
Case Number	18/03365/FUL (Formerly PP-07192856)
Application Type	Full Planning Application
Proposal	Change of use from public house (Use Class A4) to a restaurant/cafe (Use Class A3) including demolition of existing garage and store/toilets and erection of a single-storey extension, external alterations, provision of an outdoor seating area, drive-thru facility, associated access, car parking and landscaping
Location	Carbrook Hall Hotel 537 Attercliffe Common Sheffield S9 2FJ
Date Received	03/09/2018
Team	City Centre and East
Applicant/Agent	DLP Planning Ltd
Recommendation	Grant Conditionally

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

4428 A000 - Location plan
4428 A005 Rev B as amended by 4428 A 02 003 Rev H - Proposed plans
4428 A006 Rev F - Proposed elevations
4428 A02 105 Rev B - Site Sections
4428 A008 Rev B - Extension visuals
Proposed extension visuals
4428 A 02 002 Rev M - Site plan proposed
4428 A 02 103 Rev D - Landscaping
4428 A 02 003 Rev H - Floor plan proposed

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 take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for archaeological investigation and this has been approved in writing by the Local Planning Authority. The WSI shall include:
- The programme and method of site investigation and recording.
 - The requirement to seek preservation in situ of identified features of importance.
 - The programme for post-investigation assessment.
 - The provision to be made for analysis and reporting.
 - The provision to be made for publication and dissemination of the results.
 - The provision to be made for deposition of the archive created.
 - Nomination of a competent person/persons or organisation to undertake the works.
 - The timetable for completion of all site investigation and post investigation works.

Reason: To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated. It is essential that this condition is complied with before any other works on site commence given that damage to archaeological remains is irreversible.

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

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

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

trees shall be in accordance with BS 5837, 2012 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees is irreversible.

6. No development shall be begun until either:
 - a) the redundant cross over to the site frontage is reinstated as footpath or,
 - b) arrangements are entered into which will ensure the redundant cross over to the site frontage is reinstated as footpath before the building is brought into use.

Reason: In the interests of traffic and pedestrian safety

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

7. The building shall not be used unless the cycle parking accommodation as shown on the approved plans has been provided in accordance with those plans and, thereafter, such cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport it is essential for these works to have been carried out before the use commences.

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

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality it is essential for these works to have been carried out before the use commences.

9. A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

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

10. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved in writing by the Local Planning Authority. Thereafter the

landscaped areas shall be retained and they shall be cultivated and maintained for a period of 5 years from the date of implementation and any plant failures within that 5 year period shall be replaced.

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

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

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

12. Before that part of the development is commenced, full details of the proposed external materials shall have been submitted to and approved in writing by the Local Planning Authority.

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

13. Prior to the cycle parking being constructed details of the design of the stands and covers shall be submitted to and approved by the Local Planning Authority. Thereafter the approved cycle stands shall be provided before the use commences.

Reason: In the interests of protecting the setting of the listed building and the visual amenity of the locality.

14. Prior to construction of the green wall commencing details of the green wall system, maintenance scheme and a cross section showing how it will be integrated into the extension design shall be submitted to and approved by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: In the interests of preserving the special character of the listed building.

15. Prior to the use commencing details of the means of marking out the parking bays and the design and location of the lighting to the external areas shall be submitted to and approved by the Local Planning Authority. Thereafter the use shall not commence until the parking bays have been marked out and the lighting provided both in accordance with the approved details.

Reason: In the interests of preserving the setting of the listed building.

16. Prior to the use commencing details of signage to direct drivers leaving the Carbrook Hall Road car park back to the primary road network shall be

submitted to and approved by the Local Planning Authority. The approved signage shall be erected prior to the use commencing.

Reason: In the interests of the efficient operation of the highway network.

17. Before the use commences a servicing management plan shall to be submitted to and approved by the Local Planning Authority setting out the measures to be taken to ensure that vehicles service the site from the Carbrook Hall Road entrance whilst minimising the risk to traffic safety. Thereafter the building shall only be serviced in accordance with the approved servicing plan.

Reason: In the interests of traffic and pedestrian safety

Other Compliance Conditions

18. Continuous accessible pedestrian approaches separated from vehicles by a kerb upstand or equivalent shall be provided between the footways of Attercliffe Common and Carbrook Hall Road and the pedestrian areas adjoining the building. Dropped kerbs and areas of blister paving in accordance with BS83000 shall be provided where the approach from Attercliffe Common or Carbrook Hall Road crosses the car park aisle.

Reason: In the interests of encouraging inclusive access.

