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Case Number	18/03977/FUL (Formerly PP-07344895)
Application Type	Full Planning Application
Proposal	Demolition of existing buildings and erection of mixed use development in two blocks (Plot A - 7-13 Storeys and Plot B - 8-24 storeys) comprising flexible commercial uses at ground floor level (Use Classes A1, A2, A3, A4, B1(a), D1 (restricted uses) and D2 (restricted uses)), and residential accommodation comprising 444 apartments, including 20 co-living cluster apartments, with associated facilities, servicing, access and landscaping
Location	Sytner Sheffield Ltd Hollis Croft And Broad Lane City Centre Sheffield S1 4BU
Date Received	22/10/2018
Team	City Centre and East
Applicant/Agent	Quod
Recommendation	Grant Conditionally Subject to Legal Agreement

### **Time limit for Commencement of Development**

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

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

### **Approved/Refused Plan(s)**

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

Drawing No. 100 - Site Location Plan  
Drawing No. 103 Revision C - Proposed Site Plan  
Drawing No. 104 Revision A - Proposed Roof Plans In Context

Drawing No. 210 Revision B - Site A - Proposed Ground Floor Plan  
Drawing No. 211 Revision C - Site A - Proposed First Floor Plan  
Drawing No. 212 Revision C - Site A - Proposed 2nd to 7th Floor Plans

Drawing No. 213 Revision C - Site A - Proposed 8th Floor Plan  
Drawing No. 214 Revision C - Site A - Proposed 9th to 12th Floor Plans  
Drawing No. 215 Revision C - Site A - Proposed Roof Floor Plan

Drawing No. 216 Revision A - Site B - Proposed Ground Floor & Basement Floor Plans

Drawing No. 217 Revision A - Site B - Proposed 1st - 6th Floor Plans  
Drawing No. 218 Revision B - Site B - Proposed 7th - 9th Floor Plans  
Drawing No. 219 Revision B - Site B - Proposed 10th - 12th Floor Plans  
Drawing No. 220 Revision B - Site B - Proposed 13th Floor Plan  
Drawing No. 221 Revision B - Site B - Proposed 23rd Floor Plan  
Drawing No. 222 Revision B - Site B - Proposed Roof Plan  
Drawing No. 223 Revision B - Site B - Proposed 14th to 22nd Floors

Drawing No. 250 - Typical Studio Apt  
Drawing No. 251 - Typical 1 Bed Apt  
Drawing No. 252 - Typical 2 Bed Apt  
Drawing No. 253 - Typical Cluster Apt

Drawing No. 400 Revision C - Site A - Proposed Elevations (Sheet 1 of 2)  
Drawing No. 401 Revision C - Site A - Proposed Elevations (Sheet 2 of 2)

Drawing No. 402 Revision F - Site B - Proposed Elevations (Sheet 1 of 4)  
Drawing No. 403 Revision F - Site B - Proposed Elevations (Sheet 2 of 4)  
Drawing No. 404 Revision F - Site B - Proposed Elevations (Sheet 3 of 4)  
Drawing No. 405 Revision F - Site B - Proposed Elevations (Sheet 4 of 4)

Drawing No. 600 Revision C - Large Scale Material Detail 01  
Drawing No. 601 Revision C - Large Scale Material Detail 02  
Drawing No. 602 Revision C - Large Scale Material Detail 03  
Drawing No. 603 Revision B - Large Scale Material Detail 04  
Drawing No. 604 Revision C - Large Scale Material Detail 05  
Drawing No. 605 Revision B - Large Scale Material Detail 06  
Drawing No. 611 - Large Scale Materials Detail 07  
Drawing No. 612 Revision A - Large Scale Material Detail 08

Drawing No. 606 Revision A - Typical Window Detail 01  
Drawing No. 607 Revision A - Typical Window Details 02 and 03  
Drawing No. 608 Revision A - Typical Window Details 04 and 05  
Drawing. No. 609 Revision A - Typical Window Details 06  
Drawing. No. 610 Rev A - Typical Window Details 07  
Drawing No. 613 - Typical Window Details 08 - Site A - 8th Floor Set-Back  
Email from Richard Frudd (09/04/2019 14:58) confirming 50mm recess as part of window design.

Drawing No. 904 Revision D - Rendered Street Elevation A-A  
Drawing No. 905 Revision C - Rendered Street Elevation E-E  
Drawing No. 906 Revision C - Rendered Street Elevation C-C  
Drawing No. 907 Revision C - Rendered Street Elevation B-B  
Drawing No. 908 Revision C - Rendered Street Elevation D-D  
Drawing No. 909 Revision C - Rendered Street Elevation F-F

Reason: In order to define the permission.

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

3. No development (including demolition, construction, or other enabling, engineering or preparatory works) shall take place until a final phasing plan for all works associated with the development has been submitted to and approved by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: In order to define the permission and to assist with the identification of each chargeable development (being the Phase) and the calculation of the amount of CIL payable in respect of each chargeable development in accordance with the Community Infrastructure Levy Regulations 2010 (as amended).

4. No works of demolition, construction, nor other enabling, engineering or preparatory works associated with this permission, shall take place until a Demolition Management Plan (DMP) or a Construction Environmental Management Plan (CEMP) has been submitted to and approved by the Local Planning Authority.

The DMP / CEMP shall assist in ensuring that all such activities are planned and managed so as to prevent nuisance to occupiers and/or users of nearby sensitive uses and will document the Contractor's plans to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, and light nuisance. The DMP / CEMP shall include strategies to mitigate any residual effects from noise and vibration that cannot be managed to comply with acceptable levels at source. The DMP / CEMP shall also include details relating to the permitted working hours on site and final details of the mitigation strategy to minimise any harmful impact on air quality during the construction phase (including a fugitive dust management plan).

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

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

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

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

- a. Details of the means of ingress and egress for vehicles engaged in the relevant phase of the development. Such details shall include the arrangements for restricting the vehicles to the approved ingress and egress points. Ingress and egress for such vehicles shall be obtained only at the approved points.

- b. Details of the equipment to be provided for the effective cleaning of wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway; and

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

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

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

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

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

Thereafter the development shall only take place in accordance with the approved WSI and no phase within the development shall be brought into use until the Local Planning Authority have confirmed in writing that the requirements of the WSI within the relevant phase have been fulfilled or alternative timescales agreed.

Reason: To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated.

7. No phase of the development (except any demolition and groundworks) shall commence until full details of the proposed surface water drainage design, including calculations and appropriate model results, have been submitted to and approved by the Local Planning Authority in relation to that phase. This shall include the arrangements and details for surface water infrastructure management for the life time of the development. The scheme shall detail phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided. Should the design not include sustainable methods evidence must be provided to show why these methods are not feasible for this site. The surface water drainage scheme and its management shall be implemented in accordance with the approved details. No part of a phase shall be brought into use until the drainage works approved for that part have been completed.

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

8. No development shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a 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.

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

9. Any intrusive investigations recommended in the approved Phase I Preliminary Risk Assessment Report (Ground Investigation Report, reference 18.05.2019, dated August 2018 by Listers Geotechnical Consultants Ltd.) 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 prior to the construction of any phase (excluding demolition). The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

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

10. Any remediation works recommended in the approved Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved by the Local Planning Authority prior to construction works (excluding demolition) for the relevant phase commencing. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

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

11. Notwithstanding the details on the approved plans, no above ground construction works relating in the relevant phase of development shall commence until full and final details of the building finished floor levels and the adjacent proposed footpath levels have been submitted to and approved by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

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

12. No above ground construction works relating to any building within any phase of the development commence, until details of all proposed external materials and finishes, including samples, have been submitted to and approved by the Local Planning Authority. Thereafter, the development shall be carried out in accordance with the approved details.

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

13. No above ground construction works relating to any building within any phase of the development shall commence, until a sample panel of the proposed material palette for that phase has been erected on the site and approved by the Local Planning Authority. The sample panel shall illustrate the colour, texture, bedding and bonding of all masonry and mortar finishes and the relationship of the proposed brickwork with the additional elements of the material palette (including the sizing and fixing of materials) for that phase. The sample panel shall be retained for verification purposes until the completion of part of such works.

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

14. The development shall be carried out in accordance with the large scale details included on the following drawings:

Drawing No. 600 Revision C - Large Scale Material Detail 01  
Drawing No. 601 Revision C - Large Scale Material Detail 02  
Drawing No. 602 Revision C - Large Scale Material Detail 03  
Drawing No. 603 Revision B - Large Scale Material Detail 04  
Drawing No. 604 Revision C - Large Scale Material Detail 05  
Drawing No. 605 Revision B - Large Scale Material Detail 06  
Drawing No. 611 - Large Scale Materials Detail 07  
Drawing No. 612 Revision A - Large Scale Material Detail 08

Drawing No. 606 Revision A - Typical Window Detail 01  
Drawing No. 607 Revision A - Typical Window Details 02 and 03  
Drawing No. 608 Revision A - Typical Window Details 04 and 05  
Drawing No. 609 Revision A - Typical Window Details 06  
Drawing No. 610 Rev A - Typical Window Details 07  
Drawing No. 613 - Typical Window Details 08 - Site A - 8th Floor Set-Back

Email from Richard Frudd (09/04/2019 14:58) confirming 50mm recess as part of window design.

If at any point it is proposed to amend / change any of the details included on the plans listed above then large scale details - at a minimum of scale 1:20 - of the proposed changes shall be submitted to and approved in writing before that part of the development is commenced. Thereafter, the works shall be carried out in accordance with the approved details.

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

15. Prior to installation, full details of any proposed external lighting associated with the buildings hereby approved shall have been submitted to and approved by the Local Planning Authority. Thereafter, the works shall be carried out in accordance with the approved details.

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

16. Prior to installation, final details of the design and layout of the public realm and hard and soft landscape spaces around / within the site shall have been submitted to and approved by the Local Planning Authority. These details shall include:

1. All proposed materials, including samples when requested;
2. The design of any proposed planting scheme;
3. The design of any proposed steps and ramps -
4. The design of any new walls and boundary treatments;
5. The design of any external landscape lighting;
6. The design of any proposed furniture (e.g. planters, seats etc.);
7. The design of any enclosures for the external seating area (e.g. breeze screens); and
8. The design of the proposed roof terrace (Block B) - including any furniture and guarding requirements.

