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| Case Number | 18/03796/OUT (Formerly PP-07306045) |
| Application Type | Outline Planning Application |
| Proposal | Outline application (all matters reserved) for site redevelopment including remediation, demolition of existing buildings and erection of up to 100,000m ² of employment development (Use Classes B1, B2 and B8), car showroom (Use Class Sui Generis), hotel (Use Class C1), retail (Use Class A1), food and beverage (Use Classes A3, A4 and A5), leisure (Use Class D2 excluding cinema and bowling alley) and provision of associated car parking, highway works, vehicular and pedestrian access and egress, servicing and landscaping works (Town and Country Planning (EIA) Regulations 2017 Schedule 2 proposal) |
| Location | Land And Buildings At Meadowhall Way, Meadowhall Drive, Carbrook Street And Weedon Street Sheffield S9 2FU |
| Date Received | 05/10/2018 |
| Team | City Centre and East |
| Applicant/Agent | Quod (Leeds) |
| Recommendation | Grant Conditionally Subject to Legal Agreement |

Time Limit for Commencement of Development

1. In respect of each part of the development to be the subject of a separate reserved matters approval, that phase or part of a phase of the development as hereby permitted shall not commence until layouts, plans / sections and elevations for that part of the development illustrating:

layout;
scale;
appearance;
access; and,
landscaping.

have been submitted to and approved in writing by the Local Planning Authority.

The part of the development that is the subject of the reserved matters application shall in all respects be carried out in accordance with the approved layouts, plans/sections and elevations.

Reason; Until full particulars and plans of the development (including details of the matters hereby reserved) are submitted to and approved by the Local Planning Authority they cannot agree to the development proceeding.

2. The development shall be begun not later than whichever is the later of the following dates:- the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

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

3. Application for approval in respect of any matter reserved by this permission must be made not later than the expiration of 5 years from the date of this decision.

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

4. Subject to conditions 7 to 19 the following actions may take place prior to the submission of applications for reserved matters approvals.

Demolition, archaeological investigations, ground conditions investigations, intrusive site surveys and other enabling works; site clearance, soil storage and remedial work in respect of any contamination or other adverse ground conditions; diversion and laying of services; erection of any temporary means of enclosure; the temporary display of site notices or advertisements; erection of construction accommodation; and construction of temporary access and service roads.

Reason: In order to define the permission

5. Permission is hereby granted for the following uses (and maximum floorspaces for each use) as set out in the description of development:

- (a) Retail (Use Class A1, A3, A4 and A5) (up to 2,496m² GIA);
- (b) Car showroom (Use Class Sui Generis) (up to 9,139m² GIA);
- (c) Business and employment uses within Class B1, B2, B8 (up to 100,000m² GIA);
- (d) Hotel use within Class C1 (up to 7,500m² GIA);
- (e) Uses within Class D2 (excluding cinema and bowling alley) (up to 7,500m² GIA);
- (f) Car Parking (Including Multi-storey car parking);
- (g) Other miscellaneous uses including public bicycle interchange/storage facilities, substations, transformers, waste storage and recycling facilities.

The total floorspace of the development hereby approved not to exceed 100,000m² (GIA)

Reason: In order to define the permission.

Approved/Refused Plan(s)

6. The development must be carried out in complete compliance with the following approved Parameters plans and Regulatory Text which includes the following Parameter Plans:

Plan RDD _T_001031 - Planning Application Boundary and Ownership Plan.

Plan RDD _T_001032 - Existing Site Level
Plan RDD _T_001033 - Buildings to be Demolished
Plan RDD _T_001041 - Development Plots and Maximum Development Area
Plan RDD _T_001042 - Maximum Building Height Level
Plan RDD _T_001043 - Potential Access and Movement

or any variation to them that is agreed with the Local Planning Authority that does not result in new or different environmental effects from those reported in the environmental statement.

Reason: In order to ensure the environmental impact of the development is consistent with that assessed as part of the application in order to define the permission.

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

7. No development shall commence until an overarching drainage strategy has been submitted to and approved by the Local Planning Authority. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided and shall be in accordance with the surface water and Suds section of the River Don Flood Risk Assessment as amended on 13.11.18.

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

8. No development on Plots 1, 1a or 2 shall commence until detailed proposals for surface water disposal, including calculations have been submitted to and approved in writing by the Local Planning Authority. Surface water discharge from the completed development site shall be restricted to a maximum flow rate of QBar based on the area of the development. 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.

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

9. No development on Plot 3 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.

10. Prior to the construction of each phase of development commencing a Construction Environment Management Plan, which shall be substantially in accordance with the approved outline Construction Environment Management Plan, shall be submitted to and approved by the Local Planning Authority including details of the following:

- A risk assessment of the potentially damaging construction activities in relation to wildlife and habitat;
- A method statement for the protection of terrestrial flora and fauna that may be encountered on site; and
- Measures to protect the non-statutory sites of the (Lower River Don Local Wildlife Site and the Don Valley Disused Railway LNS).

Thereafter the approved method statement and protection measures shall be implemented as part of the relevant phase of development.

Reason: In order to minimise the impact on the ecological interest of the site in accordance with the National Planning Policy Framework

11. Unless an alternative scheme has been approved by the Local Planning Authority, in respect of Plots 2 and 3, no development in respect of each Reserved Matters approval shall be undertaken until the applicant, or its agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation in respect of each Reserved Matters approval which has been submitted by the applicant and approved by the Local Planning Authority and then implemented to the satisfaction of the Local Planning Authority.

Reason: To ensure that any archaeological remains present, whether standing or buried, are preserved - either by being left in situ or by being recorded and removed in accordance with an agreed method before they are damaged or destroyed, in accordance with the National Planning Policy Framework (July 2018).

12. Unless an alternative scheme has been approved by the Local Planning Authority, in respect of Plots 2 and 3, no intrusive enabling works shall be undertaken until the applicant, or its agents or successors in title, has secured the implementation an appropriate scheme of archaeological work for those areas where intrusive enabling work are being undertaken in accordance with a written scheme for the archaeological work which has been submitted by the applicant and approved by the Local Planning Authority and then implemented to the satisfaction of the Local Planning Authority.

Intrusive enabling works is defined as ground conditions investigations and intrusive site surveys, ground works, remedial work in respect of any contamination or other adverse ground conditions, diversion and laying of services.

Reason: To ensure that any archaeological remains present, whether standing or buried, are preserved by being recorded and removed in accordance with an agreed method, before they are damaged or destroyed in accordance with the revised National Planning Policy Framework (July 2018).

13. Unless an alternative scheme has been approved by the Local Planning Authority, in respect of Plot 1 and Plot 1a, no Reserved Matters applications shall be submitted and no development undertaken, including any intrusive enabling works [as defined in condition number 4] within Plot 1 and Plot 1a, until the applicant, or its agents or successors in title, has secured the implementation a programme of archaeological evaluation for Plot 1 and Plot 1a in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the Local Planning Authority and then implemented to the satisfaction of the Local Planning Authority."

Reason: To ensure that any archaeological remains present, whether standing or buried, are preserved - either by being left in situ or by being recorded and removed in accordance with an agreed method before they are damaged or destroyed, in accordance with the National Planning Policy Framework (July 2018).

14. Unless an alternative scheme has been approved by the Local Planning Authority, in respect of Plot 1 and Plot 1a, no development or intrusive enabling works, [as defined in condition number 4] shall take place within a part of the site where mitigation is identified as being necessary in the earlier evaluation until the applicant, or its agents or successors in title, has secured the implementation a programme of archaeological mitigation, in accordance with the results of the earlier evaluation, and a written scheme of investigation for any necessary mitigation recording has been submitted by the applicant and approved by the Local Planning Authority and then implemented to the satisfaction of the Local Planning Authority."

Reason: To ensure that any archaeological remains present, whether standing or buried, are preserved - either by being left in situ or by being recorded and removed in accordance with an agreed method before they are damaged or destroyed, in accordance with the National Planning Policy Framework (July 2018).

15. In respect of each part of the development the subject of a separate reserved matters approval, that part of the development hereby approved shall not commence until sub-conditions (1) to (3) have been complied with for that part of the development.

1. Site Characterisation

An intrusive site investigation and risk assessment as recommended in report: Appendix 13.1: Synopsis Report on Ground Conditions (ref: 43616/3501-GEO R002 (Synopsis) Rev 01) and approved letter dated 6/11/18, ref: 43616/3501 GEO/RP/CC, shall be

carried out and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004). woodland and service lines and pipes; adjoining land; groundwater and surface water (including controlled waters) and ecological systems;

2. Submission of Remediation Scheme

Any remediation works recommended in the approved Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved 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.

3. Implementation of Approved Remediation Scheme

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 the interests of protecting the health and safety of adjoining occupiers and future occupiers of the site and preventing contamination of controlled waters.

16. Prior to the commencement of each phase of development a Local Employment and Training Strategy designed to maximise local opportunities for employment for that phase shall be submitted to and approved by the Local Planning Authority.

The Local Employment and Training Strategy should include details as to how the developer will use Reasonable Endeavours to achieve the following commitments:

- a) Advertising employment vacancies locally through a range of sources including, but not limited to; local press, recruitment support services, relevant local employment partners and stakeholders
- b) Maximise the opportunities for local residents to access employment created during construction, aiming for a target of 20% local employment (defined as being resident of the Sheffield City Council area)
- c) Maximise training opportunities, both through apprenticeships and NVQ's within construction related courses

Prior to the first occupation of the development an end user Employment and Training Strategy shall be submitted to and approved by the Local Planning Authority. This shall include measures to encourage occupiers to consider undertaking the following:

- a) Advertising employment vacancies locally through a range of sources including, but not limited to: local press, recruitment support services, relevant local employment partners and stakeholders
- b) Where applicable, work in partnership with the Local Authority, Jobcentre Plus and other local partners to support employability initiatives such as job fairs and Sector Based Work Academies to enable local people to apply for job vacancies which may arise from the new occupiers.

The occupation of the development shall be carried out in accordance with the Local Employment Training Strategies.

Reason: In the interests of maximising the economic and social benefits for local communities from the proposed development.

17. No development of the relevant phase of development shall commence until the measures to protect the water supply infrastructure that is laid within the relevant phase of development have been implemented in full accordance with details that have been submitted to and approved by the Local Planning Authority. If the required stand -off distance is to be achieved via diversion or closure of any water main, 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 the interest of public health and in order to allow sufficient access for maintenance and repair work at all times to the public water supply network.

18. No development shall commence within the Coal Mining High Risk area until further intrusive site investigations have been undertaken to establish the exact coal mining legacy issues on the site and a report explaining the findings has been submitted to and approved in writing by the Local Planning Authority. In the event that site investigations confirm the need for remedial works to treat areas of shallow mine workings details of the remedial works shall also be submitted to and approved in writing by the Local Planning Authority and the works shall thereafter be carried out in accordance with the approved details before development commences within the relevant area.

Reason: To ensure the site is safe for the development to proceed and the safety and stability of the proposed development, it is essential that this condition is complied with before the development is commenced.

19. As part of the first reserved matters application a survey of the position and line of the Carbrook culvert shall be submitted.

Reason: To confirm the culvert location and ensure that adequate access is maintained for maintenance.

20. No development shall commence until the highway 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 of arrangements which have been entered into which will secure that such improvement works will be carried out before any of the units and buildings on plots 1 and 2 are brought into use, have been submitted to and approved in writing by the Local Planning Authority (in which case no unit on plot 1 or 2 shall be brought into use until the highway improvements listed below have been carried out).

Highway Improvements:

Five Weirs Walk additional lighting between Weedon Street and Meadowhall Way - as on PBA drawing 33909-5520-002, submitted to LPA on 4th November 2016 as part of application 16/04169/FUL.

Reason: To ensure that sustainable travel is encouraged to the site in accordance with Core Strategy Policy CS53 and the NPPF and as these works are outside of the

application site it is essential that this condition is complied with before any works on site commence.

21. Before development on any relevant phase commences a Construction Logistics Plan (CLP) and Delivery and Servicing Plan (DSP) for that phase shall be submitted to and approved by the Local Planning Authority in accordance with the outline CLP and DSP. Thereafter the development of that phase shall be carried out in accordance with the approved plans.

Reason: In the interests of minimising congestion on the highway and in the interests of traffic safety.

22. As part of the first reserved matters application an outline Delivery and Servicing Plan and an outline Construction and Logistics Plan shall be submitted to and approved by the Local Planning Authority.

Reason: In the interests minimising the impact of the on highway network and amenities of adjoining occupiers

23. On or before the first reserved matters application is submitted pursuant to this planning permission, an updated traffic model and traffic model report for the development must be submitted to the Local Planning Authority for agreement in consultation with Highways England.

The agreed traffic model must then be used to carry out testing, in order to establish the following:

(a) the anticipated traffic impacts of the development as a whole on the operation of M1 Junction 34(S) in order to determine whether these will reach a level sufficient to require the mitigation works shown on PBA drawing [TBC] (the 'Mitigation Works') to be delivered; and

(b) if it is established that the anticipated traffic impacts will reach such a level, the number of trips through M1 Junction 34(S) generated by the development hereby permitted which will trigger the need for and therefore determine the point at which the Mitigation Works must be delivered (the 'J34(S) Trip Threshold').

The results of the testing must be submitted to the Local Planning Authority for agreement in consultation with Highways England.

If pursuant to submission of the results of the testing the Local Planning Authority (in consultation with Highways England) agrees that the Mitigation Works will not be required nothing further will be required in relation to any traffic impacts arising from the development under this planning permission.

