
Case Number	18/02192/FUL (Formerly PP-07032931)
Application Type	Full Planning Application
Proposal	Demolition of existing buildings and erection of student development (maximum 8 storeys) comprising of 289 studio units, communal facilities and landscaping (Amended Description)
Location	Steel City Marketing Ltd Allen Street Sheffield S3 7AW
Date Received	06/06/2018
Team	City Centre and East
Applicant/Agent	David Cox Architects Ltd
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:

Floor Plans

Drawing No. SK / 03A - Ground Floor Plan
Drawing No. SK / 04A - First Floor Plan
Drawing No. SK / 05A - Second Floor Plan
Drawing No. SK / 06A - Third Floor Plan
Drawing No. SK / 07A - Fourth Floor Plan
Drawing No. SK / 08A - Fifth Floor Plan
Drawing No. SK / 09A - Sixth Floor Plan
Drawing No. SK / 10 - Seventh Floor Plan
Drawing No. SK / 11A - Garden Level Floor Plan

Elevations

Drawing No. SK / 12A - Elevation to Shepherd Street
Drawing No. SK / 13A - Elevation to Doncaster Street
Drawing No. SK / 14A - Elevation to Allen Street

Site Sections

Drawing No. SK / 16 - Section thro Site X-01
Drawing No. SK / 17 - Section thro Site X-02
Drawing No. SK / 18 - Section thro Site X-03
Drawing No. SK / 19 - Section thro Site Y-01
Drawing No. SK / 20 - Section thro Site Y - 02

Reason: In order to define the permission.

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

3. No development, including any demolition and groundworks, shall occur until the applicant (or their agent or successor in title) has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for a combined archival and building assessment of the application site (combined assessment) for approval by the Local Planning Authority.

Thereafter, any future reserved matters application shall be accompanied by the submission of a mitigation strategy that shall detail any further archaeological works and /or preservation in situ that have be identified by the approved combined assessment and agreed as part of the reserved matters application.

Prior to the commencement of the development, the work shall be carried out in accordance with the approved details.

Reason: To ensure that the site is archaeologically assessed in accordance with an approved scheme and that sufficient information on any archaeological remains exists to help determine any reserved matters application, to comply with the NPPF.

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

The DMP / 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 DMP / 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. Final details of the mitigation strategy to minimise any harmful impact on air quality during the construction phase.

3. Details relating to the permitted working hours on site, and include a fugitive dust management plan;

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.

5. 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 the relevant phase 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;

c. Details of the site compound, contractor car parking, storage, welfare facilities and delivery/service vehicle loading/unloading areas; and

d. Details of a highway dilapidation survey before commencement of the development, and upon completion

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 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.

8. No development shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a 50% reduction compared to the existing peak

flow based on a 1 in 1 year rainfall event have been submitted to and approved in writing 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.

9. Unless shown (to the satisfaction of the Local Planning Authority) not to be feasible and viable, no development shall commence until a report has been submitted to and approved by the Local Planning Authority identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy. 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 and given that such works could be one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences.

10. No development shall commence until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below have either;

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 frontage on Allen Street, Shepherd Street and Doncaster 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.

11. Intrusive investigations and ground gas monitoring as recommended in the approved Worms Eye Ltd Phase I Preliminary Risk Assessment report ref. Allen Street/S3 7AW/2018 (06/04/2018) shall be carried out and be the subject of a Phase II Intrusive Site Investigation 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).

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

12. Any remediation works recommended in the approved Phase II Intrusive Site Investigation Report 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.

13. No construction work shall commence until full and final details of the proposed building levels (including final floor levels and site sections) have been submitted to and approved by the Local Planning Authority. This shall include (but be limited to) full details of the land levels and any steps proposed immediately adjacent to the building's main entrance at the junction of Allen Street and Shepherd Street. The development shall thereafter be carried out in accordance with the approved details.

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

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

14. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been installed and thereafter retained. Such scheme of works shall:
 - a) Be based on the findings of approved Red Acoustics Environmental Noise Study ref. R1553-REP01(B) (31/08/2018).
 - 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.

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.

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

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

16. Upon completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The development shall not be brought into use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to validation of capping measures and validation of gas protection measures.

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

17. No amplified sound or live music shall be played on the roof terrace area or within the external garden area at above background levels, nor shall loudspeakers be fixed externally nor directed to broadcast sound outside the building at any time, unless full details of such equipment has been submitted to and approved by the Local Planning Authority prior to installation and use.

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

18. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including 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.

19. Notwithstanding the details of materials described in the submission, the proposed external materials and finishes are hereby not approved. Details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved by the Local Planning Authority before that part of the development is commenced. Thereafter, the development shall be carried out in accordance with the approved details.

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

20. A sample panel of the proposed masonry shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be

used. The sample panel shall be approved by the Local Planning Authority prior to the commencement of the building works and shall be retained for verification purposes until the completion of such works.

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

21. Large scale details, including materials, finishes and sections, at a minimum of 1:10; of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

1. Windows details, including details of:

- All proposed designs / types;
- All proposed reveal depths; and
- All corner windows proposed in the curved elevations (including the design of the metal surrounds).

2. Door details, including details of:

- All pedestrian doors; and
- All service doors

3. Ground and first floor elevation details to Shepherd Street and Allen Street, including details of:

- The design of and proposed relationship between the window frames and metal cladding panels; and
- The design of the brick pillars and steps at the building entrance;

4. Roof Parapet Details

5. Rainwater goods

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

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

22. Notwithstanding the details on the approved plans, the final design of the boundary wall proposed between Allen Street and the resident garden area is hereby not approved. Before the development is commenced, full details of the wall's final proposed design shall have been submitted to and approved by the Local Planning Authority. The construction of the wall shall thereafter be carried out in accordance with the approved details.

Reason: In order to ensure a high quality development in the interests of the visual amenities of the application site and surrounding area.

