
Case Number	18/04257/RG3 (Formerly PP-07321072)
Application Type	Application Submitted by the Council
Proposal	Alterations to Laycock House to provide 5x retail units to ground floor (Use Class A1) and 4x apartments above (C3), demolition of remaining buildings and erection of 8 storey building comprising retail/cafe/bar space (A1, A3, A4 and A5) at ground floor, offices (B1) and 52x apartments (C3) above and associated works
Location	Site Of 68-82 Pinstone Street, 1-19 Charles Street, Laycock House - 14 Cross Burgess Street Sheffield S1 2HP
Date Received	09/11/2018
Team	City Centre and East
Applicant/Agent	Montagu Evans
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:

SITE LOCATION PLAN HOB - LDA - XX - 00 - DR - A - 0800
PROPOSED LOWER GROUND FLOOR HOB - LDA - XX - ZZ - DR - A - 0861
PROPOSED UPPER GROUND FLOOR PLAN HOB - LDA - XX - 05 - DR - A - 0862
PROPOSED FIRST FLOOR PLAN HOB - LDA - XX - 10 - DR - A - 0863
PROPOSED SECOND FLOOR PLAN HOB - LDA - XX - 20 - DR - A - 0864
PROPOSED THIRD FLOOR PLAN HOB - LDA - XX - 30 - DR - A - 0865
PROPOSED FOURTH FLOOR PLAN HOB - LDA - XX - 30 - DR - A - 0866
PROPOSED FIFTH FLOOR PLAN HOB - LDA - XX - 50 - DR - A - 0867
PROPOSED SIXTH FLOOR PLAN HOB - LDA - XX - 60 - DR - A - 0868
PROPOSED SEVENTH FLOOR PLAN HOB - LDA - XX - 70 - DR - A - 0869
PROPOSED ROOF PLAN HOB - LDA - XX - 80 - DR - A - 0870
PROPOSED BASEMENT HOB - LDA - XX - B1 - DR - A - 0860

PROPOSED ELEVATION - CHARLES STREET HOB - LDA - XX - ZZ - DR - A - 0880 P04
PROPOSED ELEVATION - CROSS BURGESS STREET HOB - LDA - XX - ZZ - DR - A - 0881
PROPOSED ELEVATION - PINSTONE STREET HOB - LDA - XX - ZZ - DR - A - 0882 P04
PROPOSED ELEVATION - GIVE WAYS JUNCTION HOB - LDA - XX - ZZ - DR - A - 0883 P03
PROPOSED ELEVATION - COURTYARD HOB - LDA - XX - ZZ - DR - A - 0884

DEMOLITION PLAN HOB - LDA - XX - ZZ - DR - A - 0820
DEMOLITION ELEVATION - CHARLES STREET / CROSS BURGESS HOB - LDA - XX - ZZ - DR - A - 0821
DEMOLITION ELEVATION - PINSTONE / FIVE WAYS HOB - LDA - XX - ZZ - DR - A - 0822

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. No demolition, site preparation, restoration or construction of buildings or other structures shall take place until a Construction Environmental Management Plan (CEMP) has been submitted to and approved by the local planning authority. The CEMP shall assist in ensuring that all site activities are planned and managed so as to prevent nuisance to occupiers and/or users of nearby sensitive uses and will document the Contractor's plans to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, air quality and pollution control measures. The CEMP shall include strategies to mitigate any residual effects from noise and vibration that cannot be managed to comply with acceptable levels at source. The CEMP shall also include details relating to the permitted working hours on site, and include a fugitive dust management plan.

Working hours shall be based on the principal that all demolition, construction and associated activities audible at or beyond the site boundary shall be confined to 0730 to 1830 hours on Mondays to Fridays, 0800 to 1700 hours on Saturdays, with no working on Sundays or Public Holidays. Any extraordinary arrangements shall be subject to agreement in writing by the local planning authority. The CEMP shall detail suitable community communications procedures to ensure that occupiers of dwellings and other sensitive uses are informed in advance of any disruptive or extraordinary working arrangements likely to cause significant amenity impacts.

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

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 details of the site accommodation including an area for delivery/service vehicles to load and unload, for the parking of associated site vehicles and for the storage of materials, has been submitted to and approved in writing by the Local Planning Authority. Thereafter, such areas shall be provided to the satisfaction of the Local Planning Authority and retained for the period of construction or until written consent for the removal of the site compound is obtained from the Local Planning Authority.

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.

6. 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 have been approved in writing by the Local Planning Authority before it is installed.

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

7. No development, including any demolition and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for archaeological investigation, which shall include the recording of standing buildings, and this has been approved in writing by the Local Planning Authority. The WSI shall include:

- The programme and method of site investigation and recording.
- The requirement to seek preservation in situ of identified features of importance.
- The programme for post-investigation assessment.
- The provision to be made for analysis and reporting.
- The provision to be made for publication and dissemination of the results.
- The provision to be made for deposition of the archive created.
- Nomination of a competent person/persons or organisation to undertake the works.
- The timetable for completion of all site investigation and post investigation works.

Thereafter the development shall only take place in accordance with the approved WSI and the development shall not be brought into use until the Local Planning Authority have confirmed in writing that the requirements of the WSI have been fulfilled or alternative timescales agreed.

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

10. Any remediation works recommended in the approved Heart of the City: Preliminary Geoenvironmental Risk Assessment Block B and C (ref: HOM-ARUP-XX-XX-RP-CG-0002, P02, dated 10/10/18) shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to the development commencing. The 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.

11. No construction of buildings or other structures shall take place until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below have either;
- a) been carried out; or
 - b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which will have been entered into which will secure that such improvement works will be carried out before the development is brought into use.

Highway Improvement Works:

- Charles Street, between Cross Burgess Street and Pinstone Street (closure to motor vehicles and associated public realm works).
- Pinstone Street site frontage between Cross Burgess Street and Charles Street (public realm works).
- Pinstone Street and Cross Burgess Street (provision of on-street servicing/loading).
- Displacement of on-street parking from Cross Burgess Street to allow for loading/service vehicle egress.
- Promotion of a Traffic Regulation Order in relation to servicing/loading (waiting and loading restrictions) and the prohibition of motorised traffic in the vicinity of the development site, all subject to usual procedures, including provision of associated signing and lining.
- Provision for the movement of cyclists, pedestrians and motorised traffic along Pinstone Street and Union Street, and on streets linking these, between and including their junctions with Charles Street, Furnival Gate and Moor Head (including the provision of direction signing), with the aim of providing interventions that deliver safe cycle routes in the vicinity of the development coupled with revised pedestrian crossings.
- Any accommodation works to traffic signs, road markings, repositioning street lighting columns, highway drainage and general street furniture deemed necessary as a consequence of the development.

Reason: To enable the above-mentioned highways to accommodate the increase in traffic, which in the opinion of the Local Planning Authority, will be generated by the development, and in the interests of protecting 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. Prior to the improvement works indicated in the preceding condition being carried out, full details of these works shall have been submitted to and approved in writing by the Local Planning Authority.

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

13. No construction of buildings or other structures shall take place until a report has been submitted to and approved in writing by the Local Planning Authority, identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low

carbon energy sources, or agreed measures to achieve the alternative fabric first approach, shall have been installed/incorporated before any part of the development is occupied, and a report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed/incorporated prior to occupation. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

Reason: In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change and given that such works could be one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences.

14. 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.

15. No development shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a 30% reduction compared to the existing peak flow based on a 1 in 1 year rainfall event have been submitted to and approved 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.

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

8. Prior to the commencement of development, Approval In Principle (AIP) for the basement's walls and floor, which will be permanently supporting the adjacent public

highway, shall have been submitted to and approved in writing by the Local Planning Authority. As a minimum, the AIP submission shall cover:

- Proof of structural integrity of the basement's walls and floor, with structural calculations and drawings, demonstrating that the adjacent public highway will be adequately supported.
- Confirmation and agreement of the proposed ongoing structural inspection strategy, including protocol for submitting inspection reports to the Local Planning Authority.
- Servicing arrangements for inspection personnel needing to gain access to the structure.
- The method of temporary support of the public highway during construction of the basement, including proof of structural integrity, calculations and drawings.