Alternatively, if pursuant to submission of the results of the testing, the Local Planning Authority (in consultation with Highways England) agrees that the Mitigation Works will be required, a transport statement must be submitted to the Local Planning Authority for agreement (in consultation with Highways England) prior to commencement of the development the subject of each reserved matters approval granted by the Local Planning Authority pursuant to this planning permission, in order to establish when the Mitigation Works must be delivered. Each transport statement must:

- (a) identify the projected number of trips it is anticipated will be generated by the development the subject of the relevant reserved matters approval; and
- (b) confirm whether the number of trips generated it is anticipated will be generated by the development the subject of the relevant reserved matters approval, together with the number of trips it is anticipated will be generated by or (as applicable) are being generated by development that is the subject of previous or earlier reserved matters applications submitted to and/or approved by the Local Planning Authority, will cumulatively exceed the J34(S) Trip Threshold.

Unless otherwise agreed by the Local Planning Authority, when pursuant to an agreed transport statement it is confirmed that the J34(S) Trip Threshold is exceeded, the Mitigation Works must be carried out before occupation of the development the subject of the reserved matters approval in connection with which the transport statement was submitted.

If the Mitigation Works are carried out (including pursuant to a planning permission other than this planning permission) prior to it either being confirmed pursuant to this condition that they are required and/or when they must be delivered (by submission of one or more transport statements), nothing further will be required to be provided or submitted under this condition.

Reason: In order to ensure the highways can accommodate the traffic generated by the development and in the interests of traffic safety and protecting the free and safe flow of traffic on the public highway.

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

24. Prior to the approval of the first reserved matters application, a Design Code shall be submitted to and approved by the Local Planning Authority. The Design Code shall be prepared in accordance with the approved Parameter Plans (listed under condition 6) and High Level Design Guidance. The Design Code shall include a strategic framework for the whole site as well as specific details and treatments on:
- a) Building plots
 - b) Siting of land uses
 - c) Street hierarchy and circulation
 - d) Heights and massing
 - e) Landscape framework of open spaces and green routes
 - f) Boundary treatments and site edges
 - g) Building frontages
 - h) Building design
 - i) Roofscape
 - j) Material palette
 - k) Accessibility including inclusive access
 - l) Parking
 - m) Servicing and waste strategy
 - n) Public art
 - o) Sustainable urban drainage
 - p) Green / brown roofs
 - q) Relationship of buildings to the street and open space
 - r) Streetscape - composition of street and street furniture strategy
 - s) Sustainable building design

No development apart from enabling works shall commence until such time as the Design Code for the entire site, has been approved in writing by the Local Planning Authority. All Reserved Matters submitted shall be in accordance with the Design Code approved, unless minor variations are agreed by the Local Planning Authority.

Reason: In the interests of interests of good design and creating high quality places in accordance with the National Planning Policy Framework Practice Guidance.

25. No more than 20,000m² of Class B1(a) floorspace shall be constructed until evidence is submitted to, and approved in writing by, the Local Planning Authority, that demonstrates that any additional office floorspace developed will maintain an appropriate balance between City Centre and edge of centre office development (as defined in the Development Plan and Government Planning Guidance) and office development outside this area, in accordance with the objectives of the Development Plan of ensuring that the City Centre is and remains the focus for office development in Sheffield City Council Local Authority Area.

An office compliance statement covering developments in Sheffield Local Authority Area will be submitted to the Local Planning Authority for its approval in writing in association with any reserved matters application for any phase of offices beyond 20,000m². The statement will identify:

- (i) the amount of B1(a) office floorspace approved (but unimplemented) in the City Centre and on edge of city centre sites, ('city centre' and 'edge of city centre' as defined in the Development Plan and Government guidance);
- (ii) the amount of approved office floorspace for which reserved matters approval has been granted and that remains to be built at the River Don District, plus (in respect of office development that has not been implemented) other B1(a) office permissions, (as defined in the methodology for implementation of office policies as set out in the Development Plan) outside the city centre and edge of centre area;
- (iii) the amount of office floorspace constructed in the City Centre and at edge of centre sites over the previous five years up to the date of the office compliance statement and the amount of office floorspace constructed outside the City Centre and edge of centre area; and on this basis
- (iv) the balance between office space constructed and with planning permission, (as defined in the methodology for implementation of office policy as set out in the Development Plan), and under construction will be identified

This will form the basis of the assessment by the Local Planning Authority of whether there is an appropriate balance between City Centre office development, and development outside the City Centre.

Reason: In order that the City Centre remains the focus for office development in accordance with the NPPF and Core Strategy policy CS3.

26. At all times that construction works are being carried out equipment shall be provided to the satisfaction of the Local Planning Authority 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 but before each phase of the development is commenced full details of such equipment shall have been submitted to and approved by the Local Planning Authority. When the above-mentioned equipment has been provided thereafter such equipment shall be used for the sole purpose intended in all instances and be properly maintained.

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

27. The development of each reserved matters phase shall not be begun until details have been submitted to and approved by the Local Planning Authority of arrangements which have been entered into which will secure the reconstruction of the footways adjoining the site frontage before the development is brought into use. The detailed materials specification shall have first been approved in writing by the Local Planning Authority.

Reason: In the interests of pedestrian safety.

28. No development of any Phase shall commence until a plan showing the location of that Phase has been submitted to and approved in writing by the Local Planning Authority, which may be varied with the prior written approved of the Local Planning Authority.

Reason: In order to define the permission.

29. Unless and alternative scheme has been agreed by the Local Planning Authority the development as a whole shall provide a minimum of 25 rapid electric charging points and as part of each reserved matters application the number of electric charging points shall be reviewed and the number to be provide as part of that phase shall be in line with the local standards prevailing at the time the application is made and details of the number and location of the chargers, and the associated signage shall be submitted to and approved by the Local Planning Authority.

Reason: In the interests of encouraging sustainable travel to the site and mitigating the air quality impact of the development

30. The maximum number of car parking spaces to be provided within the application site in respect of the Development hereby permitted shall not exceed 1,686 spaces, inclusive of electrical car charging points and excluding disabled parking.

The number of car parking spaces for the following permitted uses shall not exceed the following maximum levels:

- a) B1 Office: 2 space per 60m² gross floor area;
- b) B2 General Industrial / B8 Storage or Distribution - 1 space per 75m² gross floor area;
- c) A1/A3-A5 Flexible Retail - 1 space per 35m² gross floor area;
- d) A1 Retail (foodstore) - 1 space per 15m² gross floor area;
- e) C1 Hotel - 1 space per room;
- f) D2 Leisure - 1 space per 50m².

Details of the proportion of the maximum car parking provision to be provided as part of each reserved matter application shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of that phase/development plot. The parking provision shall thereafter be implemented as approved before the relevant buildings are occupied and retained as such for the lifetime of the development.

Reason: To ensure that parking provision, the level of traffic generation and highways impacts are limited to that assessed as part of the transport assessment.

31. For each phase of development 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 or any part of the relevant phase shall not be brought in to use until the Validation Report for that phase 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 Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

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

32. No buildings shall be occupied or brought into use until details of the proposed means of disposal of foul water drainage for the whole site, including details of any balancing works, off-site works and phasing of the necessary infrastructure, have been submitted to and approved by the Local Planning Authority and the approved foul drainage works have been implemented in accordance with the approved phasing details.

Reason: To ensure that no foul water discharges take place until proper provision has been made for their disposal.

33. Unless an alternative scheme has been agreed by the Local Planning Authority green/brown roofs shall be provided on 50% of the roof areas of new buildings across the development as a whole. Prior to each phase of the development commencing details of the design and location of green/brown roofs forming part of that phase, including a description of the habitat types to be created and how they will function and be maintained, shall be submitted to and approved by the Local Planning Authority. The approved details shall be implemented before the buildings on which the green/brown roofs are to be provided are occupied.

Unless an alternative scheme has been agreed by the Local Planning Authority and subject to future changes in green and brown roof technology the design the design of the green and brown roofs shall be as follows;

Brown roof(s), (roofs where wildlife habitat is the principle design purpose), shall be designed with a growing medium of 150mm average depth and containing between 15 to 25% compost or other organic material shall be provided in order to provide suitable growing conditions and in particular adequate water retaining capacity for Sheffield climatic conditions. Additional habitat provision such as bird perching and nesting sites shall be provided.

Green roof(s) (roofs where wildlife habitat is not the principle design purpose), shall be designed with a growing medium of 80mm minimum depth and containing between 15 to 25% compost or other organic material shall be provided in order to provide suitable growing conditions and in particular adequate water retaining capacity for Sheffield climatic conditions.

Reason: In order to compensate for the impact of the development on the biodiversity value of the site and in accordance with policies CS63 and CS64 Climate Change and Design Supplementary Planning Document and Practice Guide.

34. Each reserved matters application for landscaping that includes areas of public realm shall be accompanied by proposals for the long term management and maintenance of these spaces which shall be submitted to and approved by the Local Planning

Authority before any development of the phase commences. Thereafter the approved details shall be implemented.

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

35. As part of each reserved matters application seeking approval for Access arrangements a detailed dilapidation survey of all the highways abutting or passing through the reserved matters application site including any structural surveys deemed necessary shall be submitted to and approved by the Local Planning Authority. Any deterioration in the condition of the highway attributable to the construction works shall be rectified in accordance with a scheme of work to be agreed with the Local Planning Authority.

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

36. Prior to the occupation of any phase of the development, (which includes B1/B2/B8 buildings in excess of 2,500m² or other buildings in excess of 1,000m²) a detailed Travel Plan(s), designed to: reduce the need for and impact of motor vehicles, including fleet operations; increase site accessibility; and to facilitate and encourage alternative travel modes, shall have been submitted to and approved in writing by the Local Planning Authority. Detailed Travel Plan(s) shall be developed in accordance with the approved Framework Travel Plan.

The Travel Plan(s) shall include:

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

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

Reason: In the interests of delivering sustainable forms of transport, in accordance with Core Strategy Policies CS51 and CS53.

37. The A3/A5 uses and the A4 use (where it includes a commercial food kitchen) shall not be occupied unless a scheme for the installation of equipment to control the emission of fumes and odours from the premises is submitted and approved by the Local Planning Authority. These details shall be in accordance with the Defra document; "Guidance on the Control of Odour & Noise from Commercial Kitchen Exhaust Systems" and shall include:

- a) Plans showing the location of the fume extract terminating and including a low resistance cowl.
- b) Acoustic emissions data.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the systems required cleaning and maintenance schedule.

Thereafter the approved details shall be implemented before the use commences and retained

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

38. The hotel bedroom accommodation shall not be brought into use unless a scheme of sound insulation works, which are in accordance with BS 8233:2014, has been submitted to and approved by the Local Planning Authority and thereafter the approved details have been implemented. Such works shall:

- a) Be based on the findings of an approved noise survey.
- b) Where the noise criteria of BS 8233:2014 cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

After the sound insulation works have been implemented they shall be retained.

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

39. As part of each reserved matters application full details of the proposed surface water drainage design, which shall be in accordance with the approved overarching drainage strategy, including calculations and appropriate model results, shall 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 and details of how surface water run-off will be managed to prevent pollution of the aquatic environment and protect the public sewer network. 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, to prevent pollution of the aquatic environment and protect the public sewer network, 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.

40. Where development commences more than two years from the date of the original protected species surveys, additional/updating surveys should be carried out to ensure that approved mitigation and construction methods are appropriate for the current situation.

Reason: To ensure the ecological interests of the site are maintained in accordance with NPPF and that no offence is committed in respect of protected species legislation.

41. Applications for approval of Reserved Matters shall be accompanied by an illustrative plan showing:

- (a) how the location and use(s) of the buildings in respect of which:
 - (i) approval already exists;
 - (ii) construction has already begun or has been completed; and

(iii) approval is being sought are in conformity with the Parameters Plans, Regulatory Text and Design Code, as approved or as subsequently amended; and

(b) the development plots and quantum (or part thereof) for which buildings have yet to come forward for approval of Reserved Matters.

Reason: In order to ensure that if the development proceeds in phases that each phase is consistent with the framework established by the Parameters Plans, Regulatory Text and Design Codes in the interest of securing a properly co-ordinated development.

42. As part of each reserved matters application which adjoins the Carbrook Culvert details shall be submitted to demonstrate that there will be no loading from the development that may cause damage to the culvert structure.

Reason: To prevent damage to the culvert.

43. An off-street two way cycle link a maximum of 4.5m wide shall be provided on Weedon Street between the western corner of Plot 2 and the south eastern corner of Plot 3. As part of each reserved matters application on Plots 2 and 3 which have a frontage to Weedon Street details of the siting, layout and design of the cycle route along with a programme for implementing the works shall be submitted to and approved by the Local Planning Authority. Thereafter the cycle link shall be implemented in accordance with the approved programme.

Reason: To ensure that sustainable travel is encouraged to the site in accordance with Core Strategy Policy CS53 and the NPPF.

44. As part of each reserved matters application for access a detailed Car Park Management Plan in accordance with the Draft Car Park Management Plan shall be submitted to and approved by the Local Planning Authority. Thereafter each part of the development shall be carried out in accordance with the approved detailed car park management plan.

Reason: In the interests of traffic and pedestrian safety and the amenities of adjoining occupiers.

45. As part of the first reserved matters application a Landscape and Ecological Management Plan shall be submitted to and approved by the Local Planning Authority. Thereafter the habitats created as part of each phase of development shall be managed in accordance with the approved Landscape and Ecological Management Plan.

Reason: In the interests of mitigating the ecological impact of the development and ensuring that the biodiversity value of site is maintained and enhanced.

46. Each reserved matters application for a building of 500m² or above shall be accompanied by a report identifying how a minimum of 10% of the predicted energy needs of the of the completed development will be obtained from decentralised and renewable or low carbon energy.

No development shall commence on the relevant building until the report has been approved in writing by the Local Planning Authority. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources shall have been installed before any part of the relevant building is occupied and a

post-installation report shall have been submitted to an approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. 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 complies with policy CS65 and 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.

Other Compliance Conditions

47. No building shall be positioned within a minimum distance of 3 metres from the structure of the culverted watercourse.