23. Before the development is commenced, or an alternative timeframe to be agreed by the Local Planning Authority, a comprehensive and detailed hard and soft landscape scheme for the following areas shall be submitted to and approved by the Local Planning Authority:

Garden Area, including:

1. The proposed hard landscape materials, including samples when requested;
2. The proposed soft landscaping planting scheme;
3. The details of access provision for disabled users;

4. The design of any proposed steps and ramps - including design of tactile paving, treads, gradients, handrails etc; and
5. The design of any proposed furniture (e.g. planters, seats etc.);

Roof Terrace, including:

1. The proposed hard landscape materials, including samples when requested;
2. The proposed soft landscaping planting scheme;
3. The details of access provision for disabled users;
4. The design of any proposed steps, ramps, barriers - including design of tactile paving, treads, gradients, handrails etc; and
5. The design of any proposed furniture (e.g. planters, seats etc.);

The development shall not be brought into use until the approved details have been provided on site and they shall thereafter be retained, unless otherwise agreed by the Local Planning Authority.

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 amenity and to ensure high quality and appropriately designed environments for all future residents and users of the development's external spaces.

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. Thereafter, the signage shall be provided in accordance with the approved details.

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

25. Prior to installation, full details of any internal / external vinyl displays (excluding any public art proposals) or other means intended to obscure the glazed facades of the ground floor communal spaces, shall have been submitted to and approved by the Local Planning Authority. The use shall be implemented in accordance with these details and retained thereafter.

Reason: In the interests of the visual amenity in order to protect the open character of the communal areas and maintain active street frontages.

26. Before the development is commenced, full details of suitable inclusive access and facilities for disabled people to enter the building, site wide access and facilities, and the final design of all mobility units shall have been submitted to and approved by the Local Planning Authority. The development shall not be used unless such access and facilities have been provided in accordance with the approved details and thereafter such access and facilities shall be retained.

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

27. 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 within the development shall have been submitted to and approved by the Local Planning Authority. 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.

28. Before any above ground construction work is commenced, full details of the following bio-diversity enhancements shall have been submitted to and approved by the Local Planning Authority:

- Bird Boxes - a range of boxes shall be provided across the development to provide nesting provision for a range of garden / urban bird species.

- Bat Boxes - roosting provision through bat boxes / tubes incorporated into the building design.

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

Reason: In the interests of the ecological amenity of the site and in order to ensure that biodiversity enhancements are secured as part of this development.

29. No part of the development shall be occupied until the redundant accesses have been stopped up and the kerb and footways reinstated. Access to the building shall be restricted to the approved access points shown on the approved plans.

Reason: In the interests of the safety of road users

30. Before the development is commenced, final details of the proposed resident and visitor cycle parking accommodation and facilities shall have been submitted to and approved by the Local Planning Authority. No part of the development 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.

31. The student accommodation shall not be occupied unless full details of a management plan to control student arrivals/departures associated with moving in to/out of the accommodation has been submitted to and approved by the Local Planning Authority. The agreed management plan shall be adhered to and retained thereafter.

Reason: In the interests of highway safety

32. Prior to the occupation of any part of the development, details of a scheme to ensure that the future occupiers of the development 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 development shall then occur in accordance with the approved details.

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

33. Prior to the occupation of any part of the development, a detailed Travel Plan(s) relevant to that phase, 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 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 of a phase, the approved Travel Plan(s) for that phase shall thereafter be implemented, subject to any variations approved 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.

34. Before the development is commenced final details of the proposed bin storage facilities and a complete Waste Management Strategy shall have been submitted to and approved by the Local Planning Authority. No part of the development 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.

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

36. No construction work shall commence until a detailed Employment and Training Strategy, which is designed to maximise local opportunities for employment from the construction phase of development, has 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.

Other Compliance Conditions

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

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

38. 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.

39. The site shall be developed with separate systems of drainage for foul and surface water on and off site up to the point of connection with the existing public sewer.

Reason: In the interests of satisfactory and sustainable drainage.

Attention is Drawn to the Following Directives:

1. Where conditions require details to be submitted, an Application for Approval of Details Reserved by Condition is required (unless the condition gives the option of implementing the details already submitted). The Local Planning Authority is expected to determine these applications within 8 weeks of being validated, so it is essential to include all the information required. Apply online at www.planningportal.gov.uk. There are fees, which are also set by the Government.
2. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.
3. The applicant should be aware that a legal agreement has been completed in respect of this proposal.
4. 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.
5. With regard to Condition 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.

Further advice in relation to CEMP requirements can be obtained from:

SCC Environmental Protection Service,
 Commercial Team,
 Fifth Floor (North),
 Howden House,
 1 Union Street,
 Sheffield,
 S1 2SH

Tel. (0114) 2734651

Email: eps.admin@sheffield.gov.uk

6. Plant and equipment shall be designed to ensure that the total LAeq plant noise level (plus 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.
7. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 Guidance Notes for the Reduction of Obtrusive Light. This is to prevent lighting causing disamenity to neighbours. The Guidance Notes are available for free download from the resource pages of the Institute of Lighting Professionals website.
8. The applicant is advised that, 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
9. With regard to Condition 30 (cycle parking and facilities) the following advice and recommendations are made:
 1. The cycle store has only one access, which offers concern from a personal safety point of view. Therefore, it is recommended that a secondary door be provided directly into the building that all students with cycles can use. It is considered that this is achievable.

