landscaping works – including a new setting for the cementation furnace.

## RELEVANT PLANNING HISTORY

The following history is directly relevant to this application:

18/01595/EIA: EIA (Environmental Impact Assessment) screening request for the use of former printworks (Use Class B2) as a warehouse (Use Class B8) with ancillary office.

This request was submitted by the applicant under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 for consideration to be given about the need for the submission of an Environmental Impact Assessment (EIA) in relation to this development. Following review, it was concluded that the proposed development, whilst locally important, will not have a significant additional impact on the wider scale to warrant the submission of an Environmental Statement as part of this planning application. It was decided that the impact of the proposal could be fully assessed through the submission of technical documents as part of the planning application.

## SUMMARY OF REPRESENTATIONS

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

Two representations have been received, one objecting to and one in support of the scheme, summarised as follows:

### 1. Objection:

This is from a local business on adjacent land stating:

- Land Use: The site is within an industrial site and part of the local area should be kept for the local business. A significant proportion of the area has already been overtaken by residential overdevelopment.
- Scale: Given the tall height of the proposed building, and some others in the area, low rise buildings will be overshadowed and could be hidden from view. This will affect business - drive by/walk in trade.
- Highways: The area is already overpopulated with inadequate parking facilities for users of the area. 58 spaces are unlikely to be sufficient. Further congestion in the area could have a significant effect on business and, more

importantly, pedestrian safety. The narrowing of the pavement will only serve to increase the risk to public safety.

- Electricity: Serious concerns about the area's ability to cope with the building works given the already regular electrical cuts and blackouts. This will only get worse if the application is successful.

## 2. Support:

This supports the development in principle. However, it also stated that although building on brownfield sites is encouraged this should not be at the detrimental expense of the infrastructure of the city, including highway matters:

- Considers that the building line along Hoyle Street should be moved back to allow for future widening of Hoyle Street. This is a critical road / ring road in and out and around our city both for private vehicles and public transport.
- Considers that the junction with the A61 Penistone Road is already insufficient and needs improving to accommodate three lanes towards the roundabout from all directions.
- Considers that Hoyle Street should be three lanes from Meadow Street towards the roundabout with the tram track and the southbound carriageway realigned. If vehicle access within the city centre is to be restricted, the free flow of traffic around the inner ring road is vital.

## SUMMARY OF CONSULTATIONS

### Historic England

The Scheduled Monument - known as Cementation furnace, Hoyle Street (NHLE 1004791) – is protected under the terms of the 1979 Ancient Monuments and Archaeological Areas Act as a site of national importance. Historic England has had considerable pre-application discussions with the applicant and the Council. In summary, it is broadly satisfied with the proposals and whilst they will cause some harm to the heritage significance of the site, the development will also secure the long term conservation and management of the scheduled monument. The application includes positive proposals to better reveal the wider significance of the site and it is essential that these measures are firmly secured and implemented (to an agreed timetable) by condition or a Section 106 agreement. Overall Historic England considers the application meets the guidance of National Planning Policy Framework (NPPF) and subject to the issues set out in its advice being addressed, it is supportive on heritage grounds.

### Conservation Advisory Group (CAG)

The Group considered the application proposals at their meeting in April 2018 and welcomes the scheme subject to consideration being given to the possibility of preserving the bases of other cementation furnaces in the adjoining area.

## PLANNING ASSESSMENT

## Principle of Development

The National Planning Policy Framework (NPPF) states that applications for residential development should be considered in the context of the presumption in favour of sustainable development and that policies for the supply of housing should be considered out of date if a 5 year supply of housing cannot be demonstrated. It also states that planning applications which change the use of a site from commercial buildings to residential should normally be approved where there is an identified need for additional housing in the area. As it stands the Council cannot demonstrate a 5 year supply of housing and as such this weighs in favour of the development of this site for residential purposes.

The local plan comprises the adopted Unitary Development Plan (UDP, 1998) and the Core Strategy document (2008). The Core Strategy is the most up-to-date and provides the overall spatial strategy over the period 2009 to 2026.

## Proposed C3 / Student accommodation Use

The application site is designated within a Business Area in the adopted UDP and Policy IB7 (Development in Business Areas) is relevant, expecting Business (Class B1) to be dominant land uses. The St. Vincent's Action Plan (2004 – 2014) supports and repeats this designation. Whilst not preferred, other uses – including Housing (use class C3) – are listed as being acceptable and both policy / Action Plan advice dictate that they should not be discouraged if they are considered to make a vital contribution to the area. Student accommodation is a sui generis use and so policy states that it must be considered on its own merits. However, given that his type of development is essentially residential accommodation for students, it is compatible with C3 housing and the land use implications are considered to be similar.

The Core Strategy (2008) does not put such an emphasis on B1 uses in the area, and subsequently it is not identified as a Priority Office Area in Policy CS 4 (Offices in the City Centre). This policy is a more up-to-date position and the vision for the area is further reinforced by Policy CS 17 (City Centre Quarters) (part h), which promotes a mix of businesses, residential and educational uses in the St. Vincent's Quarter and encourages greater links to the University of Sheffield and the legal and professional quarter. It puts less emphasis on industrial uses but does encourage sensitive attention to existing manufacturing companies in the area, expecting the impact of new development on them to be considered as part of the assessment of an application.