Thereafter, the public realm works shall be carried out in accordance with the approved details before occupation.

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

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

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

18. The proposed green/brown roof (vegetated roof system) shall be provided on the roof(s) in accordance with locations shown on the approved plans.

Before any foundation works in relation to the relevant building commences, full details of the specification and maintenance regime for the vegetated roof system relevant to the building shall be submitted to and approved by the Local Planning Authority. No part of the phase in which the subject building falls within shall be brought into use until the vegetated roof system has been installed and has been completed. The plants shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason: In the interests of biodiversity.

19. Prior to the commencement of any above ground construction works within the relevant phase of development , or within an alternative timeframe to be agreed by the Local Planning Authority, full details of suitable inclusive access and facilities for disabled people shall have been submitted to and approved by the Local Planning Authority. The details shall include:

- The final design details for disabled people to enter the buildings within the curtilage of that phase - including the design details of ramps / treads / tactile paving / handrails etc. and final details of gradients; and

- The final design of all mobility units.

That part of the development shall not be used unless the agreed inclusive access and facilities have been provided in accordance with the approved details. Thereafter

such inclusive access and facilities shall be retained. (Reference should also be made to the Code of Practice BS8300 2).

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

20. No above ground construction works relating to any phase of construction works shall commence full details of proposals for the inclusion of public art in the development shall have been submitted to and approved by the Local Planning Authority. The public art proposals shall be based on the intent / principles set out on the approved plans and shall include a timeframe for implementation across the site. The development shall be carried out in accordance with the approved details, which shall be retained thereafter.

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

21. No above ground construction works shall commence until details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure the reconstruction of the footways and frontages adjoining the site before that part of the development is brought into use. The detailed materials specification shall have first been approved in writing by the Local Planning Authority.

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

22. Prior to the phase of improvement works indicated in the preceding condition being carried out, full details of these improvement works shall have been submitted to and approved by the Local Planning Authority.

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

23. No building shall be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway, and any associated changes to adjacent waiting restrictions that are considered necessary by the Local Highway Authority including any Traffic Regulation Orders are implemented. The means of vehicular access shall be restricted solely to those access points indicated in the approved plans.

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

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

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

25. Before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, a detailed Travel Plan shall have been submitted to and approved in writing by the Local Planning Authority.



The Travel Plan shall include:

1. Clear & unambiguous objectives to influence a lifestyle that will be less dependent upon the private car;
2. A package of measures to encourage and facilitate less car dependent living; and,
3. A time bound programme of implementation and monitoring in accordance with the City Councils Monitoring Schedule.
4. Provision for the results and findings of the monitoring to be independently validated to the satisfaction of the Local Planning Authority.
5. Provisions that the validated results and findings of the monitoring shall be used to further define targets and inform actions proposed to achieve the approved objectives and modal split targets.

Prior to the occupation of any dwelling, evidence that all the pre-occupation measures included within the approved Travel Plan have been implemented or are committed shall have been submitted to and approved in writing by the Local Planning Authority.

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

26. No above ground construction works within the relevant phase of development shall commence until final details of the proposed resident and visitor cycle parking accommodation and facilities for that phase have been submitted to and approved by the Local Planning Authority. No part of the phase shall be brought into use until such cycle parking has been provided and, thereafter, such facilities shall be retained.

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

27. No above ground construction works within the relevant phase of development shall commence until final details of the following details have been submitted to and approved by the Local Planning Authority:
- A Servicing Management Strategy relating to the residential, ancillary and commercial accommodation (as appropriate);
  - Final bin storage facilities relating to the residential, ancillary and commercial accommodation (as appropriate); and
  - A Waste Management Strategy relating to the residential, ancillary and commercial accommodation (as appropriate).

No building within the relevant phase of development shall be brought into use until these facilities have been provided in accordance with the approved details and, thereafter, such facilities shall be retained.

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

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

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

Thereafter the Strategy shall be implemented in accordance with the approved details.

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

29. Unless shown not to be feasible and viable, no above ground construction work relating to any phase shall commence until a report has been submitted to and approved by the Local Planning Authority identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources, or agreed measures to achieve the alternative fabric first approach, shall have been installed/incorporated before any part of the development is occupied, and a report shall have been submitted to and approved by the Local Planning Authority to demonstrate that the agreed measures have been installed/incorporated prior to occupation of any phase. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

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

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

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

31. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been installed and thereafter retained.

Such scheme of works shall:

a) Be based on the findings of an approved noise survey ref 129701-AC-2v2, dated 29th November 2018 by HRS.

b) Be capable of achieving the following noise levels:

Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours);

Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours);

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

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

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

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

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

32. Before the use of the development is commenced, Validation Testing of the sound attenuation works shall have been carried out and the results submitted to and approved by the Local Planning Authority. Such Validation Testing shall:

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

NB. The required Validation Testing is separate from, and in addition to, any tests required to comply with Building Regulations in relation to Approved Document E; Resistance to the passage of sound.

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

33. Before the use of each commercial unit hereby permitted is commenced, a scheme of sound attenuation works relevant to that unit shall have been installed and thereafter retained. Such a scheme of works shall:

- a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey.
- b) Be capable of restricting noise breakout from the commercial use(s) to the street to levels not exceeding the prevailing ambient noise level where measured:
  - (i) as a 15 minute LAeq, and;
  - (ii) at any one third octave band centre frequency as a 15 minute LZeq.
- c) Be capable of restricting noise breakout from the commercial use(s) to all adjoining residential accommodation to levels complying with the following:
  - (i) Bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours);
  - (ii) Living Rooms & Bedrooms: Noise Rating Curve NR30 (0700 to 2300 hours);
  - (iii) Other Habitable Rooms: Noise Rating Curve NR35 (0700 to 2300 hours);
  - (iv) Bedrooms: LAFmax 45dB (2300 to 0700 hours).

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

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

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

34. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Notwithstanding the details contained in the submitted noise survey (ref. ref 129701-AC-2v2, dated 29th November 2018 by HRS), any plant and equipment shall be designed to be -10 dB (A) below background when predicted at the nearest noise sensitive premises. Once installed such plant or equipment shall not be altered.

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

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

- a) Plans showing the location of the fume extract terminating 1m above eaves 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.
- e) Details of a scheme of works to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building).

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

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

36. Within 3 months of the commencement of any above ground works relating to any phase of the development an External Signage Strategy document relating to that phase of development shall have been submitted to and approved by the Local Planning Authority. The document shall include details of any signage and external/internal displays that are proposed to be applied to any commercial unit windows. The proposals shall thereafter be provided in accordance with the agreed strategy.

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

### **Other Compliance Conditions**

37. The cladding material to be used throughout the development shall be anodised aluminium finish with the final material specification to be agreed as part of Condition 12.

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

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

immediately. Revisions to the Remediation Strategy shall be submitted to and approved by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

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

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

Use Class A1;  
Use Class A2;  
Use Class A3;  
Use Class A4;  
Use Class B1 (a);  
Use Class D1 - Crèche, Day nursery and Non-Residential Education/Training uses only; and  
Use Class D2 - Gymnasium only.

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

40. The commercial units (including outdoor seating areas) shall be used only between 0700 to 2200 Mondays to Saturdays and between the hours of 0900 to 2200 on Sundays and Public Holidays.

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

41. The glazed facades of the commercial unit hereby approved shall not be obscured by vinyl displays or be obscured by the future occupiers' internal arrangements or shop fitting layout.

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

42. Commercial deliveries to and collections from the building shall be carried out only between the hours of 0700 to 2200 on Mondays to Saturdays and between the hours of 0900 to 2200 on Sundays and Public Holidays.

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

43. Movement, sorting or removal of waste materials, recyclables or their containers in the open air shall be carried on only between the hours of 0700 to 2200 Mondays to Saturdays and between the hours of 0900 to 2200 on Sundays and Public Holidays.

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

44. The site shall be developed with separate systems of drainage for foul and surface water on and off site.

Reason: In the interest of satisfactory and sustainable drainage.

45. No external doors or gates shall when open project over the public highway.

Reason: In the interests of highway and pedestrian safety.

46. There shall be no internal shelving, racking systems or refrigeration units positioned in front of the glazed facades of the commercial unit windows.

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

Attention is Drawn to the Following Directives:

1. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.

2. With regard to Condition 3, the applicant is advised that any suitable CEMP should consider the following issues, as a minimum;

- Standard working hours (0730 to 1800 Mon-Fri; 0800 to 1300 Saturdays; No working Sundays or Public Holidays).
- Communications and liaison with sensitive neighbours.
- Communications with Sheffield City Council Environmental Protection Service/Local Planning Authority regarding non-standard working hours, when essential.
- Assessment of potentially noisy activities/phases of demolition and construction. This may include reference to existing prevailing ambient environmental noise data.
- Adoption of low vibration piling methods, where practicable.
- Consideration of noise (including vibration) control strategies.
- Dust management plan, including a monitoring and response procedure.
- Delegation of responsibilities for environmental monitoring and control procedures.
- Controlling noise from welfare facilities and associated generators - adoption of mains power as soon as practicable; considerate siting of cabins.
- Nuisance from security lighting
- Specific consideration of noise impacts from mobile plant, on-site and visiting vehicles - this should include;

(i) Use of broadband/ white noise reversing warning when audible systems are required.

(ii) Suitable location and management of off-site vehicle and mobile plant compounds - so as to minimise disruption from vehicle movements; and

(iii) Management plan for deliveries - discouraging early arrivals; engine idling; noisy materials handling.