2. Access into the cycle store should only be available to those residents with cycles and should not be accessible to those without cycles. Swipe card/ fobs are recommended to address this.
 3. It is recommended that a drop crossing be provided on Doncaster Street footway where cyclists will access the development from the carriageway.
 4. It is recommended that windows into the store should be provided both externally and internally to the adjacent corridor and stairwell.
 5. The capacity of the cycle store is not clarified on the plans, although 32 cycles are shown. It is recommended that a multi-tier storage system be employed to maximise storage capacity.
 6. The use of electrically operated and automatic doors into the cycle store is recommended for ease of access/egress.
10. 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.
 11. 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

12. 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

13. 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

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

The notice should be sent to:-

Highway Co-Ordination
Sheffield City Council
Town Hall
Sheffield
S1 2HH

Telephone: 0114 273 6677
Email: highways@sheffield.gov.uk

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

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

15. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
16. 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

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

Telephone: 0114 273 6677
Email: highways@sheffield.gov.uk

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

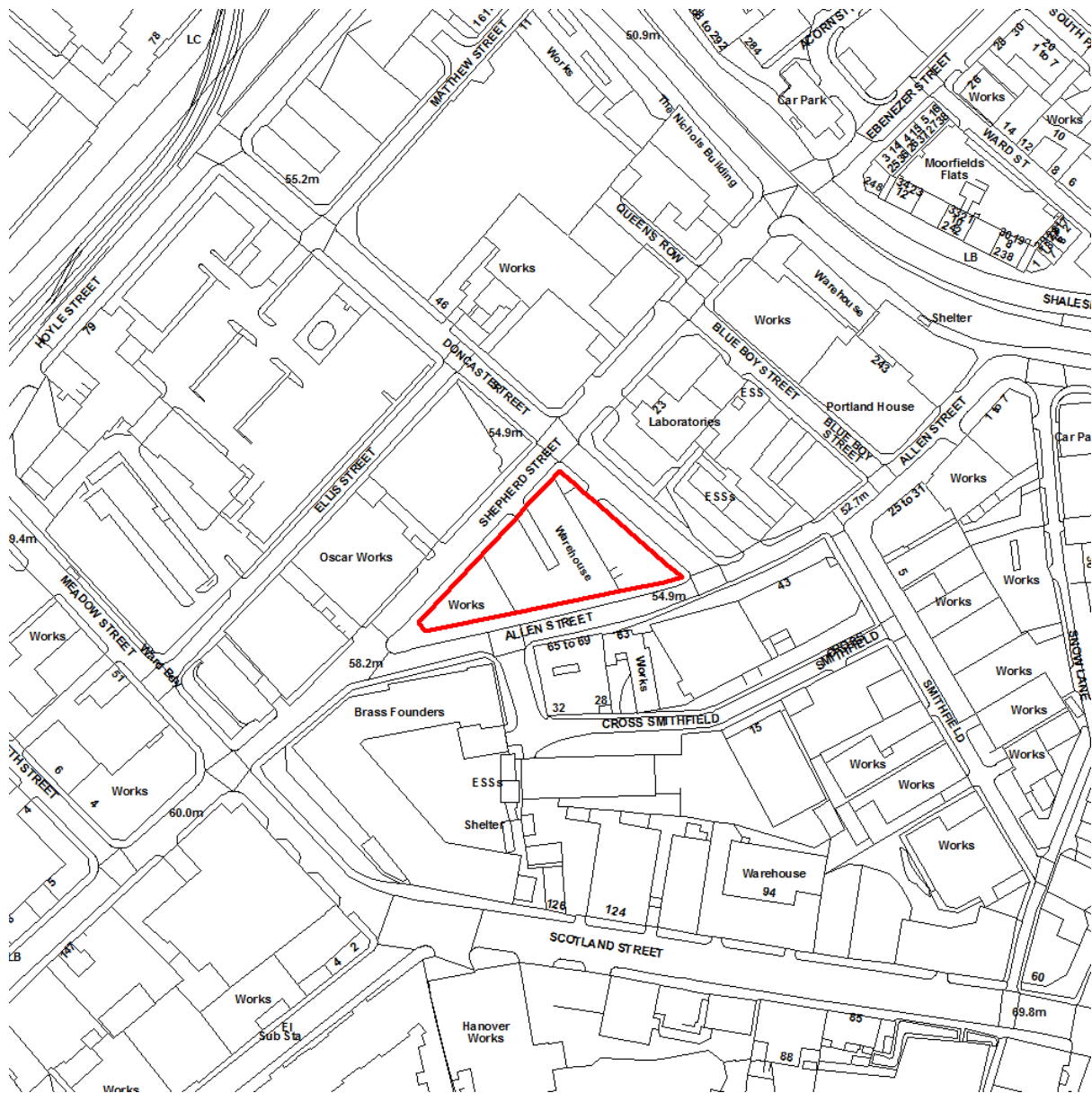
17. The construction of the development may lead to the temporary loss of on-street parking bays. In such circumstances you may be required to fund the installation of replacement parking bays including any associated Traffic Regulation Order, to offset the temporary loss of parking in the vicinity of the development.
18. Before commencement of the development, and upon completion, you will be required to carry out a dilapidation survey of the highways adjoining the site with the Highway Authority. Any deterioration in the condition of the highway attributable to the construction works will need to be rectified.

To arrange the dilapidation survey, you should contact:

Highway Co-Ordination

Telephone: 0114 273 6677
Email: highways@sheffield.gov.uk

Site Location



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LOCATION AND PROPOSAL

The application site comprises of land that is roughly triangular in shape and bounded by Shepherd Street (north), Doncaster Street (east) and Allen Street (south). The site is previously developed and currently occupied by standing buildings that are 1 – 2 storeys high and include office use and warehouse space, with off-road car parking provision on the Doncaster Street frontage. It is understood that these buildings are currently in partial use.

The application site area measures approximately 0.17 hectares. The site has a gentle slope that falls with the topography of the surrounding land in a south-west to north-east direction.

The site is situated in the City Centre's St. Vincent's Quarter and opposite 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 was concentrated in other areas of the Quarter (to 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.

The application site's immediate surrounding land uses are mixed and include:

On the opposite side of Shepherd Street (north-west) there is a complex of large industrial buildings known as Oscar Works that extends between Meadow Street and Doncaster Street. This building is vacant. Beyond Oscar Works there exists the Doncaster Cementation Furnace, which has Scheduled Monument and Grade II Listed Building status.

On the opposite side of Doncaster Street (north and north-east) there is a small waste transfer station (in use) as well as a redundant laboratory building and an electricity substation (in use).