Reason: To ensure that access is available for maintenance

48. Unless agreed alternative finished floor levels are agreed by the Local Planning Authority, following the submission of more up to date flood modelling, the finished floor levels shall be a minimum of 35.3m AOD and the ground floor levels shall be a minimum of 150mm above the surrounding ground level.

Reason: In order to minimise the risk of flooding.

49. No building or other obstruction including landscape features shall be located over or within:

- a) 6.5 metres either side of the centre line of the 1500mm diameter, 1372mm diameter and 1324mm diameter public combined sewers i.e. protected strip widths of 13 metres per sewer; and
- b) 5 metres either side of the centre line of the 900x600mm ovoid public combined sewer public sewer i.e. a protected strip width of 10 metres ; and
- c) 4 metres either side of the centre line of the of the 600mm diameter public combined sewer i.e. a protected strip width of 8 metres; and
- d) 3 metres either side of the centre line of the of the 375mm diameter and 300mm diameter public combined sewers i.e. protected strip widths of 6 metres per sewer; and
- e) within 10 meters of any manhole laid along the length of the 5100mm and 2134 public combined sewers that cross the site.

If the required stand-off distances are to be achieved via diversion or closure of the sewer, 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. Furthermore, any building over the lines of the 5100mm diameter and 2134mm public combined sewers shall only commence once full details of the methodology for constructing the foundations of any structure located over or close to the aforementioned sewers have been submitted to and approved by the Local Planning Authority and the required protection measures have been implemented.

Reason: In the interest of public health and in order to allow sufficient access for maintenance and repair work at all times to the public sewerage.

50. No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall, other than the existing local public sewerage, for surface water have been completed in accordance with details submitted to and approved by the Local Planning Authority.

Reason: To ensure that the site is properly drained and in order to prevent overloading, surface water is not discharged to the foul sewer network.

51. As part of any reserved matters application seeking permission for access a detailed highway layout plan/plans for that specific phase shall have been submitted to and approved in writing by the Local Planning Authority. The drawing shall give details of:-

1. All areas of public highway to be closed.
2. Any new areas of public highway to be created.
3. Vehicle servicing proposals.
4. Construction access points

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

Reason: In order to ensure that adequate access and egress arrangements are provided in the interests of traffic safety.

52. There shall be no development within the safeguarding zone for the potential innovation corridor road link on Plot 3 as identified on plan reference 43616/5505/009 within 3 years of this permission unless the Council have provided formal notification that they are not to take forward a scheme for the construction of an innovation corridor road link affecting the road alignment shown on the above plan.

Reason: In the interests of protecting the line of a future road improvement which is necessary to support The Sheffield City Region Global Innovation Corridor which is central to delivering transformational economic growth within the City Region and delivering an integrated transport strategy.

53. No more than 1000m² (GIA) of retail floorspace shall be used for comparison goods retail purposes and no more than 1500m² (GIA) shall be used for convenience goods retail purposes and any retail unit used for comparison goods retail purposes shall not exceed 500m² (GIA) and any retail unit used for convenience goods retail purposes shall not exceed 1000m².

Reason: In the interests of minimising the impact on existing town centres in accordance with the para 86 of the NPPF.

54. The retail floorspace shall not be used for the sale or display of any of the following goods save where ancillary to the main range of goods sold:
- Clothing including children's clothing and sportswear
 - Footwear
 - Jewellery
 - Toys.

Reason: In the interests of ensuring that retail space is used for retail purposes for which a site specific need has been established and in order to support established shopping centres in accordance with the sequential approach.

55. No more than 1500m² of floorspace for the purposes of uses within classes A1-A5 and D2 shall be occupied unless construction is commenced on no less than 25,000m² of floorspace for the purposes within classes B1, B2, B8 floorspace and no more than 2500m² of floorspace for the purposes of uses within classes A1-A5 and D2 shall be occupied unless construction is commenced on no less than 40,000² of floorspace for the purposes of uses within classes B1, B2, B8 floorspace.

Reason: In order to ensure the development of the site is consistent with the sequential test and the NPPF as site specific need has been identified for the main town centre uses to serve the employment uses on site.

56. Following the construction of the first 2500m² of B1(a) business floor space hereby approved, no further class B1(a) business floor space shall be constructed until an equivalent amount of class B1(b), (c), B2 or B8 floor space has been constructed.

Reason: To ensure that the site is developed with a balance of office and manufacturing/warehousing uses in accordance with Core Strategy policy CS5.

57. The maximum gross floorspace size for any of the class B1(a) Business units on the site shall be 2500m².

Reason: In order to ensure the site is not developed with the larger scale City Centre type offices in the interests of the regeneration of the city centre and in accordance with NPPF in terms of directing main town centre uses to existing centres.

58. The number of disabled parking spaces for the following permitted uses shall meet the following minimum standards:

- a) Retail/recreation/leisure: minimum of 3 accessible spaces or 6% of the overall capacity for accessible spaces whichever is greater; and a minimum of 4% of the overall capacity for enlarged standard spaces
- b) Hotels: minimum of 3 accessible spaces, or 1 accessible space for each accessible bedroom, or 6% of the overall capacity for accessible spaces whichever is greater; and a minimum of 4% of the overall capacity for enlarged standard spaces
- c) Workplaces: minimum of 1 accessible space for each employee who is a disabled motorist plus 2 accessible spaces, or 5% of the overall capacity, whichever is greater; and a minimum of 5% of the overall capacity for enlarged standard spaces.
- d) Staff car parks at other use categories: minimum of 1 accessible space for each employee who is a disabled motorist.

Disabled parking shall be provided as near to the building entrance which it is intended to serve as is feasible.

Reason: In the interests facilitating inclusive access to the site.

59. The number of cycle parking spaces for the following permitted uses shall meet the following minimum standards:

- a) Food and retail warehouses: 1 space per 1,000m² short stay; and 1 space per 40 staff long stay;
- b) Small shops - 1 space short stay; and 1 space 1 long stay;

- c) Other D2 uses (not cinemas/bingo hall) - operational only;
- d) B1 including officers - 1 space per 1,000m² short stay; 2 space per 350m² long stay; and
- e) B2 general industry / B8 warehouse - 1 space per 5,000m² short stay; 1 space per 40 staff long stay.

Long stay spaces shall be covered.

Reason: In the interests of encouraging sustainable access to the site and mitigating the air quality impact of the development.

60. Prior to each phase of the development being brought into use any redundant accesses serving that phase shall have been permanently closed and reinstated to footpath, and the means of vehicular access shall be restricted solely to those access points indicated on the approved plans.

Reason: In the interests of traffic safety and the amenities of the locality

61. The highway improvements defined in Part 1 below shall be implemented before any unit in the first phase of development is occupied. The highway improvements defined in Part 2 below shall be implemented before any unit on Plots 1 and 2 are occupied.

Highway Improvements

- 1. Improved pedestrian and cycling facilities at the Meadowhall Road/Jenkin Road junction with enhanced crossing facilities, signage and markings as shown on drawing 43616/5505/006.
- 2. Weedon Street Ped/Cycle Crossing - as shown on PBA drawing 33909-5520-001, submitted to LPA on 4th November 2016 as part of application 16/04169/FUL.

Reason: To ensure that sustainable travel is encouraged to the site in accordance with Core Strategy Policy CS53 and the NPPF

62. Any buildings for B1(a) use of 500m² or above shall be constructed to achieve a minimum rating of BREEAM 'excellent' and any other buildings of 500m² or above (excluding the multi storey car parks) shall be constructed to achieve a minimum rating of BREEAM 'very good' and before the relevant building is occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that BREEAM 'very good'/'excellent' has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of mitigating the effects of climate change in accordance with Sheffield Development Framework Core Strategy Policy CS64.

Attention is Drawn to the Following Directives:

1. The Environment Agency has provided the following advice.

A flood risk activity permit may be required, under the Environmental Permitting Regulations 2016 from the Environment Agency for any proposed works or structures in, under, over or within eight metres of a 'main river' (i.e. the River Don and Car

Brook). A permit is separate to and in addition to any planning permission granted. Further details and guidance are available on the GOV.UK website: <https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>.

The developer should address risks to controlled waters from contamination at the site, following the requirements of the National Planning Policy Framework and the Environment Agency Guiding Principles for Land Contamination.

The CLAIRE Definition of Waste: Development Industry Code of Practice (version 2) provides operators with a framework for determining whether or not excavated material arising from site during remediation and/or land development works are waste or have ceased to be waste. Under the Code of Practice:

excavated materials that are recovered via a treatment operation can be re-used onsite providing they are treated to a standard such that - they fit for purpose and unlikely to cause pollution

- treated materials can be transferred between sites as part of a hub and cluster project
- some naturally occurring clean material can be transferred directly between sites.

Developers should ensure that all contaminated materials are adequately characterised both chemically and physically, and that the permitting status of any proposed on site operations are clear. If in doubt, the Environment Agency should be contacted for advice at an early stage to avoid any delays. The Environment Agency recommends that developers should refer to:

- Position statement on the Definition of Waste: Development Industry Code of Practice and;
- Website at www.environment-agency.gov.uk for further guidance.

Contaminated soil that is, or must be disposed of, is waste. Therefore, its handling, transport, treatment and disposal is subject to waste management legislation, which includes:

- Duty of Care Regulations 1991
- Hazardous Waste (England and Wales) Regulations 2005
- Environmental Permitting (England and Wales) Regulations 2010
- The Waste (England and Wales) Regulations 2011

Developers should ensure that all contaminated materials are adequately characterised both chemically and physically in line with British Standard BS EN 14899:2005 'Characterization of Waste - Sampling of Waste Materials - Framework for the Preparation and Application of a Sampling Plan' and that the permitting status of any proposed treatment or disposal activity is clear. If in doubt, the Environment Agency should be contacted for advice at an early stage to avoid any delays.

If the total quantity of waste material to be produced at or taken off site is hazardous waste and is 500kg or greater in any 12 month period the developer will need to register with us as a hazardous waste producer. Refer to our website at www.environmentagency.gov.uk for more information.

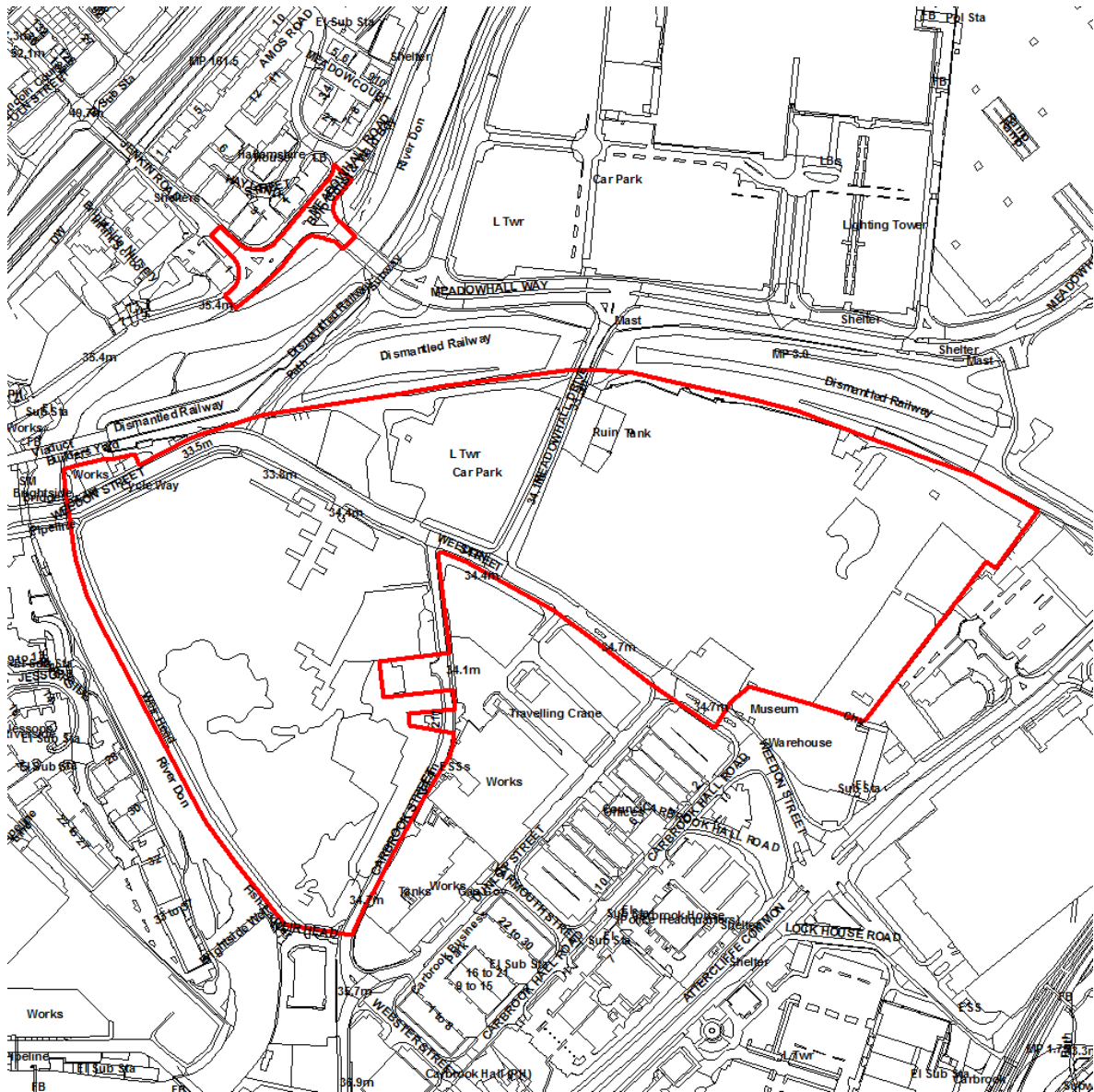
2. For the avoidance of doubt the Council is of the view B1a offices which are ancillary to the primary B1b, Bc, B2 and B8 use are not covered by the limits on office floor space referred to in condition 5.
3. Birds may be nesting in trees and shrubs proposed for removal. It is an offence under the Wildlife and Countryside Act 1981 (as amended) to disturb nesting birds, and

vegetation removal should be timed therefore to avoid the nesting season (March to August inclusive).