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. 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

3. 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

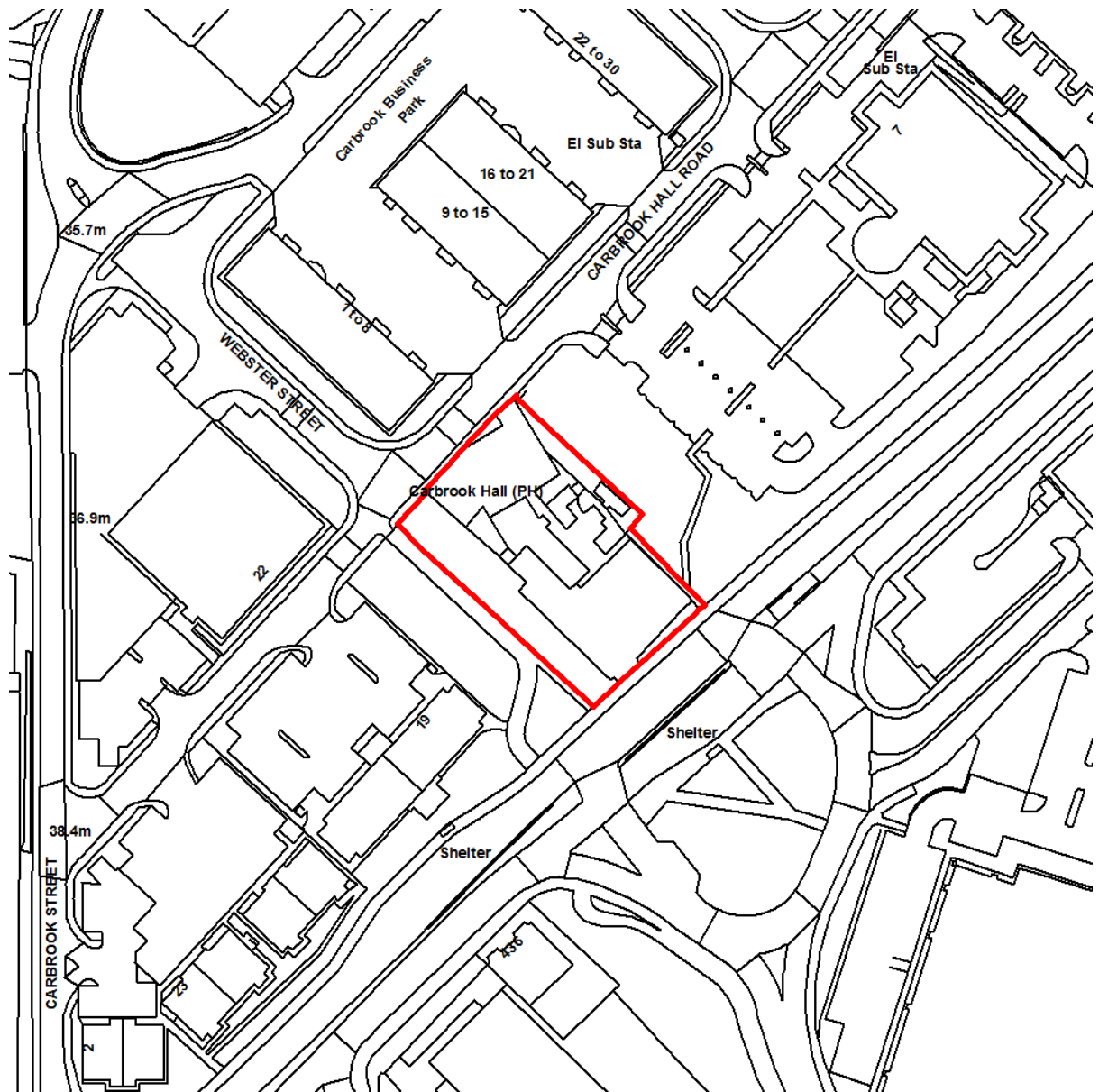
Tel: (0114) 273 6349
Email: james.burdett@sheffield.gov.uk

4. 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.

Site Location



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INTRODUCTION

This report covers planning application 18/03365/FUL, listed building application 18/03365/LBC and advertisement application 18/03646/ADV. Some of the advertisements require listed building consent as they are attached to the building and affect its character and all the signs require advertisement consent.

LOCATION AND PROPOSAL

The application site is located in the Lower Don Valley and accessed from Attercliffe Common and Carbrook Hall Road. Adjoining sites are occupied by offices and industrial buildings dating from the 1980s/90s. Meadowhall Retail Park is located to the south east of the site on the opposite side of Attercliffe Common.

Carbrook Hall is vacant and was last used as a public house. It is listed grade II* and is two storeys high with a pitched slate roof. It has a stone plinth, stone string course and stone mullion windows whilst the elevations are faced in painted render. There are later 20th century extensions in the form of a garage and wc to the northern portion of the western elevation.

Internally the ground floor southernmost room is known as the Oak room. Elizabethan oak panelling covers all the walls of the room with a plaster frieze above. There is a heavily carved timber chimneypiece dating from the early 17th century and an ornate plastered ceiling dating from the same period. In the north east corner of the ground floor is the former kitchen which contains stone stoves and an old bread oven. At first floor level directly above the oak room is a former bedroom which contains framed panelling and painted decoration dating to the Elizabethan period along all walls. There is also an ornate stone chimneypiece and timber floor.

There are tarmac car parks on the Attercliffe Common and Carbrook Hall Road frontages. To the north east side of the building is the former beer garden which is partially paved and contained a number of pergola type structures until they were recently removed. There are trees along the north eastern boundary which separate the site from the Santander office car park. To the south west of the building and incorporated within the application site there is an area of landscaping and trees which fringes a cycle footpath link and is matched by a similar landscaped area to the opposite side of the footpath.