On the opposite side of Allen Street/Cross Smithfield (south, south-east and south-west) there are a variety of uses including a vacant industrial building (subject to mixed live/work and residential outline planning permission), existing manufacturing and commercial businesses, and the Brass Founders, a purpose built student complex containing in excess of 1000 student bedspaces.

This application seeks full planning permission to demolish the existing buildings and erect a purpose built student development comprising of 289 studio units, communal facilities and landscaping.

RELEVANT PLANNING HISTORY

There is no relevant planning history.

SUMMARY OF REPRESENTATIONS

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

Three representations have been received, all object to the scheme and are summarised below:

1. Design

- This old quarter of Sheffield is famous for its engineering and industries. All the buildings are no more than 4 storeys high.
- In the last 3 years, 2 very large apartment blocks have been built which have dwarfed existing buildings.

2. Impact on Amenity

- The proposed development will seriously affect natural light and the privacy of existing buildings (and businesses) positioned opposite. The development will offer a view directly into the upper levels of these buildings through roof windows.
- It is believed that the online digital plan of the development shows 9 storeys.

3. Intensification of Area

- It is understood that there has to be improvement and development but this and adjoining developments will bring more than 1000 residents into one small street.
- There will be more noise and traffic.
- There will be more parking issues. Traffic and parking have already had a huge impact on the area due to increased development in the Vincent's Quarter. Why is this never factored into these schemes?
- There will be more rubbish as the very temporary group of people who rent these buildings already cause problems with their rubbish.
- Noise and disturbance generated by construction works.

4. Cultural Value

- No cultural value will be added to the area as a result of this development. In the small complex opposite there is a photographer, specialist climbing facility, music recording studio, shoe maker and electrical company. These add rich diversity to the area but there is nothing in this proposal that adds value to the immediate area.

5. Notification Letters

- No letter was sent regarding the increase in height to eight floors. Neighbours to the proposal should have been informed by post.

SUMMARY OF CONSULTATIONS

Historic England

Historic England was consulted due to the site's proximity to Listed Buildings (including a Scheduled Monument) and the Furnace Hill Conservation Area. Historic England has responded by advising that on the basis of the information available to date, they do not wish to offer any comments on the proposals. Instead, it is suggested that the views of the Council's own specialist conservation and archaeological advisers are relied upon.

PLANNING ASSESSMENT

Principle of Development

The National Planning Policy Framework (NPPF) states that local planning authorities should approach decisions on proposed development in a positive and creative way, and to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay (para. 59).

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 Land Use

The application site falls within a designated General Industry Area (without special industries) in the adopted UDP. Policy IB5 (Development in General Industry Areas) relates to development in such areas and advises that General Industry (B2) and Warehousing (B8) uses are preferred uses. The proposed development is for student development, which is a sui generis use. IB5 states that the acceptability of the use must therefore be considered on its own merits and against all other material considerations.

Notwithstanding the above, the area's General Industry Area designation has been superseded by new land use expectations, especially following the publication of the St. Vincent's Action Plan and Sheffield Local Plan Core Strategy.

The St. Vincent's Action Plan (SVAP) was approved by Cabinet in December 2004 with the purpose of identifying a concise route for regeneration of the area. The site is located in a Business Area in the SVAP, meaning that new development must consist predominantly of business use. It is clear that the proposal does not comply with this element of the Plan and falls short of the preferred use provision. However, it is highlighted that this document was produced in 2004 and does not reflect current demands in the area. Furthermore, it is recognised that residential/student

accommodation uses currently remain at acceptable levels and do not dominate total floorspace within St. Vincent's. Finally, it is confirmed that the site lies within close proximity to an identified Housing Area in the SVAP and an overspill onto the proposed site appears to be a logical expansion.

More recently, the Sheffield Local Plan Core Strategy document was adopted (March 2008) and Policy CS 6 (Manufacturing and the City Centre – Transition Areas) identifies parts of the St. Vincent's Quarter as ones where manufacturing in the City Centre should not be encouraged to expand but instead should relocate so as to aid regeneration. This approach is further reinforced by Policy CS 17 (City Centre Quarters) (part h), which promotes a mix of businesses, residential and educational uses in the St. Vincent's Quarter, with less emphasis on industry and greater links to the University of Sheffield and the nearby legal and professional quarter. It puts less emphasis on industrial uses but does encourage the sensitive treatment of 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.

There are currently sufficient non-residential uses in this part of the St. Vincent's Quarter to prevent housing and student accommodation uses from becoming dominant as a consequence of this development. In light of this and for the reasons above, it is concluded that the proposal is acceptable in land use policy terms.

In relation 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 so the relationship between the application proposals and the existing environment are addressed in the assessment of this application.

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 approximately 1700 dwellings per hectare, which is compliant with the policy.

Unit Mix

Core Strategy Policy CS 41 (Creating Mixed Communities) encourages development of housing to meet a range of housing needs, including a mix of prices, sizes, types and tenures.

Part (a) seeks to achieve these aspirations by ensuring that no more than half the homes in larger developments (60 dwellings or more) should consist of a single house type. With 289 studios proposed, this will be a single tenure-type development providing no mix or alternative form of accommodation. Therefore, the proposal is contrary to Policy CS 41 (a).

In light of the above, your officers requested amendments to improve the mix of unit types, but the applicant has declined to do this. Instead, they have sought to justify

their case by stating that there is a plethora of developments in the immediate vicinity that provide cluster accommodation and that there is a recognised lack of student studio accommodation in Sheffield. They argue that the introduction of cluster flats will compromise their vision for creating a development offering a quieter more mature lifestyle that will ultimately provide a healthier mix of accommodation to the area as a whole.

The failure to amend the scheme in any way is disappointing and so the lack of mix remains a negative aspect of the development. It is considered that greater variety would be beneficial for the development and its residents. Notwithstanding the applicant's comments, there is concern that studio developments can lead to isolation, a lack of social interaction, and cannot be occupied by couples or friends who may wish to live together. That said, the building does contain large areas of communal spaces at ground floor level which will help to encourage interaction and socialising. This includes a general communal area (264.8 square metres) as well as a study, gym, and kitchen/diner/entertainment rooms. Furthermore, the proposed studio units range between 21 and 25 square metres in internal area, which is generally consistent with studio spaces approved as part of other purpose-built student developments in the city centre.