Where development commences more than two years from the date of the original protected species surveys, additional/updating surveys should be carried out to ensure that approved mitigation and construction methods are appropriate for the current situation.

4. The applicant is advised prior to the demolition of Building 2 a European Protected Species Licence (EPSL) will need submitting which will need to include a mitigation method statement.
5. 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.
6. The applicant is advised that Yorkshire Water consider the details to be submitted to protect the aquatic and public sewer network (condition 40) should include surface water run-off from hardstanding (equal to or greater than 800 square metres) and/or communal car parking area(s) of more than 49 spaces passing through an oil, petrol and grit interceptor/separator of adequate design prior to any discharge to an existing or prospectively adoptable sewer. Surface water run-off from the areas used for the delivery of fuel, areas used for and immediately adjacent to vehicle washing facilities and/or other similar areas where detergent is likely to be used shall not discharge to any public surface water sewer network. Surface water from such areas must pass through an oil, petrol and grit interceptor/separator, before discharge to the public foul or combined sewer network.
7. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

Site Location



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INTRODUCTION

The Site, including an additional area of land to the east comprising of the disused railway embankment and part of the vacant land on the same plot as the Next Home and Garden store, is subject to an extant outline planning permission (LPA Ref: 08/02594/OUT). This is for an employment and residential led scheme, granted by the Council in May 2009. It allows for between 800 to 1,300 residential units (97,950m²), up to 120,000m² office space, hotel (10,000m²), retail space (2,499m²), commercial, community and leisure uses (6,600m²), and associated amenity and parking facilities (2,818 spaces). In total, a maximum floorspace of development over the site consisting of 210,140m² was approved.

In November 2016, a full planning application was submitted to the council for the expansion of the shopping centre at Meadowhall (LPA ref: 16/04169/FUL), referred to as The Leisure Hall ("TLH"). As part of this consent, a Unilateral Undertaking entered into by the Applicant restricted the scale of development in the earlier permission 08/02594/OUT to a maximum of 60,000m² office use, 800 residential units, and 2,000m² of retail floorspace.

The applicant has not commenced the 2009 permission above and would not be able to do so until the pre-commencement conditions have been discharged. The permission allowed for commencement within 10 years (rather than the usual 3 years) and consequently if a start is not made by May 2019 it will expire.

The application was aimed at accommodating the relocation of HSBC offices from the city centre and creating a new residential community. Due to changing circumstances over the intervening time period the content and intensity of the development proposals has been altered and the applicant has acknowledged that the market has changed significantly on that time. The residential element has been removed in its entirety and the employment uses are more mixed including B1 non office uses, B2 general industry and B8 warehousing. The extant permission expires in less than 2 months and whilst a live permission is a material consideration, officers consider it should be given little weight as it is unlikely to be implemented given the changed market, the lack of progress in bringing it forward and the limited time left to run.

LOCATION AND PROPOSAL

The application site is located in the Lower Don Valley to the south west of the Meadowhall Shopping Centre. The area of the site is approximately 17 hectares and it is bounded by a redundant railway embankment to the north, car showrooms and the listed former Tinsley Tram Depot to the east, industrial and office development and the River Don to the south and west.

The site is dissected by Weedon Street, Meadowhall Drive and Carbrook Street. It is previously developed land which is largely vacant and cleared. Parts of the site have been used for overspill and staff car parking for the Meadowhall Centre at peak periods in the past. It is reasonably level and has a 350m long frontage to the River Don.

The application is in outline with all matters reserved. However the scale and nature of the development is controlled by a series of parameter plans. The site is divided into 3 plots which are largely defined by the existing road network. Plot 1 is defined by the river Don, Weedon Street and Carbrook Street; Plots 2 and 3 are defined by Weedon Street and the disused railway embankment with Meadowhall Drive separating the plots. The parameter plans specify the maximum extent of the building footprint; the maximum quantum of floorspace for each use; the maximum building heights for each plot and the zones within which access will be obtained.

The application proposes a maximum of 100,000m² of B1, B2 and B8 use, of which a maximum of 40,000m² could be B1(a) offices; a maximum of 2,495m² which could be used for A1 shops, A3 restaurant and cafés, A4 drinking establishments and A5 hot food takeaways; a maximum of a 7,500m² for a hotel; a maximum of 9,130m² of car showroom and a maximum of 2,000m² D2 leisure use.

The supporting submissions include an illustrative masterplan which shows one way that the site could be developed and outlines some design objectives. The application also includes an Environmental Statement which assesses the main environmental impacts. These are: the socio-economic effects; construction and demolition impacts; human health; traffic and transport; air quality; cultural heritage; biodiversity and ground conditions. Other supporting submissions include a flood risk assessment, sustainable energy statement, an arboricultural report and noise assessment.

A statement of community involvement has also been submitted in support of the application.

The applicant has estimated that the development is expected to create an approximate monthly average of 170 full time equivalent jobs over the duration of the projected ten year construction period. The supporting submission predicts that the completed development may support between 3,090 - 4,810 new permanent jobs.

SUMMARY OF REPRESENTATIONS

The applicant has submitted a statement of community involvement which says that pre-application consultation was undertaken between 31.8.18 and 21.9.18. This consisted of the following:

- Consultation post card sent to 2242 properties
- Press release
- Consultation drop in session
- Meetings held with local and elected representatives and economic groups
- Project web site was set up
- Project email address was set up
- Freephone information line was set up

Ten people attended the consultation event. A total of 11 responses to the pre-application process were received. Feedback received has been considered by the project team. The comments received are summarised as follows:

- Decreasing the overflow parking will reduce the spaces for shoppers
- Can the river be widened?
- The current ecology value of the site should be recognised retained and enhanced
- There is a shortage of office accommodation with sufficient car parking and this should be included in the scheme
- The development should provide amenity facilities
- The Old Brightside Train station should be considered for transport
- The scheme should link with the local community by establishing a riverside right of way
- Will the development use local companies and expertise?
- How will the land be remediated and engineered?

Seven individuals responded to the questionnaire all of whom supported the development.

The applicant explains that the consultation responses were taken into account in developing the scheme.

Rotherham MBC has no objections to the proposals on the basis that the leisure use would not include a cinema and taking into account the conditions restricting the retail use and assuming that Sheffield has accepted that the retail use will serve a local need.

Planning consultants have responded on behalf of Aberdeen Standard Investments who are re-developing The Moor. They welcome the industrial elements of the scheme but have concerns about the scale of the non-employment uses, particularly given the scale of similar uses permitted in The Leisure Hall scheme. They consider the proposal needs to be judged in the light of the Council's objectives for regenerating the City Centre and that the potential regeneration opportunities in the City Centre must not be undermined by out of centre development.

They consider the quantum of office and support services raises concerns but could be controlled satisfactorily by conditions. They consider the extant consent should be given limited weight given the changed market. Given that the majority of the floor space could be non-industrial or warehousing uses they consider that more evidence is required to show how it will comply with Core Strategy Policies (CS7 and CS15) which identify the areas around Meadowhall for non-retail development and the Lower Don Valley as locations for manufacturing, warehousing and other non-business uses. The Council is pursuing a greater focus on a mix of uses in the city centre including hotels. They say further evidence is needed to justify the hotel which is a main town centre use. They question whether there is any realistic prospect of the existing RDD (River Don Development) being implemented.

They question whether the development will support the Advanced Manufacturing and Innovation District given its peripheral location. They consider further detail is needed on the implications of major office development for the city Centre office

opportunities. They question whether there is a clear justification for the scale of supportive uses proposed and that consideration should be given to a cap on these uses.

The representations received are considered in the following assessment of the proposals.

PLANNING ASSESSMENT

Policy

The application site lies within a Fringe Industry and Business Area as defined on the Unitary Development Plan (UDP) Proposals Map. Policy IB6 says that business B1, general industry B2 and warehousing B8 are the preferred uses in such areas. Small shops (class A1) less than 280sqm sales area, offices used by the public A2, food and drink outlets A3, hotels C1 and leisure and recreation facilities D2 are acceptable uses. Other shops which are not at the edge of a shopping centre are unacceptable. Other uses such as car showrooms will be considered on their individual merits.

UDP policy IB9 says that development must not lead to a concentration of uses which would prejudice the dominance of industry and business in the area or cause the loss of important industrial sites.

Policy IB10 says that in industry and business areas visitor accommodation will be permitted only where the development is located where the environment is satisfactory and relates to other leisure and tourism facilities and complies with Policy IB9.

Policy L2 says that new leisure uses will be promoted where they would be in areas with few facilities and areas of known poverty and would be small scale local facilities and would be easily accessible by public transport. For leisure developments that attract a lot of people the development must not undermine the evening economy in the city centre.

Core Strategy Policy CS2 seeks to promote business and industrial development on brownfield land and in locations where it will be accessible by public transport.

Policy CS3 seeks to promote office development in various locations including the City Centre where office development will be the key to attracting new businesses and supporting the spatial strategy. Offices are promoted around Meadowhall provided that development in the City Centre and its edge provides at least 65% of total office development in the city. The policy recognises that Meadowhall is appropriate for offices as it is well served by public transport.

Policy CS5 seeks to promote the Lower Don Valley for manufacturing, warehousing and non-office business uses.

Policy CS7 says that around the Meadowhall Centre the predominant land uses will be for employment, including office development and non-business development.

Large scale leisure uses which cannot be located in the City Centre or at its edge may be located close to the interchange. All new development around Meadowhall Centre should be integrated with the existing development.

The National Planning Policy Framework (NPPF) says that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

In terms of main town centres uses it says that planning decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

Local planning authorities should apply a sequential test to planning applications for main town centres uses which are neither in an existing centre nor in accordance with an up-to-date development plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre.

Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored. Main town centre uses are retail and leisure uses, restaurants, bars and pubs, health and fitness centres, offices and hotels.

When assessing applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500m² of gross floorspace).

In this case the retail floor space proposed is up to 2495m² and the leisure floor space is 2000m². It is arguable as to whether an impact assessment is required as the individual uses are less than 2500m² but together the retail and leisure uses exceed the threshold. The applicant has submitted an impact assessment in support of the application.

The applicant says the retail and leisure uses are important to the scheme in terms of land value, place making and providing services for the new employment elements of the scheme.

Business Policy Issues

The business uses are supported by Unitary Development Plan Policy IB6 and as they are likely to occupy over 50% of the site area the scheme will not prejudice the dominance of industry and business in the area or cause the loss of important industrial sites. The business and industrial uses are consistent with Core Strategy Policy CS2 which seeks to promote business development on brownfield land and

on sites accessible by public transport. In addition the business and industrial uses are supported by Core Strategy Policies CS5 and CS7 which promote the area around Meadowhall and the Lower Don Valley for employment, office, manufacturing, warehousing and non-office business uses.

However the support for B1(a) office uses is dependent on 65% of office development taking place in the City Centre as set out in Core Strategy Policy CS3. In addition, at Meadowhall, office developments should not be large scale. Under Policy CS3 if it cannot be demonstrated that there is 65% of the available capacity within 5 years for office development within the City Centre or at the edge of the City Centre, then office development outside of these areas should be either refused or allowed with phasing conditions. The current balance is 72.8% of new office development proposed being in or at the edge of City Centre. A development of 40,000m² of offices on the site as proposed would reduce the proportion of new office development proposed in or at the edge of City Centre to 58.8%, which is clearly contrary to Policy CS3. Reducing the amount of office floorspace on the site to 20,000m² would reduce the proportion of new office development proposed in or at the edge of City Centre to 65.1%, which is marginally acceptable under Policy CS3. Therefore in accordance with Policy CS3 a condition is proposed which controls the phasing of the offices such that no more than 20,000m² can be constructed unless the 65% in-centre and 35% out-of-centre balance will be maintained. This will ensure that the office element is policy compliant.

The business and office uses are therefore compliant with policy and will help to deliver a significant number of new jobs and economic growth. The application site is seen as a site which can make a significant contribution towards providing space for advanced manufacturing uses and therefore will support the city's economy and economic regeneration. It is close to the existing clusters of these types of businesses on the former airport site and Advanced Manufacturing Park and there is an objective of providing better connections between the application site and these sites with a new innovation corridor link road. A condition is proposed which will ensure the size of the individual office buildings is limited to 2500m² so that they are less likely to attract city centre type offices. In addition a condition limits pure B1(a) office development to 2500m² unless further B1(a) office development is balanced by an equivalent amount of B1(b), (c), B2 or B8 floorspace. With these controls in place it is considered that the office development is in accordance with an up to date development plan (Policy CS3) and therefore passes the sequential test.

Car showrooms need to be considered on their merits and whilst this use is not supported by policy there is no reason to resist it given that it will occupy a relatively small proportion of this large site; there is a cluster of similar uses in the vicinity and the applicants require this use for viability reasons.

Retail, Leisure, Hotel and Food and Drink Policy Issues

Whilst Unitary Development Plan Policy IB6 allows for small shops, food and drink, leisure and hotel use in Fringe Industry and Business Areas these are all main town centre uses as defined in the National Planning Policy Framework. They therefore need to pass the sequential test as the site is not within a town centre and is not identified for these uses in an up to date development plan. The Planning Practice

Guidance recognises that certain main town centre uses have particular market and locational requirements which means that they may only be accommodated in the specific location.