3. Green / brown roof specifications must include drainage layers, growing medium type and depths (minimum 75mm, but depends on system and type employed) and plant schedules. It should be designed to retain at least 60% of the annual rainfall. A minimum of 2 maintenance visits per year will be required to remove unwanted species (as is the case with normal roofs). Assistance in green roof specification can be gained from the Sheffield Green Roof Forum - contact Officers in Environmental Planning in the first instance: 2734198 / 2734196. Alternatively visit

www.livingroofs.org or see the Local Planning Authorities Green Roof Planning Guidance on the Council web site.

4. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light". This is to prevent lighting causing disamenity to neighbours. The Guidance Notes are available for free download from the 'resource' pages of the Institute of Lighting Professionals' website.
5. Where highway schemes require developers to dedicate land within their control for adoption as public highway an agreement under Section 38 of the Highways Act 1980 is normally required.

To ensure that the road and/or footpaths on this development are constructed in accordance with the approved plans and specifications, the work will be inspected by representatives of the City Council. An inspection fee will be payable on commencement of the works. The fee is based on the rates used by the City Council, under the Advance Payments Code of the Highways Act 1980.

If you require any further information please contact:

Mr S Turner  
Highway Adoptions  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

Tel: (0114) 273 4383  
Email: [stephen.turner@sheffield.gov.uk](mailto:stephen.turner@sheffield.gov.uk)

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

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

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

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

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

The notice should be sent to:-

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

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

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

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

8. Before commencement of the development, and upon completion, you will be required to carry out a dilapidation survey of the highways adjoining the site with the Highway Authority. Any deterioration in the condition of the highway attributable to the construction works will need to be rectified.

To arrange the dilapidation survey, you should contact:

Highway Co-Ordination

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

9. Dependent upon the nature of the highway works being undertaken, you may be required to pay a commuted sum to cover the future maintenance of new and/or improved highway infrastructure.

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

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

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

10. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website here:

<http://www.sheffield.gov.uk/home/roads-pavements/Address-management>



For further help and advice please ring 0114 2736127 or email [snn@sheffield.gov.uk](mailto:snn@sheffield.gov.uk).

Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.

11. The applicant is advised that the proposed new outside seating area may require a Café Pavement Licence, more details of which can be found via this link <https://www.sheffield.gov.uk/business-economy/licensing/general-licensing/pavement-cafes.html>.
12. The applicant is advised that South Yorkshire Police recommends that the development is designed and built to Secured by Design standards. [www.securedbydesign.com](http://www.securedbydesign.com).

If Secured by Design standards are not adopted, attention and consideration should be given to the following areas:-

- Access control to the development should be carefully considered to prevent pedestrian tailgating and unlawful entry.
- All egresses on the ground floor, where possible, should be flush with the building line and designed to avoid the creation of any recesses.
- All external and individual apartments' doors and windows should meet one of the following:

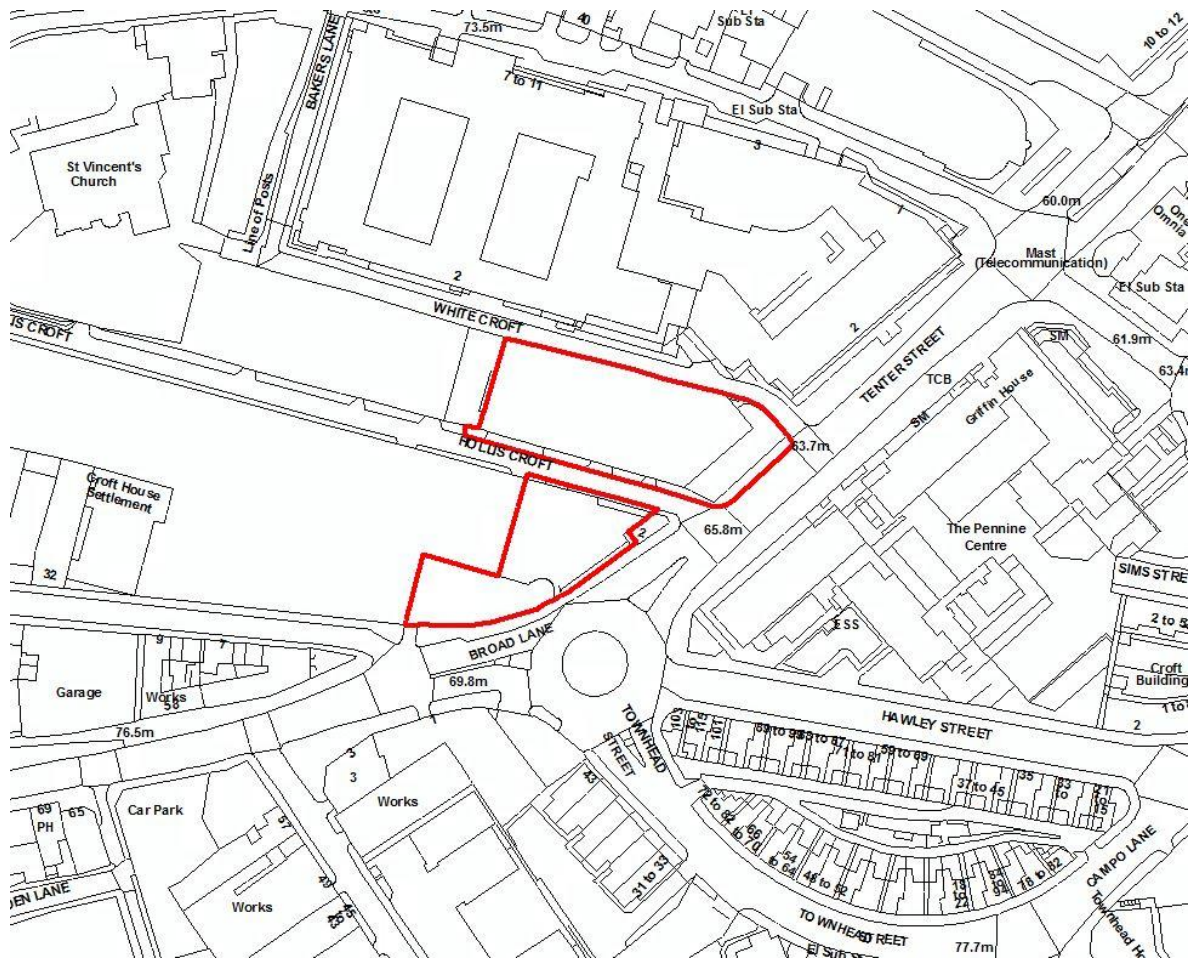
PAS 24:2016  
LPS 1175 SR 2  
STS 201 or STS 202 BR2

- CCTV should be installed to cover all entry and exit points, stairwells doors to each individual landings, lifts and cycle store. Such systems shall comply with the requirements of BS EN 62676: 2014.
  - Any internal door that gives access to the residential floors must have an access control system.
  - Lighting design should be co-ordinated with a CCTV installation and the landscape design to avoid any conflicts and to ensure that the lighting is sufficient to support a CCTV system. Vulnerable light fittings should be protected to prevent vandalism.
  - Bin stores must be lockable to prevent attempted arson or thefts.
  - Cycle stores should preferably be roofed or to ceiling, height with individual stands for securing the bikes. The structure of the cycle store should be open to surveillance and covered by CCTV, therefore constructed of welded mesh, grilles or other secure composites.
  - Boundary treatment should meet Secured by Design standards.
13. The applicant is advised that there is known Northern Powergrid apparatus in close proximity of the application site - on all adjacent streets. Great care is therefore needed and all cables and overhead lines must be assumed to be live. It is confirmed that Northern Powergrid expects that its rights are not affected and will continue to enjoy rights of access to the apparatus for maintenance, replacement or renewal works necessary.
  14. With regard to drainage matters, the applicant is advised that the SuDS Strategy L2365-REP-C-001 prepared by Pringuer-James Consulting Engineers (Report dated

15/10/2018) is acceptable to Yorkshire Water. In summary, the report states that foul water will discharge to public combined sewer and with regard to surface water, sub-soil conditions do not support the use of soakaways and the site is remote from a watercourse. Surface water will discharge to public sewer via SuDS and storage with restricted discharges equal to 70% of previous rates of discharge.

15. The applicant is advised that the public sewer network is for domestic sewage purposes. This generally means foul water for domestic purposes and, where a suitable surface water or combined sewer is available, surface water from the roofs of buildings together with surface water from paved areas of land appurtenant to those buildings. Land and highway drainage have no right of connection to the public sewer network. The developer should contact the Highway Authority with regard to the acceptability of highway drainage proposals. Highway drainage, may however be accepted under certain circumstances. In this event, a formal agreement for highway drainage discharge to public sewer, in accordance with Section 115 of the Water Industry Act 1991, will be required.
16. The applicant is reminded that no work shall commence until a Method Statement based on the document contained in Appendix 3 of the HRS Services (Bat Scoping Survey - 28/09/2018) has been carried out and the applicant is satisfied that there is no evidence of bats or bat roosts. If any bats are found prior to the demolition works then they should be correctly dealt with by a qualified ecologist.
17. 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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## LOCATION AND PROPOSAL

The application site comprises of two plots of previously developed land (Site A and Site B) that are situated on the north side of Broad Lane / Tenter Street in the St. Vincent's Quarter. The site was previously occupied by the Sytner BMW garage but has been vacant since the business relocated in 2018.

Site A is a rectangular parcel of land bounded by White Croft (North), Tenter Street (East), and Hollis Croft (South). This site contains a series of attached buildings including two large workshops with vehicle parking/storage space and a two-storey car showroom with vehicle display forecourt on the Tenter Street frontage. Site B is separated from Site A by Hollis Croft and is an irregular shaped parcel of land that has a prominent position on the Broad Lane roundabout. This site is characterised by a two-storey showroom / office building and vehicle parking area.

The site is situated at the bottom of Garden Street, Hollis Croft and White Croft, which are a series of steep roads within an area of Sheffield known as 'the Crofts' and lead to the Furnace Hill Conservation Area at the top. Historically an industrial part of the city, St. Vincent's is currently experiencing significant change with large new residential developments focussed upon private rented and student apartments.

In terms of the site's immediate surrounding land uses:

To the north of the Site A – on the opposite side of White Croft – is Velocity Village which is large mixed-use development containing commercial units but mainly residential apartments.