Construction of the basement shall not commence until the AIP has been approved by the Local Planning Authority.

Reason: In the interests of highway safety.

9. Prior to commencement of development, Approval In Principal (AIP) for the smoke outlet vents, which are structures within the highway, shall be submitted to and approved in writing by the Local Planning Authority. As a minimum, the AIP submission shall cover:

- Proof of the structural integrity of the smoke outlet vents, with structural calculations and drawings.
- Confirmation and agreement of the proposed ongoing structural inspection strategy, including the protocol for submitting inspection reports to the Local Planning Authority.
- Servicing arrangements for inspection personnel needing to gain access to the structure.
- The specification of the pedestrian friendly covers/grates over the smoke outlet vents, which might have to withstand the loading of maintenance vehicles.

Construction of the smoke outlet vents shall not commence until the AIP has been approved by the Local Planning Authority.

Reason: In the interests of highway safety.

16. All development and associated remediation shall proceed in accordance with the recommendations of the approved Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works should cease and the Local Planning Authority and Environmental Protection Service (tel: 0114 273 4651) should be contacted immediately. Revisions to the Remediation Strategy shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

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

17. 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.

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

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

19. No construction in the relevant areas of the site shall commence until the means of protecting the water and sewerage infrastructure laid within the site boundary has been implemented in full accordance with details that have previously been submitted to and approved by the Local Planning Authority. No trees shall be planted within 5 metres of any water or sewerage infrastructure that cross the site. If the required protective measures are to be achieved via diversion or closure of the sewerage or water mains, the developer shall submit evidence to the Local Planning Authority that the diversion or closure has been agreed with the relevant statutory undertaker and that prior to construction in the affected area, the approved works have been undertaken.

Reason: In order to allow sufficient access for maintenance and repair work at all times.

20. Details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority before that part of the development is commenced. Thereafter, the development shall be carried out in accordance with the approved details.

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

21. Large scale details at a minimum scale of 1:20 of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

Shop fronts

Typical window details, including reveals and aluminium panels

Brickwork detailing

Roofscape to office block

Oriel/projecting windows

Typical cladding details

Balconies

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

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

22. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of proposals for the inclusion of public art within the development shall have been submitted to and

approved in writing by the Local Planning Authority. Such details shall then be implemented prior to the occupation of the development.

Reason: In order to satisfy the requirements of Policy BE12 of the Unitary Development Plan and to ensure that the quality of the built environment is enhanced.

23. Any office accommodation forming part of the development hereby permitted shall not be brought into use unless a scheme of sound insulation works has been implemented and is thereafter retained. Such works shall:

a) Be based on the findings of approved HRS noise survey Ref: 131367 - AC - 2v1 (20/12/2018).

b) Be capable of achieving the following noise level: Noise Rating Curve NR40 (0700 to 2300 hours).

c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilations.

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

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

24. 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 HRS noise survey Ref: 131367 - AC - 1v1 (20/12/2018).

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);

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

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

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

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

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

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

a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey OR approved noise survey.

b) Be capable of restricting noise breakout from the commercial use(s) to the street to levels not exceeding the prevailing ambient noise level when measured:

(i) as a 15 minute LAeq, and;

(ii) at any one third octave band centre frequency as a 15 minute LZeq.

c) Be capable of restricting noise breakout from the commercial use(s) to all adjoining residential accommodation to levels complying with the following:

- (i) Bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours);
- (ii) Living Rooms & Bedrooms: Noise Rating Curve NR30 (0700 to 2300 hours);
- (iii) Other Habitable Rooms: Noise Rating Curve NR35 (0700 to 2300 hours);
- (iv) Bedrooms: LAFmax 45dB (2300 to 0700 hours).

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

Reason: In the interests of the amenities of the locality and of the residential occupiers of the building.

26. Before the use of the development is commenced, Validation Testing of the sound attenuation works shall have been carried out and the results submitted to and approved by the Local Planning Authority. Such Validation Testing shall:
- a) Be carried out in accordance with an approved method statement.
 - b) Demonstrate that the specified noise levels have been achieved.

In the event that the specified noise levels have not been achieved then, notwithstanding the sound attenuation works thus far approved, a further scheme of sound attenuation works capable of achieving the specified noise levels and recommended by an acoustic consultant shall be submitted to and approved by the Local Planning Authority before the use of the development is commenced. Such further scheme of works shall be installed as approved in writing by the Local Planning Authority before the use is commenced and shall thereafter be retained.

Reason: In order to protect the health and safety of future occupiers and users of the site it is essential for these works to have been carried out before the use commences.

27. 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.

28. The approved landscape works shall be implemented prior to the development being brought into use or within an alternative timescale to be first approved by the Local Planning Authority. Thereafter the landscaped areas shall be retained and they shall be cultivated and maintained for a period of 5 years from the date of implementation and any plant failures within that 5 year period shall be replaced.

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

29. Notwithstanding the approved plans, the development shall not be used unless the internal cycle parking accommodation has been provided in accordance with details that shall first be submitted to and approved in writing by the Local Planning Authority (with consideration given to the installation of a two-tier rack system). Thereafter, the approved cycle parking accommodation shall be retained.

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

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

changes to adjacent waiting restrictions that are considered necessary by the Local Highway Authority including any Traffic Regulation Orders are implemented. The means of vehicular access shall be restricted solely to those access points indicated in the approved plans.

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

31. The development shall not be used until servicing arrangements for both the retail and office uses have been submitted to and approved in writing by the Local Planning Authority. The arrangements shall seek to avoid any servicing or loading in connection with the development during the busy peak periods and to avoid simultaneous multiple arrivals of loading or service vehicles. Thereafter, servicing and loading shall take place in accordance with the approved details.

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

32. Any commercial food uses forming part of the development hereby permitted shall not commence unless details of a scheme for the installation of equipment to control the emission of fumes and odours from the premises have been submitted for written approval by the Local Planning Authority. These details shall include:

- a) Plans showing the location of the fume extract system, including any external ducting and detailing the position and design of the cowl/discharge point.
- b) Acoustic emissions data.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the systems required cleaning and maintenance schedule.
- e) Details of any scheme of works necessary to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building.

Any such use shall not commence until the approved equipment has been installed and is fully operational and shall thereafter be installed, operated, retained and maintained in accordance with the approved details.

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

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

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

34. A roof plan, with details of the layout and height of plant, shall be approved in writing by the Local Planning Authority before that part of the development commences. Plant shall not project above the height of the plant enclosure.

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

Other Compliance Conditions

35. The development shall be operated in accordance with the submitted Heart of the City 2 Block B Travel Plan dated November 2018 and prepared by ARUP.

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

36. Commercial units within use Classes A3, A4 and A5 shall only be used by customers between 0730 hours and 0030 hours on any day.

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

37. No more than 50% of ground floor uses shall be used for non-A1 purposes.

Reason: In order to define the permission and protect the vitality and viability of the shopping area.

38. No doors (other than substation doors) or windows shall, when open, project over the adjoining footway.

Reason: In the interests of pedestrian safety.

Attention is Drawn to the Following Directives:

1. 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.
2. The applicant is advised that, on the Statutory Sewer Map, there are 225 and 300 mm diameter public combined sewers recorded to cross the site (in the proposed public realm areas). It is essential that the presence of this infrastructure is taken into account in the design of the scheme. Additionally, the pipes may require protection during the construction phase of the development.

A proposal by the developer to alter/divert a public sewer will be subject to YW requirements and formal procedure in accordance with Section 185 Water Industry Act 1991.

For further information regarding the sewers, the developer should contact our Developer Services Team: telephone 0345 120 84 82 (option 1) or email technical.sewerage@yorkshirewater.co.uk

3. As the proposed development will involve the closing/diversion of a public highway(s) you are advised to contact the Highway Records team as soon as possible with a view to the necessary authority being obtained for the closure/diversion of the highway(s) under Section 247 of the Town and Country Planning Act 1990. This process can take several months to complete.