The application is seeking permission to convert the existing building to a drive through coffee shop with 60 indoor covers and a further 40 outside. A garage and toilets at the north west corner of the building will be demolished and replaced with a contemporary extension accommodating a kitchen and collection point. The existing vehicular access to Attercliffe Common will be closed and replaced by a combined entrance and exit. The car park on the Attercliffe Common frontage will be reduced in size to accommodate 16 spaces and 2 disabled spaces. The existing tree planting and landscaping along the south west side of the site next to the cycle footpath will be removed and replaced with a drive through lane which will run adjacent to the south west side of the building turning around the north west elevation into the car park adjoining Carbrook Hall Road. Vehicles will exit onto the

Carbrook Hall Road via a 12 space car park and widened access. Servicing will take place on Carbrook Hall Road where the double yellow lines restrict car parking but not servicing. A total of 28 car parking spaces and 2 disabled spaces will be provided.

Segregated footpaths will be created from Carbrook Hall Road and Attercliffe Common. A garden area will be maintained on the north east side of the building and the tarmac surfacing cut back from the south east elevation. An outside seating area will be provided to the south west corner of the building.

The servery will be where the main public house bar was located and seating areas will be provided in the oak room and former kitchen area.

Repairs are to be undertaken to ceiling of the first floor panelled room and some panelling will need to be removed and then replaced in order to treat damp. The roof will be made water tight and stone and roof tiles will be cleaned. Windows will be cleaned and repaired or replaced where necessary. A report has been submitted by a specialist in stone conservation as some of the stonework around the windows and string course is severely eroded. It is proposed to replace defective areas of stonework, re-point as necessary and steam clean the stone. The render finish will be repaired and repainted. There are no plans for the first floor panelled room to be used as a meeting space to hire. Consideration will be given to use of the first floor for a training facility for Starbucks and possible public access once the development is operational.

The operating hours are envisaged to be between 6am to 8pm Monday to Saturday, and 8am to 8pm on Sundays. It is expected to employ 15 full time and 10 part time members of staff.

The application is seeking listed building and advertisement consent for a number of advertisements and paraphernalia associated with the drive through lane. Four signs are attached to the listed building and require listed building consent. These are;

- Two externally illuminated aluminium black individual letter signs approximate 2.9m long by 300mm high above the ground floor windows on north east and south east facing elevations.
- A 1.2m externally illuminated roundel sign located at first floor level on the side elevation facing Attercliffe Common.
- A supergraphic on the north west elevation facing Carbrook Hall Road which comprises of a painted siren logo extending from ground level to first floor top of window head level which would be illuminated by an external light.

Additional signs and structures proposed within the curtilage and which form part of the advert application 18/03646/ADV include the following:

- Two 5m high totems topped by illuminated 1.5 roundel signs positioned next to the vehicular entrance/exit on Attercliffe Common and Carbrook Hall Road.

- Steel frame height restrictor sign approximately 3.1m high by 2.7m wide positioned across the start of the drive through lane on the Attercliffe Common frontage.
- Two internally illuminated directional signs at either end of the drive through lane approximately 800mm wide by 350mm high with an overall height of 1.2m.
- Three signs associated with ordering located in front of the south elevation adjacent to the drive through lane. These are an illuminated pre-menu board approx. 1.3m high by 1m wide with an overall height of 1.5m. An order point incorporated illuminated menu sign approximately 2.3m high and 1.4m wide and a two panel menu board consisting of two light boxes approximately 1.3m high by 900mm wide with an overall height of 1.7m.

SUMMARY OF REPRESENTATIONS

Historic England

Historic England has no objections to the applications. They are supportive of efforts to secure a new use for this very important building and particularly a use which will still enable public access. They consider that there are elements of the proposed scheme which would cause some harm to the setting and significance of the Hall and others which would result in enhancement. Those elements which would cause some harm, such as the drive-thru and associated infrastructure, should have a clear and convincing justification as required by paragraph 194 of the National Planning Policy Framework. They should then be balanced against the benefits of the scheme in accordance with paragraph 196. They consider South Yorkshire Archaeological Service should be consulted to ensure the potential impact on below-ground archaeology has been fully understood prior to determination.

Historic England has pointed out that Carbrook Hall is a highly significant early seventeenth-century survival of part of an earlier hall, on a site which has even earlier origins. It is significant due to its age, the extremely high quality of the internal decoration and the association with Sir John Bright, a leading figure in the English Civil War. The ground floor panelled room is incredibly important, not only artistically but also for how evocative it is. The survival of the decorative scheme in this room allows you to imagine the Parliamentarians meeting there in the 1640s to discuss the machinations of the civil war in the North and to plot their vision for the shape of England after the war. The high degree of significance is reflected in the building's listing at Grade II*.