It is advised that there are currently sufficient non-residential uses in this part of the St. Vincent's Quarter that would prevent housing and student accommodation uses becoming dominant as a consequence of this development. Therefore, in light of this and the reasons above, it is concluded that the proposal is acceptable in terms of the policies identified.

In terms of sensitive attention to existing manufacturing companies, many of the industrial sites and buildings in the immediate context are vacant pending reuse or redevelopment. However, some businesses do still remain and, therefore, it is

acknowledged that the relationship between the application proposal and the existing environment must be addressed in the assessment of this application.

### Proposed Commercial Use

Each block includes a small commercial unit - 207 sqm GIA (residential block) and 263 sqm GIA (student block). Currently, these are proposed to be used for a flexible range of uses including: Class A1 Retail; Class A2 Professional Services; Class A3 Food and Drink; Class B1a Offices; Class D1 Non-Residential Institutions (Health / Dental Centre / Clinic only); and Class D2 Leisure (gymnasium only).

There is no objection to the commercial element of the proposal. All main town centre uses (as defined in Annex 2 of the NPPF), except A1 retail, are acceptable in principle anywhere in the city centre without needing to pass a sequential test. With regard to A1 retail use, given the small size of the units it is considered that they will not have an adverse impact on the vitality and viability of the City Centre or the Upperthorpe Local Centre. This unit is intended to principally serve new residents in the proposal and so it has a location specific reason. Therefore, it is considered that the proposal passes the sequential test in NPPF Paragraph 86 terms.

### Density

Core Strategy Policy CS 26 (Efficient Use of Housing Land and Accessibility) requires appropriate housing densities to ensure the efficient use of land. The recommended density for City Centre sites is at least 70 dwellings per hectare. This development's proposed density is 366.8 dwellings per hectare, which is compliant with the policy.

### Unit Mix

Core Strategy Policy CS 41 (Creating Mixed Communities) seeks to encourage housing development that meets a range of housing needs and so expects a mix of prices, sizes, types and tenures. Positively, the proposed mix successfully addresses all relevant parts a., c. and d. of Policy CS 41, because:

- a. There will be five different unit types provided across the 414 units, including duplex (1.45%), studio (27.29%), 1 bed (35.51%), 2 bed (17.87%) and cluster apartments (17.87) with no more than half the units consisting of a single house type.
- c. The development provides both new housing (Class C3) and purpose-built student accommodation in the City Centre.
- d. Only 17.87% of the development will be shared student accommodation, which will reduce the concentration of shared accommodation within 200 metres of the site.

### Demolition of Existing Buildings

All of the existing building and ancillary equipment relates to the site's previous HSBC use – apart from the cementation furnace – and will be demolished as part of the development proposals. The site's existing main office building was constructed

during the 1950s and is very distinct from other buildings in the area in terms of its design and siting within the plot. It has no local distinctiveness, limited architectural merit, and is situated outside the Furnace Hill Conservation Area boundary. The office building is currently vacant and deteriorating in appearance, thus providing little or no visual and use amenity value. Therefore, demolition to enable the construction of this project is acceptable – subject to the necessary protection and preservation of the adjacent heritage assets (discussed below).

### Heritage Issues

The updated NPPF (July 2018) acknowledges that heritage assets are wide-ranging and irreplaceable resources that should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations (para. 184). It expects applicants to consider the impact of their proposal on an asset's significance and provide a level of detail proportionate to the assets' importance and not more than is sufficient to understand the potential impact of the proposal on their significance. When considering the impact of a proposed development on its significance, great weight should be given the asset's conservation (para. 193) and any harm to, or loss of, this significance should require clear and convincing justification (para. 194). Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use (para.196).

### Impact on Archaeology

At the local level, UDP Policy BE22 (Archaeological Sites and Monuments) 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.

### Excavation Findings

The site contains nationally important archaeological remains associated with the existing furnace and the foundations of four other cementation furnaces, which would greatly add to our knowledge of the development of the steel industry in England. Given the historic importance of this site, a programme of archaeological investigation has been undertaken to gain information about the archaeological resource within the site, sufficient to understand the significance of the assets and the potential impact of the proposed scheme. This work – through consultation with the South Yorkshire Archaeology Service (SYAS) – has comprised of a programme of archive research and evaluation trenching on site, an archaeological evaluation report and an additional archive research report. The results of these assessments conclude that the surviving archaeological remains are of interest and contribute positively to the significance of the scheduled remains of the above-ground cementation furnace, whilst not being of comparable high-value to it. Within the context of Sheffield, the archaeological information submitted states that more complete examples of such furnaces have been excavated but confirms that the buried remains do contribute positively to the historic and archaeological interests of

the scheduled monument by forming part of the larger steel works that were located within the Site.

Elements of four cementation furnaces were identified across four of the twelve trenches excavated, which correspond to the known location of Furnaces 1, 3, 4 and 5 recorded from historical mapping and documentation. Identified cementation furnace structures include chests, stokehole entranceways and a small part of an exterior conical chimney. The exterior red brick structures of at least two of the cementation furnaces had been rebuilt using reused frogged machine brick, indicating a relatively late date for these structures in the general chronology of cementation furnaces. These cementation furnaces form part of the same steelworks complex as the preserved cementation furnace on Doncaster Street, which is one of the few surviving complete examples of this type of furnace in Britain.

In addition to the furnaces, a variety of other remains have been found, including a potential crucible furnace, well-preserved remains of cellars associated with both back-to-back and terraced housing, and other structures relating to the steelworks, a draper's works and the former Sheffield Arms public house.