Principal Engineer, Highway Records
Highways Maintenance Division
Howden House, 1 Union Street
Sheffield

S1 2SH

Tel: (0114) 273 6301 or 273 6125
Email: highwayrecords@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.

5. 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 on the Council website here:

<https://www.sheffield.gov.uk/content/sheffield/home/roads-pavements/address-management.html>

The guidance document on the website includes details of how to apply, and what information we require. 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.

6. Plant and equipment shall be designed to ensure that the total LAeq plant noise rating level (including any character correction for tonality or impulsive noise) does not exceed the LA90 background noise level at any time when measured at positions on the site boundary adjacent to any noise sensitive use. Reference may be made to the background noise survey data presented in the ARUP Environmental Statement ref. SRQ ES; 24/07/2015 (as amended by the ARUP Environmental Statement Addendum; 18/02/2016). Copies of the referenced ES documents are available from the LPA or SCC Environmental Protection Service upon request.
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 noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0730 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice is available from SCC Environmental Protection Service; Commercial Team, 5th Floor (North), Howden House, 1 Union Street, Sheffield S1 2SH: Tel. (0114) 2734651, or by email at eps.admin@sheffield.gov.uk. Extraordinary working arrangements shall typically only be granted in cases where logistical constraints

dictate (e.g. due to road closure requirements), or where specific processes cannot be undertaken and completed within the relevant timeframe (e.g. power-floating or other treatments relating to large volume concrete pours). Additional working hours will not generally be granted to address scheduling or project management shortfalls.

9. The Construction Environmental Management Plan (CEMP), required to be produced by the main Contractor (and any subsequently appointed main Contractor), in liaison with the Local Planning Authority and SCC Environmental Protections Service, should be worded so as to assist in ensuring that demolition and construction activities are planned and managed in accordance with the environmental requirements identified in the ARUP Environmental Statement ref. SRQ ES; 24/07/2015 (as amended by the ARUP Environmental Statement Addendum; 18/02/2016). The CEMP should be based on the framework of the approved draft CEMP; ARUP ref. SRQ CEMP01, Rev A; 22/02/2016. The CEMP should document the Contractors plans to ensure compliance with relevant best practice and guidance, as identified in the ES in relation to noise, vibration, dust, air quality and pollution control measures. The CEMP should include strategies to mitigate residual effects from demolition and construction phase noise and vibration, as identified in the ES. Copies of the referenced ES and CEMP documents are available from the LPA or SCC Environmental Protection Service upon request.
10. The applicant is advised that the site lies in close proximity to a National Grid high voltage transmission underground cable and to low or medium pressure (below 2 bar) gas pipes and associated equipment.
11. 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

12. As the proposed smoke outlet vents will be located within the public highway and the proposed basement will be supporting the public highway, you are required to contact:

Richard Bulloss, Assistant Head Highway Maintenance
Tel. 0114 205 7484
richard.bulloss@sheffield.gov.uk

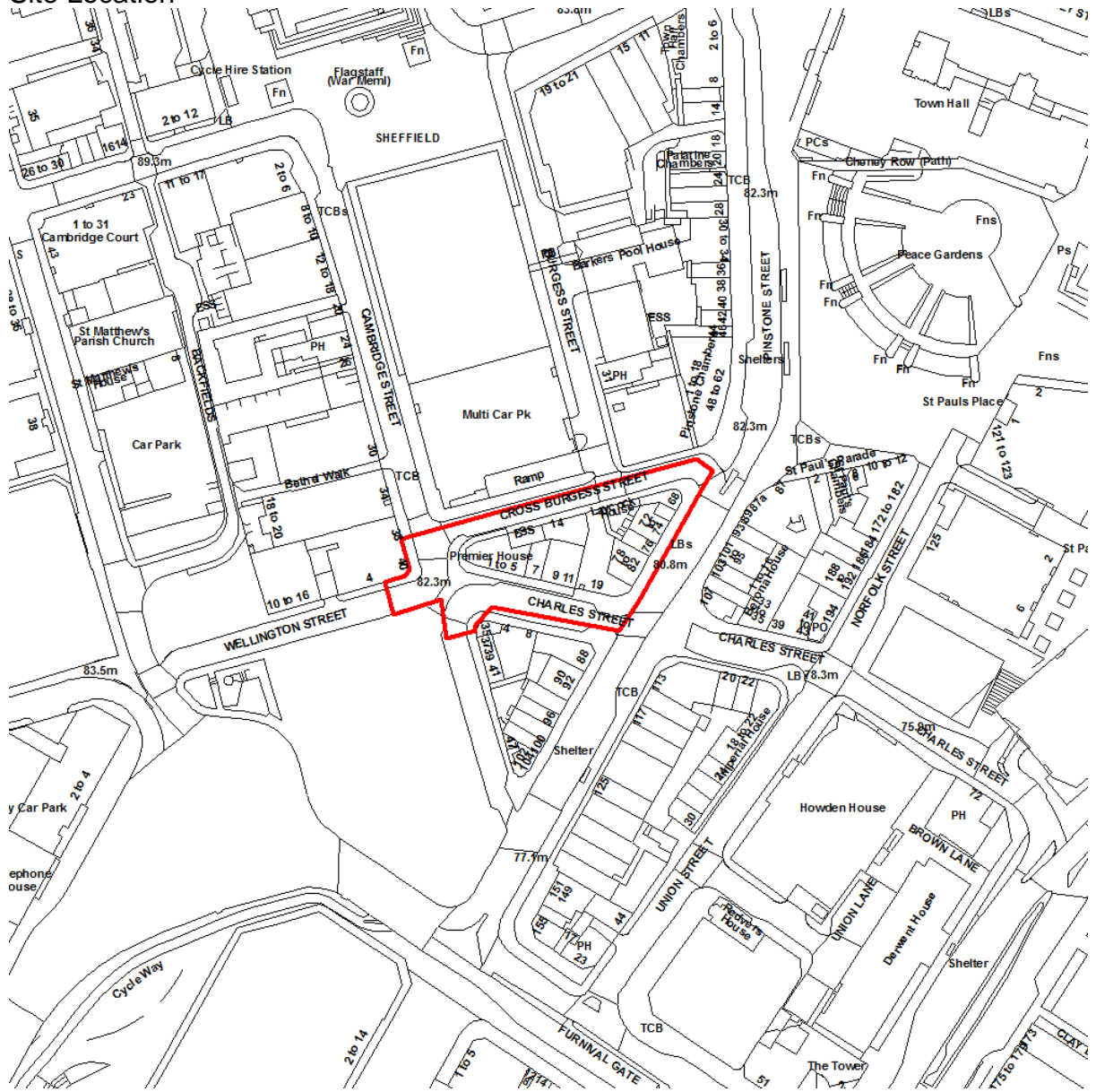
in order to secure the relevant licence.

13. 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



© Crown copyright and database rights 2016 Ordnance Survey 10018816

INTRODUCTION

Members will recall that planning permission was granted for the first standalone phase of the Heart of the City II project (previously known as Sheffield Retail Quarter) in November 2016 when an application for a six storey office and retail block (16/02228/RG3) was approved at committee. The construction of this building, now known as Grosvenor House, is nearing completion with the office tenants expected to move in during the summer months.

This application, along with the application for the neighbouring site which is also under consideration (18/04069/RG3), comprises the next phase in this project. It occupies block B as described in the wider masterplan proposals.

LOCATION AND PROPOSAL

The application site comprises of the triangle of land bound by Pinstone Street, Charles Street and Cross Burgess Street. It is occupied by Laycock House at numbers 68 to 76 Pinstone Street, a striking red brick building comprising of two storey retail units with apartments over whose vertical proportions are exaggerated by a row of prominent chimney stacks, 78 to 82 Pinstone Street, 19 Charles Street, originally known as the Athol Hotel but most recently used as student accommodation, and Premier House, a vacant five story office building with retail units at ground floor level thought to date from the 1960s.