Historic England consider that the loss of the public house use would have an impact on the illustrative value of the building but the proposed food and drink use is compatible and allows public access to the important interior spaces. They would prefer to see public access to the first floor panelled room and would urge the owners and operators to work with any groups who may wish to use this space for meeting or social purposes. They have no objections to the demolition of the 20th century extensions and consider the design of the replacement extension is simple and subservient to the listed building and the flat roof design will better reveal the first floor window. The drive through will have an impact on the setting of the hall and this is increased by the signage and drive through menu board

canopy. They consider the soft landscaping on the east side of the building will allow the east elevation to be better appreciated and retain a small area of undeveloped land in close proximity to the hall. The increase in the number of car parking spaces since the pre-application stage will need to be clearly justified. The repairs to the building are welcomed and the proposed scope of repairs to stonework should be agreed with the conservation officer. The colour of the painting of the render and stone cladding and signage should be agreed with the conservation officer. They recommend that the Siren Logo sign is either omitted or non-illuminated.

Sheffield Conservation Advisory Group

The Group has commented that they consider that the development is generally acceptable, but care should be taken with regard to the details. The Group felt that the signage should be minimal and it should be located where it would not have a harmful impact on the Hall.

Hallamshire Historic Buildings

They consider that bringing the building back into use and the repair and restoration of the upper floor is welcomed although the absence of any plan to bring the upper floor back into use is unfortunate. Conditions should be imposed to secure the repairs and the historic fabric such as the old kitchen and leading in the windows.

The drive through with its associated traffic and signage clutter will detract from the character of the site and discourage customers enjoying the historic part of the building. The applicant must demonstrate that it is necessary for the economic viability of the project.

The large supergraphic on the North West elevation should be refused. It is out of character, insensitive and overbearing and will be a noticeable change affecting the setting of the building. The NPPF requires a clear and convincing justification for any harm to a heritage asset and none has been made.

The impact of signage on the setting of the listed building has not been addressed sufficiently in the supporting statements. There is inconsistency between the submitted documents as to the scale of the roundel sign, the small sign is appropriate. The totem on Attercliffe Common is excessively tall rising above the building ridge height - it should be reduced to no more than 4.5m. The 6m totem on Carbrook Hall Road is not necessary as it is a back-street and a small illuminated sign at driver eye level is appropriate. Both totems should be refused. Signage identifying the building name should be provided as this is part of the historic significance of the site.

The demolition of the existing extension is acceptable. The replacement is a bland featureless box and does not complement the scale, form and architectural style of surrounding buildings or preserve the character and appearance of the building as required by UDP policies BE5(a) and BE19. The living wall is entirely

uncharacteristic. The extension should deliver a subtle rather than jarring contrast to the original building with traditional building methods and design.

The Hunter Archaeological Society

They commented that the conversion should at least save the building from the vandalism it is suffering. However they have concerns that the Starbucks logo is excessive and inappropriate. There is little reference to how the interiors particularly the first floor will be restored and used and the owners should exploit the history of the building to attract customers.

Individual Representations

Seven representations have been received one of which is on behalf of Sheffield and District Branch of CAMRA and one on behalf of the Friends of the Trans Pennine Trail. The comments made are summarised below:

- CAMRA are pleased that a planning application has been submitted and the old oak room will be a seating area with minimal refurbishment other than removal of modern additions. However if planning permission is approved for the use, the building will be removed from inventories of historic pub interiors. Therefore they would like to see the retention of a small bar and the use changed to A4/A3 use.
- The Friends of the Trans Pennine Trail (TPT) consider that the increased traffic on Carbrook Hall Road will endanger cyclists and walkers emerging from the adjacent TPT path onto Carbrook Hall Road unless remedial measures are taken.
- The proposal is cautiously welcomed due to benefits of securing a viable use and restoring parts of the historic fabric. Bringing the building into use should provide additional security but effective 24 hour monitoring is needed and should be required by a planning condition.
- The drive through lane will create a queue of vehicles close to the building and harm its setting and is not appropriate. The scheme design should encourage lingering.
- The super-graphic on the north elevation is crass and not justified as it is not necessary to advertise for passing trade on this elevation - a more discreet sign should be considered.
- The new contemporary extension lacks merit and will appear dated within a few years. A contemporary building of quality is required.
- The lack of a clear use for the first floor shows that the use is not ideal and more ambitious plan is appropriate.
- No inappropriate decor should be allowed on the inside and outside of the building.
- Questions raised about whether the building has been surveyed follow the arson attempt, whether the owner will co-operate with interested parties in developing interpretation of the building and whether access to the first floor panelled room will be allowed.

- The building needs to be visited in person and appreciated which cannot be done from a car. One of the most historically important listed buildings in Sheffield needs a distinctive and different use and not a coffee chain.
- The drive through will exasperate air pollution on Attercliffe Common which is already over the legal limit of 40 micrograms NO₂/m³ due to customers arriving by car and leaving their engines running.

PLANNING ASSESSMENT

Policy

The public house, car parks and landscape strip adjoining the cycle footpath lie within an open space area in the Unitary Development Plan Proposals Map. The footpath cycle route to the south west of the site is identified as an existing Strategic Cycle/Footpath.

Core Strategy Policy CS47 say that development in open space will not be permitted where: It would result in a quantitative shortage of either formal or informal open space in the area; It would result in the loss of open space that is of high quality or of heritage landscape or ecological value; People in the local area would be denied easy access or safe access to a local park or smaller informal open space that is valued or well used by people living or working in the local area; and Development that will still result in the loss of open will only be permitted where the site is identified as surplus for its current open space function and it could not fulfil other unsatisfied open space needs.