The applicant has agreed to limit the leisure uses to exclude a cinema and bowling alley in order to minimise the impact on existing in-centre facilities. In this case the site has a satisfactory environment for a hotel and is close to leisure facilities and well served by public transport. It is accepted that the hotel and leisure (most likely a gym) uses pass the sequential test as there are specific market and locational requirements which mean they will serve the employment uses on site and in the wider industrial area and the hotel will also serve the leisure and sporting facilities in the lower Don Valley. The applicant considers that these uses are an integral part of a major modern business park development.

With respect to the leisure impact the applicant argues that this will not have an adverse impact because:

- The leisure offer in nearby centres is limited – 10 pin bowling at Firth Park has now closed and although it is expected that Forge Island in Rotherham will include an alley it is a use which is specifically excluded from the proposal.
- The leisure element is significantly less than The Leisure Hall development which the Council considered would not have a significant adverse impact.
- The Leisure element is significantly less than the 6,600m² of leisure permitted under the extant scheme.
- The Leisure floorspace will serve on site demand.

Given the above your officers concur that the leisure development is unlikely to have a significant impact.

With respect to food and drink uses (A3-A5) the applicant has assessed the impact on the basis of all the 2495m² of retail floorspace being occupied by these uses which is an unlikely scenario. Based on Sheffield's Joint Retail and Leisure Study most of the trade is expected to be drawn from Meadowhall and the City Centre (c. 40% and c 30% respectively which results in an impact of just 0.5% on the City Centre).

| Effects of the Proposed F & B offer (2021) Centre | Impact |
|--|--------|
| Crystal Peaks District Centre | -3.5% |
| Spital Hill District Centre | -2.8% |
| Hillsborough District Centre | -0.7% |
| Ecclesall Road District Centre | -0.6% |
| Sheffield City Centre | -0.5% |
| Rotherham Town Centre | -0.1% |
| Chapelton District Centre | -0.1% |

The applicant argues that the impact is significantly over stated because it is not likely that all the floorspace will be occupied by food and beverage uses; the impact

will be offset by trade growth in each centre; and it does not take account of the expenditure generated by new employment on site.

With a potential large employment population there will clearly be a site specific need for cafes and restaurants. In your officers view it seems unlikely that the proposal will be a food and drink destination in its own right and draw significantly from surrounding centres. It is considered most likely to impact on food and drink facilities within Meadowhall and existing retail and leisure parks which are not protected by planning policy. It is therefore considered that the impact on surrounding centres will not be significant.

The applicant argues that there is a site specific location requirement for the retail facilities on the application site. This is to serve the employment uses on the site and for place making reasons. Whilst it is accepted in principle that there is likely to be a site specific need for some retail floor space the key question is whether the level and type of retail floor space proposed is consistent with this local need.

The applicant has justified the level of retail floorspace by referring to a Visa Europe report on UK Working Day Spend (2014), which calculated that, on average, the amount people who travel to work spend daily on small and regular purchases. It adds up to £10.59 (2014 prices) per day per person (£10.65 at 2015 price base). Over the course of a year, taking account of weekends and holidays, the total spend capacity per person is £2,343. This consumer spend accounts for small purchases of food and non-food goods, including, but not exclusively, breakfasts, lunch and snacks, and stocking up on "basket" spend retail goods that may be purchased at the end of the working day, including, for example, food goods for consumption at home. Assuming, therefore that there will be circa 5,618 employees (FTE and PTE) on the site, this would create a total local spend capacity of £13.2 million.

The applicant has agreed to conditions which will limit the comparison goods retail floorspace to no more than 1,000m² with a single unit no larger than 500m² and for sales of clothing and sportswear, footwear, jewellery and toys to be precluded. They have also accepted that convenience goods floorspace will be limited to 1500m² with any unit not exceeding 1000m². These controls are similar to those agreed for the retail uses in the extant consent for this site, 08/02594/OUT.

The applicant's submission says that 1000m² of comparison goods floorspace is likely to have a turnover of approximately £4 million and 1500m² of convenience floorspace is likely to have a turnover of approximately £10.2 million. With this scenario the total turnover of the retail space would be approximately £14.2 million which is reasonably in line with the total spend capacity of £13.2 million as estimated above. However it should be noted that this is based on the high end of the estimates of number of employees; that not all the daily employee spend will be on site; and some is likely to be in food and drink establishments rather than A1 shops. The conditions should ensure the retail floorspace being used for comparison goods sales is likely to serve a local need rather than competing with the City Centre. The limits on convenience goods sales will allow for a small supermarket and other shops such as a newsagent but should preclude a larger discount operator which could have a significant impact on the vitality and viability of Darnall District centre and

would not particularly serve the on-site need for small purchases of food and non-food goods.

With these restrictions on the retail floorspace in place it is considered that the development will serve the site specific local need generated by the employment uses to be developed on site and therefore it can be accepted that the development passes the sequential test. In addition it should not have a significant adverse impact on existing shopping centres. Therefore the proposal is not contrary to the guidance in the National Planning Policy Framework on main town centre uses.

Highways and Access Issues

Policy

The NPPF advises that development should only be refused on highway grounds where the residual cumulative impacts on the road network would be severe. It states that significant development should be focused in locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of modes of transport.

It also states that development should give first priority to pedestrian and cycle movements and second priority to facilitating public transport access; should address the needs of people with disabilities; minimise conflicts between pedestrians, cyclists and vehicles and avoid unnecessary street clutter; allow for efficient delivery of goods; and be designed to enable charging of plug-in and other ultra-low emission vehicles. All developments that generate significant amounts of movement should be supported by a travel plan.

The Core Strategy Policy CS51 sets out the Council's transport priorities which include promoting alternatives to the car, containing congestion levels and improving air quality and road safety. Policy CS53 is concerned with the management of travel demand by promoting public transport walking and cycling; implementing travel plans for new developments; and creating controlled parking zones to manage traffic levels in constrained locations including the eastern end of the Lower Don Valley.

The application is in outline and access is a reserved matter. However the parameter plans identify zones within which each plot will take access from the existing highway network. Within the individual plots there will be a new network of roads to serve the individual development sites and a number of multi-storey car parks. There will also be servicing areas and some on-site parking to serve the individual buildings. At this stage the internal road layout, parking and servicing arrangements and pedestrian and cycle arrangements within the plots are not known. These details will be the subject of separate reserved matters applications. The proposed access zones are considered to be appropriate for accessing the individual plots. Therefore the key issue to be considered is whether the highway network, public transport facilities and pedestrian and cycle

network around the site is adequate to serve the amount of the development proposed.

General

Access is a reserved matter although the parameters plans identify zones within which each plot will be accessed. The principle issue to be considered at this stage is whether the highway network can adequately accommodate the traffic generated by the development and whether the public transport, pedestrian and cycle facilities around the site are adequate to serve the development.

The arrangements for accessing individual plots, the car parking layout and pedestrian and cycle arrangements will be the subject of separate reserved matters applications. The zones for accessing individual plots as identified on the parameters plans are considered to be satisfactory and safe access can be achieved in these locations subject to detailed design.

Trip Generation

The traffic generation is based on the parameters plans and the mix of uses that would generate the most trips on the network in the peak hours, 08:00 - 09:00 and 17:00 - 18:00. The trip generation rates and distribution on the network have been agreed with highways colleagues and Highways England. The mode share calculations assume 46% are car driver trips, and the remainder to be trips made up by public transport, walking, cycling trips or any other modes. The proposed development is likely to generate a total of 1,569 person trips including 722 driving trips in the morning peak hour and 1,449 person trips including 666 driving trips in the evening peak hour.

The previously consented scheme as capped by a legal agreement attached to TLH consent was predicted to generate a total of approximately 1,032 vehicular trips in the morning peak hour and approximately 981 in the evening peak hour which is greater than the current proposal.

Assessment of Impact

In order to assess the impact of the development on the surrounding highway it is necessary to understand the likely level of traffic which the proposal will generate. As the application is outline and flexible in nature and given the existing highway conditions it is vital that the vehicular traffic generation estimates are robust. To this end the trip rates used are based solely on B1/B2 land uses which are considered to represent a worst case.

In order to carry out an assessment of the impact of the proposal on all modes of transport, traffic generation estimates have been calculated for all modes of transport and are indicated in the table below:

| | AM peak (0800 – 0900) | | PM peak (1700 – 1800) | |
|--|-----------------------|------------|-----------------------|------------|
| | Arrivals | Departures | Arrivals | Departures |

| | | | | |
|-----------------|-----|----|----|-----|
| Light Rail | 184 | 20 | 20 | 168 |
| Train | 113 | 12 | 12 | 103 |
| Bus | 198 | 21 | 22 | 181 |
| Taxi | 5 | 1 | 1 | 5 |
| Mcycle | 11 | 1 | 1 | 10 |
| Car (driving) | 652 | 70 | 71 | 595 |
| Car (passenger) | 142 | 15 | 16 | 129 |
| Bicycle | 43 | 5 | 5 | 39 |
| On foot | 71 | 8 | 8 | 65 |
| Other | 5 | 1 | 1 | 4 |

The vehicular traffic has been distributed to the highway network using data from the 2011 Census.

In order to understand the impact of the additional vehicular traffic on the operation of the highway network modelling has been undertaken. To determine the impact on the network as a whole, the Sheffield Area Aimsun Model has been used. To determine the impact on individual junctions Linsig models have been used.

The time periods modelled are the morning and evening peak (0800 – 0900 and 1700 – 1800) for the base year (2017) and 2028. For the 2028 models two scenarios have been investigated; (i) “Do Minimum” – this includes traffic growth and agreed committed development but not the traffic generated by the proposed development and; (ii) “Do Something” which includes traffic growth, committed development and the traffic generated by the development.

AIMSUN Model:

Various network statistics have been extracted from the model and are described below:

Travel time (secs/km) - the mean travel time for vehicles to travel through the network

Delay time (secs/km) - the mean delay incurred by vehicles travelling through the network

Flow (veh/hr) - the mean number of vehicles that pass through the network

Speed (km/hr) - the mean speed of vehicles

Stop time (secs/hr) - the mean amount of time that vehicles are stationary

Density (veh/km) - the mean number of vehicles per km of road space

Mean queue (veh) - the mean number of vehicles queueing.

The table below gives the above statistics for the 2028 Do Minimum and Do Something scenarios. By comparing the statistics for each scenario it is possible to see how the operation of the network will be affected by the development.

| | AM peak (0800 – 0900) | | PM peak (1700 – 1800) | |
|-------------|-----------------------|--------------|-----------------------|--------------|
| | Do Minimum | Do Something | Do Minimum | Do Something |
| Travel Time | 152 | 154 | 171 | 177 |
| Delay | 98 | 100 | 115 | 122 |
| Flow | 38240 | 38220 | 42169 | 42585 |
| Speed | 38 | 38 | 37 | 36 |
| Stop Time | 79 | 81 | 97 | 103 |
| Density | 22 | 23 | 27 | 27 |
| Mean Queue | 3496 | 3624 | 4723 | 4824 |

As would be anticipated the introduction of the development traffic does result in a slight deterioration in the operation of the network. It is however considered that the changes would not represent a severe impact on the operation and safety of the network as a whole.

Linsig Modelling

The following junctions have been individually modelled:

Meadowhall Way / Jenkin Road

The results show that the junction currently operates within capacity with the maximum degree of saturation being approximately 83% (Meadowhall Road). In 2028 the junction still operates within capacity in all scenarios for the AM peak period. During the PM peak the results show that the junction is operating close to capacity with a maximum degree of saturation of 90.3% under the Do Minimum scenario rising to 96.4% (Meadowhall Way) under the Do Something scenario (existing junction layout).

As part of the walking and cycling strategy for the development it is proposed to make alterations to the junction which will provide improved facilities for pedestrians. This proposal has also been modelled; the results of which show that, as previously, during the AM peak the junction operates within capacity and in the PM peak the maximum degree of saturation on Meadowhall Way improves to 90.4%. It is therefore considered that the enhanced junction operates equally as well with the development traffic added as is the case without the development. It should also be noted that the improved pedestrian facilities are considered to be a significant benefit.

Meadowhall Road / Weedon Street / Brightside Lane

In the base year the junction has a practical reserve capacity (prc) across all lanes of 28.4% in the AM peak and 50% in the PM peak. In 2028 under the Do Minimum conditions there is a prc of 37% in the AM peak and 27.2% in the PM peak. With the development traffic added there is a prc of 31.2% in the AM peak and 28.4% in the PM peak.

The above results indicate that the junction will operate within capacity under all scenarios and whilst there is some reduction in the prc with the development traffic included it is of very minimal impact.

Sheffield Road / Weedon Street / Lock House Road

In the base year the junction has a practical reserve capacity (prc) across all lanes of 8.6% in the AM peak and 12.5% in the PM peak. In 2028 under the Do Minimum conditions there is a prc of 6% in the AM peak and 24.3% in the PM peak. With the development traffic added there is a prc of 2.5% in the AM peak and 10.3% in the PM peak.

The results indicate that whilst the junction is operating close to capacity in the AM peak, the impact of the development traffic is only limited. During the PM peak the impact of the development traffic causes a greater reduction in the prc of the junction

Meadowhall Drive / Meadowhall Way

In 2018 PM peak the junction operates with a prc of 34.6% whilst under the Do Minimum scenario the prc is 23.1% and under the Do Something scenario 21.3%

Again, whilst there is some reduction in prc between the Do Minimum and Do Something scenarios, the impact is very minor.

In conclusion it is considered that the modelling does show that the development traffic will inevitably have some impact on the operation of the junctions but it is very limited in scale and most importantly the junctions will still be operating within capacity under all scenarios.

Based on the results of the wider network modelling and local junction modelling, it is concluded that the impact the development will have is marginal and would not be considered a severe impact.

Strategic Highway Network (M1 J34N and S)

Highways England have been fully engaged in the consideration of the impact of the development on the SRN. After significant discussion and additional modelling it has been agreed that it would be necessary for further modelling to be undertaken with the reserved matters applications to determine thresholds for the implementation of off-site mitigation.