#### Impact on Archaeology and Mitigation Strategy

Consultation with SYAS and Historic England has occurred during the pre-application and post-submission processes.

Negatively, the development will have a detrimental impact on the remains of the Furnace 1 and any surviving evidence for a crucible furnace in the vicinity of Trial Trench 9. It must be highlighted that this represents a detrimental impact on some of the site's archaeologically significant remains. In spite of this, it is recognised the steps and adjustments have had to be made to the design of the proposals in order to accommodate the required preservation and reduce the impact of the scheme overall. As such, as long as the measures outlined in the mitigation strategy are implemented and a number of related conditions imposed the proposals are accepted. It is confirmed that the agreed mitigation strategy now includes:

- 1) Minimising the impact of the scheme through careful design – the scheme will now avoid disturbance in the area of buried remains associated with Furnaces 4 and 5, and will minimise the impact of building foundations on the buried remains of Furnace 3.
- 2) Protecting remains to be preserved during the construction phase – the development will proceed in accordance with a Construction & Environmental Management Plan that will be produced and agreed, and contain details of crane location, the method for building up piling mats, the piling method to be used, the erection of hoardings to create an exclusion zone during construction etc.
- 3) Recording evidence that will be impacted by the scheme – appropriate areas for further investigation will be discussed with and agreed by SYAS, and set out in an archaeological Written Scheme of Investigation. The archaeological works outlined will then be undertaken appropriately.



- 4) Minimising future disturbance to preserved archaeological remains – the details of the foundation design (including safe working load capacities) will be recorded with the site's Operation & Maintenance manual and retained, to allow piles to be re-used at a later date.

In light of the above, it is concluded that the proposal provides the proportionate level of detail required to assess the impact of the development on the site's heritage assets with archaeological interest, and appropriately justifies the anticipated impact on the significance of these assets against the public and regeneration benefits of the proposal. Given the acceptance by consultees, subject to a robust mitigation strategy, it is concluded that the proposal is acceptable in such terms and compliant with the expectations of the NPPF and UDP Policy BE22.

#### Impact on Scheduled Monument

At the local level, 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.

The Hoyle Street Cementation Furnace is the only intact cementation furnace surviving in Sheffield and one of the last of its type in England. Therefore, it is of national importance and protected under the terms of the 1979 Ancient Monuments and Archaeological Areas Act as a Scheduled Monument (Cementation furnace, Hoyle Street NHLE 1004791).

The general rarity of this 'conical' form of structure derives from their lack of adaptability such that demolition was often inevitable once they became obsolete. Therefore this surviving furnace is of considerable significance in respect to both its rarity and technological interest and as a form of structure that was once widespread throughout the city.

Moreover, Historic England has confirmed that the survival of the furnace is a result of its purposeful selection for preservation during the 1980s when the surrounding buildings were cleared. The resulting open character generated from the demolitions, and its subsequent landscaping, mark a transition of the furnace from a functional building within a wider works complex to a monument and iconic image of Sheffield's industrial past. As such the monument has witnessed dynamic periods of change through its lifetime and its current character and setting reflects in part the changes in its historical context. Despite being within a car park, it retains important connections to the adjacent Titanic Works and Don Cutlery Works that further illustrate the wider understanding of the metal trades in this area of Sheffield and contribute strongly to the significance and setting of the cone.

The surviving furnace cone has always exhibited an element of dominance over the surrounding buildings. This was strengthened by it being one of several cones rising above the metal works buildings and housing in the area. That dominance of the

furnace was enhanced by its curation as a “monument” in the 1980’s, which reinforced and cemented the ‘iconic’ cone shape of the monument as a critical aspect of the site and in part reflects the conservation choices of the time. Therefore, these changes, the iconic shape of the cone, its presence in the cityscape and its silhouette against the skyline all contribute towards its significance.

Historic England considers that proposed new development will encroach on the monument and will harm its setting by reducing its dominance (both its historic dominance and its managed dominance) over the surrounding area and buildings. However, it is accepted the evolution of the proposals - through positive pre-application discussions - have minimised this encroachment and the measures set out in the application are welcomed to secure the condition of the monument and its future management. Furthermore, also supported are the measures proposed to better reveal and strengthen other elements of the monument’s setting such as ensuring its prominence within the development courtyard and the cityscape is enhanced by - paying special attention to the connections to Titanic Works and Don Cutlery Works and improving the understanding of the now lost cones.

However, to deliver the public benefits associated with the proposals as required by paragraph 134 of the NPPF, it is considered essential that these consolidation works to the furnace as well as the associated archaeological mitigation works, discussed above, are secured and implemented as part of the planning permission to ensure the heritage benefits of the scheme are fully delivered. Therefore, conditions are recommended to address the following issues at key stages of the development:

1. Details of measures for the consolidation of the furnace to be agreed and implemented before any demolition works to the existing site commences.
2. Details of measures to secure the protection and monitoring of the monument during all demolition and construction works to be agreed and implemented before any demolition works to the existing site commences.
3. A long-term management and maintenance plan for the future routine maintenance and repairs of the monument is agreed prior to any occupancy being taken up across the site.
4. Archaeology conditions relating to the mitigation of the site’s below ground assets and final piling foundation details.

Subject to these critical issues being addressed the proposal is supported on heritage grounds and considered the application meets the key requirements of the National Planning Policy Framework.