The application site lies within an open space area in the Unitary Development Plan. Policy LR5 is concerned with development in open space areas says development will not be permitted where it would harm open space which forms the setting for a Listed Building or other historic building, or is needed to maintain an important view or vista.

The footpath cycle link that runs through the open space along the south west side of the site is part of the Strategic Cycle /Footpath network. UDP policies T8 and T10 state that the attractiveness of these routes will be improved.

There is a desired green link shown on inset map 4 in the Unitary Development Plan which appears to follow the line of the footpath cycle link. Unitary Development Plan policy GE10 says that a network of Green Corridors and Green Links will be: Protected from development which would detract from their green and open character and cause serious ecological damage; Enhanced by encouraging development which increases their value for wildlife and recreation; and Extended by creating new open space in areas of desired Green Links.

In this case the public house itself and associated car parks are clearly not public open space. The building, parking and pub garden cannot reasonably be considered to be open space. The open space adjoining the footpath/cycle link is poor quality rough grass which is strewn with litter and overgrown trees and shrubs, none of which appear to be of high quality.

Given the lack of residential population within the catchment area of the site it is concluded that the proposal will not result in a quantitative shortage of open space. Given the low quality of the vegetation cover and lack of obvious open space value it is considered that the development will not result in the loss of open space of high heritage, landscape or ecological value. People would not be denied access to a valued open space as a result of the development.

Whilst the proposal will reduce the width of the landscape area adjoining the footpath there will still be some landscaping retained on within the development side adjacent to the footpath. The existing landscape strip on the south west side of the footpath which is approximately 12m wide will not be affected. Whilst reducing the width of the landscape strip is not ideal it would not cause a break in the city's Green Network. The drive through lane and associated signage will however detract from the green and open character of the green link. It is arguable whether the open space could be considered surplus to requirements as its full width could be retained for landscaping reinforcing the green link. Therefore in this respect the proposal should be considered to be contrary at least in part to Policies CS47 and GE10 and this negative impact will need to be weighed up when balancing the overall pros and cons of the development.

In terms of Policy LR5 given the unkempt nature and limited quality of the trees and shrubs adjoining the cycle footpath link it is considered that they do not contribute positively to the setting of the listed building.

The re-working of the landscaping on the development side of the cycle/footpath link along with more intensive management and maintenance and the provision of a food and drink stop off point will improve the attractiveness of the cycle/footpath route. However this will be balanced by the creation of a drive through lane with queuing vehicles which will impact negatively on the amenity value of this part of the route.

Historic and Archaeological Interest

Section 66 of the Planning (Listed Building & Conservation Areas) Act 1990 states, in relation to listed buildings, that local planning authorities shall have 'special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'. This assessment will have regard to this overarching principle.

The National Planning Policy Framework says that in determining applications which affect heritage assets local planning authorities should take account of:

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

Paragraph 193 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be).

Paragraph 194 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 195 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Unitary Development Plan Policy BE19 says that proposals for internal and external alterations will be expected to preserve the character and appearance of the listed building and where appropriate preserve and restore original features. Development within the curtilage will be expected to preserve the character and appearance of the building and its setting.

Carbrook Hall is a 17th century former Hall and later public house which is a Grade II* listed building. The history of the site dates back to the 12th century but the current building is likely to date from 17th century comprising of stone wing added to an earlier timber framed structure. The timber-framed building and stable blocks were demolished in the late 19th century. John Bright allowed the property to be used for Parliamentary forces during the civil war when Sheffield Castle was under siege. The oak panelled parlour was used for meetings of the Parliament forces during the Civil war of 1642-1649. In the 18th century, maps show a stable complex and barns to the north east and other outbuildings to the north including kitchen gardens and an orchard. It was used as a public house from the mid-19th century onwards. The manor was once surrounded by fields but during the later 19th and 20th century the surrounding area was urbanised and became a centre of steel making. Various internal alterations were made in the 20th century.

The significance of the building is that it provides evidence of the past use as a hall particularly in the panelled rooms and kitchen. There is also evidence internally of the use of the building as a public house since the mid-19th century. The setting of the hall which included timber framed buildings and barns, outbuildings, fields and walled garden has been eroded significantly due to demolition and development in the industrial revolution. The building is of historic significance in that it dates from the 17th century and the site has been occupied since the 12th century. Some of the rooms are of historic value as the decoration and design is indicative of the time when they were created. It has historic significance in terms of its association with the civil war. The panelled rooms are of high aesthetic value and the kitchen is of aesthetic value as is the exterior, although the appearance of the building has been compromised to an extent due to the colour washed walls, the later extensions and external additions and parking associated with the public house and the urban development around the site. The building is of communal significance in terms of its use as public house.

Impact on the significance of the building

The drive through lane and associated signage will have a harmful impact on the setting of the listed building. As required by paragraph 194 of the NPPF this requires clear and convincing justification. In your officers' view the local planning authority needs to be satisfied that there is no realistic prospect of an alternative use that would have a less harmful impact on the listed building. Also the design should endeavour to minimise the harmful impact of this elements of the scheme.