The site lies at the southern end of the City Centre Conservation Area, within the Heart of the City Quarter as defined in the Sheffield City Centre Urban Design Compendium (2004), and forms part of the Victorian frontage that characterises much of Pinstone Street.

The block on the eastern side of Pinstone Street comprises of attractive 19th century buildings including the grade II listed Prudential Assurance Building.

On the opposite side of Cross Burgess Street is the grade II listed Citadel and the John Lewis car park, while the 19th century range to the west comprises of the grade II listed former Bethel Chapel Sunday School at 32 Cambridge Street and 36-38 Cambridge Street (formerly Henry's Café).

To the south is the triangular shaped city block (block C in the masterplan) occupied by numbers 4-8 Charles Street, 35-41 Cambridge Street and 94-104 Pinstone Street, which are all three storey buildings, some with accommodation in the roof, constructed from red brick with ashlar dressings.

Planning permission is sought for alterations to Laycock House to provide 5 retail units at ground floor level (use Class A1) with 4 apartments over, the demolition of all remaining buildings and the erection of a 4 and 8 storey building comprising of retail space at ground floor level (use classes A1, A3, A4 and A5), with offices and 52 apartments over.

RELEVANT PLANNING HISTORY

There is no relevant site specific planning history.

The following applications were submitted in relation to the proposals for the SRQ in August 2015:

- 15/02917/OUT The Outline planning application for a comprehensive retail-led mixed use scheme, including demolition of existing buildings and associated structures, the closure and alteration of highways, engineering works and erection of new buildings for retail (A1/A2), food and drink (A3/A4/A5), office floor space (B1) and residential accommodation (C3) with ancillary development including new and enhanced pedestrian routes, open spaces, car parking, vehicular access and servicing facilities.
- 15/02938/FUL Application to demolish non-listed buildings in the conservation area, including 78 - 82 Pinstone Street, 24 - 26, 28 (facade), 30, 32 -34 (rear), 36, 38 - 40 and 35 - 41 Cambridge Street, 2 - 4 and 10 - 16 Wellington Street, 4 - 8, 1 - 11 and 19 Charles Street , 31 Burgess Street, John Lewis Store, Barker's Pool and Multi Storey car park, 11 - 21 Barker's Pool, Barker's Pool House, Burgess Street and 14 Cross Burgess Street and for the retention of building facades at 30 - 42, 88 - 92 and 94 -104 Pinstone Street.
- 15/02941/FUL & 15/02942/LBC Applications for works to stabilise and repair Leah's Yard (20-22 Cambridge Street), a grade II* listed building.
- 15/02939/FUL & 15/02940/LBC Applications for the demolition of part of the former Sunday school (32 Cambridge Street), a grade II listed building, plus the retention, making good and stabilising of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk.

The principles of the SRQ proposals as described in these applications were endorsed at committee on 30th August 2016.

SUMMARY OF REPRESENTATIONS

11 representations were received in relation to the proposed development, 10 objections and 1 raising concerns. Of the 10, 3 were from built environment/heritage organisations (Sheffield Civic Trust, SAVE Britain's Heritage and Joined Up Heritage Sheffield) and the remaining from residents of Sheffield and beyond.

Almost all commentators expressed support for the revised approach to the redevelopment of the city centre, including the decision to retain the historic street pattern and key buildings. The treatment of the new corner to Five Ways was also praised. However, the following objections were raised:

- The Athol buildings and Laycock House are integral to the significance of the Conservation Area as a result of their intactness, group value and contribution

to the continuous 19th century façade along Pinstone Street; their materials, scale and decorative features; and their original intended purposes which combined shops with a public house and hotel.

- The Athol buildings have historical significance. Though built in a time of depression, the Athol Hotel was immediately successful and became a hub for the town's sporting, political and social life. Sheffield Football Association held celebratory dinners and meetings there from 1884, the Sheffield Cricket Association was formed there in July 1884, and the Sheffield & District Football League (one of the earliest leagues) was formed there in July 1889.
- 78-92 Pinstone Street and the former Athol Hotel are important non-designated heritage assets proposed for demolition. Whilst altered, these Victorian buildings make a distinct contribution to the scale and character of Pinstone Street yet no coherent justification is offered, and no solutions are considered that retain them.
- The demolition of the Athol buildings will remove all evidence of the first building created on the new line of Pinstone Street and the gap created will isolate the important buildings at 88-92 and 94-104 Pinstone Street, breaking their connection with the group and destroying the streetscape's surviving continuity
- The proposals do not have sufficient regard to the desirability of preserving or enhancing heritage assets as expressed by the Planning (Listed Buildings and Conservation Areas) Act 1990 sections 66(1) and 72(1).
- The submission suggests that in determining the level of harm, heritage benefits must be used to offset that harm, using a fictional construct it calls 'residual harm'. There is no concept of 'residual harm' in law or planning policy. In planning decisions the term always refers to harm after changes to a proposal that avoid harm (so it is not harm) or mitigate it (so there is less harm).
- The proposals will deliver public benefits, but these have been exaggerated, and in most cases could be achieved by alternative proposals which do more to preserve and enhance heritage assets.
- Neglect and disrepair are insufficient justification for demolition.
- Removing the cladding to reveal the original late 19th century elevations could be an enhancement to the Conservation Area and its feasibility should be urgently investigated.
- It is unclear why simple adaptations to the interiors cannot be made that would allow continued retail use.
- The scale of the proposed new retail and residential block is entirely out of character with the Conservation Area. The massing and overbearing bulk adds to the cumulative impact of all the Pinstone Street developments causing substantial harm to the character of the Conservation Area.
- The proposed design is a monolithic, balconied, contemporary block, which fails to relate or respond positively to the existing Victorian buildings. The articulation, in design and materials, between it and Laycock House is poorly handled.
- Individuality is character and if we continue in our current fashion, there will be no difference between Sheffield and any other city.
- The proposals fail to understand the importance of Laycock House as a pioneering example of inner city housing connected to workshop and retail spaces.

- Aside from their aesthetically-unpleasant appearance, the proposed buildings are the same as countless others already built in any spare corner of the city, cheaply, quickly and for a quick profit: featureless hotel-type boxes with no thought given to the fostering of any type of community.
- As there is no provision of new communal space in the residential building, it is not likely to attract residents committed to the long term.
- The apartments themselves are depressingly ordinary, and there is insufficient mix of types, the only variant being the number of bedrooms.
- Staircases are completely enclosed and unsuitable for day to day use, so vertical circulation is by lift only - arrangements which are not conducive to spontaneous social interaction and should not be allowed to become a new norm.
- The proposed balconies are an unwelcome and ugly feature which have been tacked on to make up for the lack of communal amenity space.
- The design of the proposed office accommodation is weak and lacks the articulation of its neighbours. The angled chamfer between the facade and the roof is awkward and unbuildable.
- The exterior ironwork in the courtyard of Laycock House should be restored and retained, and where new ironwork is required it should be in keeping.
- The combining of residential units 1 and 2 into a single larger unit creates an imbalance between the houses that sits uneasily with their historic context as a range of equal homes.
- Access to the retained homes in Laycock House is compromised, both visually and practically.

Following a design review by Trust members in January 2019, Sheffield Civic Trust have not raised any objections and described their support for many aspects of the scheme including retention of the existing street pattern, high-quality public space that continues the approach taken throughout the city centre, the proposed historic façade retention and the focus on a mix of uses that the current market is not supporting i.e. 2 bedroom apartments with quality external space rather than student housing.

However, they did raise a number of concerns including:

- The glazing proportions proposed within the new buildings do not relate well to the order and hierarchy of the existing street facades.
- Materials and detailing with solidity would be a more appropriate response rather than the proposed cladding
- The 'folding' façade is particularly awkward. As this is a prominent corner, a more sensitive design solution should be considered.
- The Trust have concerns about the quality of flats proposed in this application - conventional single aspect apartments, accessed along a corridor, that can be found anywhere. They fail to meet national space standards, and don't include enough storage space to lend themselves to long-term residences.
- The introduction of dual-aspect spaces which open up to a courtyard or light well with a central stair would greatly improve these generic flats and reflect the form of the Laycock House.
- The retention of historic facades will reinforce diversity and local identity but the emerging similarity in the building designs to date raises concerns. A

more diverse range of designers should be employed to tie the scheme better to its context and the Trust would welcome a commitment from SCC to promote variation and design quality by promoting design competitions or a diverse mix of designers/architects.