Immediately abutting the north-east corner of Site B is a small three storey rendered building with pitched roof (No.2 Broad Lane). This building lies outside the applicant's ownership and contains a ground floor sandwich shop and solicitors offices at the upper levels.

To the east of Sites A and B – on the opposite side of Tenter Street – is the HSBC office complex, which will be vacated shortly as staff move over to the new Grosvenor House development in the Heart of the City.

To the south of Site B – on the opposite side of the Broad Lane roundabout – are a variety of land uses including car garage, offices, sandwich shop and dwellings.

To the west of Sites A and B there is the Hollis Croft Student Scheme which is under construction and nearing completion. This is a large development containing over 900 student bedspaces and includes a 17 storey tower adjacent on Garden Street.

This application seeks full planning permission to demolish the existing buildings on the site and comprehensively redevelop the land into a mixed use development comprising 424 residential apartments (Use Class C3) and 20 co-living cluster apartments for the private rented sector. Ancillary facilities proposed include three small ground floor commercial units A1, A2, A3, A4, B1 (a), D1 (crèche, day nursery, non-residential education/training) and D2 (gym) uses as well as 4 disabled parking spaces on Hollis Croft, lay-bys / service bays and hard / soft landscaping.

## RELEVANT PLANNING HISTORY

The following history is directly relevant to this application:

18/03768/EIA: EIA (Environmental Impact Assessment) screening opinion for the demolition of existing buildings and erection of mixed use development comprising co-living/student accommodation and ground floor commercial units

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

## SUMMARY OF REPRESENTATIONS

The application has been advertised by way of press and site notice and neighbour letters.

Additionally, the applicant has confirmed that they carried out a public consultation exercise prior to submitting the application (18/09/2018). This included a letter drop to every resident in the Velocity Village development.

Three individual representations have been received raising the following concerns:

- The impact of the development on the residential amenity of the units in Velocity Village, including concerns about loss of light and overshadowing.
- It is clear from the submitted Daylight and Sunlight Assessment Report that the proposed large scale development will have a substantial negative impact on the living conditions of adjacent residents. This is demonstrated by the findings of the report which states that some adjacent dwellings will achieve poor or lower VSC values, with rooms in some of these achieving values below 5% - BRE guidance states that in such cases 'it is often impossible to achieve reasonable daylight.' All windows of those buildings assessed for sunlight impact show a reduction in sunlight.
- In spite of the City Centre location, significant negative weight must be assigned due to the extensive detrimental impact that the proposals will have on the amenity and living conditions of the neighbouring residents.
- The adjacent road is very narrow so windows will be very close and include views into bedrooms.
- Visual amenity concerns.

- Adequacy of parking. There is not enough parking in the area to cater for the high density of apartments in the area that already exist.
- Traffic generation - the area is already at a standstill.
- Noise and disturbance concerns from the proposed use.
- There is concern about the lack of converse and discussion on compensation based on the residential amenity issues listed above.
- There is concern that this proposal has the potential to harm and completely sterilise the development potential of 2 Broad Lane. It is considered that the impact of the proposed development's floor plans and window arrangements facing towards 2 Broad Lane would almost entirely preclude the possibility of its redevelopment on a greater scale than its current height, thereby having the effect of sterilisation.
- Whilst acknowledging that it is not the role of the planning system to protect the private interests of one party or individual, it is argued that the proposed development does not respect the context of its setting and surroundings (specifically 2 Broad Lane) and is so contrary to Core Strategy Policy CS74 and UDP Policy BE5.
- If it is accepted that this is a 'landmark gateway' where the proposed and density is concluded to be appropriate then it is considered that the same principles should also apply to 2 Broad Lane. Indeed, if both sites were to be built together then it should be accepted that development of a scale at least equal to (or arguably greater than) the current application would be achievable on the site – thus intensifying the impact of the sterilisation.

## PLANNING ASSESSMENT

### Land Use Policy

### National Planning Policy Framework

Core Strategy Policy CS22 relates to the scale of the requirement for new housing and sets out Sheffield's housing targets until 2026; identifying that a 5 year supply of deliverable sites will be maintained. However, the NPPF (2019) now requires that where a Local Plan is more than 5 years old, the calculation of the 5-year housing requirement should be based on local housing need calculated using the Government's standard method

Sheffield is in the process of updating its 5-year housing land supply position, however given the changed assessment regime identified in the revised NPPF (2018, as updated in 2019) and associated Practice Guidance, further detailed work is required. We will therefore be undertaking additional work, including engagement with stakeholders, to reflect the requirements of national policy and guidance before publishing our conclusions in a monitoring report later this year. At the current time, the Council cannot therefore demonstrate a five year supply. The Council's

most recent assessment of supply, contained in the SHLAA Interim Position Paper (2017), showed a 4.5 year supply of sites.

The proposed 424 residential apartments (Use Class C3) (as well as cluster accommodation) will help contribute towards the 5 year supply.

With regard to other uses, the NPPF advises that a sequential test should be applied for main town centre uses, which are neither in an existing centre nor in accordance with an up-to-date development plan. The commercial floor space is only 220sqm and it is argued that there is a local need for small scale retail and food and drink uses to serve the expanding City Centre resident and student population. Therefore, it is not considered that a sequential test is necessary and that the proposal is acceptable in use / location terms.

### Local Plan Policy

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

The site lies in a General Industry Area (without special industries) as designated in the UDP. UDP Policy IB5 identifies housing as unacceptable because satisfactory living conditions in industrial environments would generally not be achieved and housing could therefore prejudice the preferred existing uses.

However, Policy IB5 is out of date and no longer considered to be appropriate to the area following a change in its character that has been led by more up to date policy in the Core Strategy. Indeed, Policy CS6 (Manufacturing and the City Centre – Transition Areas) now identifies parts of the St. Vincent's Quarter where manufacturing should not be encouraged to expand and instead be encouraged to relocate to aid regeneration. This is further reinforced by Policy CS17 (City Centre Quarters) which encourages a mix of business, residential and educational uses in the St. Vincent's Area with less emphasis on industry and greater links to the University of Sheffield and the legal and professional quarter.

The application site is classed as previously developed and so positively this development will help to achieve the aims of Core Strategy Policy CS24, which seeks to maximise the use of previously developed land for new housing.

### Emerging Policy

The new policy approach was reflected in the draft City Policies and Sites that proposed a Business Area in this location, where employment uses are promoted by limiting residential uses to no more than 40% of the total floorspace within the area. However, this designation has very limited weight and a new Local Plan, with a greater emphasis on housing provision, is under preparation.

### St. Vincent's Action Plan (SVAP)

This Action Plan was approved by Cabinet in December 2004 with the purpose of identifying a concise route for regeneration of the area. The site is located in a Business Area in the SVAP, meaning that new development should consist predominantly of business use. It is clear that the proposal does not comply with this element of the Plan and falls short of the preferred use provision.

This document was produced in 2004, is out of date and it does not reflect the current focus for the area. The site lies adjacent to an area that has experienced a high volume of residential / student development in the recent past and so the overspill to the proposed site is considered to be a logical expansion.

For the reasons above, the proposed development is concluded to be compatible with the mix of uses being encouraged in the St. Vincent's Quarter. There is considered to be sufficient national and local policy (including emerging policy) and guidance to support the principle of the proposed land uses at this site. Therefore, it is concluded that the proposed uses are acceptable in policy terms.

#### Accommodation – Density, Mix and Type

##### Density

Core Strategy Policy CS 26 (Efficient Use of Housing Land and Accessibility) requires new housing development to make an efficient use of land but accepts that the density of new developments should be in keeping with the character of the area and support the development of sustainable, balanced communities. At this city centre location, a minimum density of 70 dwellings per hectare is required.

The proposed development has a density well over this figure and is compliant with Policy CS 26. The high density is the result of this being a large urban development of significant scale.

##### Mix of Units

Core Strategy Policy CS 41 is concerned with creating mixed communities. Amongst other things, this seeks to ensure that no more than half of the new homes in larger developments consist of a single house type (part A) and limit shared accommodation where more than 20% of residences within 200m of the site are shared housing (part D).

In this case 220 of the units would be studio units (49.5%), 29 would be 1 bedroom units (6.5%), 175 would be 2 bedroom units (39.4%) and 21 would be 5/6 bed roomed cluster units (4.7%), which will be provided as co-living accommodation.

The proposed mix ensures that no dwelling type will make up more than half of the units in the development and despite including shared accommodation within Block B it is confirmed that this development will actually reduce the concentration within 200 metres of the site from 26.3% (including extant permissions) to 23.1%. Therefore, the proposed development is considered to be compliant with the relevant parts A and D of Policy CS 41.



## Type of Units

The proposed studio, 1 bedroom and 2 bedroom units are relatively generic in terms of their layout and size. The cluster units will be provided as co-living accommodation, meaning that they will be available to all. There are two types of shared cluster flats proposed in Block B; one flat type contains 5 studios style units, the other contains 6 studio units and each will share a communal kitchen / living / dining space. There is no co-living accommodation in Block A.

Although extant permissions exist in the city, the co-living accommodation idea – beyond dedicated student accommodation – is a relatively new concept for Sheffield but is more established in other cities (e.g. London) and other countries. The applicant has confirmed that it is envisaged that the cluster units will prove particularly attractive for recent university graduates who wish to stay in Sheffield and experience city centre living, combined with the social and financial benefits of sharing accommodation with friends. However, these same benefits could equally be enjoyed by a wide range of residents, and there will be no specific targeting or limitations imposed in this regard.

Overall, the unit mix will assist the provision of residential variety in the scheme as well as the St. Vincent's Quarter and City Centre.

## Demolition of Existing Buildings

All existing buildings within the curtilage of the application site boundary will be demolished as part of this proposal. The site contains no designated heritage assets above the ground – the existing buildings are not listed and the site is not within a conservation area. The buildings predominantly survive from the site's previous use as a car dealership and the area's historic industrial past.