Other concerns about the lack of mix relate to the fact that a large quantity of small units – each containing their own bathroom and cooking facilities – could be difficult to convert into larger apartments in the future, if market conditions change again and there is less demand for student facilities. To this end, the applicant has provided information in the Design and Access Statement to demonstrate how the building's floor plan could be converted to two-bedroom unit accommodation or an alternative use (e.g. hotel), if required.

Policy CS 41 (c) requires that new purpose-built student accommodation is primarily located in the city centre and the areas directly to the north-west and south of the city centre. As such, this proposal conforms to this part of the policy.

Finally, Policy CS 41 (d) seeks to limit development of purpose-built student accommodation and Houses in Multiple Occupation where more than 20% of residents within 200m are already in such uses. This is to ensure that the developments do not create an imbalance within the surrounding community. The current concentration of shared properties in this area (including extant permissions) is 39.7%. The impact of the proposed scheme would reduce this to 26.8% and would therefore comply with Policy CS 41 (d).

For the reasons above, it is clear that the proposal is not wholly compliant with Policy CS 41 because of the lack of mix it contains, which is considered to be a negative aspect of the development as discussed. However, the development does include communal facilities to encourage resident interaction and, in terms of the impact of the development on the surrounding area, it is not considered that a wholly studio-focussed student development will have any more detrimental impact on the community than a mixed scheme comprising studios and larger units because the nature of the use is the same. Therefore, given that the proposal is satisfactory in all other regards (in relation to Policy CS 41) it is concluded that the concern raised about the mix is not, on its own, sufficient to justify the refusal of this application.

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.

Demolition of Existing Buildings

All of the site's existing standing buildings will be demolished as part of the development proposals. These buildings date to the second half of the twentieth century and are low-rise industrial / commercial buildings of negligible architectural or historic value.

Proposed Development

Like many of the areas within the city centre that were historically dominated by industry, and which are becoming home to a wider variety of uses, the St Vincent's Quarter has a strong character derived from the topography and the existing townscape. Distinguishing features include: the hierarchy of streets, the relatively narrow street widths, the back-edge –of-pavement building line, size of plots, perimeter block layout, scale of buildings and the palette of materials.

Layout

The site is triangular in configuration and the proposed development adopts an L-shaped form with an open side to Allen Street. There are urban design concerns that this configuration is alien to the surrounding area and context, which comprises historic and recent built form that generally follows a perimeter block arrangement. The L-shaped design means that Allen Street lacks a proper street frontage and the semi-private amenity areas are exposed.

There is also unease that the open side to Allen Street, created by the L-shaped building, will create a relatively dead frontage defined by a boundary wall to the amenity space. Although a concern, it is noted that the plans currently shown gaps in the wall and it is considered that further consideration of the walls design along Allen Street could achieve some activity and design interest along this frontage. Indeed, a successful wall – including variance in height, gaps, and design enhancements (e.g. brick detailing, public art etc.) – would help to address the concern identified, by enhancing the visual appearance of the development at street level and enhancing the developments interaction with the street. If a successful design is not achieved and security / management become the determining factor, then the impact of the wall on Allen Street will be poor. The final design details of any wall could be conditioned.

The lack of concession to context is extended to the building's footprint, whereby the adoption of a standardised floor layout and configuration leaves wedges of left over space on the Allen Street and Doncaster Street frontages, which in turn further increases the width of the footways in parts and undermines the definition of the street that is part of the areas character.

Positively, the building will have an active frontage for most of its Shepherd Street elevation and to a limited degree on Doncaster Street due to the fact that the communal facilities are positioned on these parts and they are proposed to be outward facing with large glazed windows.

Scale and massing

The proposed building ranges between 7 and 8 storeys. Owing to the topography of the site, the building also has a lower ground level, which means there are 9 floors in parts, but this does not increase the height of the development on its road frontage and above ground level beyond 8 storeys. The stepping in the building form across the site is supported.

It is acknowledged that the adjacent streets are more generous in width than some in the St. Vincent's Quarter and so it is accepted that there is the opportunity to accommodate a degree of scale. However, the building's height is a greater scale than would normally be encouraged on secondary streets and there are concerns that the 8 storeys is beyond what the local townscape can comfortably accommodate in design terms. Therefore, a request to reduce the scale was made by officers and it was also suggested that the adoption of a perimeter block approach could help to overcome the layout concerns (described above) and enable the accommodation to be redistributed across the site, thus reducing the scale of development on the site to a more acceptable level. Unfortunately, the applicant declined to reduce the scale of the building and disagrees that the building is conspicuously larger than its surroundings. They state that it is very similar in height to the 'Brass Founders' development and considerably smaller than the development approved on the former HSBC site at Hoyle Street.

In response, it is agreed that the 'Brass Founders' development – situated opposite the application site – provides an appropriate benchmark for acceptable scale and massing in this area. This building is actually 1-2 storeys smaller than the application proposal despite being located on Scotland Street, which is the primary street within the area. Furthermore, it should be noted that the new buildings on the HSBC sites deliberately reduce in scale and mass on the secondary streets that are similar in context to the application site. Therefore, it is considered that applicant's use of these examples to justify the development actually serves to re-affirm officer concerns about the height of the application proposal because it will have greater scale and mass.

Architectural approach

Overall, the architectural approach is broadly supported. The design of the building's entrance and most prominent element is considered to be positive. Positioned at the junction of Shepherd Street and Allen Street, the building's design includes a 'prow' which curves around the junction and creates a striking corner feature facing southwest along Shepherd Street towards Scotland Street. If executed with the required architectural finesse using high quality detailing and materials, it is considered that this has the potential to form a local landmark that will detract from some of the shortfalls discussed above.