The building has been vacant since February 2017 and was damaged in an arson attack in April 2017. The applicant has marketed the building since February 2017 and after a disappointing level of interest offered incentives and rent free periods to assist the marketing campaign. Between February 2017 and March 2018 there has been no interest from a public house operator and, other than the applicant, the only other serious enquiry was for use of the building and site for a car sales and car wash. Given the national trend of closures of public houses and the lack of a residential catchment around the site and its separation from the major leisure attractions in the valley it seems unlikely that that a public house use is viable. The car wash/car sales use would have had a more harmful impact on the building than the current proposal and would not have delivered public access to the interior.

The applicant has advised that a coffee shop without a drive through element would not be viable. They expect that 40 to 60 of vehicles arriving will be drive through customers and without this element they consider the investment and refurbishment would not be viable. As the site is separated from the retail and leisure uses by the busy road they consider the footfall will be low. Although another national coffee shop operator showed some interest in the site they were also interested in using it as a drive through facility. Therefore it is accepted that it is not likely to be viable as a coffee shop without a drive through element.

Given this it is appropriate to consider whether the impact of the drive through lane and signage has been minimised. The applicant initially proposed a drive through lane which entered the site as currently proposed but wrapped around the north

west and north east side of the building, re-joining Attercliffe Common in the north east corner of the site. It was considered that this would have an unacceptable impact on the setting of the listed building, effectively locating it in a traffic island and the circulation of drive through traffic back on to Attercliffe Common would have created highway safety problems. As a result the drive through lane was routed along the south west side of the building. This is the side where it is least harmful and where the modern extensions are located. It is considered that the vehicular lane could not reasonably be located further from the building and its closest point of contact will be where the replacement extension is proposed. The use of higher quality surfacing materials for the vehicle route and landscaping between the vehicle lane and the building will help to reduce its impact to a limited extent.

Officers have pressed the applicant to reduce the signage and paraphernalia associated with the drive through lane. The height restrictor is a fairly simple structure and is needed to prevent larger vehicles entering the drive through lane as they would not be able to negotiate the turns around the north-west side of the building. The number of menu boards has been reduced from 5 to 4 and the height of the order point has been reduced. The signs at either end of the drive through lane have also been reduced in size. The main area of concern is the visual clutter associated with the number of assertive illuminated signs. Whilst the reduced signage package will still have a harmful impact on the setting of the building it is considered that the number and scale of signs has been reduced as far as is feasible for this type of use.

The proposed demolition of the 20th century extensions incorporating the toilets and garage are of limited historical value and contain no features of significance. The demolition of the current female WC area is also a later addition and the demolitions are of minor impact.

The proposed new single storey extension has been amended to reduce its impact following pre-application discussions. It is roughly on the footprint of the 20th century extension to be demolished and will not conceal any more of the original building. It will have a floor area of approximately 50m² whereas the existing extension is approximately 65m². It will be faced in ashlar stone and part of the elevation will be a green wall with a serving window in the east corner and a flat roof. The design is contemporary and therefore there will be a clear distinction between the old and the new. The extension is fairly simple, subservient to the main building and will be faced in a high quality material. It will be a significant improvement over the existing extension that it replaces.

The drive through lane and associated signage will have a negative impact on the appearance and setting of the building by replacing landscaping with hard surfacing and queuing cars and introducing assertive commercial signage in close proximity to a building which is out of character with a building which would have stood in landscaped grounds. The setting of the building has already been significantly eroded by the surrounding development.

The bar in the central ground floor room has been remodelled throughout the 20th century. Whilst it is not of intrinsic value it is of historic interest associated with the

building's use over the last 150 years. It is considered that its removal will have a minor negative impact.

Balanced against the negative impact of the proposal is the benefit of bringing the building back into a use which will allow public access to the very important and evocative ground floor Oak Room. It will also secure the long term future of a building which is suffering from neglect and vandalism.

Repairs to the windows, roof, stonework and dealing with damp problems will halt the deterioration of the building and restore original features. The painting of the render and removal of the redundant wiring and satellite dish along with pergolas associated the pub beer garden will improve the appearance and setting of the building.

The tarmac parking area to the south of the building is to be cut back. The tarmac areas around the building are currently used for commuter parking and the site has an unkempt and run down appearance. The new landscaping which is likely to be properly managed and maintained will improve the building's setting.

The advertisements on the building consist of two non-illuminated individual letter signs, a roundel and a supergraphic. The non-illuminated letter signs and externally illuminated roundel are considered to be appropriate in scale and siting such that they will not have a harmful impact on the character of the building. The supergraphic is a large sign which would ordinarily not be appropriate on a listed building. However it is a painted sign on the render and there will be subtle contrast between the colour of the sign and render. The elevation on which it will be displayed is the least interesting and therefore it is considered on balance to be acceptable.

Archaeology

The new extension is on the site of the 20th century extension and consequently any earlier structures in this location are likely to have been disturbed. Despite this the South Yorkshire Archaeological Service are of view that evidence of these earlier structures may survive and the impact of the ground works associated with the drive through lane is unknown. Therefore a condition is recommended which will require a written scheme of works to be submitted and approved before demolition and ground works take place. The development would then have to be carried out in accordance with the approved scheme.