This might involve some improvements being carried out to Junction 34S at a later stage of the development if The Leisure Hall (TLH) application does not go ahead. The potential improvement works to Junction 34S are already conditioned as part of TLH scheme and if this goes ahead first there will be no need for this development to undertake the works.

A condition has been agreed with Highways England to cover these potential improvements and with this in place the proposal will not have a significant adverse impact on congestion or traffic safety around Junction 34S.

Parking

The proposed parking is likely to be distributed across a number of surface car parks and multi-storey car parks (MSCPs). Parking provision, including disabled parking will be in accordance with the Council's parking guidelines. Conditions define the maximum number of parking spaces and the maximum parking ratios for each use.

Given the flexible nature of the application the car parking proposals have been determined as a maximum number of spaces that could be provided. This figure has been calculated based on the current available SCC parking guidelines. It has been determined that the maximum number of spaces that could be provided is 1686 spaces.

A Framework Car Parking Management Plan has been submitted as part of the development proposals. The document provides some overarching principles but will obviously require reviewing as each of the reserved matters applications is brought forward.

The car parking management plan does include the potential for the creation of a controlled parking zone. It is highly unlikely that such a zone would be implemented in the early phases of the development. It is considered that it is appropriate for monitoring to be under taken in order to determine when (or if) the requirement to implement the CPZ would come into force. This will be controlled by a legal agreement.

The application site has been used in the past for overspill parking. However, due to the introduction of Variable Message Signage; the creation of staff car parks on Alsing Road; and the Travel Plan measures, the shopping centre goes to overspill very infrequently. Given this it is concluded that the loss of the overspill car parking can be managed satisfactorily without having a significant impact on the highway network.

With conditions controlling parking standards, the submission of a parking management plan and CPZ and travel plan it is considered that parking should be adequate to serve the development, whilst encouraging sustainable travel and controlling commuter parking in surrounding streets if necessary.

Public Transport

The Meadowhall Passenger Transport Interchange (PTE) is located approximately 15 minutes' walk from the centre of the site. The Meadowhall PTI is served by Supertram, bus, bus rapid transit and national rail. The high frequency X1 and X78 bus services operate along Weedon Street and the A6109 Meadowhall Road respectively.

The tram stop at Carbrook is approximated a 9 minute walk and Meadowhall South Tinsley approximately a 15 minute walk.

The tram train service has been operational from late 2018 and tram/trains run on the national rail network from Rotherham Parkgate Retail Park via Rotherham Central Station, joining the Supertram network at Meadowhall South Tinsley before continuing to Sheffield city centre.

The City Centre and much of the east side of the city and Rotherham is accessible from the site within 30 minutes by public transport.

In conclusion, the site is highly accessible by public transport and no additional public transport improvements are considered to be necessary to serve this development

A travel plan framework has been submitted in support of the application which is intended to promote sustainable travel to the site. It is considered to be satisfactory but detailed travel plans will need to be submitted prior to the occupation of each phase of the development.

Walking and Cycling Facilities

The highways around the site have street lighting and provision for pedestrians. A segregated cycle route which forms part of the 5 Weirs Walk pedestrian cycle route runs along the riverside frontage of Plot 1 and along part of Weedon Street.

The walking and cycling strategy identifies where there are deficiencies in the walking and cycling network to serve the development. Facilities at the Meadowhall Way/Jenkin Road junction are inadequate as there are no pedestrian crossing facilities for the Jenkin Road arm of the junction. A revised junction layout has been submitted which addresses this issue and a condition requires this to be implemented before any unit in the first phase of development is occupied.

A new segregated cycle route is required to be provided by condition along the Weedon Street frontages of Plots 2 and 3 and will improve cycle access for the site along with improving connections to the IKEA and Meadowhall Retail Park site.

Other walking and cycling improvements include improved pedestrian/cycle crossing facilities of Weedon Street and providing street lighting to a section of the 5 Weirs Walk between Weedon Street and Meadowhall Way. Secure covered cycle parking, showers, changing rooms and lockers will be addressed as part of individual reserved matters applications and the detailed travel plan.

Long stay and short stay cycle parking spaces will be provided in compliance with the Council's guidelines, but enhanced in order to secure the modal split targets set out in the travel plan, this is also controlled by a condition.

With these improvements in place, and the walking and cycling measures to be promoted as part of the travel plan, the site is considered to be accessible for pedestrians and cyclists.

Innovation Corridor Link Road

An outline business case is being prepared for an innovation corridor link road to reduce congestion and improve connectivity between Sheffield and Rotherham in order to maximise the potential for growth of the Advanced Manufacturing Innovation District. If supported this will see a link road provided on the former railway embankment which forms the northern boundary of Plots 2 and 3, connecting to Weedon Street. In addition there will be a road connection between Weedon Street and Meadowhall Way across Plot 3. Whilst funding has not been secured for this link it is important that new development does not prejudice its potential delivery. The parameters plans submitted in support of this application have been designed to allow for the alignment of the link road and a condition has been agreed with the applicant which prevents development on that part of Plot 3 which is potentially needed for the road link for a period of 3 years by which time it will be clear whether the link road funding is approved.

Air Quality

The NPPF says that planning decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement. Planning decisions should ensure that any new development in Air Quality Management Areas and Clean Air Zones is consistent with the local air quality action plan.

Core Strategy Policy CS66 says that action to protect air quality will be taken in all areas of the city. Further action to improve air quality will be taken across the built-up area and particularly where residents in road corridors with high levels of traffic are directly exposed to levels of pollution above national targets. The commentary to the policy says that protection and improvement of air quality will be achieved particularly through decisions above planning applications for uses

that give rise to significant amounts of traffic, through the Air Quality Plan and through successive Local Transport Plans.

Sheffield declared an Air Quality Management Area in March 2010 across the whole of the urban area of the city for nitrogen dioxide gas and fine particulate matter dust.

Sheffield's Clean Air Strategy was approved by Cabinet in December 2017. The key actions are to consider whether a Clean Air Zone is required, improve the bus and taxi fleet, consider schemes to support people on lower incomes to change to lower emission vehicles, roll out anti idling zones in sensitive locations, support the eco stars scheme, support walking and cycling, commission a clean air champion scheme, ensure industry and businesses meet their obligations, build the ambition of clean air into our approaches to transport, economy, housing, planning and health and wellbeing.

The main pollutants of concern related to construction are dust and fine particulate matter (PM 10), and in terms of the development itself they are road traffic nitrogen dioxide (NO₂), and particulate matter PM10 and PM2.5.

The construction impacts of heavy duty vehicle (HDV) movements on the road network will be below the threshold of 100 movements per day inside an Air Quality Management Area (AQMA) for an assessment to be necessary according to Environmental Protection UK (EPUK) and Institute of Air Quality Management (IAQM) guidance.

In terms of construction dust, impacts are possible up to 350m from the boundary of the site or 50m from the route used by construction vehicles on the road, up to 500m from the site entrance. The construction dust assessment has therefore considered areas within these distances as the study area for the expected duration of the construction period.

In terms of road traffic impacts, relevant sensitive locations are places where members of the public might be expected to be regularly present over the averaging period of the objectives. For the annual mean and daily mean objectives that are the focus of this assessment, sensitive receptors will generally be residential properties, schools and nursing homes. In addition the proposed hotel is considered to be a receptor for the hourly mean NO₂ and 24 hour mean PM10 objectives.

In terms of the operational development, the area assessed for air quality takes into account guidance developed by Environmental Protection UK (EPUK) and the IAQM. Existing receptors have been included in the assessment where they are adjacent to roads with an increase in traffic above the IAQM/EPUK guidance criteria below:

- A change of light -duty vehicle (LDV) flows of more than 100 annual average daily traffic movements (AADT) within or adjacent to an AQMA, or flows of more than 500 AADT elsewhere.
- A change of HDV flows of more than 25 AADT within or adjacent to an AQMA, or flows of more than 100 AADT elsewhere.

Based on the above criteria, four existing properties have been identified as sensitive receptors for the assessment. As the area surrounding the development site contains predominantly commercial buildings, only one of these is residential, with another being a school and two being hotels. Although hotels are only considered relevant locations in terms of the daily and hourly mean objectives, these have been compared against the more stringent annual mean objectives due to the lack of more sensitive receptors. One receptor location within the Site has been chosen in order to assess the suitability of the site for the Development. The sensitive receptors are as follows.

- R1 Brightside School
- R2 Meadowhall Rd Travelodge
- R3 62 Meadowhall Rd
- R4 Sheffield Rd Premier Inn
- PR1 Proposed Hotel

The baseline year for the assessment is 2017 as this is the most recent full year for which monitoring data is available for most sites. The future assessment year for road traffic impacts is 2028 as this is both the earliest year of full occupation and the data for which traffic data is available.

Construction dust impacts have been assessed qualitatively by identifying the dust emission magnitude and the sensitivity of the area. Predictions of the road traffic impact have been undertaken by modelling. Traffic emissions were calculated using the Emission Factor Toolkit (EFT) v8.0, which utilises NOx emission factors taken from the European Environment Agency COPERT 5 emission tool. In order to take account of uncertainties related to future year vehicle emissions, an assessment has been carried out utilising 2024 emission factors and background concentrations combined with traffic data from 2028. This is conservative, as emissions from vehicles are likely to fall over time and using 2024 emission factors rather than 2028 emission factors makes an allowance for vehicle emission reductions not falling as quickly as expected.

The relevant objectives for nitrogen dioxide and small particulates are listed below.

| NO2 PM10 and PM2.5 Objectives | | |
|-------------------------------|-------------|--|
| Pollutant | Descriptor | Objective |
| Nitrogen Dioxide (NO2) | 1 hour mean | 200 ug/m3 not to be exceeded more than 18 times a year |
| | Annual | 40 ug/m3 |

| | | |
|-----------------------------|--------------|---|
| | mean | |
| Particulate Matter (PM 10) | 24-hour mean | 50 ug/m3 not to be exceeded more than 35 times a year |
| | Annual mean | 40ug/m3 |
| Particulate Matter (PM 2.5) | Annual Mean | 25 ug/m3 |

The magnitude of dust emissions during construction is considered by the applicant to be small for demolition, large for earthworks and construction and medium in terms of track-out. The study area is considered to be of high sensitivity due to the location of a car showroom to the east and the residential dwellings and school to the north-west.

Standard mitigation measures are recommended to be included within a Construction Environmental Management Plan. These include developing and implement a dust management plan to include a long list of measures such as erecting solid screens or barriers around dusty activities, ensuring vehicles entering and leaving the site are covered to prevent escape of materials. With these measures in place the applicant considers that the construction effects will not be significant.

The effects of the completed development on air quality are predicted as follows. The table shows the effect without and with the development.

| Predicted Annual Mean Concentrations of NO2 and PM2.5 at existing Receptors (ug/M3) without and with Development | | | | | | |
|--|--------------|-----------|--------------|-----------|--------------|-----------|
| Receptor | N02 | | PM10 | | PM 2.5 | |
| | 2028 Without | 2028 With | 2028 Without | 2028 With | 2028 Without | 2028 With |
| R1 | 26.2 | 26.4 | 16.0 | 16.1 | 10.1 | 10.2 |
| R2 | 25.2 | 25.9 | 14.7 | 15.1 | 9.5 | 9.6 |
| R3 | 24.8 | 25.4 | 16.1 | 16.6 | 10.2 | 10.3 |
| R4 | 30.3 | 30.9 | 16.2 | 16.8 | 10.3 | 10.3 |

The table below shows the predicted change in concentrations as a result of the development and the description of the impact when assessed against the IAQM/EPUK guidance.

| Change in Predicted Concentrations (ug/M3) brought about by the Development and Impact Descriptors | | | | | | |
|--|--------|------------|--------|------------|--------|------------|
| Receptor | N02 | | PM10 | | PM 2.5 | |
| | Change | Descriptor | Change | Descriptor | Change | Descriptor |
| R1 | 0.24 | Negligible | 0.07 | Negligible | 0.04 | Negligible |
| R2 | 0.78 | Negligible | 0.20 | Negligible | 0.11 | Negligible |

| | | | | | | |
|----|------|------------|------|------------|------|------------|
| R3 | 0.58 | Negligible | 0.19 | Negligible | 0.10 | Negligible |
| R4 | 0.55 | Negligible | 0.15 | Negligible | 0.08 | Negligible |

Predicted concentrations at the most sensitive on site receptor are 22.6 µg/m³ for NO₂, 14.1 µg/m³ for PM₁₀ and 9.0 µg/m³ for PM 2.5. The applicant concludes that all pollutants are well below the relevant objectives and air quality for future guests at the hotel will be acceptable.

The effects of development traffic on existing human health receptors are judged by the applicant to be not significant. They consider no additional mitigation is therefore required against the direct effects of the traffic.

However, to further reduce the impacts of traffic associated with the development the Travel Plan seeks to reduce the number of vehicle movements associated with the development and subsequent emissions by encouraging the use of sustainable transport methods. This includes encouraging, car sharing or public transport. A target reduction of peak- hour car driver movements from 61% of trips to 46% of trips is planned within the Travel Plan.

Mitigation measures to be employed include:

- The provision of electric vehicle charging points;
- The use of green infrastructure within the site to minimise pollutant exposure;
- Provision of cycle parking; and
- Priority parking for low emission vehicles

The Council's Air Quality Officer has considered the applicant's air quality submission and is satisfied that the assessment methodology is acceptable and complies with known but non statutory methods of assessment, such as the IAQM – EPUK Planning Guidance.

He is also satisfied with the assessed levels of predicted impacts and agrees with the proposed mitigation measures to help mitigate the likely predicted increases in air pollution. The Construction Environmental Management Plan and the rapid electric charging points are conditioned as part of the operational phase of the development, as recommended by the air quality officer.

Given the predicted impacts and mitigation measures, the Air Quality Officer has advised that the proposal will not prevent compliance with the relevant limit values or the objectives of the Air Quality Action Plan.