An inherent difficulty with residential accommodation of the nature proposed is the repetitive cellular form of stacked bedrooms which can result in a monotonous or institutional external expression and the challenge here is understood. A clear attempt has been made by the architect to introduce variety and interest through the pairing of windows, for example, and the apparent variation in reveal depth. This is welcomed.

Full details of the final proposals in relation to large scale detailing of the scheme – including the design of the wall on Allen Street, glazing to prominent corners, window reveals and treatment of ground floor spaces etc. – would all be expected to be resolved by condition in order to secure high quality and acceptable design.

Materials

The submitted drawings and visuals indicate that the material palette will be predominantly buff brick with a degree of polycarbonate and metal cladding used on the elevations. All windows will be constructed from aluminium.

The use of brick as the dominant material is strongly supported and the use of an appropriate metal cladding to upper level elements and aluminium windows is considered an acceptable approach, subject to the final materials being agreed. However, there is concern about the intended use of buff brick and it is confirmed that this cannot be supported. While there are shades of brown evident, the local context, and the city centre as a whole, is heavily characterised by red brick. Buff brick is employed, but generally only as an accent or a contrast. Therefore, it is not considered to be an appropriate contextual response to face the entirety of a development of this scale in buff brick, particularly given its proximity to the Furnace Hill Conservation Area.

The use of polycarbonate cladding to parts of the windows is queried. As the precedents in the Design and Access Statement and examples from within Sheffield illustrate, this material can be used successfully within an urban, industrial context but this generally relies on creating strong, simple standalone forms. The integration of the material in a residential block, as proposed, is unlikely to be successful and it is recommended that more robust alternative should be examined.

In light of the above, although they do not necessarily agree with the concerns, the applicant has confirmed that they are prepared to continue discussion about materials at condition stage. This is considered to be an acceptable approach.

Overall, although the lack of an appropriate response to the application site and historic context is a disappointing aspect of the development, it is considered that the main design issues that cannot be improved through the imposition of conditions – i.e. scale, form and relationship to the street – are not so unacceptable and harmful in this instance to justify the refusal of this application. Furthermore, it is noted that there are acceptable elements of the design and, if executed successfully, it is considered that the architectural approach should be positive. Also, the wider benefits of replacing a vacant building and bringing with it vitality and activity are also acknowledged.

Therefore, on balance, it is considered that the design issues highlighted are more missed opportunities and a poor understanding of the nature and quality of development now being encouraged in the city centre, rather than being substantially detrimental to the character of the site and the St. Vincent's Quarter. Thus, the issues are not deemed sufficient to justify the refusal of this application on its own.

Heritage Impact

Section 16 of the NPPF relates to 'conserving and enhancing the historic environment' and acknowledges that heritage assets are wide-ranging and irreplaceable resources that should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations. At this site, the heritage considerations relate to archaeology as well as the impact on the setting of the adjacent Furnace Hill Conservation Area and nearby the Hoyle Street Cementation Furnace (designated Scheduled Monument and Grade II Listed Building).

Impact on Archaeology

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.

The Heritage Statement includes a desk-based assessment of the site's archaeological potential. It concludes that there is no evidence suggesting the existence of medieval remains and that likely interest will relate to the sites more recent use for residential and industrial purposes from at least 1832, following its urbanisation from a town field. Therefore, it is estimated that heritage potential and buried archaeological evidence on the site is unlikely to be of high significance and that the harm caused to such remains that will be lost as a consequence of this development will be low. Thus, it concludes that such harm should not preclude development on the site nor trigger an automatic presumption in favour of preservation in situ or refusal.

The South Yorkshire Archaeological Service (SYAS) considers the content of the information submitted to be reasonable in relation to the expected impact on the potential buried archaeological potential on this site. No further information is necessary at this stage but further investigation and mitigation work will be necessary before any development commences to ensure that an adequate archaeological record can be made. This further work is proposed to be secured by condition and, as such, it is concluded that the proposal is consistent with the expectations of the NPPF and UDP Policy BE22.

Impact on Setting of Scheduled Monument and Conservation Area

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 application site is situated outside but adjacent to the Furnace Hill Conservation Area. Despite concerns in relation to the proposed scale and mass of the building (described above), it is not considered that the development will cause harm to the setting of the Conservation Area, which itself contains a mix of development that varies in scale, mass and design. Positively, the building reduces to 7 storeys at this point and will introduce new built form with some activity / vitality onto Doncaster Street. The site's existing relationship to the Conservation Area edge is also poor, comprising of an area of hardstanding formerly used for car parking and an attractive metal fence immediately adjacent to the footway.

The Hoyle Street Cementation Furnace is the only intact cementation furnace surviving in Sheffield and one of the last of its type in England. 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 proposed building will be visible behind the Cementation Furnace when viewed from the north west (e.g. Hoyle Street) if the existing built form in the area does not change. However, it is not felt that this development will detrimentally harm the setting of the furnace because it is positioned a sufficient distance away. Furthermore, it is noted that planning permission has recently been granted to redevelop the land immediately around the Cementation Furnace and once completed this will form its new setting and significantly limit views of the application site from Hoyle Street.

It is concluded that the proposed development will not be harmful to the relevant heritage assets described above. Therefore, the proposal is considered to be compliant with policies discussed, subject to conditions that seek to secure a high quality design.

Mobility

The proposed development includes a total of 7 mobility bedrooms, which equates to 2.4% of the overall unit capacity. This is well below the guidance in BS-8300-2, which is the document used by the Council as a guide to what is a reasonable level of provision in new developments (BS 8300-2 recommends 4% wheelchair accessible rooms, 5% adaptable rooms for wheelchair use, and 1% accessible wheelchair rooms with hoist and assisted accommodation next door), and as such the quantity of provision is disappointing. However, the scheme does include some mobility accommodation and it is understood that other rooms could be adapted for ambulant disabled residents if required in the future.

All building approaches and spaces within the development must benefit from level access to ensure that the development will provide an inclusive environment for future users. Therefore, it is expected that all building entrances (including door widths), crossings, ramps, steps etc. will be designed to current standards at the

detailed design stage. Therefore, it is expected that submission of this information will be reserved by condition.