Scheduled Monument Consent, from the Secretary of State for the department of Digital, Culture, Media and Sport will be required for any work to the monument. This consent is administered by Historic England and the applicant will be reminded of this by directive.

#### Historic Interpretation

In order to reduce the harm, the applicant has been encouraged to enhance the immediate setting of the monument and strengthen its presence on Doncaster Street through visual design interpretation and enhancement.

## Landscaping

The landscape proposals for the courtyard space around the cementation and above several of the furnace remains will be enhanced to provide a high quality public realm that offers an increased resident / public interaction with the heritage assets identified. These works are welcomed and the details submitted include:

- Expression of the footprint of 2 of the furnaces (identified in the area through the archaeological investigation works) through the use of low evergreen hedge planting and varied paving proposals;
- Contrasting paving bands used in the courtyard to emphasise the geometry of the furnace and building;
- Circulation space around the cementation furnace, varied seating areas and low level planting to allow the monument to be viewed from a variety of areas;
- The creation of a robust but well-considered boundary treatment on Doncaster Street, designed to provide a sense of enclosure and hard edge definition to the street whilst allowing some visual permeability. Enhancement to be achieved by solid and transparent sections - slatted railings and hit & miss brickwork – a curved section and space for an interpretation panel;
- Stepped and ramped access from Doncaster Street;

## Architecture / Design

It is proposed to make reference to the below ground furnaces within the courtyard and footprint of the residential block through enhancements to the wall treatment on external and internal parts of the buildings. This will further identify and provide vertical expression of the furnace form that previously existed in that location. Externally, ideas to achieve this include expression of the conical form through differing brickwork detailing – including pointing style / mortar colour. Internally, it is intended that such work identifies the furnace shape and form of the furnace on vertical wall plans and within the flooring at all relevant levels. The provision of this artwork will be separate to the public art requirements and strategy that are expected from this development (discussed below).

These ideas will be developed further moving forward, however as initial proposals it is considered that they are positive elements of the proposal and welcomed as a means of reducing harm and revealing the assets that exist at this location.

## Impact on Other Heritage Assets

It is considered that the extensive work undertaken to address the heritage matters that exist on site will also serve to ensure that the development respects the other relevant assets – including the Furnace Hill Conservation Area and the Grade II Listed Don Cutlery Works on Doncaster Street. For the reasons discussed above and below, it is considered that the development will enhance the site's relationship to these assets, not harm their setting and be suitably respectful to their significance.

## Phasing of Development

The submission indicates that this development may be built in phases, depending upon future circumstances / funding etc. Given the nature of the development (i.e. two blocks) this is considered to be acceptable in principle, subject to conditions being imposed to reflect this and any phasing proposals including works relating to the archaeology and Scheduled Monument within the first phase.

## Design Proposals

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.

## Layout

The development comprises of two buildings to be erected on the north-east and south-west halves of the site, and separated by a new shared street that will run from east to west between Ellis Street and Hoyle Street. These new buildings and boundary treatments have a back-edge-of-pavement position, which is a deliberate attempt to provide a strong and defined street edge. This reflects the general character of the area and is considered to be a positive response, especially compared with the existing building arrangement, helping to reinforce the existing street pattern and repairing the historic urban grain.

The layout of the buildings are considered to be successful and positively respond to the various features of the site, including its primary frontage of Hoyle Street, the heritage assets within and surrounding it (i.e. cementation furnace, Don Cutlery Works, Furnace Hill Conservation Area) and the new shared street. This response includes:

- Positioning the largest and most imposing elements of the buildings in the block immediately adjacent to Hoyle Street to create a strong urban aesthetic;
- Positioning new buildings around the cementation furnace to enclose it and provide a private courtyard setting for resident use;
- Reducing the scale and design of the buildings towards the west of the site to better respond to and provide a sensitive setting for the heritage assets and industrial character.
- Positioning the commercial units and student ancillary space in a prominent location on buildings' Hoyle Street and Meadow Street frontages to animate the prominent ground floor areas of the development.
- Providing principal pedestrian entrances into the buildings close to key corners along the primary routes.
- Locating service, plant, car / cycle facilities in the at lower ground floor level beneath the residential units and courtyard level so as to remove them as far as possible from public view.

Pedestrian permeability is proposed to be retained around and will be provided through the site via the new shared street, which is welcomed. On Hoyle Street, the building is set back from the site boundary to allow the creation of a new tree lined pedestrian boulevard, which will widen the existing footway considerably (6m – 7m)

and enhance the pedestrian experience along this primary vehicle route – as per the arrangement on the opposite side of the carriageway.

It is concluded that the proposed layout is acceptable.

### Scale and Mass

The tallest elements of each new block are proposed on the development's west elevation; the student building will be part 9 / part 13 storey high and the residential building will be part 8 / part 10 storeys. The position of the tallest elements of these buildings at the Hoyle Street / Meadow Street (student block) and Hoyle Street / Shared Street (residential block) junctions is considered to be acceptable and appropriate; they respond to the topography of the site and are on the primary frontage where a strong urban aesthetic can be accommodated.

The scale of the built form reduces towards the east of the site. The building heights vary depending upon their position within the development and the hierarchy of the space / streets that they abut. On Ellis Street, which is a much narrower street, the development is at its lowest scale and reduces to 4 storeys at the Doncaster Street junction in response to the heritage assets that exist in close proximity.