Joined Up Heritage submitted a further objection following a submission by the agent expressing an opinion on some of the initial objections. The comments raised relate to the degree of harm caused by the demolition of buildings, the concept of 'net harm', the requirement to consider alternative ways of achieving similar outcomes, and the weighing harm against public benefit.

Neither the agent's commentary nor the additional objections of Joined Up Heritage are referenced in full. Rather, this report seeks to fairly assess the level of harm to heritage assets that would result from the proposed development bearing in mind that the judgment on whether harm is substantial or less than substantial is the decision makers.

Historic England

In their consultation response, Historic England (HE) welcome the fact that the current Heart of the City proposals retain the existing street pattern and slightly more historic fabric than the most recent New Retail Quarter scheme. However, they say that good place-making and sustainable development means respecting what makes Sheffield special and ensuring that new layers of development are of a quality which will be valued both now and in the future, and they do not currently consider the proposals for block B achieve this ambition.

HE note that the Athol Hotel and 78-82 Pinstone Street contribute to the significance and character of the City Centre Conservation Area, being one of the first buildings built following the widening of Pinstone Street and other street improvements from 1875 onwards. Whilst affected by later alterations, they consider their footprint, scale and relationship with the corner to make positive contributions to the conservation area and that the demolition of the buildings would cause harm to the conservation area. They advised the authority to consider whether it really is not possible to repair and adapt the existing buildings and whether a 'clear and convincing' justification for the harm which would be caused by their loss exists.

Where the authority considers such a justification does exist and is minded to accept the demolition of the buildings, Historic England recommended that the ground floor of the corner building be amended to incorporate a plinth-like arrangement similar to other buildings within the conservation area as they consider that bringing the brick finish down to the ground creates a weak base which is at odds with the prevailing character of the historic buildings in the area.

Historic England have no objection to the demolition of Premier House, but advise that its replacement should respect the character of the conservation area, adjacent historic buildings and buildings along Cambridge Street. They do not consider the current proposals achieve this because the relationship between the proposed new-build element and the retained buildings along Pinstone Street is uncomfortable and the overall height and bulk of the block does not preserve or enhance the character

and appearance of the conservation area.

They suggest that removing the sections of the sixth and seventh floors which are shown clad in aluminium would significantly reduce the impact on the conservation area in views along Pinstone Street and west along Charles Street. They also recommend that the balconies are omitted or the design reconsidered.

HE remind us that the National Planning Policy Framework indicates that *any* harm to designated heritage assets should have a “clear and convincing justification” and requires local planning authorities to “avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal” (paragraphs 194 and 190).

These requirements mean that before harm is weighed against any public benefits of the proposal, steps must be taken to mitigate this harm to the greatest possible extent. Otherwise the harm cannot be considered to have a “clear and convincing justification”.

This is particularly important given the statutory duty of section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 that “special attention shall be paid to the desirability of preserving or enhancing the character or appearance” of the conservation area in determining the planning application.

Historic England considers the harm the proposals for block B would cause could be reduced through the following measures (as a minimum):

- Retention of the Athol Hotel and 78-82 Pinstone Street;
- Amendments to the ground floor of the proposed block at the corner of Pinstone Street and Charles Street;
- Reduction in the height of the 8-storey block through removal of the metal-clad sections of the top two floors; and
- Omission of the balconies on the Charles Street elevation (or significant revision of their design).

They advise that, unless these amendments are secured, or it is categorically demonstrated that they are not possible, we do not consider the harm the proposals would cause is justified and the application would be considered contrary to paragraphs 190 and 193 of the NPPF.

Conservation Advisory Group (CAG)

The Conservation Advisory Group (CAG) considered the proposals at their meeting in January 2019.

The Group considered that the treatment of the Laycock Building was acceptable-as it conserved the building, subject to appropriate detailing of the shopfronts.

The Group felt that-maintaining the existing massing of the corner of Charles Street was important and that the height of the new residential block should be reduced.

PLANNING ASSESSMENT

Principle of Development – Policy and Land Use

The National Planning Policy Framework (NPPF)

The revised National Planning Policy Framework (NPPF), updated in February 2019, reinforces the general presumption in favour of sustainable development as well as the Government's objective to significantly boost the supply of housing. The presumption in favour of development will apply where the local planning authority cannot identify a 5-year supply of deliverable housing sites (with an appropriate buffer), or where the delivery of housing over the last 3 years has been below 75% of the housing requirement. The development will contribute positively towards the Council's need for a 5 year housing land supply.

Chapter 6 (Building a strong, competitive economy) expects local planning authorities to create the conditions in which businesses can invest, expand and adapt and advises that significant weight should be placed on the need to support economic growth, taking into account local business needs and recognising the specific locational requirements of different sectors.

Chapter 7 (Ensuring the vitality of town centres) expects planning policies and decisions to support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

Sheffield Local Plan

The statutory development plan for Sheffield currently comprises of the Core Strategy (March 2009) and saved policies from the Unitary Development Plan (1998).

The site falls within the Primary Shopping Area as defined in the Core Strategy and policy CS14 (City-wide Distribution of Shopping and Leisure Development) promotes 'a major retail-led, mixed-use regeneration scheme, which will form the New Retail Quarter' in the Primary Shopping Area.

Policy CS18 (Shopping in the City Centre) describe how the area will be strengthened as the heart of a regional shopping centre by the development of the New Retail Quarter, a major comprehensive retail-led mixed-use development.

Core Strategy Policy CS22 relating to the scale of the requirement for new housing sets out Sheffield's housing targets until 2026 and identifies that a 5 year supply of deliverable sites will be maintained. However, the NPPF now requires that where a Local Plan is more than 5 years old, the calculation of the 5-year housing requirement should be based on local housing need calculated using the Government's standard method. Using this method the latest monitoring shows that the city has a 5.04 year supply of deliverable housing sites.

Policy CS23 (Locations for new housing) identifies that new housing development will be concentrated where it would support urban regeneration and make efficient

use of land and infrastructure, while policy CS27 of the Core Strategy (Housing in the City Centre) states that further expansion of City Centre living, with a mix of tenures and sizes of unit, including affordable housing, will form part of a mix of uses in the New Retail Quarter and around the Peace Gardens.

The site is located in the Central Shopping Area as defined in the Unitary Development Plan (UDP). Policy S3 of the UDP (Development in the Central Shopping Area) describes shops (A1) and housing (C3) as preferred uses and offices (B1) as acceptable.

The site also lies within the area defined by the UDP as the Retail Core. Policy S2 (Development of Frontages in the City Centres Retail Core) states that 'on ground floor frontages within the Retail Core of the Central Shopping Area, new retail and complementary uses which add to the vitality and viability of the Central Shopping Area will be encouraged'. It seeks to retain the retail function of the area by restricting non A Class uses from the ground floor in these areas.

The proposed mix of uses, which includes a range of retail uses at ground floor level, is considered to accord with the requirements of the Core Strategy and the UDP.

Supplementary Planning Guidance

'Supplementary Planning Guidance for the New Retail Quarter' was produced in 2002. Although now mostly superseded by other planning documents, it explained the strategy for the redevelopment of Sheffield city centre and emphasised the importance of fully integrating the NRQ with other parts of the City Centre, taking account of pedestrian routes, visual links and the character of the surrounding area.

Draft City Centre Masterplan

Consultation on a new Draft City Centre Masterplan finished in 2018. The Plan is produced by the Council to promote the city centre as a great place to live, work and visit. It has not been prepared by the Local Planning Authority nor approved by the Planning and Highways Committee, and so it has no material weight in its own right but the context and evidence presented are considered to contribute to the decision making process.