The submitted plans show that there will be a combination of steps and a level approach leading into the building's main entrance from Allen Street but no further details have been provided about the anticipated design and gradient of these items. Again, it is recommended that final details be reserved by condition.

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, including public transport, within easy reach of the site, including the City's universities.

Transport Environment

There are bus stops close to the site with the nearest immediately being positioned on Meadow Street and others approximately 5 minutes away on Shalesmoor (A61). The nearest tram stop is at Shalesmoor (approximately 400m away from the application site). These bus and tram services both serve a wide area of the city (including the railway station), include regular / high frequency services and are an efficient and sustainable mode of travel.

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 for the location and student users. It is advised that there are a number of shortfalls with the proposed cycle store's current design (including layout, access and security matters) and, therefore, it is recommended that the final design of these facilities 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 student residents at the start and end of term times.

An interim travel plan has been submitted, which has the overarching 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 be submitted prior to the occupation of the development and this will be secured by condition.

It is confirmed that the building will be serviced from Doncaster Street because of the position of the plant, equipment and bin facilities. Final details of the servicing and management of these spaces are proposed to be secured by condition in order to ensure that the intentions of the building's future management company are acceptable from a highway point of view.

The Impact of Cars

The development includes no car parking spaces. 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 the site's city centre position, its proximity to public transport facilities and student population will not fully address the potential impact that a development of this scale could have on the local highway. Whilst the Council's current policy seeks to restrict parking provision in the city centre and to encourage a modal shift away from private car use, and thus prevent city centre traffic congestion, there is the potential that the non-provision of in-curtilage parking could 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 £24,559.22 towards the implementation of this scheme, which will be secured by a S106 legal agreement. The contribution is considered necessary to ensure that the development does not have an adverse impact on the local highway network. It is relevant to planning, essential for consent to be granted, and proportionate to the scale of the development, thus meeting the tests of the NPPF (paras. 54 – 57).

In light of the above, and in anticipation of the successful implementation of a CPZ, the 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.

Residential Amenity

UDP Policy H15 (Design of New Housing Developments) expects the design of new housing developments to provide good quality living accommodation. This includes

adequate private garden space or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met. 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 student units can be lit by natural daylight. The layout is such that each unit will have outlook outwards across adjacent streets or onto the internal garden space positioned on the Allen Street frontage.

Amenity Space - Landscaping

Internally, there is communal accommodation proposed at ground floor levels on the building's Shepherd Street and Doncaster Street frontages. These spaces, which have outlook outwards across the respective streets, include a large general communal area (264.8 square metres) as well as study, gym, and a kitchen/diner/entertainment rooms. There are also management and security spaces.

Externally, the amenity space available to student residents includes a landscaped garden space at ground floor level on the building's Allen Street elevation, and a roof terrace on the south-west facing section of the building's Doncaster Street wing. The principle of including these spaces within the development is welcomed but it is considered that their final design – including access arrangements, layout and final hard / soft landscaping proposals – will require further consideration in order to ensure that they contain appropriate landscaping features and meet inclusive design requirements for all residents.

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

Noise

A revised Noise Assessment has been submitted after the Council's Environmental Protection Service identified a number of shortcomings in the original report. This updated assessment includes additional manned monitoring to allow consideration of the nearby substation on Allen Street and Waste Transfer Station on Shepherd

Street, as well as a new modelling section to consider the impact of environmental noise sources on facades at height.

As a result of the changes to the methodology, an enhanced scheme of glazing is now recommended for the development as a noise mitigation measure to improve the internal environment for future occupiers. It is confirmed that other suitable comments and observations are made in relation to the initial concerns raised, including a recommendation for a reassessment of received environmental noise at height, once the building has progressed sufficiently. Additionally, the report identifies that the proposed roof terrace does not require any specific scheme of works to achieve the World Health Organisation 'good' standard (LAeq 16 hours 50dB).

The Environmental Protection Service recommends the revised Noise Assessment for approval and confirms that it may be referenced in a suitably worded condition to secure an appropriate scheme of sound insulation works (including a validation requirement) that will ensure its recommendations are achieved, prior to the use of the development commencing. Subject to these being achieved, it is considered that the development will achieve a commensurate level of protection from the existing environmental noise for future residents as well as ensuring that existing businesses and land uses remain unaffected by the development.

Privacy

The units most vulnerable to privacy issues will be those situated at the development's garden level. Due to the studios at this level having a single aspect into this space, there is the potential that residents could feel uncomfortable when other residents / visitors use the garden area in close proximity to residential windows. However, given that this is a student development, it is recognised that this layout may also have benefits, allowing the opportunity for students to open windows onto the space, thus encouraging interaction with each other and enhancing their residential experience. The development will also be a managed environment. For these reasons this issue does not raise significant concerns.

Impact on Adjacent Buildings

A number of existing and proposed buildings surround the application site. Many of these buildings have windows opposite and overlooking the application site. Given the nature of the surroundings, these windows either serve commercial office or student accommodation rooms and such relationships are not unusual in the context of the tightly knit character of the area where there is already a degree of mutual overlooking. Occupiers cannot expect the same degree of protection as in suburban situations and the relationship is similar to that which exists between other developments that have already been approved or are under consideration.

The Design & Access Statement includes a sun path analysis which considers the overshadowing impact of the building during the summer and winter months. This demonstrates that the new building will have a low overshadowing impact on the existing buildings (containing various businesses and student accommodation) located on the south side of Allen Street. This is because of the arrangement of the built form and its position to the north of these buildings.

Therefore, although the objections raised about overshadowing and overlooking are noted, it is concluded that the amenity of adjoining uses will be maintained at acceptable levels following the construction of the development.

Overall, for the reasons discussed it is concluded that the proposed amenity environment is acceptable for the nature of development proposed, in accordance with UDP policies IB9 and H15 as well as Policy CS 17.

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).

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 accommodation in Flood Zone 1 is acceptable.