The Archaeological Assessment identifies the white-rendered façade of the building on the Garden Street / Broad Lane roundabout frontage as being a building worthy of record. Originally part of a garage built between 1935 and 1950, and the facade was last used as part of the Sytner dealerships main showroom building. The Assessment recommends that a record be made of this façade prior to any demolition, however following consideration your officers do not consider that this building has such significant heritage value as to make the recommended recording necessary by condition.

Overall, it is considered that the proposed demolition will facilitate the comprehensive redevelopment of the wider site, which for the most part contains empty buildings and open frontages that provide limited activity to the street and public benefits as well as low amenity and conservation value. The replacement development, with high quality new buildings will help to create modern built-form on the land, new active frontages / facilities at street level. These will be of overall economic, social and environmental benefit to the immediate character of Broad Lane as well as the wider St. Vincent's Quarter, which is welcomed.

Therefore, subject to conditions, including protection of the environment for existing residents / workers during the actual works, it is concluded that the proposed demolition is acceptable.

### Impact on Archaeology

At the local level, UDP Policy BE22 relates to 'Archaeological Sites and Monuments' and states that sites of archaeological interest will be preserved, protected and enhanced. Where disturbance is unavoidable, the development will be permitted only if (a) an adequate archaeological record of the site is made; and (b) where the site is found to be significant, the remains are preserved in their original position.

The application site lies within the Croft area of Sheffield, which was an area that saw early expansion outside the historic core of the city. Archaeological work on adjacent sites has confirmed that buried archaeological deposits of significance can survive later development.

An intrusive archaeological investigation has not been possible due to existing buildings on the site so the impact of the proposed construction ground works is unknown. However, an archaeological desk-based assessment has been produced and this indicates that it is probable that archaeological deposits lie underneath the footprint of the existing buildings and within the two external forecourt areas. Given the historic character of the area as well as the outcome of investigations on adjacent sites, it is anticipated that any archaeological remains will be of a domestic and industrial nature associated with the 18th century land uses. Indeed, historic maps indicate that it is possible that the remains will relate to cutlery works, dwellings, public houses, courts and other buildings.

In light of the anticipated remains and to mitigate the predicted loss of these deposits, the applicant's consultants recommend a series of archaeological works that would be carried out in accordance with an approved Written Scheme of Investigation. The works comprise of an initial trenching programme after demolition and further activity depending upon the outcome, including additional investigation, recording and eventual publication of the results.

The South Yorkshire Archaeology Service (SYAS) agrees with the recommendations of the desk-based assessment submitted and the further archaeology works required can be addressed by condition. Subject to this the proposal is considered to be compliant with relevant NPPF guidance and Policy BE22.

### Design Proposals

UDP Policies BE5 (Building Design and Siting) and IB9 (Conditions for Development in Industry and Business Areas) and Core Strategy Policy CS74 (Design Principles) all seek high quality design that aims to take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

Core Strategy Policy CS76 (Tall Buildings in the City Centre) defines when tall buildings in the City Centre are appropriate. It is accepted that elegantly designed and appropriately sited tall buildings can create landmark structures in areas of

strategic importance. Tall towers are acceptable where they help to define identified gateway sites; mark a principle activity node or a key route; and support the vision for City Centre quarters.

## Layout

The development comprises of two separate buildings – one building (Block A) will be constructed on Site A and the other building (Block B) will be constructed on Site B. The sites are separated by Hollis Croft, which is an adopted public highway that will be retained and improved as part of this development. The new buildings have a back-edge-of-pavement position, which is a deliberate attempt to provide a strong enclosure to the streets and a defined street edge. This arrangement reflects the character of historic and new development in the area and is considered to be a necessary response; helping to maintain the existing street pattern and maximising the use of the land.

On Site A, the new building layout is simple, comprising of a roughly rectangular shape that replicates the shape of the site and the footprint of the existing buildings on the land. The proposed layout also replicates the character of the modern buildings which have been built and are currently being constructed on White Croft and Hollis Croft.

On Site B, the new building's layout again follows the shape of the site – wrapping around the land between Garden Street and Hollis Croft. The footprint maximises the land available and covers most of the site, although setbacks are proposed in order to provide relief between the new buildings and adjacent land uses. In particular, the footprint of the tower element is proposed to be set back from the boundary to create an acceptable relationship to the existing much smaller building at 2 Broad Lane, thus providing obvious space and necessary relief between the sites. Positively, the internal layout of the tower has been designed so that the main entrance to this building is accessed from an external terrace area that will be created from the ground floor space in between the front of the tower and the rear of 2 Broad Lane. This is considered to be a positive element of the scheme, giving the space a prominence and purpose rather than being an under-used and unmaintained transition space.

Pedestrian permeability is proposed around the buildings and the layout will ensure that the Council's desire to provide a pedestrian route between Garden Street, Hollis Croft and White Croft is maintained, which is welcomed. Whilst the majority of this route has already been provided by the adjacent Hollis Croft Student Scheme, the layout of Building A will facilitate the positive fulfilment of this aspiration by setting the building marginally away from the boundary to ensure a well-proportioned enclosed route and safe-feeling walkway as well as providing a commercial unit at ground floor level with the entrance on this route and bedroom windows at the higher levels in order to promote pedestrian movement, activity and surveillance.

Finally, the provision of commercial ground floor uses in other parts of the site is also supported as it provides the opportunity for greater activity in this location and vibrancy to Broad Lane and Hollis Croft. These spaces will be expressed as double height and so will create good bases for the proposed buildings.

It is concluded that the proposed layout is acceptable.

### Scale and Massing

This prominent site offers several challenges, including the need to negotiate the topography of the land and the varied character of the context, which includes 2 Broad Lane at 3 storeys and the much larger developments that exist to the north, west and east (HSBC).

It is recognised that the site provides opportunities as it is prominent underused land that is situated adjacent to busy gateway roads and is surrounded by new development. Indeed, the Sheffield City Centre Urban Design Compendium states that along Broad Lane, Tenter Street and Gibraltar Street edges, strong built form will be required to emphasise the gateway aspect of these streets. At the gateway sites of Hoyle Street, the Tenter Street roundabouts and Brook Hill/Broad Lane, it recognises the opportunity to introduce tall buildings.

In light of the above, the applicant's site specific response includes new built form that varies in scale and mass in an attempt to respond to the immediate surroundings; seeking to step appropriately with the topography and the varied context, and fulfilling the aspiration to achieve a hierarchy of spaces and tall gateway features on Broad Lane / Tenter Street.

### Block A

It is considered that Block A responds acceptably to the emerging contexts of its primary and secondary streets. The block comprises of a building that ranges between 7 and 13 storeys. The 7 storey element is situated at the eastern end of the site where the roads are secondary, topography is at its highest, and a reduced scale is required to respect the height of the adjacent buildings that vary between 5 and 7 storeys. The building steps to 9 storeys before increasing to 13 storeys on the site's Tenter Street frontage. The transition to greater height ensures that Block A has a strong presence on the primary road frontage, which already contains buildings of large scale and mass.

### Block B

This block contains the tallest buildings in the scheme ranging between 7 and 24 storeys in height. The most prominent element of Block B is the 23 / 24 storey tower sited immediately adjacent to the Tenter Street roundabout. The tower will be higher than any other existing or proposed buildings in the immediate context, responding to townscape opportunity in terms of the site's prominent location and the Urban Design Compendium's recommendation for tall buildings along this gateway route.

Although tall and very prominent, it is considered that the tower building will be well defined in its form – both locally and in the long views. This is because the tower has a slender design. It has been designed to be deliberately taller than the rest of the buildings proposed in Block B – and on adjacent sites – to give it appropriate

landmark scale. This design will be emphasised by the elevations, with the proposed arrangement of materials and windows giving a vertical emphasis to all facades.

As discussed, the additional buildings within Block B are smaller in scale and can best be described as transition buildings that allow the tower building to step down to the existing / emerging conditions on the adjacent sites.

The blocks attached to the south-west elevation of the tower reduce to a 14 storey building and then to an 8 storey building on the boundary that is shared with the Hollis Croft Student Scheme. The heights of these blocks have been amended during the period of this application at your officer's request in order to create a better transition and relationship with the student tower that is under construction immediately adjacent to the boundary on this neighbouring site. The amended proposals are considered to be appropriate, achieving building heights that are very similar to those within the student scheme and thus minimising the impact scale of the development from both a visual and general amenity perspective.

A small block is attached to the north elevation of the tower, which is 7 storeys high and this is proposed in order to bring the scale of the built form right down in order to help provide a deliberate transition between the proposed tower and 2 Broad Lane, which is positioned directly in front and holds the junction of Broad Lane / Hollis Croft.

Overall, the proposed scale and massing of the development is considered to be acceptable and suitably respectful of the surrounding buildings whilst helping to add new and varied built form to fulfil the townscape opportunities that are available. To help reach this conclusion, the proposal has been inserted into the Council's City Centre 3D Model, to allow assessment of key views.

#### Appearance and Materials

The development will have a contemporary appearance that is well-mannered, exhibiting good architecture with a design approach that reinforces the proposed scale. All are high quality in their appearance, including interesting and crisp elevations with flat roofs set behind parapets.

The blocks have well-defined ground and top floors elements as well as verticality to avoid long slab-like forms along their length. The elevations include a clear hierarchy of fenestration that achieve good solid to void ratios.

For the very prominent tower element, its slender design is a particularly positive part of the scheme. It is suitably distinct from the other urban blocks with a legible and unique appearance that is a specific response to its location. In particular, its excellent design is achieved through a clear vertical transition from the lower urban blocks, well-defined elevations (top, mid-section and base), and an interesting grid-like fenestration arrangement with generous sizing and high quality detailing.

The main building material in the development is brick and a variety of types / colours will be used to respond to the immediate context (i.e. adjacent buildings) and divide the blocks into distinct elements rather than a single monotonous building.

The proposed brick colours include red, grey, brown and will be secured by condition.