The new Plan recognises that Sheffield city centre's retail offer remains uniquely unbalanced in comparison with local and regional demand and that the Heart of the City II Project offers an unparalleled opportunity to provide a fuller, higher quality retail offer as well as prestige office accommodation, residential accommodation and great public spaces.

The Plan notes that city centre housing is critical to the economic vitality, environmental sustainability and life of the city and its ability to attract and retain skilled people and investment. Moreover, compact cities with dense centres have lower carbon footprints, generate fewer car journeys and are significantly more energy efficient. They also help to reduce pressure for development on greenfield sites.

Over the past twenty years the city centre population has increased from less than 3,000 to well over 20,000. Housing development has mainly occurred in the former industrial areas and much of it has been targeted at students and young professionals. While vibrant city centres often attract a younger and more fluid population, the Plan states that they should only form part of a sustainable urban community and that the over-riding objective remains a city centre with a wide range of housing types and tenures ensuring a relatively balanced population in terms of age range, household makeup, length of stay and income.

The proposed development includes 1,196m² of retail space, 679m² of office floorspace and 52 apartments, a range of uses that are supported by both the Core Strategy and the Unitary Development Plan.

The proposals maximise the amount of retail floorspace achievable at street level and so will help to address the current inadequacy of Sheffield's retail offer. The proposed retail space will accommodate a range of uses (use classes A1, A3, A4 and A5) designed to ensure that the letting strategy can respond to market demand, which is considered to be acceptable, subject to the predominance of A1 uses. The proposed retail and office accommodation will bring socio-economic benefits to the city centre, including a range of job opportunities, and the proposed residential accommodation will provide 52 high quality apartments – a mix of studio, 1 bed, 2 bed and 3 bed units – in the Heart of the City. The proposed development therefore raises no land use concerns.

The applicant has confirmed that they are prepared to work with the Local Authority to ensure that local people benefit from the job creation and this requirement is reserved by condition.

Design and Heritage Issues

Because this scheme raises some complex heritage queries, for the purposes of this report design and heritage matters are discussed separately.

Design and Architectural Response

In relation to design, chapter 12 of the NPPF (Achieving well-designed places) states that good design is a key aspect of sustainable development, which creates better places in which to live and work.

It advises that planning policies and decisions should, amongst other things, ensure that developments function well and add to the overall quality of the area; are visually attractive as a result of good architecture, layout and landscaping; are sympathetic to local character, including the surrounding built environment, while not preventing appropriate innovation or change; maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; and optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development.

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

The application site occupies a very prominent position within the city centre and the Heart of the City II masterplan. The site frontage forms part of one of the city's most significant commercial streets – Pinstone Street – a generally good quality 19th century streetscape facing onto the Peace Gardens, and the site sits entirely within the City Centre Conservation Area.

It is proposed to retain Laycock House, which is important in terms of the character and the integrity of the street, and this is strongly supported. Laycock House is an attractive building and a good example of mixed use development with the ground floor shops to Pinstone Street complemented by elevated town houses, accessed from the rear. Its retention will help to maintain a strong sense of place.

The former Athol Hotel building to the corner of Pinstone Street and Charles Street is to be replaced with a discrete, contemporary office building with a retail frontage at ground floor level. While the western side of Pinstone Street generally exhibits a good level of architectural quality, there are exceptions and the former Athol Hotel is considered to be one such example. There has been much comment on the significance of this property, and while it no doubt has historical interest, it has been subject to successive phases of alteration. These alterations have been implemented to a questionable standard, leaving a building that is no longer considered to make a positive contribution to its surroundings. Given the level of alteration to the former Athol Hotel, there is no objection to its replacement with a good quality building that enhances the character and appearance of the townscape.

The new office block is the same scale as the 19th century buildings it will replace but it is modern in appearance, an 'interpretation' of the existing street-scape which is intended to create a link between Laycock House and the proposed residential development to the rear. Red brick is used to tie it in with its Victorian neighbours and the block's fenestration reflects the vertical proportions of Laycock House, arguably to a greater extent than the existing buildings. A row of first floor bay windows along the Pinstone Street frontage echo the bay windows of Laycock House while a four storey façade gives additional prominence to the corner, which then 'folds' to tie the roofscape into the mansard roof of Laycock House. The resulting block breaks the 19th century façade to Pinstone Street but is considered to do so in an appropriate and pleasing contemporary manner.

To the rear of the office building is a substantial new residential block which forms new frontages to Cross Burgess Street and Charles Street. For reasons of viability the new building is higher than the 1960s commercial building that presently occupies the site, and which detracts from the character of the townscape and, like block B, it forms a transition between the relatively modest scale along Pinstone Street and the larger scale and massing of Grosvenor House, John Lewis and the remainder of the Heart of the City II masterplan area.

Sheffield City Council does not have any adopted space standards, and the local planning authority cannot insist on compliance with other regional or national standards. Nevertheless, the proposed residential block creates 52 good sized apartments comprising of a range of studios and 1, 2 and 3 bedroom units. Alternative layouts were considered but the site's triangular shape, along with the desire to retain the Pinstone Street frontage, severely limited the available options.

Historic England consider that the height and bulk of the block does not preserve or enhance the character and appearance of the conservation area and they suggest that removing those sections of the sixth and seventh floors which are clad in aluminium would significantly reduce the impact on the conservation area in views along Pinstone Street and west along Charles Street. However, a stepped form was tested during the pre-application process and was considered to be unsuccessful, fussy and unduly apologetic. Instead, the eastern façade of the residential block was set slightly further back and angled, to prevent a uniform wall of development to the rear of the 19th century frontage, and a contrasting material was introduced to allow the brick façade to Charles Street to step up the street to reflect the topography; to break down the overall mass of the building; and to add variety and visual interest to the façades and roofscape.

The treatment of the metal cladding – which features randomly arranged vertical fins – is repeated in the bullnose corner which terminates the block at its western end and also in the treatment of the balconies. The intention for the metal cladding to create a motif that is repeated within other elements of the façade to develop a distinctive and coherent architectural language is supported.

The division of the main elevations into bays and the use of brick as the principal facing material reflect the appearance of the traditional properties in this corner of the conservation area. Balconies would not ordinarily be encouraged on a city centre street in this location, but they are a legitimate architectural device to add interest and inject activity into the streetscape and, on Charles Street, they are considered to be successful. To avoid becoming too repetitive double width versions have been introduced and low level balconies at the western end of the façade have been omitted to reflect the topography of the street.

On Cross Burgess Street the massing of the residential block is again broken down through the introduction of cladding, and clearly defined ground floor frontages will bring some welcome activity to the street. The enlarged courtyard to the rear of the retained Laycock House provides some breathing space between it and the new residential block, as well as some communal amenity space, an attractive approach to the residential and office entrances and spill out space for the proposed café unit.

Following submission, greater definition has been incorporated into the shop fronts, particularly on the simpler office accommodation as advised by Historic England, though the introduction of a stone plinth was considered to be at odds with the block's contemporary appearance.

In design terms the proposals are generally supported. As with block B the broad urban design approach is a welcome advance on the nature of development previously advocated in this part of the city centre, while the need for height and

density has been handled in a manner which is considered to be acceptable in the context of adjoining streets and buildings, including John Lewis, and the emerging masterplan area. In addition, it is felt that efforts to capture some of the qualities of the retained buildings in the materiality and the rhythm of openings in the facades of the new buildings will mitigate the change in scale and help to preserve the sense of place.

Built Heritage Assessment

The application site is situated at the southern end of the City Centre Conservation Area, a designated heritage asset. Laycock House is a non-designated heritage asset. So too are the Athol Hotel and 78 to 82 Pinstone Street, but to a lesser extent. Within the vicinity of the application there are also a number of listed buildings including the grade II* listed Leah's Yard at 22 Cambridge Street, the grade II listed former Bethel Chapel Sunday School at 32 Cambridge Street, the grade II listed Citadel on the northern side of Cross Burgess Street and the grade II listed Prudential Assurance Building on the eastern side of Pinstone Street. Further north, at the junction of Pinstone Street and Surrey Street, is the grade I listed Town Hall.