Although the scheme will have negligible impacts on sensitive receptors it will still increase pollution levels and the mitigation is not likely to mitigate all the

additional pollution. Redevelopment of a large vacant site is bound to increase pollution as it is not currently generating any traffic or economic activity. However the increases mean that the background pollution levels will still remain below the limit values set to protect health. The marginal increase in pollution is still a negative impact which needs to be balanced against the benefits of the proposal as a whole.

Design

The NPPF advises that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Planning decisions should ensure that developments will function well and add to the overall quality of the area; are visually attractive as a result of good architecture, layout and appropriate landscaping. They should be sympathetic to local character: establish or maintain a strong sense of place and create attractive, welcoming and distinctive places to live and work. They should optimise the potential for mixed development and support local facilities and transport networks and create spaces that are inclusive and safe.

Core Strategy Policy CS 74 says that high quality development will be expected. Development should contribute to place making and help to transform environments that have become run down.

The vision for the site is to create a sustainable mixed-use employment led development that enhances the quality of the environment, and supports the aims of the Advanced Manufacturing Innovation District (AMID), thus helping innovation-based business in the area to flourish and provide wider job opportunities.

The masterplan objectives are:

- Make it green;
- Making it connected;
- Creating places and destinations;
- Innovation and success.

The key principles of the masterplan are:

- to create a local centre;
- link between the centre and green routes;
- provide routes and use design to encourage walking and cycling;
- consolidate car parking.

The maximum built footprint is set back 25m from the river to allow for a riverside landscaped corridor. The northern boundary of Plots 2 and 3 adjoins the disused railway embankment which may be redeveloped for the innovation corridor link road, although this is outside the scope of this application. Built development to the north western boundaries of Plots 1 and 2 is set back to allow Weedon Street

to be widened for a potential future innovation corridor link road to connect to Brightside Lane.

The maximum development heights for each plot would allow building up to 5 commercial stories on Plots 1 and 3 with a scaling down to 2 commercial stories to the rear of the listed tramsheds. Development on Plot 2 would allow a hotel approximately 6 storeys.

The masterplan proposes 3 character areas. The Employment Core which will house the B1/B2 and B8 uses on Plots 1 and 2. The Gateway Area which will be focused on Plot 2 and will house the retail, food and drink and leisure uses. The Riverfront Area (Plot 3) where buildings and spaces will relate to the water, with views and links through to the rest of the site, and natural surveillance of the riverside and seating areas.

The masterplan proposes two street types: a primary road and an access road.

A high level design guide document has been submitted in support of the application. It introduces a number of design guidelines which are non-mandatory instructions which will be taken into account in drawing up the detailed design code. Design codes are promoted by the NPPF practice guidance as being particularly useful for complex scenarios involving multiple parties in long-term development. A code can be a way of simplifying the processes associated with new development to give more certainty to all those involved and help to make high quality places. A condition is proposed which will require a detailed design code to be prepared before the approval of the first reserved matters application and for reserved matters applications to be in accordance with the code except for agreed minor variations.

The design guidelines which will be taken through into the design code are set out under the following headings.

- Height and Massing
- Roofscape
- Building Frontages and Plot Edges
- Landscape and Open Space
- Streets and Circulation

The overall height and massing is to be consistent across the site with variations introduced where it will assist with legibility and create interest. The height and massing will be expected to relate to key views, focal points, movement networks, key arrival points and the River Don.

The roofscape should reflect the industrial heritage, emphasise key views and landmarks, provide variation, and respond to the sustainability and biodiversity strategies.

Built frontages and plot edges will aim to ensure the public using the street are comfortable and safe. Streets and spaces will be defined by buildings and frontages of a human scale, entrances should provide direct access from the street and ground floor frontages fronting key movement routes will maximise the use of glazing.

Landscape and open space features such as watercourses and landform will be used to help create a development of distinctive character. The scheme will have a network of green spaces which connect to the wider landscape and create new habitats to increase biodiversity value. The landscaping will incorporate SuDs and integrate with the local landscape character.

Streets and circulation will be designed to provide direct connections to public transport, local facilities and services. The new streets will have a logical hierarchy and a permeable network will be provided where possible. Streets will be designed to encourage cycling and walking; and parking, materials and planting will be integrated within the street design.

The applicant has produced an illustrative masterplan which shows one option for accommodating the floorspace and uses proposed. It is not submitted for approved as the final form of the development will depend on the nature of the occupiers attracted to the site. It does illustrate some of the principles of the masterplan and good design such as creating a local centre, a riverside space and consolidating car parking. However the local centre appears dominated by parking; the links to the riverside space are not clear and officers have reservations about the positioning of the car showroom.

Despite this, the parameters plans, high level design code, design code condition and the fact that design is a reserved matter provide sufficient of a framework to be reassured that a high quality design can be delivered at the detailed reserved matters stage.

Socio Economic Issues and local financial benefits

The NPPF advises that significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.

Planning policies and decisions should recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries.

The application site is located in the Darnall Ward where the resident population experiences a higher unemployment rate, a lower level of education qualifications and they are in lower skilled employment than the rest of the city. Much of the

surrounding area and the east side of the city lies within the 10% most deprived areas as defined by the Government's Indices of Multiple Deprivation (2015).

The construction stage of the Development is predicted to generate employment within the construction industry of an approximate monthly average of 170 full time employment jobs over the duration of the projected 10 year construction period. Construction employment is highly mobile and therefore is likely to benefit the regional economy most. There will also be benefits to the local supply chain due to increased demand for construction materials.

The level of floorspace proposed is estimated to support between 3090 and 4810 jobs depending to the final mix of uses. These will not all be new jobs as some are likely to be transferred within Sheffield and the wider region. These jobs will have an indirect effect on the local economy through additional spending. The spending impact of these employees could equate to between £7.2 million and £11.2 million per annum (dependent on actual final levels of employment). The employment and spending is likely to be a significant benefit to the local area.

The site is close to the Darnall area and a condition is proposed which will require the submission of a local employment strategy. This will seek to prioritise actions to encourage local employment within the deprived communities immediately surrounding the site and therefore has the potential to benefit these excluded communities. There can be no guarantees about the numbers of local people who will secure employment as such a requirement would make a planning condition unreasonable and unenforceable. It should also be noted that the applicant will only have control of the construction process as the operational employment will arise from individual businesses that are outside the applicant's control. Therefore this introduces an additional level of uncertainty about the effectiveness of the local employment strategy in respect of the operational employment and consequently it should be given limited weight in terms of the permanent operational employment.

Dependant on the number of new jobs created the applicant has predicted an increase in Gross Value Added to the region of £218m per annum and additional wages in the region of between £70m and £115m per annum. When fully developed the site could generate between £2.1m – £2.5M of business rates per annum excluding the hotel. If developed to its maximum it could also generate a Community Infrastructure Levy of around £300,000.

The economic benefits of new employment opportunities/increased spending, and the benefits these will potentially bring, should be given significant weight. The potential for the site to deliver high quality jobs in the advanced manufacturing sector should be given limited weight, as at this stage it is not known what type of occupiers may be attracted to the site.

A local finance consideration is a grant or other financial assistance that has been, that will or that could be provided to a relevant authority by a Minister of the Crown or sums that a relevant authority has received, or will or could receive, eg payment of the Community Infrastructure Levy. The National

Planning Practice Guidance advises that whether a 'local finance consideration' is material to a particular decision will be dependent on whether it could help to make the development acceptable in planning terms. It makes it clear that it would not be appropriate to make a decision based on the potential for a development to raise money for a local authority or other government body. Where a local finance consideration is considered to be material the local planning authority would clearly need to state how it has been taken into account and its connection to the development. As it is not clear how the increased business rates or the CIL contribution will be spent and therefore whether it would help to make the development acceptable in planning terms, it is concluded that these particular local financial benefits are not material to the decision.

Flood Risk and Drainage

The NPPF advises that when determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment. Development should only be allowed in areas at risk of flooding where, in the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

- a) within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;
- b) the development is appropriately flood resistant and resilient;
- c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;
- d) any residual risk can be safely managed; and
- e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

Core Strategy Policy CS 67 is concerned with flood risk. It says that the impact of flooding will be reduced by:

- requiring that all developments significantly limit surface water run-off
- requiring the use of sustainable drainage systems or sustainable drainage techniques on all sites where feasible and practicable
- encouraging the removal of existing culverting
- ensuring safe access and egress to and from an area with a low probability of flooding

Paragraph 165 of the NPPF says that major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate.

The Environment Agency (EA) Flood Zone map shows the site lies within Flood Zone 2 'Medium Probability' and partly within Flood Zone 3 'High Probability' of the River Flooding. Flood zone 3 extends on to part of Plot 2, Meadowhall Drive, part of Weedon Street and the Five Weirs Walk frontage of Plot 1.

Flood Zone 2 has a 'Medium Probability' of flooding (between 1 in 100 (1%) and 1 in 1000 (0.1%) annual probability of river flooding. Flood Zone 3 has a 'High Probability' of flooding (greater than 1 in 100 (1%) annual probability of river flooding).

Flood defences along the River Don are due to be completed in the near future adjacent to the RDD as part of the Lower Don Valley Flood Defence Scheme (LDVFDS). These defences will provide a standard of protection of 1 in 100 year (1%) annual probability of river flooding with an allowance for climate change up to the year 2039, and managed adaptive improvements beyond this timescale to 2069. The existing flood defences that protect the site comprise of the redundant railway embankment to the north and north-west of the site, raised footpaths and walls adjoining Brightside Bridge, a landscape bund adjoining the 5 Weirs Walk and a demountable flood barrier on Meadowhall Way.

These defences are yet to be formally designated as flood defences by the EA, however it has been confirmed that they can be relied upon to provide fluvial flood defences to the proposed development area.

The proposals mainly constitute a 'Less vulnerable' development, except for the hotel that is classified as a 'More vulnerable' land use. These types of uses are considered appropriate within Flood Zones 2 and 3.

A Sequential Test has been submitted as part of the application. This considers whether there are suitable sites available to accommodate the development in a lower flood risk zone. It is accepted that there is a site specific need for the ancillary uses and therefore the development cannot be disaggregated. Officers also agree that there are no sequentially preferable sites available for the development as a whole. Therefore it is concluded that the proposal passes the sequential test. The exception test is not required to be passed for this development as the type of development is appropriate for flood zones 2 and 3.

The flood risk mitigation strategy for the development consists of the following elements:

- The proposed ground floor levels are set at a minimum of 35.3mAOD, 300mm above the 1 in 200 year (0.5%) annual probability flood level as mitigation for residual risk;
- Continuous safe access from the site is provided to the southeast to higher ground and/or to the southeast of the railway embankment, via Weedon Street or Carbrook Street and Sheffield Road.

Sustainable Urban Drainage

The ground conditions are not suitable for infiltration. The drainage strategy will work to the discharge rates agreed for the previously consented scheme on the site. Attenuation will be provided in blue/green roofs, lined sub-base storage below permeable paving for ground level car parking and cellular storage beneath the

multi-storey car parks. Soft landscaping areas adjacent to highways and areas of hard paving along with green spaces will be used to accept run-off. The surface water will be discharged into the culverted Car Brook which discharges into the River Don, water attenuation will ensure the discharge is limited to the agreed rates. The flood risk assessment demonstrates that there is sufficient space within the site based on the indicative layout to provide the likely level of storage required. The detailed surface water design will be developed at the detailed design stage. The management of the suds system is expected to fall under the responsibility of the site management company.

The applicant has submitted a feasibility study considering the de-culverting of the Carbrook which follows the alignment of Weedon Street. This concludes that this would be disproportionately expensive as it is likely to require diversion of the highway and services and would sterilise development land whilst delivering marginal biodiversity benefits.

Summary on flooding and drainage issues

The Environment Agency has raised no objections to the proposal on flood risk grounds subject to various conditions seeking to protect the Car Brook culvert that crosses part of the site and specifying minimum floor levels.

The Lead Local Flood Authority is satisfied with the surface water and SuDs strategy as set out in the Flood Risk assessment. The design code condition requires appropriate SuDs techniques to be set out in this document prior to the first reserved matters application being submitted for approval.

The flood risk assessment demonstrates that development will be flood resilient and appropriately designed to accommodate the residual flood risk by establishing minimum floor levels which will be set at 300mm above the 1 in 100 year annual flood probability event and this is controlled by a condition.

A strategy has been put forward for the incorporation of sustainable drainage systems. A condition is proposed to ensure that this is followed through at the detailed design stage.

Conditions are proposed which define the surface water run-off rates which are based on greenfield rates for Plots 1 and 2 and a 50% reduction of brownfield rate for Plot 3. This will ensure the increased hard surfacing will not worsen flooding elsewhere and there will be some betterment in terms of reduced run-off.

The applicant has demonstrated that safe access and escape routes are available.

It is therefore concluded that sufficient controls are in place to ensure the proposal is acceptable in flood risk and drainage terms and compliant with policy.

Human Health

The NPPF says that planning decisions should aim to achieve healthy places which enable and support healthy lifestyles, especially where this would address identified

local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food and layouts that encourage walking and cycling. Decisions should take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.

The NPPF Practice Guidance says decision makers should include how;

- opportunities for healthy lifestyles have been considered (eg planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and promotes access to healthier food, high quality open spaces, green infrastructure and opportunities for play, sport and recreation);
- potential pollution and other environmental hazards, which might lead to an adverse impact on human health, are accounted for in the consideration of new development proposals;

The human health section of the Environmental Statement summarises the technical chapters within the ES which have identified significant effects which could generate secondary indirect health effects. It provides a qualitative appraisal, with an emphasis on indicating whether or not adverse effects may be expected based on the findings of the technical assessments.

The development is expected to generate health effects as follows:

- Effects during construction;
- Effects of employment generation and provision of open space; and
- Environmental effects arising from changes to traffic and transport, air quality and ground conditions.