Despite suggesting possible options, the supporting Sustainable Urban Drainage Statement does not propose a definitive drainage solution for the site and no surface water discharge routes and rates are proposed.

Yorkshire Water and the Council's Lead Local Flood Authority have been consulted and offer no objection to the application, subject to conditions that promote surface water disposal hierarchy. If disposal to public sewer is proposed – which is expected given the site and nature of development – the applicant will be expected to demonstrate why infiltration or discharge to a watercourse are not reasonably practical on the site. Any discharge to public sewer will only be allowed if the rate of discharge is restricted to a minimum 50% reduction of the existing rate.

Subject to relevant conditions, the proposal is considered to be compliant with 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.

Core Strategy Policy CS 63 (Response to Climate Changes) gives priority to developments that are well served by sustainable forms of transport, that increase energy efficiency, reduce energy consumption and carbon emissions, and that generate renewable energy.

Core Strategy Policy 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 policy, it states that all non-residential developments over 500m² (GIA) should achieve a BREEAM Very Good rating as a minimum.

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, developments are expected to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy, unless it can be shown to not be feasible or viable.

The proposal will replace an underused building with a new dedicated student facility that intends to add to the new built form in this evolving part of the St. Vincent's Quarter. The site will be car free and includes cycle parking as well as access to a wide range of facilities and public transport options, including bus services on nearby Scotland Street and the Supertram on Hoyle Street. The site will be resilient to climate change as it lies within a low risk flood zone and, for the reasons given above, it will not have an unacceptable impact on the numerous heritage assets that exist close to it.

Limited information has been submitted about the intended sustainability credentials of the development and so the application lacks discussion about the energy efficient measures or renewable energy features that will be employed to reduce its overall energy demand. Also, no commitment to meeting BREEAM 'Very Good' is given despite being expected by local policy. Positively, the submission states that it is intended that a robust sustainable design strategy will be developed at the detailed design stage, including the provision of a minimum of 10% renewable technology, where feasible. It is also confirmed that the primary objective will be to design using a 'fabric first' approach, exploring increased wall, floor and roof insulation along with improved service facilities to reduce the energy dependence of the building.

Despite having a flat roof design the building does not include any green roof system, which is disappointing. The application form states that the roof will be constructed from a single ply membrane, which is highly unlikely to provide any drainage or bio-diversity benefits.

The relatively vague approach to sustainability matters is disappointing for an application of this nature because it is encouraged that such features are considered from the outset in order to achieve the best possible solution for the site. However, the applicant has provided a commitment to continuing to develop their proposals and has confirmed that renewable technology will be included, where feasible. Therefore, in order to meet the expectations of the policies described above, and secure successful implementation, it is recommended that the details submitted be accepted at this stage with further information of all sustainable measures secured by condition.

Finally, in spite of there being no commitment to BREEAM 'Very Good' in the submission, no information has been provided to indicate that it cannot be achieved as part of this development. Therefore, it is recommended that this policy expectation also be secured by condition.

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.

This area of the city is known for bats due to the existence of numerous old buildings that are empty and in varying states of deterioration. No information about the bat roost potential of the site's existing buildings has been submitted and the applicant has confirmed that this has not been done because the buildings on site have flat roofs. It has also been highlighted that other applications in the vicinity of the application site have been allowed without such survey works being undertaken, despite appearing to have greater potential than the subject building (e.g. pitched roofs).

The Council's Ecology Unit has considered the above and agrees that this application does not require additional survey work because of the character of the application site and buildings it contains. Notwithstanding this, it is confirmed that there remains the possibility of transitory bats 'passing through' the site and so the applicant must ensure that contractors be aware of this potential during any demolition and site clearance works.

In order to satisfy mitigation and biodiversity promotion / enhancement expectations, 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. Full details of all these elements will be 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.

Public Art

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

No public art proposals have been submitted with the application but the applicant has agreed to a condition that will secure full details and provision of public art as part of the development. At this site, it will be encouraged that the public art proposals be integrated into the design of the building.

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 this is a student development the charge will be £30 per square metre.

RESPONSE TO REPRESENTATIONS

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

With regard to comments about neighbour notification shortfalls, it is confirmed that amended consultation letters were issued by the Planning Service in July 2018 regarding the amended description. One of these letters was sent to the objector who raised the issue. Furthermore, amended site notices and newspaper advertisements were been posted during the period of the application to ensure the notification procedures are as required by the relevant legislation.

SUMMARY AND CONCLUSION

Clearly, for the reasons discussed above, there are both positive and negative aspects of the proposed development.

Positively, the development will secure a long term future for an existing, underused site in St. Vincent's Quarter and introduce a use that is compatible with the mixed business, residential and educational vision that land use policy currently has for the area. The technical information submitted demonstrates that mitigation measures can be included within the development to ensure that future occupants can reside alongside existing nearby business uses and that their practices will not be affected.

Additionally, and subject to conditions, your officers are confident that the completed scheme will comply with relevant policy expectations in relation to sustainability, flood risk and drainage, ecology, and environmental matters. With regard to the impact on the local highway, the applicant has agreed to make a financial contribution towards the implementations of the St. Vincent's Traffic Management Scheme, which is expected to help to alleviate car parking pressures in the Quarter for existing and future residents / businesses – including those associated with this development.

Also, the site is a good location for a student focused development; it is a highly sustainable location with very good transport / walking access to both of Sheffield's

Universities, and there is a variety private residential and student residential development within the immediate vicinity.

The main negative elements of the application relate to the unit mix (100% studios) and the building design (layout and scale). Other shortfalls identified are considered to be more minor and therefore can be resolved by condition. It is disappointing that the applicant has not been prepared to work with officers to address these concerns and it is considered that the negative elements are missed opportunities that could have improved the scheme for both its users and the city. Ultimately, however, it is not considered that these issues are so significant, and contrary to the relevant policies, as to outweigh the positive reasons for justifying this development.

In light of the above, and on balance, it is concluded that the refusal of this application is not justified. 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 £24,559.22 to the Council towards the St. Vincent's Traffic Management Works.

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