Chapter 16 of the NPPF (Conserving and enhancing the historic environment) sets out the Government's policies relating to the historic environment. It states that 'local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset),' taking this into account when considering the impact of a proposal on a heritage asset in order to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

The NPPF advises 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). .. irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'

It goes on to say that any harm to the significance of a heritage asset requires 'clear and convincing justification'. Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities are advised to 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.

'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' (para. 196).

In relation to the effect of an application on the significance of a non-designated heritage asset, the NPPF advises that 'a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'.

It also advises local planning authorities to look for opportunities 'to enhance or better reveal' the significance of Conservation Areas when dealing with applications

for development within their boundaries, treating favourably those proposals that 'preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance)' (para. 200).

In considering whether to grant planning permission for development which affects a listed building or its setting, section 66 of the Planning (Listed Building & Conservation Areas) Act 1990 states that the local planning authority 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.'

Similarly, section 72 of the Act describes the general duty with respect to conservation areas and states that 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area.'

UDP policy BE15 (Areas and Buildings of Special Architectural or Historic Interest) expects buildings and areas of special architectural or historic interest, which are an important part of Sheffield's heritage, to be preserved or enhanced and advises that development which is considered to harm the character or appearance of listed buildings or conservation areas will not be permitted.

Policy BE16 of the UDP (Development in Conservation Areas) states that permission will only be given to schemes which preserve or enhance the character or appearance of the Conservation Area while Policy BE19 (Development Affecting Listed Buildings) requires developments which affect the setting of a listed building to preserve the character and appearance of the building and its setting.

The fundamental issues with regard to heritage policy are that special regard must be given to the desirability of preserving the heritage asset or its setting (as required by sections 66 and 72 of the Planning (Listed Building and Conservation Areas) Act 1990), that any harm to or loss of heritage assets requires clear and convincing justification and that substantial harm or total loss should not be allowed unless substantial public benefits outweigh that harm or loss.

Moreover, the requirement to 'avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal' mean that before harm is weighed against any public benefits of the proposal, steps must be taken to mitigate this harm to the greatest possible extent. Otherwise the harm cannot be considered to have a 'clear and convincing justification'.

In this instance, the designated heritage asset most affected by the proposed development is the City Centre Conservation Area, which was created in 1996 following the amalgamation of the Cathedral Conservation Area and the Town Hall Conservation Area. It incorporates a high concentration of listed buildings and varies in character from the dense building form of the Cathedral Quarter built in the 18th century to the larger and wider streets of the Victorian core. The western portion of the conservation area reflects the rapid late eighteenth and nineteenth century expansion of Sheffield.

The Council produced a Statement of Special Interest for the conservation area in 1996. It makes clear that the asset's significance varies topographically, but

identifies 'the late Victorian Pinstone Street' as important in townscape terms. Thus the site's contribution to the character, appearance and length of the retained Victorian frontage to the western side of Pinstone Street is considered to be a key element of the asset's significance.

Laycock House has architectural value and clearly makes a substantial contribution to the Victorian streetscape on the western side of Pinstone Street and thus the significance of the conservation area. It is considered that the retention and enhancement of the exterior of Laycock House will do much to preserve the character of the conservation area.

Commentators have suggested that Laycock House and the Athol buildings are integral to the significance of the conservation area as a result of their intactness and group value as well as their materials, scale and decorative features. Whilst they may make a contribution as a group, it is considered that the contribution to the significance of the conservation area made by the relatively basic exterior to 78 to 82 Pinstone Street is less important and that the Athol Hotel contributes even less as a result of the many alterations to its façade which have eroded its character and appearance.

While conservation area designation does not extend planning controls to building interiors, an internal inspection of both properties has been carried out and it should be noted that very little of the original interior remains intact, particularly in the case of the Athol Hotel. Moreover the layout of the Athol Hotel is complex and features many modern alterations and subdivisions which complicate, though do not preclude its re-use.

It is therefore considered that the replacement of these elements of the townscape, which are of little architectural value, with a good quality, well-proportioned building which is sympathetic and makes reference to local character can result in no more than less than substantial harm to the significance of the City Centre Conservation Area.

It has also been suggested that the demolition of the Athol buildings will be harmful to the conservation area because they have historical significance as a result of their original intended purposes and because they became a hub for the town's sporting, political and social life.

It is accepted that these buildings do have some historical value but, unlike Sheffield's metal trades buildings for example, their value as a group which combined shops with a public house and hotel, is felt to be limited. Moreover, as described above, their significance comes from their role in the retained 19th century façade to Pinstone Street and, even this is diminished by their architectural value.

In considering whether the proposals will harm the setting of nearby listed buildings, weight must be given to the retention of Laycock House and the replacement of the Athol buildings with a suitable alternative, which it is considered will result in no more than less than substantial harm to the significance of the City Centre Conservation Area. It follows that a similar argument applies in relation to the setting of listed buildings, including the Town Hall, the Citadel and the Prudential Assurance

Building, all of which benefit from efforts to preserve and enhance the Victorian frontage to the western side of Pinstone Street.

It is considered that the impact of the proposals on the setting of Leah's Yard and the Bethel Sunday School on Cambridge Street will be negligible as it is already fragmented and dominated by the 1960s John Lewis store on the eastern side of Cambridge Street, which does not relate to the listed buildings in scale, form or appearance.

The NPPF advises that local planning authorities should seek to 'avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal', taken to mean that before harm is weighed against any public benefits of the proposal, steps must be taken to mitigate this harm to the greatest possible extent. Otherwise the harm cannot be considered to have a 'clear and convincing justification.'

As previously discussed, it is considered that harm to the significance of this part of the conservation area is mitigated by retaining Laycock House and replacing buildings of little architectural value with good quality buildings that will enhance the quality and character of the townscape. But, it has been suggested that the scale of the proposed new residential block is out of character with the conservation area and that its mass and bulk adds to the cumulative impact of all the Pinstone Street developments, thereby causing substantial harm to the character of the conservation area.

The scale of the new build block is driven by many factors, including viability and the need to provide a building of sufficient quality; by the scale of existing buildings on sites to the north and south with which the new block has a direct relationship; and by the desire to increase housing densities in order to provide an adequate supply of housing and support the economic regeneration of the city centre. It is considered that the resulting block is an appropriate city scale which is similar to other developments within the Heart of the City. While it differs from the retained 19th century buildings on Pinstone Street, and this relationship could be considered harmful given the significance of the Victorian frontage, that frontage is retained and or appropriately replaced thereby protecting the significance of the heritage asset.

Furthermore the design of the new building, whilst modern, seeks to minimise conflict through the use of sympathetic materials, including a change in materials which allows the brick façades to reflect local topography and which break down the overall mass of the building. The introduction of vertical proportions and new shop fronts, as well as improvements to the public realm, also mitigate the impact of the new buildings. Indeed it is considered that the latter – high quality shopfronts and public realm – will greatly enhance the conservation area. On balance, therefore, the nature of the harm caused by the new build proposals is considered to be less than substantial in the context of the conservation area as a whole.

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, the NPPF advises that this harm should be weighed against the public benefits of the proposal.

The proposed development includes retail and office space as well as 52 new apartments, a range of uses that are supported by both the Core Strategy and the Unitary Development Plan. The amount of retail floorspace is maximised, which will help to address the current inadequacy of Sheffield's retail offer, and the proposed office accommodation will support the growth in office based employment and bring socio-economic benefits to the city centre. Furthermore the apartments, which are located in a highly desirable location, will help to provide an adequate supply of housing and contribute towards creating a sustainable urban community which will again support the economic regeneration of the city centre.

The focus of the Heart of the City II project on individual buildings, blocks and the retention and re-use of the street pattern will help to maintain a strong sense of place and, while the demolition and replacement of 78 to 82 Pinstone Street and the Athol Hotel will be harmful to the character and appearance of the City Centre Conservation Area, the retention of Laycock House preserves the significance of this part of the conservation area and the setting of listed buildings.