Advert Application 18/03646/ADV

Advertisement applications are to be judged only in terms of their impact on amenity and public safety.

The National Planning Policy Framework Practice Guide advises that in assessing amenity, the local planning authority would always consider the local characteristics of the neighbourhood: For example, if the locality where the advertisement is to be displayed has important scenic, historic, architectural or

cultural features, the local planning authority would consider whether it is in scale and in keeping with these features.

Unitary Development Plan Policy BE13 says that illuminated advertisements will be permitted provided they will not be a traffic hazard and not harm the character and appearance of the area.

Since the advertisement application was originally submitted the proposed signs have been amended.

The two totems on the road frontages have been reduced in height to 5m so that they are limited to below the eaves height of the listed building. The sign on the Carbrook Hall Road frontage has had the drive through element removed. The signs are located on the road frontages and consequently well separated from the building. The more assertive signage needed to attract passing traffic is better located off the building and it is considered that the location design and scale of the totems is acceptable in visual amenity terms.

The steel frame height restrictor and signs at either ends of the drive through lanes are reasonably separated from the listed building and appropriately scaled and designed. However when considered with the menu boards and order point signs there will appear to be a clutter of assertive signage which will detract from the setting of the listed building.

In public safety terms none of the signs are likely to be so distracting to drivers that they will have a harmful impact on public safety. The totem sign on the Attercliffe Common frontage; the signs at either end of the drive through lane; and the height restrictor will benefit public safety by giving drivers advanced warning of the entrance to the site and directing traffic within the site thereby helping to reduce the risk of queueing back on to the highway.

In conclusion, the signs associated with the drive through operation would not normally be considered appropriate in the context of this listed building due to their negative impact on the setting of the listed building. However they are an integral part of a drive through operation and the negative visual impact of the signs needs to be considered in the context of the overall visual benefits of bringing the listed building back into use, restoration of original features, the proposed landscaping, the reduction in the parking areas and the removal of harmful features such as the garden pergolas etc. which the proposed signage will facilitate. Taking this into account it is concluded the overall visual impact is positive.

Flood Risk

The application site falls within flood zones 1 and 2. The building lies within flood zone 1 and the Attercliffe Common car park lies in flood zone 2. The building has floor levels between 41.225aod and 41.820aod and there is no evidence that it has flooded in the past.

The sequential test does not apply as the proposal is for a change of use. The proposed use is a less vulnerable use and is compatible with flood zones 1 and 2. Therefore the exception test does not have to be passed.

The development will marginally increase the amount of hard standing and therefore increase surface water run-off by a small amount. The ground conditions suggest the site is not suitable for infiltration. Given the small change in surface water run-off the flood risk assessment suggests that surface water should be directed to existing infrastructure.

The assessment concludes that there would be no significant risk to the development from flooding. It recommends that the drainage system is inspected and cleaned if necessary, flood resilient measures should be included, finished floor levels should set as existing and gradients should be designed to fall away from the building.

Access Issues

The application site is reasonably well served by public transport. There are bus stops on Attercliffe Common close to the site although the highest frequency service is only half hourly. The Carbrook Tram stop is located approximately 500m to the north east of the site and will be served by the Tram Train. A cycle path runs down the south west side of the site and there is the potential for walk in traffic from the numerous businesses that surround the site. It seems unlikely that many customers would use public transport to access the site although it is feasible for staff to use it to get to work.

Attercliffe Common is a main arterial route from the motorway to the City Centre and is busy at most times. Carbrook Hall Road has low traffic levels and serves the adjoining businesses. There is access from Carbrook Street back on to Attercliffe Common approximately 180m to the south west of the site. The existing access from Attercliffe Common is left in and left out and serves a car park of approximately 35 spaces. The existing access on to Carbrook Hall Road serves all movements and a smaller car park of approximately 11 spaces.

The site will operate with drive through traffic entering from Attercliffe Common and exiting on to Carbrook Hall Road where it will be able to turn left and re-enter Attercliffe Common by the Carbrook Street junction. Customers using the restaurant and takeout service will be able to use either the Attercliffe Common or Carbrook Hall Road car parks and enter and leave by the same road only.

30 parking spaces are to be provided on site. Parking is required for visitors to the restaurant and customers collecting takeout's. Based on the number of customers parking on other sites run by the proposed operator and the expected number of employees the on-site parking provision is sufficient to meet the needs of the proposal.

The drive through coffee shop is expected to mainly attract pass-by traffic that is already on the wider highway network rather than being a destination in its own right. There are predicted to be around 24 vehicles using the drive through and 20

using the car park during the busiest hour. The café/restaurant is likely to generate more vehicle movements within the morning and evening peak periods than the existing public house use.

Accepting that the use requires an access from Attercliffe Common the scheme has been designed to minimise movements from the site onto this main arterial route by ensuring that drive through traffic has to exit on to Carbrook Hall Road. The only vehicles that will be exiting on to Attercliffe Common will be restaurant/takeout customers using the front car park. The proposed front car park has a smaller capacity than the existing public house front car park.

Based on the expected number of customers using the drive through at the busiest time and the average length of transaction the transport statement shows that there should be a maximum of 3 to 4 vehicles queuing at any one time which can be accommodated in the drive through lane. Therefore there should be no queuing back on to Attercliffe Common.