The impact of the large scale and mass of built form proposed is considered to be successfully mitigated by a variety of architectural details. In particular, the various roof designs (flat and pitched), materials, detailing (e.g. the stepping in facades) and the siting of buildings either side of a central street (14m wide) will all combine to break down the building form by adding visual interest to the elevations and along the skyline.

Finally, the scale and massing of the buildings has been interrogated in the City 3D model where the development can be considered in the wider city context. This shows that the development will sit comfortably within the wider city townscape and within the views along the key streets adjoining the site.

### Appearance

The buildings will have a contemporary appearance that is well-mannered and appropriate to the location. It is considered that built form respects the surrounding street hierarchy and includes a fenestration arrangement / sizing that reflect the elevation design (i.e. top, middle and bottom). The majority of the buildings in the scheme will be characterised by crisp elevations and flat roofs set behind parapets but, as a contrast, there will be a number of buildings that are constructed with pitched roofs and from an alternative material.

Specifically, the material palette will be brickwork, aluminium and sinusoidal cladding. The student block will be constructed from contrasting buff and red brickwork. The student townhouses on the shared street will have pitched roofs and largely be built from black sinusoidal metal cladding to give a contemporary design and contrasting appearance to respond to the historic industrial character of the area, which this part of the site is adjacent to. The residential block will be constructed mainly from red brick but will also use black / silver sinusoidal cladding

to create pitched roofs and provide a contrasting backdrop to the cementation furnace in the courtyard space. All windows and infill cladding panels will be dark grey aluminium and balcony / deck spaces are scattered across the development (mainly residential block). All of these design features are supported from an urban design perspective.

It is considered that the success of the proposed architecture will be dependent upon the quality of the detailing and so typical construction details have been submitted with the application, which positively show windows set within deep reveals to create shadows and modelling as well as recessed brick detailing. Also, a signage strategy is included which identifies key “zones” of opportunity on the building’s primary frontages (away from the conservation area / cementation furnace) for external signage. All of these details proposed are considered to be acceptable and, therefore, it is recommended that these details be agreed by condition.

Overall, the design proposals are concluded to be acceptable and compliant with the relevant policies BE5, IB9 and CS 74.

### Public Art

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

The ‘Public Art Strategy’ section of the Design & Access Statement confirms the intention to provide public art within the development. The strategy identifies a number of opportunities to add interest to the building perimeters at key locations and also provide historic referencing and ‘signposting’. A key aspiration for the public art is to combine heritage signposting, building signage and branding; all designed as an integrated strategy. The over-arching concept for the public art is a heritage theme, referencing the history of the site utilising written signage and information, and replicating the very distinctive shape of the cementation furnace. The locations have been selected as key ‘gateways’ and to draw attention to the central historical feature of the furnace and industrial heritage.

Precedent examples of potential public art ideas that are suggested in the strategy include glass art (e.g. manifestation), brickwork detailing, interior artwork (communal spaces), external paved surfacing (e.g. to depict historic furnace locations), and branding / signage. It is considered that these proposals represent a positive basis for the inclusion of public art within the scheme and that the continued development of these ideas (via liaison with the Council’s Public Art Officer, to be secured by condition) will ensure that relevant and appropriate art is successfully integrated into the final architecture and make a positive contribution to the completed scheme, in accordance with Policy BE12.

### General 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. 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. Core Strategy Policy CS 17 (City Centre Quarters) defines the roles of the different 'quarters' and acknowledges that there are a number of manufacturing companies in the St. Vincent's Quarter that require sensitive attention.

## Outlook

The proposed outlook is considered to be acceptable for a high density urban development. The development includes large clear openings to habitable rooms to ensure that the living environments of all residential and student units can be lit by natural daylight. The layout is such that each unit will have outlook outwards across adjacent streets or inwards across internal courtyard spaces.

## Amenity Space

Internally, ancillary student accommodation is proposed in the student building to support the residents. No details are provided at this stage but it is anticipated that this spaces include communal work and social spaces as well as management / security areas. There is no such accommodation in the residential building. Externally, the amenity space proposed is considered to be acceptable for this type of development, especially given its restricted urban location. The intended provision includes:

- Student Garden: Positioned at the centre of the student building is a courtyard space designed to provide landscape visual amenity and a usable garden space for students. The space will be built on 2 levels and include retaining walls, lawn and terraced spaces. It is proposed that outdoor games – such as table tennis – and communal seating areas be provided in the space to encourage use.
- Furnace Courtyard: Positioned in the residential block, this courtyard has the cementation furnace as its focal point. The space will be raised approximately 1m above street level and enclosed on all elevations by new buildings on three sides and a wall (Doncaster Street). Again, it is proposed that seating and landscaping is included within the space to encourage for use.
- Private Spaces: A small quantity of balconies to apartments and deck access to the duplex units are proposed in the residential building on the elevations that overlook the furnace courtyard. The provision of private space in the student building is restricted to "townhouse" cluster units and comprises of a private terrace at ground floor level next to the communal student garden and deck area higher level.

## Noise and Vibration

A Noise and Vibration Assessment report identifies that the prevailing noise environment across the site is dominated by road traffic and, to a lesser extent, trams. It also confirms that no significant noise from employment uses was noted during the survey work.