Overall, the majority of health indicators for Sheffield City Council (SCC) residents are worse than the England average but better than the regional average. The data that is available at ward level on health in Darnall ward is generally worse than the average for SCC. The Government's Indices of Multiple Deprivation (2015) for Health Deprivation and disability show the site and immediate surrounding area fall within the top 10% and 20% most deprived neighbourhoods in England. This area of deprivation is part of a wider concentration of deprivation to the east of SCC.

During the construction period the traffic, air quality and ground conditions and employment have the potential to have an impact on health. Traffic impacts can increase accidents or severance for example. The traffic and the air quality traffic impacts are assessed as having a negligible negative impact. The traffic, dust and ground contamination impacts will be mitigated as part of the Construction Logistics Plan (CLP) integrated within the Construction Environmental Management Plan. The creation of construction jobs will have a beneficial impact as access to employment is associated with improved mental and physical health.

In terms of the completed development the new permanent jobs created are described as having a major beneficial effect at the local level and moderate beneficial at the district level. The traffic impacts and air quality impacts are assessed as being not significant and the ground condition impacts as negligible to minor beneficial. The minor adverse health impacts on traffic safety can be mitigated by strategies to improve walking and cycling facilities and increase the usage of public transport which would have health benefits.

The Director of Public Health (DPH) has said that the main concern is the impact on the development on air quality and any impacts that might not be mitigated by the active travel proposals. The proposals for electric charging points and cycle parking are welcomed and a number of points of detailed implementation have been raised which have been passed on to the applicant or are covered by planning conditions. There were concerns raised about the design of the gateway space as this appears to be dominated by parking and therefore would have limited value for encouraging activity. A suggestion that an additional tram stop be conditioned is considered to be impractical and unreasonable given that the existing Carbrook Tram stop is located at the point where the tram network passes closest to the site.

Given the proposed mitigation and the health benefits that are likely to result from increased employment opportunities and the improved pedestrian/cycle facilities and green infrastructure which are likely to encourage activity, it is considered that the proposal will not have a significant harmful impact on public health.

Sustainability, Sustainable Energy/Sustainable Design

The NPPF says that the purpose of the planning system is to contribute towards the achievement of sustainable development. This has three overarching objectives, an economic objective, a social objective and an environmental objective. There is a presumption in favour of sustainable development.

The NPPF says that in determining planning applications, local planning authorities should expect new development to:

- comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and
- take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

Core Strategy Policy CS 63 sets out how the planning system can respond to climate change. It seeks to give priority to development in areas well served by sustainable transport and promote higher densities in such areas. It seeks to promote routes that encourage walking and the use of public transport. Development should be designed to increase energy efficiency, promote renewable energy and to eliminate unacceptable flood risk. Adapting to climate change should include adopting sustainable drainage systems, encouraging biodiversity and minimising the relative heating of urban areas.

Core Strategy Policy CS65 says where appropriate, developments will be encouraged to connect to the City Centre District Heating Scheme.

It also says that all significant developments will be required, unless this can be shown not to be feasible and viable, to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

Core Strategy Policy CS 64 is concerned with sustainable design and says that all non-residential developments over 500m² gross internal floorspace should achieve a BREEAM rating of very good.

In this case this development has strong economic credentials in that it has the potential to deliver a significant number of jobs and is viewed as an important site for promoting advanced manufacturing in the city. There is potential for the employment benefits to enhance the economic prospects of the communities around the site that experience lower levels of economic activity.

The employment benefits and the fact that the site is highly accessible by public transport should help to mitigate the health impacts of marginally worsened air quality. The green infrastructure and walking and cycling infrastructure will help to encourage physical activity and the design code will help to deliver a safe environment at the detailed application stage. The highways around the site will be able to satisfactorily accommodate the traffic generated by the development and consequently there should not be a significantly harmful impact on pedestrian and traffic safety.

The application site is previously developed land and sustainably located with the density of development reflecting the accessibility of the location. The proposal will regenerate large areas of vacant land and this along with the design code will ensure that the physical environment will be significantly enhanced. The green spaces and green roofs and landscape management plan should mitigate the biodiversity impact. The scheme will be resilient to climate change as floor levels will be above flood levels and it will incorporate sustainable drainage to reduce run-off. The green/brown roofs will help to mitigate heating of urban areas and the sustainable building design and renewable energy will help to mitigate the impact of climate change.

In accordance with the energy hierarchy, the strategy for the proposed development is to reduce energy demands and use energy efficiently by means of the scheme layout and building design and orientation before employing renewable and low carbon technologies.

The EON district heating network passes close to the site and the potential for connection will be subject to commercial and viability discussions between EON and the applicant which will be explored at Reserved Matters stage. The other renewable technologies which are considered most appropriate for this site are photovoltaic solar panels, solar water heating and air source heat pumps.

Conditions have been agreed with the applicant which will ensure that details of renewable energy are submitted as part of each reserved matters application and that buildings are designed to at least BREEAM Very Good standard with B1(a) offices to be designed to BREEAM Excellent standard, this is over and above the policy requirement.

Biodiversity and Landscape

The NPPF says that planning decisions should contribute to and enhance the natural and local environment by protecting landscapes and sites of biodiversity value, by minimising impacts on and providing net gains for biodiversity. If significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.

The south-west boundary of the site (Plot 1) adjoins the River Don which is identified as an Area of Natural History Interest in the Unitary Development Plan and the River Don is identified as being part of a Green Link. The northern boundary (Plots 2 and 3) adjoin the disused railway embankment which is identified in the Sheffield Development Framework Pre-Submission Proposals Map as an Ecological Local Nature Site.

Unitary Development Plan (UDP) Policy GE13 says that development that would damage areas of Natural History Interest will not be permitted. Development affecting Local Nature Sites should, wherever possible, be sited and designed so as to protect and enhance the most important features of natural history interest.

UDP Policy GE10 says that Green Links will be protected from development which would detract from their mainly green and open character or which would cause serious ecological damage and enhanced by encouraging development which increases their value for wildlife and recreation.

An ecological assessment has been submitted in support of the planning application.

Plot 1 is dominated by Open Mosaic Habitats (OMH) grassland, some of which includes a scattered scrub component. Areas of dense scrub are present in the southern part of the plot. Plot 1A is dominated by building and hard standing with some buddleia scrub.

Plot 2 is dominated by sparsely vegetated bare ground and scrub. A fringe of OMH grassland is present on part of the south and east plot boundaries.

Plot 3 is dominated by sparsely vegetated bare ground hard standing and scattered scrub. An area of OMH vegetation is present on a soil mound in the centre of the Plot. Dense scrub is present on the west plot boundary.

Open Mosaic Habitat on Previously Developed Land is a habitat of principal importance/Priority Habitat type. The OMH habitats are considered to be of local importance. The ecological assessment says the loss of these habitats could be

compensated by the creation of brown roofs on a proportion of the proposed new buildings.

A bird breeding survey has been undertaken. It is recommended that site clearance takes place outside the bird breeding season and if this is not possible a qualified ecologist surveys the site prior to clearance and work is delayed if breeding birds are found. To compensate for the loss of bird breeding habitat it is recommended that new native woodland and scrub habitats are incorporated within the proposed development in order to provide replacement habitat for a range of bird species. This would be particularly appropriate where the Site borders the River Don in order to strengthen the green corridor.

There are limited structures within the site which have the potential to accommodate roosting bats. Some small buildings will be demolished and it is recommended that prior to this further assessment for evidence of bats roosting is undertaken. It is also recommended that any additional lighting required within the site is designed to reduce light spill onto the retained habitats, in particular associated with the wooded boundaries to the site and in the vicinity of the River Don where the majority of bat activity has been recorded.

There is no evidence of badger setts on the site; however it is recommended that a pre-construction badger survey is undertaken to confirm the status of this species within the Site prior to development.

It is recommended that Sustainable Urban Drainage is incorporated into the site design to reduce the risk of water quality issues prior to surface water discharging to the river. Also measures should be taken during construction to minimise potential impacts on the river. It is recommended that robust boundary fencing is erected at least 3m from the boundary of the railway embankment prior to commencement of works to minimise harm to this habitat.

The application does not propose any works to the River Don Channel and retains the Local Nature Site on the existing railway embankment. This along with the measures in the ecological assessment to protect these habitats should ensure that the development will not have a significant harmful impact on the Area of Natural History interest, Local Nature Site and Green Link.

The development will result in the loss of Open Mosaic Habitats grassland and scattered scrub. This should be compensated by for the habitats created on the green/brown roof and the native woodland and scrub habitats to be created as part of the riverside space. The City Ecologist judges that the residual effects of the loss of the open mosaic habitat would be adverse of a local minor significance. Therefore the development will be designed to minimise and mitigate the ecological impacts. Whilst there will be some limited harm to the nature conservation value of the site this is not considered to be significant and therefore is not contrary to the relevant planning policies.

The landscape value of the site is limited. The site has the appearance of vacant despoiled land and the landscape value mainly consists of fairly recent scrub/woodland planting adjacent to the River Don. As a 25m wide landscape area

will be retained adjacent to the river frontage and there will be new planting as part of each plot it is considered the in the long term the development will significantly enhance the landscape value of the site.

Cultural Heritage

The National Planning Policy Framework advises that in determining applications, local planning authorities should take account of:

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

The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required, having regard to the scale of any harm or loss and the significance of the heritage asset.

Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.

There are no designated heritage assets located within the site; however, a number of non - designated heritage assets, considered to be receptors of low significance, are recorded within the site. These are:

Within Plot 1

Documentary records of a corn mill (medieval)
Documentary reference to Nether Forge (medieval onwards)
Former site of Brightside Mill grinding wheel (post-medieval)
Brightside Mill tilt forge (post - medieval)
Brightside Mill slitting mill (post - medieval)
Parts of the later Brightside Works complex (19th - 20th century; industrial).

Within Plot 3

Former site of Staybrite Works, formerly Tinsley works (19th - 20th century; industrial).

The ground works, reclamation, foundations and landscaping all have the potential to destroy below ground interest. The archaeological assessment recommends an archaeological evaluation across all plots within the site. This will help to establish the presence and/or absence of any archaeological remains across the site, the

depth of the archaeological horizon and the level of preservation of any remains present. This can be achieved through the excavation of a series of trial trenches using available cartographic evidence to target specific areas of interest, particularly where there is a potential for the earliest archaeological remains to be present. The archaeological evaluation should be used to inform detailed designs so as to mitigate any potential harm to preserved archaeological remains in situ. Should significant archaeological remains be present within the site and preservation in situ not possible, it is likely that further, more extensive, archaeological excavations will be required. A series of conditions have been agreed with the applicant and the South Yorkshire Archaeological Service which will ensure that the archaeological interest is appropriately investigated and safeguarded.

The cultural assessment considers the impact on the setting of both the Roman Ridge and Wincobank Hillfort which are located some 600m to 800m to the north-east of the site. The site is judged to be not part of the setting of either the Roman Ridge or Wincobank Hillfort and therefore will have negligible impact on the setting of these two heritage assets.

The former Tinsley Tram Depot adjoins Plot 3. Its significance is derived from its historical, evidential and aesthetic / architectural values as a surviving example of 19th century municipal structure with distinctive Victorian architecture. Its setting has been affected by commercial and retail development which has eroded the industrial context. The proposed office and industrial development on plot three is unlikely to have a significant impact on its setting provided it is not over dominated by the new development. The proposed parameters limiting the scale of development in close proximity should avoid this. The development of the vacant land adjacent to the Tramshed is likely to enhance the setting of the listed building by regenerating its derelict and run-down context. Therefore it is considered that there are sufficient safeguards in place to ensure that the proposal will preserve or enhance the setting of the listed building.

SUMMARY AND RECOMMENDATION

The proposed development will regenerate a large vacant site and has the potential to deliver a significant number of jobs which will be of benefit to Sheffield as a whole and provide economic benefits for the communities around the site. The proposed uses fit well with the Council's economic strategy of promoting advanced manufacturing in this area. The proposal is also consistent with development plan policies which seek to promote industrial and business uses on this site. The ancillary retail and leisure uses are considered to be justified to serve the employment uses on site and therefore pass the sequential test.

The transport assessment shows that in conjunction with the conditions to control parking, highway/pedestrian/cycle improvements and the travel plan; that the traffic generated by the development can be adequately accommodated without impacting significantly on congestion and safety. The site is highly accessible by public transport. The existing cycle and pedestrian network and the proposed improvements, together with the cycle and pedestrian sensitive design to be promoted by the design code will ensure that the development is accessible by cycle and on foot.

The regeneration of this derelict brownfield site will significantly improve the visual amenity and landscape quality of the area. The design code should ensure that a high quality development is achieved which contributes positively to place making. The scheme will be resilient to flooding and the proposed conditions will ensure the buildings are sustainably designed; generate renewable energy and incorporate sustainable urban drainage. The masterplan objectives of creating connected green spaces and providing walking and cycling infrastructure will encourage activity. The riverside space will enhance the amenity and recreational value of the 5 Weirs Walk.

The proposal will marginally worsen air quality and queuing at junctions and have a small residual negative impact on the ecological interest of the site. These negative impacts are considered to be significantly outweighed by the benefits of the proposal.

It is concluded that the proposal constitutes sustainable development as it accords with the provisions of the development plan and the adverse impacts of the development are significantly and demonstrably outweighed by the benefits. It is therefore recommended that planning permission be granted subject to the listed conditions and to the applicant entering into a legal agreement to secure the following heads of terms.

Heads of Terms

1. A scheme for monitoring and implementing a controlled parking zone as shown on PBA drawing 43616/5505/009 and in accordance with the notes in the Draft Car Park Management Plan.
2. Procedures for agreeing the release of land for development within the innovation corridor safeguarding zone within 3 years of the permission if appropriate.

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