Other materials will be used to enhance the architecture of key specific elements of the blocks. For example, Block A's Tenter Street frontage includes cast concrete framing in order to enhance the elevations and make it appear intentionally different to the rest of the block, aligning it with the design of the adjacent Velocity Village. On Block B, the tower's elevations will be enhanced through the inclusion of slender anodised aluminium panels. The window and external door frames throughout the development will be constructed from aluminium and of dark grey colour.

The success of the proposed architecture will be dependent upon the quality of the detailing. The development is committed to achieving high quality details, including deep window reveals (i.e. 200mm), which is welcomed. These details have been submitted during the application and will be secured by condition in order to ensure the quality is implemented and future dilution in this quality prevented.

Overall, for the reasons above, the proposals are considered to be acceptable from an urban design and architectural perspective and compliant with the relevant policies BE5, IB9, CS74 and 76.

#### General Amenity

UDP Policy H15 (Design of New Housing Developments) expects the design of new housing developments to provide good quality living accommodation. This includes adequate private garden space or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met.

UDP Policy IB9 (Conditions on Development in Industry and Business Areas), part (b), states that development should not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions.

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

#### Impact on Future Residents

##### Outlook

The proposed outlook is considered to be acceptable for a high density urban apartment scheme. The development includes large clear openings to all habitable rooms and the layout is such that each unit has habitable room windows on the external envelope of the building with outlook outwards across adjacent streets and/or neighbouring land.

##### Amenity Space

Internally, it is proposed to include communal amenity areas in Blocks A and B. The plans indicate that each block will include communal lounges, games tables, laundry

rooms, cinema, gym and a private dining / lounge room. These facilities will be available to all residents and help to create a sense of community. They will predominantly be positioned at the lower floor levels of the building although the gym, private lounge and cinema are proposed to be situated at the top floor of the tower element of Block B (Floor 23). It is also proposed to provide an external roof terrace area at Floor 23 and this is the only outdoor space proposed in the development.

The type and extent of amenity space proposed in this development is considered to be appropriate for this type of development in a dense urban setting. It is acknowledged that the character of the site and surrounding streets (i.e. shape, size and width) do not offer the opportunity to provide extensive areas of on-site external facilities.

Officers have encouraged inclusion of private or communal balconies across the development during design discussions with the applicant but these have not been included within the final design. Whilst unfortunate and regarded as a missed opportunity in both visual and residential amenity terms, the omission of balconies is not considered to be a sufficient reason to resist this application.

The central location of the site means that residents will have extremely good access to the many leisure / social / outdoor amenity facilities that the City Centre provides as well as good public transport links to other options situated further away.

#### Noise Environment

A Noise Assessment has been submitted with the application, which confirms that there are no significant issues regarding the prevailing noise climate in the vicinity of the development site.

The Environmental Protection Service has confirmed that the report is satisfactory, subject to a suite of standard conditions to ensure that the development is built to achieve specified noise levels.

The Noise Assessment recommends that any mounted plant and equipment be designed as to not exceed background noise levels. It is confirmed that this is not acceptable. Instead, it is recommended new equipment be designed to be 10dB(A) below the background at the nearest noise sensitive premises. This is to ensure that the new noise is less than and not equal to the background noise and cumulatively making the environment worse. This will be secured by condition.

The area is increasingly characterised by residential development and the proposed buildings are now overlooked on either side by occupied residential uses in close proximity. The scale of the development proposed is such that a dedicated Construction Environmental Management Plan is required. Agreed by condition, it is expected that this considers a variety of demolition and construction phase impacts.

Subject to the above, it is concluded that the application is compliant with UDP Policies H15 and IB9 in terms of the proposed amenity environment for future residents.

## Impact on Existing Residents

The proposal seeks to introduce new built form on a site has historically contained low rise buildings. Therefore, it must be acknowledged that the proposed development will have an impact on the amenity of the uses that overlook the site.

## Outlook / Privacy

### Impact on Velocity Village

On Block A, it is confirmed that the outlook distances between the new White Croft elevation and the Velocity Village development – immediately opposite – will range between approximately 10.2m at the highest point on White Croft increasing to 14.4m on the corner of Tenter Street. The building line of the new building has been drawn back from White Croft and the existing building arrangement by approximately 2.5 metres in an attempt to improve the relationship with the building opposite.

The existing Velocity elevation is heavily dominated by large glazed openings serving non-habitable corridor walkways at the shortest distance (10.2m) and residential apartments (including some external balconies), commercial premises and communal staircases along the rest of the elevation (11.8m – 14.4m).

Given the existing site's character, there is no doubt that there will be a reduction in privacy for the residents of the apartments who experience the current arrangement on White Croft, i.e. low rise commercial buildings and no residential windows immediately opposite. However in amenity and townscape terms, it is considered that this outlook is currently quite poor and not a long term option for the site or area. The buildings on site are vacant and have limited visual amenity value.

It is considered that the privacy distances achieved between the existing and proposed units are acceptable for a dense City Centre living environment where back-edge-of-footpath development is necessary to retain the townscape character. The relationship proposed is not uncommon in the St. Vincent's Quarter or other City Centre locations where facing residential windows at close-proximity have been judged to be acceptable in amenity terms. It is the case that residents cannot expect to enjoy the same levels of privacy as more out-lying or suburban environments. Indeed, it is considered that the siting and relationship to White Croft is very similar to the position of the new buildings that were approved in 2017 and currently being built on the adjacent site to the east, albeit greater in height.

It is considered that residents could have reasonably anticipated redevelopment of the site in the future given the city centre location where high density development is replacing older commercial / industrial land-uses and their generally low-rise buildings.

### Impact on Hollis Croft Student Scheme

Proposed Blocks A and B will both be situated immediately adjacent to the new Hollis Croft Student Scheme that is currently nearing completion on land to the west.



This development includes large buildings on the shared boundary that all have new windows – including student bedrooms – overlooking the application site.

On Building A, the outlook distance between the apartment windows in the new and proposed development will be approximately 8.7m. There are no privacy issues resulting from this relationship because of the design intention to include angled windows to the studio apartments on the west facing elevation of the new building. The privacy distance across Hollis Croft between Block A and another part of the student scheme on the opposite side of the road is 12.2m, which is acceptable for the reasons discussed previously.

On Building B, the shape of the site means that the building will wrap around the eastern end of the student scheme and the key privacy relationship to address is that created by the 24 storey tower element which has habitable windows on its west facing elevation. The plans indicate that the proposed privacy distance will be approximately 11.8m, which is considered to be acceptable for the urban location. It is the case that there are parts of the building that will be positioned closer to the adjacent site but the internal layout of the development and arrangement of windows are such that privacy will be maintained.

#### Impact on 2 Broad Lane

There are no windows in the rear elevation of this property that would be overlooked by the new buildings. Furthermore, this building contains no residential accommodation.

Overall, the proposed relationship is concluded to be acceptable. It is recognised that some degree of overlooking will occur between the various buildings but it is this unavoidable due to the relationship of the site and, most notably, the position of student windows on the shared boundary overlooking the site on multiple levels. However, this relationship is not considered to be a reason to refuse the current application - the overlooking impact will be mutual and the proposed design will ensure that separation distances will be achieved which are acceptable and consistent with those achieved elsewhere across the site and the city centre in general.

Finally, it is noted that the windows on the adjacent scheme were proposed by the developer and granted planning permission in full knowledge of the redevelopment potential of the application site and the inclusion of a large tower building on part of the site. Indeed, this potential relationship was fully addressed and the impact discussed in the planning committee report.

For the reasons set out above, it is concluded that the impact on the privacy of existing residents in Velocity Village and future residents of the Hollis Croft Student Scheme is outweighed by the benefits of the proposal and not so harmful that permission should be refused on amenity grounds.

#### Daylighting and Sunlighting

NPPF paragraph 123 (c) states that local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the Framework. When considering applications for housing, authorities are told to take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site, provided that the resulting scheme would provide acceptable living standards.

Whilst we do not have a specific policy for assessing the acceptability of daylight and sunlight, it is considered reasonable to use the BRE assessment method. Where a new development can block light to existing homes, the BRE's daylight assessment is based around the Vertical Sky Component (VSC) within or without the development. This sets out a number of parameters and is a measure of the amount of sky visible. A window that achieves 27% or more is considered to provide reasonable levels of light whilst lower percentages are considered to be less adequate. Indeed, it is confirmed that for a window achieving less than 5% VSC it will be often be impossible to achieve reasonable daylight, even if the whole window wall is glazed.

Overshadowing (or loss of sunlight) is analysed using Annual Probable Sunlight Hours (APSH). This is a measure of how much sunlight the window can receive with or without the new development. Guidance recommends that critical internal areas, i.e. rooms where sunlight is expected should receive, at least 25% of the APSH. Furthermore, at least 5% should be received during the winter months (21st September and 21st March).

In order to assess the impact on surrounding living standards, a Daylight and Sunlight Impact Sensitivity Test has been submitted to demonstrate the impact of the proposed development on the existing buildings on the adjacent Hollis Croft Student Scheme and Velocity Village. The assessment takes two parts:

1) A Daylight and Sunlight Assessment Report (original assessment) – comprising of a detailed assessment to determine the expected levels of daylight and sunlight created by the development and the shading impacts upon immediately surrounding buildings. The assessment has been undertaken in accordance with relevant BRE good practice guidance and includes recommendations for daylight and sunlight access and respective calculation methods.

2) A Summary Report – Daylight and Sunlight Impact Sensitivity Test (summary assessment) – has been produced at the request of your officers to demonstrate the impact of a smaller and more uniform development on the application site, and allow a comparison with the original assessment to take place. The summary assessment replicates the approach adopted within the original assessment and is based on an 8 storey building on Plot A and a 9 storey building on Plot B.