The Environmental Protection Service has confirmed that the assessment report references appropriate standards and criteria. It is also confirmed that it includes satisfactory assessment of the prevailing environmental noise levels in the vicinity of the development site and makes reasonable outline recommendations for a scheme of sound insulation works and for the purposes of plant noise limits. These include the incorporation of appropriately specified glazing and ventilation provision. As per the conclusions of the report, it is agreed that with the recommended noise mitigation measures in place, an acceptable internal noise criteria can be achieved in the internal habitable spaces.

A suite of standard conditions are proposed, including a validation requirement, to ensure that the outline recommendations of the assessment report are achieved, prior to the use commencing. Subject to these being achieved, it is considered that the development will achieve a commensurate level of protection from environmental noise for future residents.

In terms of vibration, the assessment report states that levels at the site are significantly below the level at which would be considered low probability of adverse comments. Therefore, vibration is not considered to be a constraining factor at this site.

#### Highways

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.

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 site is located within the city centre and is within walking or cycling distance of all of its Quarters – especially Kelham Island, Cathedral and Heart of the City – meaning that there are a wide range of local services and facilities within walking distance of the site, including the City's universities. Furthermore, there are a number of high frequency bus routes and a tram route within easy walking distance of the site (400m), which provide excellent links to surrounding areas and the railway station.

#### Highway Arrangement

The proposed arrangement of the new buildings and new vehicle access points, including the movement of vehicles around the site, the design of the external spaces and the creation of new shared street, are all considered to be acceptable from a highway point of view. This conclusion is reached following extensive discussions with the applicant's development team over a number of months and on the basis that outstanding items identified on the plans, although minor, can be addressed by relevant conditions.

#### Transport Environment



There are bus stops close to the site with the nearest immediately adjacent to the Student Building on Meadow Street and others approximately 5 minutes away on Shalesmoor (A61). The nearest tram stop is at Shalesmoor (230m away from the application site). The bus and tram services both serve a wide area of the city, include regular / high frequency services and are an efficient and sustainable mode of travel.

Given the potential increased use of the bus services in the area, as a consequence of the increased population, the expected upgrade of the existing bus stop on Meadow Street is considered to be justified. The current bus stop includes a shelter but offers no other facilities, e.g. lighting, seating, passenger information etc. Therefore, given that the stop will need to be removed as part of the highway works, it is considered that there is appropriate justification to expect this facility to be upgraded as part of this planning application and such works will be secured by condition.

There is a network of dedicated cycle ways and segregated road cycle routes close to the site. Secure cycle parking spaces are provided across the development and it is confirmed that the location and level of this provision is adequate to serve each building use. The development and final design of these facilities will be secured by condition. With regard to on-street cycle parking provision, there are only 2 on street cycle stands currently proposed and this must be increased given the scale of the development. Again, this will be secured by condition.

A condition is also proposed to secure a phased arrival/departure plan from the student operator to manage the arrival/departure of any student residents at the start/end of term times. This will involve using the car parking spaces and shared street within the development as well as the new lay-by that is proposed to be created on Meadow Street.

An interim travel plan has been submitted which has the overarching objective aim of minimising single occupancy car journeys by encouraging residents and employees at the development to travel in a sustainable manner with the site benefiting from excellent accessibility from sustainable transport provision. It is expected that a full travel plan will be submitted prior to the occupation of the development and this will be secured by condition.

Finally, strategies have been submitted in relation to servicing, waste management and emergency service provision, which are all considered acceptable from a highway point of view.

### The Impact of Cars

The development includes 58 car parking spaces, across the uses, which is acceptable from a local policy point of view due to the central location of the site. However, whilst car-free developments can be accepted and justified in the City Centre, there are known car parking pressures in the area resulting from increased new resident and commuter car parking, in part because there is not currently a Controlled Parking Zone (CPZ) in the St. Vincent's or Kelham Island Quarters. Therefore, it is considered that providing just the 58 car parking spaces proposed

(14% of the overall 414 units proposed) will not fully address the potential impact that a development of this scale could have on the local highway. The Council's current policy seeks to restrict parking provision in the City Centre to encourage a modal shift away from private car use and thus prevent city centre traffic congestion.

However, there is the potential that the non-provision of in curtilage parking can displace the demand for parking spaces onto the highway or to formal / informal car parks.

In order to achieve a reduction in private car trips, it is considered that parking controls on the highway in St. Vincent's are essential and a CPZ is proposed for the Quarter in the near future. This includes the areas around the application site and it is understood that it will be a scheme that is intended to restrict the use of the highway for parking by all.

It is confirmed that the applicant has agreed to pay a financial contribution of £78,127.56 towards the implementation of this scheme, which will be secured by a S106 legal agreement. This figure relates to both the residential and student elements of the scheme. The contribution is considered necessary to ensure that the development does not have an adverse impact on the local highway network. It is relevant to planning, essential for consent to be granted, and proportionate to the scale of the development, thus meeting the tests of Circular 05/05: Planning Obligations.

In light of the above, and in anticipation of the successful implementation of a CPZ, your officer's concerns about the lack of in curtilage parking for this development and the consequent displacement of parking demand onto the highway has been allayed. It is considered that such a scheme will reduce adverse impact of the development on the local highway by eliminating long stay resident car parking options, discouraging commuter car parking and, as a consequence, reducing the number of vehicle movements in the area.

For the reasons above, it is concluded that the proposed highway environment that will be generated by this development is acceptable and compliant with the relevant policies, as described.