It is concluded that the harm to and loss of heritage assets is unfortunate but that opportunities to minimise that harm have been sought wherever possible, however that the long term benefits to the City outweigh the injury to its heritage and adequately meet the requirements of the NPPF.

Residential Amenity Considerations

Policy S10 of the UDP (Conditions on Development in Shopping Areas) states that development should not cause residents to suffer from unacceptable living conditions, including noise or other nuisance or risk to health or safety.

The site is located in a mixed commercial area of the city centre with relatively high background levels. The predominant noise source is road traffic on Pinstone Street and Cross Burgess Street, though there is also the potential for noise from nearby commercial operations, which might include amplified sound, deliveries, servicing, external plant and equipment and general footfall.

However, there are a number of residential developments in the vicinity and it is considered that an acceptable living environment can be provided for future residents subject to the installation of a suitable scheme of sound attenuation, details of which are reserved by condition. The proposals raise no privacy issues and amenity space is provided in the form of balconies and a communal courtyard.

Sustainability

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

Similarly policy CS64 (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings and conversions of existing buildings to be energy efficient and to use resources sustainably, while policy CS65 (Renewable

Energy and Carbon Reduction) seeks to secure the generation of energy from renewable sources, with 10% of predicted energy needs provided from decentralised and renewable or low carbon energy.

The application site is located in the heart of the city centre, is highly accessible and very well served by a full range of public transport options.

The submitted Sustainability Statement indicates that the proposed development will have a high performing thermal envelope and, where required, it is proposed to deliver heating through efficient, low energy systems and make effective use of low carbon technologies. Primary heating for the new-build office and retail areas will be taken either from the Sheffield district heating network (Veolia) or a high efficiency air-source heat pump (supplemented by a small provision of electric resistance heating), both of which offer reduced emissions when compared with equivalent grid electricity and natural gas installations, and heating to the new-build residential apartments will be provided by electric resistance heating.

Other energy efficient measures include the use of low-energy LED lighting throughout, heat recovery ventilation and the installation of a Building (Energy) Management System, which is known to achieve significant operational energy savings.

The requirement to provide 10% of the development's predicted energy needs from decentralised and renewable or low carbon energy is likely to be achieved by installing photovoltaic panels to the roof of the new build apartment block. Along with the connection to the Sheffield District Heating Network or use of Air Source Heat Pump, this strategy should provide 10.7% of the total building energy demand, comfortably complying with the requirements of policy CS65.

Landscape Proposals

The Heart of the City II project, which began with Grosvenor House, provides an opportunity to create a new series of high quality public spaces which, together with the building plots, will form a strong retail connection with existing shopping areas on Fargate and The Moor. Phase 1 included a terraced garden in Charter Square inspired by one of Sheffield's most characteristic features, its topography, and while the design of the public realm around block C will continue the language already established, it also incorporates a degree of individuality.

The public realm around blocks B and C, which will be delivered at the same time, must work with the urban fabric as the small blocks and historic streets are retained, creating a relatively intimate townscape which frames views and is likely to be dominated by pedestrians. Therefore, significant interventions were considered to be inappropriate and a relatively restrained approach is proposed, though it still seeks to generate visual interest, respond to adjacent buildings and provide opportunities to stop rest and socialise.

On Charles Street, a main route into the Heart of the City II, the design response is to create a number of planted areas which will appear to rise out of the paving in a series of steps. They will be faced in natural sandstone and echo the treatment of

the terraced garden in Charter Square, with references to the Pennine landscape. The areas of planting will both soften the streetscape and act as rain gardens, terminating in a larger planting bed that will continue the green cascade around the corner onto Cambridge Street. This larger bed, which marks a convergence of routes referred to as 'Five Ways', will provide a place to rest and a means of addressing the challenging gradients.

The designs build on the Pennine themes, using coarse textured sandstone blockwork and wild planting, and a range of natural, high-quality stone will be used for surfacing across the site.

The proposed landscape scheme is considered to be well designed, of a very high quality, place specific, and legible. It will provide an attractive setting for the new development and reinforce the city's now established tradition of integrating traditional craftsmanship and artwork into the public realm to create a sense of quality and build on the city's cultural identity.

Highways

As previously described the existing street pattern is to be retained, though Charles Street and Cambridge Street will be pedestrianised and vehicular access will be prohibited. It is therefore intended that block B be serviced from Pinstone Street and Cross Burgess Street (avoiding the peak periods).

The pedestrianisation of Charles Street and Cambridge Street, coupled with the need to allow on-street loading and servicing from Pinstone Street and Cross Burgess Street, has triggered the requirement for a change in the way pedestrians and cyclists negotiate the Moor Head junction on route to other destinations. The developer has agreed to fund the necessary off-site highway works, which includes extending the cycle lane to the southern end of Union Street, the details of which are secured by condition.

Like many other city centre buildings, the proposed development will remain car-free. The site is highly accessible by many modes of travel and for those who need to drive; there are approximately 9,000 off-street car parking spaces across the city centre. A controlled parking zone is operated in the city centre and residents of the new apartments will not qualify for parking permits. However, the submitted Travel Plan seeks to promote sustainable travel and minimise the impact of the development on the local and strategic highway networks. The Plan will be aimed at staff, shoppers and residents, it will encourage them to think about their travel behaviour and make sustainable travel choices. Cycling will be encouraged and cycle parking for residents is provided in the basement of the building, accessed reasonably directly from Cross Burgess Street via the courtyard and a service lift.

Ecology

Bat surveys undertaken in the summer of 2018 confirmed the presence of a single common pipistrelle day roost in one of the buildings proposed for demolition. The bat roost must be dealt with by applying for a Natural England European

Protected Species Licence (EPSL), a requirement of which will be the installation of bat roosting features within the building.

Archaeology

Whilst the potential for below ground archaeology of any significance is considered to be limited, the submission of a desktop assessment that sets out a strategy for archaeological investigation will be secured by condition. This will include the recording of standing buildings proposed for demolition.

Ground conditions

The application site falls within a Coal Mining Referral Area. The submitted Coal Mining Risk Assessment acknowledges that the whilst the Silkstone Coal has been worked beneath the site, the risk of void migration to ground level is considered to be low and no remedial measures are necessary in this regard.

The development will incorporate a foundation design which will in part involve bored piles extending through an area of suspected bell pits associated with ironstone mining activity and through the Silkstone Rider Coal found in rock beneath the worked Silkstone Coal. The Coal Authority have raised no objection to the proposals, but expect the pile designer to fully consider the potential effect of the shallow workings on pile performance and obtain the necessary permit to enter the Coal Authority's property.

Public Art

Policy BE12 encourages public art where it would be readily seen by the public and integral to the design of major developments. Full details will be secured by condition.

Community Infrastructure Levy (CIL)

The proposed development lies in residential zone 4 and does attracts a CIL charge of £50 per square metre.

Affordable Housing

The site lies within an area of the city centre with no affordable housing requirement.

SUMMARY AND RECOMMENDATION

The proposed development forms part of the second phase of the Heart of the City project. It is consistent with the local development plan and national policy; is considered to remain in the spirit of the endorsed SRQ masterplan and will help bolster the long term vitality and viability of the city centre.

The proposed development will provide much needed and high quality retail and office accommodation as well as 52 apartments in a scheme which seeks to preserve the significance of heritage assets, most critically the City Centre

Conservation Area, and provide enhancements to the conservation area wherever possible. It is considered that the proposed development will cause some harm to the City Centre Conservation Area as a result of the demolition of the Athol Hotel and 78 to 82 Pinstone Street as well as the scale of the new build residential block, but that this harm will be less than substantial. Moreover the harm has been minimised and, in any case, is outweighed by the public benefits of the proposal. It is considered that there will be no harm to the setting of nearby listed buildings.

The proposed public realm will provide a quality setting for the new development and help to establish a strong sense of place and an attractive and comfortable place to live, work and visit.

In addition, the proposed development is sustainable, accessible to all modes of transport and will bring about substantial economic and social gains.

It is therefore recommended that Members grant planning permission subject to the listed conditions.

This page is intentionally left blank