When read individually or together, it is clear that both assessments demonstrate that new buildings on the application site will have a negative impact on the amount of daylight and sunlight levels currently being experienced by a proportion of the residential windows in close proximity of the site. The greatest effect on sunlight and daylight will be on the units in the east elevations of the buildings in the new Hollis

Croft Student Scheme and those in the south facing elevation of Velocity Village, as described below:

#### Impact on Hollis Croft Student Scheme

On daylight, the reports identify 179 windows across three building elevations in the adjacent student scheme that need to be assessed. Although there are more windows on these elevations, it is explained that these have been discounted from the assessment for a number of justified reasons. In total, it is confirmed that 57 windows will not achieve the 27% benchmark “Vertical Sky Component” (VSC) as a consequence of the proposed development. This equates to approximately 32% of the windows assessed and it is confirmed that there is a significant variation in the failed VSC levels, with many being at or around the benchmark figure – especially those at the higher levels. Only one window will fall below the 5% VSC value threshold.

In comparison, the summary assessment confirms that a development of reduced scale would result in 52 of the windows (29%) falling below the VSC target threshold. It is expected that the improvements would occur to windows at the higher levels.

On sunlight, the original report identifies that 78 (43.6%) of the windows assessed will not achieve the Annual Probable Sunlight Hours (APSH) values expected during the summer months with the proposed development in-situ on the adjacent site. This will reduce to 55 windows (30.7%) during the winter months.

In comparison, the summary assessment confirms that a development of reduced scale would result in 46 (36.7%) windows in summer and 19 (10.7%) windows in winter falling below the APSH target value.

Clearly, the proposed development will have an impact on a large number of windows in the east elevations of the student scheme. However, it is considered that the summary assessment demonstrates that impact from any meaningful development on this prominent gateway site – including a scheme of lower height – would be unavoidable given the position of the windows across multiple floors and directly overlooking the application site within close proximity of the boundary. The greatest impact occurs on the student development but again it is referenced that windows were proposed by the developer and granted planning permission in full knowledge of the redevelopment potential of the application site and the opportunity for large buildings on part of it. Indeed, this potential relationship was fully addressed and the impact discussed in the planning committee report at that time. Thus, it is considered that this should be given weight as part of the acceptance of the proposed relationship. Furthermore, it is considered that the relationship is similar to that created elsewhere across the Hollis Croft student scheme between its own buildings and courtyards.

#### Impact on Velocity Village

On daylight, the assessments identify 86 existing windows on the south facing White Croft elevation of Velocity Village. Again, other windows have been discounted for justified reasons, including windows constrained by balconies. In total, the

assessments confirm that 42 (49%) windows will not achieve the 27% benchmark VSC value.

In comparison, the summary assessment confirms that a uniform development of reduced scale would also affect 42 windows.

On sunlight, the original assessment identifies that 22 (26%) will not achieve the APSH values expected during the summer months and 53 (63%) in the winter. The comparison summary assessment indicates that 18 windows (21%) will fall below the target value in summer and 53 windows (62%) in winter.

#### Impact on 2 Broad Lane

There are no windows in the rear elevation of this property that would be overshadowed by the new buildings. Furthermore, it is confirmed that this building contains no residential accommodation.

Given the impacts described above, it is concluded that the loss of sunlight and daylight to existing residential accommodation will impact on the amenity of some residents. The loss of sunlight and shading to the adjacent properties identified is a clear negative impact of the proposal.

However, the impact on sunlight and overshadowing is a consequence of high density city living, which is one of the city's key planning objectives and brings wider sustainability benefits. This includes re-developing vacant / underused brownfield land, regenerating City Centre Quarters and minimising the development of greenfield sites. Whilst the impacts are acknowledged, it must be recognised that this is not a suburban location and that if the impact on sunlight/overshadowing were to be given too much weight in a City Centre location it would lead to development on some streets being significantly lower on one side in order to avoid blocking sunlight to properties on the opposite side. This would significantly undermine objectives of ensuring that development responds to its context and potentially make the development of land unviable.

Both assessments demonstrate that development on the application site will have the greatest impact on the east elevations of the student scheme and the bedroom units they contain. However, it is considered that such an impact would be unavoidable given the position of these existing windows directly facing the application site within close proximity of the boundary and across multiple levels. Furthermore, it is considered that the relationship is similar to that created elsewhere across the student scheme between its own buildings and courtyards. Whilst the protection of amenity is always sought, it is considered that refusal on such grounds would significantly sterilise this prominent gateway site to the detriment of the city's townscape and housing requirements.

Therefore, on balance, it is concluded that the impact on the daylight and sunlight for existing residential windows identified is outweighed by the benefits of the proposal and not so harmful that permission should be refused on amenity grounds.

Highway Matters

UDP Policy IB9 (Conditions on Development in Industry and Business Areas) expects new development to be adequately served by transport facilities, provide safe access to the highway network and appropriate levels of off-street car parking, while the City Council's Car Parking Guidelines, which are to be interpreted as maximum standards, states that in the city centre up to one space per dwelling is appropriate.

UDP Policy BE9 (Design for Vehicles) expects developments to provide a safe, efficient and environmentally acceptable site layout for all vehicles (including cycles) and pedestrians.

The NPPF encourages development in sustainable locations and to make the fullest possible use of public transport, walking and cycling. The site is considered to be in a highly sustainable location, positioned in the city centre within walking or cycling distance of all of its Quarters – including St. Vincent's, Kelham Island, Cathedral and Heart of the City – meaning that there are a wide range of local services, facilities and commercial activities close to the site.

#### Highway Arrangement

Access to the site will be from the existing highway network, which will not change significantly as a result of this development apart from some minor alterations to accommodate new facilities, including 4 disabled car parking spaces on White Croft and new service / drop-off bays on White Croft and Hollis Croft. The provision and design of these facilities are acceptable from a highway point of view. A service / drop-off bay on Tenter Street has been removed during the application period because of concerns about its potential conflict with the adjacent pedestrian crossing and the possibility of large service vehicles obscuring the traffic lights for oncoming traffic.

The width of the proposed pedestrian footways around the site is considered to be acceptable and they will be upgraded and resurfaced to the required material palette. This will improve the quality of the environment from a pedestrian comfort and visual amenity perspective. The final details will be secured by condition.

#### Transport Environment

The application site is in a sustainable location with the city centre easily accessed on foot or bike and it is also within close proximity of public transport services. For example, there are high frequency bus and tram stops close to the site with the nearest approximately 5 minutes away on West Street and Church Street.

The Transport Statement confirms that the proposed development will be supported by a Travel Plan with measures and recommendations to ensure that this major development encourages and prioritises sustainable travel in order to reduce its impact on the surrounding highway network in terms of parking demand and congestion.

Finally, strategies in relation to servicing, waste management and emergency service provision are reserved by condition.

### Car and Cycle Parking Provision

No car parking provision is proposed for occupiers of the development largely due to the difficulty and cost of accommodating car parking at ground or below ground level owing to the characteristics of the site.

Whilst car-free developments can be accepted and justified in the City Centre, there are known car parking pressures in the area resulting from increased new resident and commuter car parking, in part because there is not currently a Controlled Parking Zone (CPZ) in the St. Vincent's or Kelham Island Quarters. The Council's current policy seeks to restrict parking provision in the City Centre to encourage a modal shift away from private car use and thus prevent city centre traffic congestion. However, there is the potential that the non-provision of in curtilage parking could increase the demand for parking spaces on the local highway or within formal / informal car parks – thus impacting negatively on existing residents and businesses that use these spaces and may be displaced by the competition of the additional users.

In order to achieve a reduction in private car trips, it is considered that parking controls on the highway in St. Vincent's are essential and so a CPZ is proposed for the Quarter, to be consulted on and implemented in the near future. The CPZ includes the highway network around the application site and it will be a scheme that is intended to control on-street parking for all users.

Given the 'car free' nature of this proposal, the proposed development needs to contribute towards the implementation of the CPZ scheme, as per other recent large scale developments in the in the St. Vincent's Quarter. Following successful discussions, the applicant has indicated their agreement to pay a financial contribution of £60,007.36 through the completion of a S106 legal agreement.

This commitment is welcomed and the requirement justified on the basis that it meets the tests in paragraph 56 of the NPPF because:

- a) It is necessary to make the development acceptable in planning terms;
- b) It is directly related to the development; and
- c) It is fairly and reasonably related in scale and kind to the development.

In light of the above your officer's concerns about the consequent displacement of parking demand onto the highway has been allayed. A parking scheme will reduce adverse impact of the development on the local highway by eliminating long stay resident car parking options, discouraging commuter car parking and, as a consequence, reducing the number of vehicle movements in the area. The applicant will be required by condition to ensure that future occupiers are aware that they will not be eligible for resident parking permits within any existing or new CPZ.

Finally, it is confirmed that Secure cycle parking stores are provided across the development in three individual cycle stores; 1 no. cycle store at ground floor level in

Building B and 2no. cycle stores at ground floor level in Building A. These will provide parking for 80 bikes in total. It is confirmed that the location and quantity is adequate to serve each building. The development and final design of these facilities will be secured by condition.

For the reasons above, it is concluded that the proposed highway environment that will be generated by this development is acceptable.

#### Microclimate

A full wind study has been submitted to determine the impact of the development on the wind microclimate. The study follows the results of a desk study which was originally submitted with the application and presented in a semi-quantitative report. However, despite indicating that a wind discomfort or distress would be unlikely, your officers have requested the full study in order to provide further reassurance. This overall analysis – which includes a 3D simulation model – determines that the proposed development presents no concern for pedestrian safety with respect to the relevant assessment criteria (Lawson criteria). Therefore, no further assessment or mitigation is considered necessary.

#### Disabled Access

Mobility housing provision for residential development (Use Class C3) has been superseded by the Technical Housing Standards (2015), which removed the requirement for mobility housing from the planning process in cases where Local Authorities had no up to date relevant policy in place, as is the case in Sheffield.

However, it remains necessary to provide accessible flats in the shared accommodation (e.g. student accommodation, co-living flats etc.). Therefore, the proposal includes 1 accessible bedroom in each of the 5 bedroom cluster flats - resulting in 7 overall. This provision equates to approximately 6.2% of the cluster bedrooms proposed in the entire development, which are intended to be provided on occupation. This level of provision is considered to be acceptable.