Cycle parking is provided for both customers and staff and the scheme will provide satisfactory pedestrian links from the site to the adjoining highways.

Servicing is expected to be by light goods vehicles. This will take place on street from Carbrook Hall Road. Given the limited serving requirements for this use and the fact that there are fairly low traffic levels on Carbrook Hall Road the access and servicing arrangements are considered to be satisfactory.

There will be additional movements on to and off Attercliffe Common during the peak hours which is not ideal. However the level of increase is not considered to be so great as to justify resisting the proposal. The parking and queuing arrangements for the drive through are considered to be satisfactory and should be sufficient to meet the needs of the development. Adequate provision has been made for pedestrians and cyclists.

The applicant has submitted a travel plan in support of the application. Although not required for a development of this scale it shows that the applicant is committed to encouraging sustainable access to the site.

There have been objections on the basis that the proposal will endanger users of the Transpennine Trail. Your officers consider it shouldn't significantly worsen the safety of pedestrians or cyclists as vehicles will have only just exited the car park and should be travelling slowly, with time to react given this and the existing traffic calming on Carbrook Hall Road.

Ground Conditions

The site lies with a Coal Mining High Risk Area. A risk assessment has been submitted and The Coal Authority has advised that they have no objection to the proposal and are not seeking any conditions as the risk of subsidence is negligible.

Asset of Community Value

The application site was listed as an Asset of Community Value in May 2017 and will remain on the list for 5 years until 2022.

The Council's reasons for the listing are set out in the decision record and include:

- It is a well-used public house by various different organised groups as well as individuals acting as a focal point or hub for the community.
- Its reputation as a haunted pub.
- The threat of closure of the pub; and
- The belief that the current use of the property as a community asset is likely to continue (there is a reference to a possible co-operative being set up to buy the asset should the need arise).

Once listed the land owner is required to notify the council if the site comes up for sale or they intend to grant a lease for more than 25 years and eligible community groups have 6 months to put together a bid to buy the property.

To date there have been no bids made from the group (Sheaf Valley Heritage Group and CAMRA) who nominated the building for its inclusion on the list of community assets. There has been no other interest from community groups or any use which would open the building up for community use.

The owner does not intend to sell the site but is seeking to lease it for 20 years.

The listing as an Asset of Community Value is a material planning consideration.

RESPONSE TO REPRESENTATIONS

Most of the traffic using this facility will already be on the network and therefore will not be new traffic. Given this, the relatively low number of movements per hour (air quality assessments are not usually required unless there would be over 60 movements per hour), and discounting the movements associated with the authorised public house use, it is considered that the impact on air pollution will be negligible.

It has been suggested that the applicant changes the proposal to include a bar so that the building will still be recorded on an inventory of historic pub interiors. The applicant does not wish to seek permission for a bar and the proposal is considered to be acceptable on its merits. The inclusion of the site on a list of historic pub interiors is not considered to be a material planning consideration.

SUMMARY AND RECOMMENDATION

The scheme will bring an important grade II* listed building, which has been subject to deterioration and vandalism, back into a viable use thereby sustaining its future. The use will secure public access to the historic ground floor rooms and it will be accessible by the local community which is an objective of listing it as an Asset of Community Value. The building will be restored with repairs to stonework,

windows, ceilings and roofs being undertaken. The special character of the interior spaces will be preserved. Unsympathetic modern extensions will be removed and replaced with a simple contemporary extension which will be smaller and a significant improvement over the existing extensions revealing more of the listed building.

Aspects of the scheme will both improve and harm the setting of the building. The setting will be improved by the reduced parking, removing unsympathetic structures in the pub beer garden and the new hard and soft landscaping scheme. Its setting will be harmed by the visual impact and impact on the character of space around the building by the drive through lane and associated queuing traffic and signage.

The construction of a drive through within the curtilage of a grade II* listed building would not ordinarily be considered to be acceptable. However the harm to the setting of the building is considered to be justified as there is considered to be a limited prospect of securing a less harmful use which would also secure public access. In addition the design of the drive through lane and signage has sought to minimise the harmful impact. It is concluded that the harm to the setting of the building is less than substantial and the benefits of the scheme as listed above outweigh this harm.

The proposal will result in the loss of open space which has the potential to contribute positively to the setting of the Trans Pennine trail and will result in the reduction in the width of the green link. It is thereby considered to be contrary in part to the open space and green link policies. Whilst this is regrettable, the development of this open space allows the drive through lane to be pulled away from the listed building and thereby reduces the impact on its setting. This conflict with policy is outweighed by the benefits of securing a viable use for the building.

The demolition of the modern extensions will have a positive impact on the character of the building. The access, parking and servicing arrangements are considered to be satisfactory and the proposal should not have a negative impact on traffic or pedestrian safety.

The trees adjoining the Santander boundary which contribute positively to the setting of the building will be retained. The landscaping which is to be removed is of limited value and will be compensated by the replacement planting which is likely to be better maintained.

It is therefore recommended that planning consent (18/03365/FUL), listed building consent (18/03366/LBC) and advertisement consent (18/03646/ADV) be granted subject to the listed conditions in each case.

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