#### Disabled Access

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.

The development will provide mobility specific units in the student development. In accordance with BS 8300-2 guidance, as required, there will be 4.5% accessible wheelchair rooms (B2 8300 requirement = 4%), 5% adaptable rooms for wheelchair use, and 1% accessible wheelchair rooms with hoist and assisted accommodation

next door (to be retrofitted when requested). The quantity of units proposed is acceptable.

In terms of disabled car parking facilities, there will be 4 accessible spaces provided in the curtilage of the student accommodation and another 2 underneath the residential building. This equates to 10.3% of the overall car parking provision on site, which is acceptable.

Finally, all buildings and approaches will benefit from level access. It is expected that all building entrances (including door widths), crossings, ramps, steps etc. be designed to current standards at the detailed design stage and so the submission of this information will be reserved by condition.

It is concluded that sufficient detail has been supplied at this stage to demonstrate that the development will provide an inclusive environment for future users.

## Ecology

UDP Policy GE11 (Nature Conservation and Development) expects the natural environment to be protected and enhanced. The design, siting and landscaping of development should respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value. Furthermore, a 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, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

An Ecological Appraisal and Bat Survey Report concludes that all habitats on site are of importance to nature conservation at the Site level only.

With regard to roosting bat potential, the report confirms that all the buildings inspected for their presence were classed as negligible except the brick cementation furnace, which was deemed to have low potential to support bat roosts and some hibernation potential. Further survey works have therefore been undertaken and confirm that no bats are using the furnace.

With regard to birds, it is confirmed that none were found on site. There is potential for nesting birds to use the trees on site during bird breeding season and so, in accordance with the report, it is recommended that any vegetation is cleared outside of the bird breeding season between March and August. This is secured by condition.

The report gives various measures to help to satisfy mitigation and biodiversity promotion / enhancement expectations. Specifically, the inclusion of bat and bird boxes within the new buildings is recommended to encourage the future use of the site by roosting bats and birds. The use of native planting with plants of local provenance is also encouraged within any landscaping proposals. These are supported and secured by condition.

To conclude, the proposals are considered to be acceptable in ecology terms, addressing the expectations of the NPPF and UDP Policy GE11.

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

A Flood Risk Assessment & Drainage Strategy accompanies this application. With regard to flood risk, the application site is located within Flood Zone 1 meaning that it is in an area of low flood risk. Residential development in Flood Zone 1 is acceptable.

It is proposed to provide separate systems of surface and foul water drainage on the site, which will drain to existing combined sewers. With regard to surface water drainage, it has been confirmed that a SUDS design approach using infiltration into the underlying soils has been discounted due to the nature of the ground and there are also no watercourses near to the site. Therefore, it is proposed to drain the site using below ground attenuation tanks and flow controls to restrict the water quantity leaving the site at an agreed rate. The agreed flow rate from this equipment will represent a betterment of the pre-development rates.

The reasons for not pursuing an infiltration design approach are accepted and the proposed drainage strategy is accepted at this urban site and secured by condition. In light of the above, the proposal will improve the existing surface water drainage situation on site and it is concluded to be consistent with the expectations of Policies CS 63 and 67.

### Sustainability

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

The proposal will replace a vacant office building that has been empty since the end of 2016 with a high quality mixed use development comprising C3 and student housing, which will enhance the built environment. The development will regenerate a brownfield site, and will be resilient to climate change as it lies within a low risk flood zone. It also considers and responds to the numerous heritage assets that exist within and around the development site.

Core Strategy Policy CS 64 (Climate Change, Resources and Sustainable Design of Developments) has the overall aim of promoting sustainable design by reducing emissions and using resources sustainably. To satisfy the policy, it states that all non-residential developments over 500m<sup>2</sup> (GIA) should achieve a BREEAM Very

Good rating as a minimum. A 'BREEAM Multi-Residential Pre-Assessment Report' has been submitted that is applicable to the student accommodation, which confirms that based on the current design and project commitments a Very Good rating is predicted. It has therefore been demonstrated that the proposal is compliant with Policy CS 64 with final details required by condition to demonstrate compliance. Green roofs are encouraged by Core Strategy Policy CS64, they can help to attenuate surface water run-off, help to reduce heating in urban areas and improve biodiversity. A small brown roof area is proposed on part of the student block adjacent to Doncaster Street.

Core Strategy Policy CS 65 (Renewable Energy and Carbon Reduction) seeks to improve and deliver renewable energy capacity in the city. To help achieve this, it is expected that this development provides a minimum of 10% of its predicted energy needs from decentralised and renewable or low carbon energy, unless it can be shown to not be feasible or viable.

The Energy Report for the residential block confirms that a Combined Heat and Power (CHP) system, together with thermal storage, will be used to provide over 60% of the domestic hot water and generate electricity on-site. It is also confirmed that the building will be built with Passive & Energy efficient design, which together with the Low or Zero Carbon Technologies proposed, will achieve a 25.9% reduction in carbon emissions and generate 11.6% of the energy for the development from Low and Zero Carbon sources on-site. Similarly, the design of the student block is also using similar technologies and design to provide a 21.0% reduction in carbon emissions and generate 18.3% of the energy for the development from Low and Zero Carbon sources on-site.

Overall, the scheme is considered to represent sustainable development and meets the expectations of Policies CS 64 and 65.

#### Micro Climate

A micro climate assessment has been submitted with the application to consider the impact on wind at pedestrian level within the site and its surroundings against best practice guidelines relating to pedestrian comfort and safety. This concludes that the additional massing introduced by the proposed development, compared to the existing building, is likely to result in a change but that wind conditions in and around the proposed development are generally expected to remain suitable, both in terms of pedestrian comfort and safety. This includes spaces around the blocks, which include footpaths around the development, the new shared street, waiting areas and courtyard spaces for the purposes of sitting, standing and leisure walking.

However, the assessment identifies that the windier conditions will occur at the new shared street between the proposed residential and student buildings (especially the south-west end of this route adjacent to Hoyle Street), and at the south corner of the student building at the Meadow Street and Ellis Street junction are expected to have the greatest effect on pedestrian comfort and safety. In these areas, the results show suitability for leisure walking only during the winter season (not sitting or standing) and indicate that people might have difficulty walking in these areas because of increased windiness in strong wind events.

The wind results in the assessment are based on a model without the effect of trees or landscape features to represent a worst case scenario. It is advised that considered landscape design can improve the wind environment - filtering the incoming wind and reducing the speeds locally (especially during periods when trees are in full foliage) and so the assessment recommends such mitigation in the areas described above to improve the pedestrian comfort and safety environment. Given that the external environment may be subject to refinement, it is recommended that the proposed wind mitigation strategy, for the areas identified, be secured by condition to allow the final design to be assessed and agreed in relation to pedestrian comfort and safety.

Subject to the above matters being addressed through careful and considered landscape design, there are considered to be no significant micro climate issues identified that would warrant the refusal of this application.

#### Contaminated Land

A Ground Investigation Report has been submitted, which is suitable for approval. The ground investigation adopts a suitable methodology, and references relevant and appropriate standards. The report quantifies and assesses risks to relevant human and environmental receptors, and makes recommendations that further supplementary intrusive recommendations and mitigation strategies will be required to deal with the contamination risks identified. Therefore, conditions are recommended to secure these.

#### Coal Mining

The Coal Authority's records indicate that the defined Development High Risk Area clips the eastern corner of the site. Despite the recommendations of the submitted Phase 1 Geo-Environmental Desk Study, the Coal Authority has confirmed that a Coal Mining Risk Assessment is not required in this instance and that there is no objection to the proposed development. A directive is recommended to remind the applicant of the coal mining legacy that has been identified in part of the application site.

#### 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 'City Centre' Affordable Housing Market Area where no contribution is required.

#### Community Infrastructure Levy (CIL)

The development is CIL liable application site lies within CIL Charging Zone 4 and given that it will contain a mix of uses the charge will vary between £50 per square metre (C3 residential) and £30 per square metre (student).

## RESPONSE TO REPRESENTATIONS

It is considered that the planning issues raised in the objection representation received have been addressed in this report.

Matters relating to the impact of the development on electricity provision and business (including passing trade) are not considered to be planning matters. The retention of adequate electricity provision in the area is a matter for the developer and statutory providers, whilst there is no evidence to suggest that redevelopment of the site – potentially attracting more residents, visitors and people to the area - will have a negative impact on the local businesses. The developer will need to engage with the utility providers in any event.

With regard to the suggestions made in relation to highway improvement works at Hoyle Street, it is confirmed that it is not the role of this development to instigate such comprehensive highway alterations to the Ring Road. Such works are not required to make this development acceptable.

## SUMMARY AND RECOMMENDATION

The redevelopment of the site is welcomed; providing a brand new use that will significantly enhance its appearance and prominence on a parcel of land adjacent to a primary route leading into/out of the City Centre that currently contains a vacant building, public pay & display car park, and a Scheduled Monument (cementation furnace).

For the reasons set out above, it is concluded that the development is acceptable in planning and heritage terms. The proposal is compliant with land use policies. The residential accommodation included within the scheme – including internal and external facilities – is considered to be acceptable and will provide adequate living conditions for future residents.

The development's design – including scale, mass and appearance – is considered to be contemporary and high quality. It is suitably well-mannered and respectful of the varied site surroundings, which includes the Furnace Hill Conservation Area and Don Cutlery Works (listed building). Despite this, the development will cause some harm to the heritage significance of the site – including the setting of the Scheduled Monument (by reducing its dominance) and damage / loss to some archaeological remains. However - following significant work and assessment - it is concluded that the development can be supported because the harm is outweighed by the public benefit that derives from the positive proposals that will secure the long term conservation and management of the assets in the future and better reveal the wider significance of the site. The proposal is supported on heritage grounds by Historic England and SYAS, and is in line with the guidance contained in the NPPF and the requirements of local policy.

The site has a sustainable location close to public transport services and within walking distance of a wide variety of local and central facilities. The provision of new car parking spaces and a commitment to provide a financial contribution towards the implementation of a Controlled Parking Zone traffic management scheme is regarded as a positive element of the scheme, which will ensure that the development has an acceptable impact on the local highway environment.

The scheme complies with other policy requirements in relation to sustainability, flood risk and drainage, ecology, disabled access and environmental matters (including micro-climate).

Finally, the applicant has agreed to a condition to secure an employment and training strategy, thus ensuring that the development will support local employment initiatives.

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 to the completion of a legal agreement to secure the following Heads of Terms

#### HEADS OF TERMS

1. To pay a financial contribution of £78,127.56 to the Council towards the St. Vincent's Traffic Management Works.