There will be 4 accessible car parking spaces provided on White Croft between Block A and Block B. These spaces will be provided within the public highway and so will be available to the general public as well as future residents of the development. Whilst dedicated disabled car parking for the sole use by future residents would have been the preferred option, this was not feasible or due to the character of the application site and the design of the development. It is considered that the 4 spaces, as proposed, represent the best solution available in this circumstance.

Finally, all buildings and approaches will benefit from level access. It is expected that all building entrances (including door widths), crossings, ramps, steps, footways etc. be designed to current standards.

It is concluded that the development will provide an inclusive environment for future users.

#### Landscaping

UDP Policy BE6 (Landscape Design) expects good quality landscape design in all new developments and refurbishment schemes. The landscaping proposals are limited because of the back edge of pavement arrangement of the buildings and the small amount of space that this leaves. The main landscaping elements are shrub planting, tree planting and various hard paving designs. Furthermore, there is also proposed to be a roof garden at Level 07 on Block A for resident use.

Given the city centre position in a dense setting and the nature of the development, the landscape proposals are considered to be acceptable, compliant with Policy BE6.

### Public Art

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

It is intended to provide public art as part of this development. Following discussions with your officers, an area of Building A's ground floor elevation on to Hollis Croft (southern elevation) and White Croft (west elevation) has been identified as an area where public art will be incorporated. No detail proposal or strategy has been submitted as part of this stage but it is intended that the final designs be focussed around the building's architecture / fabric and possibly linked to the history of the site/area.

The commitment is welcomed and a condition is recommended to ensure that an appropriate project is successfully integrated into the completed scheme. It is expected that the final design be created through consultation with the Council's Public Art Officer in order to ensure full compliance with Policy BE12.

### Sustainability

The NPPF advises that there is a presumption in favour of sustainable development. This comprises of three dimensions that must be considered together, including an economic role, a social role and an environmental role.

In economic terms, the application will re-use is brownfield land containing vacant buildings. The redevelopment will deliver economic regeneration on the site and employment will be created as part of the construction works and operational roles associated with the management of the facility – the application form states 30 jobs. Furthermore, the applicant has confirmed that they will promote employment and skills in the city by supporting local employment initiatives as part of the development. This is welcomed and so a condition is proposed to secure an appropriate employment and training strategy.

In social terms, the scheme provides a varied mix of apartment accommodation that will appeal to a variety of potential occupiers. Also, the co-living accommodation will potentially meet some housing needs for graduates and young professionals. As the site is conveniently located close to a wide range of services and facilities



development in this location will ensure that residents' social and community needs are well catered for.

In environmental terms, the proposal will replace vacant commercial and industrial buildings with high quality residential development that will enhance the built environment on a busy city centre route and support the provision of high density development in City Centre. The site is sustainably located with easy access to services and sustainable transport which will help to contribute towards moving to a low carbon economy. The development will regenerate a brownfield site and will be resilient to climate change as it lies within a low risk flood zone.

Core Strategy Policy CS 65 seeks to deliver renewable energy capacity in the city. All new developments over 500m<sup>2</sup> are required to provide 10% of their predicted energy needs from decentralised and renewable or low carbon energy sources unless this can be shown to not be feasible and viable.

The submitted Energy Strategy contains details of the proposed energy efficiency measures for the development. It explains that consideration is being given to the possibility of connecting to Veolia's District Heating System (DHS) network, which is welcomed but it is confirmed that the pipes for this network are not located adjacent to the site and so any proposed connection requires an extension. Therefore, the feasibility of connection needs to be investigated further by the applicants and the Energy Statement acknowledges this. This option may not be possible because Veolia has indicated in its consultation response for this application that likelihood of success for extending the network is "low to medium".

In light of the above, if the DHS is not a feasible option, it is confirmed that renewable technology will be achieved through a Combined Heat and Power (CHP) system instead. The CHP system is most likely to be a central plant source that will serve the site and cover the heat demand for the development. In either case, it is confirmed that a minimum of 10% of the development's total energy needs will be provided from decentralised renewable or low carbon energy, as required by Policy CS 65.

Furthermore, the Energy Strategy confirms that the buildings will include the provision of enhanced insulation for walls, floors, roofs and windows, as well as a design air leakage rate that is 50% lower than the regulatory limit. Additionally, the building services systems are proposed to incorporate a range of measures that will reduce energy consumption.

Finally, Green roofs are encouraged by Core Strategy Policy CS64 because they can help to attenuate surface water run-off, help to reduce heating in urban areas and improve biodiversity. It is confirmed that the proposals indicate that potential vegetated roof systems will be incorporated into the development on most of the roof areas of Blocks A and B, which is a welcomed part of the proposed design. The final design of the system and extent of will be agreed by condition.

Overall, the scheme is considered to represent sustainable development and meets the expectations of Policies CS64 and CS65, subject to conditions securing the final proposed details.

## Ecology

UDP Policy GE11 (Nature Conservation and Development) expects the natural environment to be protected and enhanced. The design, siting and landscaping of development should respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value.

A Bat Scoping Survey has been carried out using current best practice measures and is satisfactory. It confirms that there is no evidence of bats using the buildings as a roost site and, therefore, there are considered to be no ecological constraints on the proposed development.

In accordance with the precautionary approach in respect of European Protect Species, the Survey recommends a suitable Ecological Method Statement that should be implemented prior to the commencement of / during the demolition activities. The expectation to follow this recommendation will be secured by condition.

In order to enhance biodiversity across the new development, a condition is proposed that will secure bat/bird boxes across development to provide nesting provision for a range of species. This is consistent with the recommendations of the Bat Scoping Survey.

Overall, it is concluded that the information submitted provides a competent evaluation of the environment and makes sensible suggestions in line with current ecological best practice. It is concluded that the proposal will be in compliance with Policy GE11.

## Flood Risk and Land Drainage

Core Strategy Policy CS 67 (Flood Risk Management) seeks to reduce the extent and impact of flooding and requires the use of Sustainable Drainage Systems or sustainable drainage techniques, where feasible and practicable. Policy CS 63 (Responses to Climate Change) also promotes the adoption of sustainable drainage systems (SuDS).

A Sustainable Drainage Systems (SUDS) Strategy accompanies this application. The site is identified as being situated in a fully developed area, 678m from the nearest open watercourse (River Don), and within Flood Zone 1 meaning that it is in an area of low flood risk where residential development is acceptable.

With regard to proposed SUDS techniques, the Strategy assesses all potential SUDS techniques and determines that there are a limited number of suitable options that can be used for the development due to the size of the development footprint. Therefore, the Strategy proposes the inclusion of Green Roofs and Attenuation Storage.

Given the limited SUDS options available, it is proposed to provide separate systems of surface and foul water drainage on site will drain to the existing public sewers

within the local highway network. The report proposes that detailed site survey is undertaken post-planning to establish further information about the drainage infrastructure – including catchment areas, pipe sizes, sloped and discharge points. The existing site discharge rate would then be reduced by 30% from the existing 1-in-1 year discharge rate for each outfall connection, in accordance with local guidance and Yorkshire Water requirements.

The proposed means of drainage will enhance the site's current drainage rates, thus not increasing the flood risk downstream and meeting the requirement for betterment to the existing sewerage network.

In light of the above Yorkshire Water and the Lead Local Flood Authority have confirmed the proposed drainage strategy is acceptable and in compliance with the relevant policies listed.

#### Contaminated Land

An acceptable Phase I Desktop Study has been submitted with the application. It is recommended that further gas monitoring be carried out and a supplementary ground gas report submitted to the Local Planning Authority for approval. Conditions are recommended to deal with this issue.

#### Affordable Housing

Core Strategy Policy CS 40 (Affordable Housing) states that, in all parts of the city, new housing developments will be required to contribute towards the provision of affordable housing where practicable and financially viable.

The Community Infrastructure Levy and Planning Obligations Supplementary Planning Document, was adopted in December 2015 (Policy GAH2) and identifies the site as being within the 'City Centre' Affordable Housing Market Area where no contribution is required.

#### Community Infrastructure Levy (CIL)

The development is CIL liable and the application site lies within CIL Charging Zone 4 where the expected charge for this development will be £50 per square metre.

#### RESPONSE TO REPRESENTATIONS

It is considered that the planning issues raised in the objection representations received and relating to the development's impact on residential amenity, daylight/sunlight, visual amenity, traffic, and noise / disturbance have been addressed in this report.

The issue of compensation resulting from residential amenity impact is not considered to be a planning matter.

#### Relationship / Impact on 2 Broad Lane

The relationship to 2 Broad Lane has been addressed and justified throughout this report. For the avoidance of doubt it is considered appropriate to clarify a number of points in order to fully address the objection received.

2 Broad Lane is a small vernacular building that is currently occupied by two businesses and under a separate ownership to the application site. It is not a listed building but clearly a structure that dates back to the area's historic built form and former industrial character. At three storeys high with a pitched roof, it has a prominent forward position on Broad Lane but has now been surrounded by new much larger scale development that has been or is currently being built on nearby sites over recent years.

The property has a small and restricted curtilage that is no bigger than the footprint of the building. Therefore, there is no external space available to help provide separation to adjacent sites and land uses; the building is immediately bounded by Tenter Street and Hollis Croft to its front (East facing) and side (North) boundaries and the application site to its rear (West facing).

There is no doubt that the existence of 2 Broad Lane in such close proximity and of such a small scale has created a significant challenge for the proposed development. We have been advised that discussion has occurred between the two parties at an early stage of the design process but the outcome is unclear. What we do know, is that the building has remained outside the scope of this application and so the proposals being designed / assessed by Officers are on the basis of the existing circumstance.

As described in the assessment above, it is considered that the development has an acceptable relationship with all surrounding buildings and land uses, including 2 Broad Lane. Whilst recognising that there are some shortfalls, it is not considered that these are so significant to warrant the refusal of this application given the dense urban setting and character of the context.

It is always the case that different site circumstances could result in different / improved outcomes. Indeed, it is acknowledged that if the 2 Broad Lane was part of the application site then it could have been included, refurbished or possibly replaced as part of the scheme. Alternatively, if its curtilage was not so restricted and external space was available then the transition of scale between the existing / proposed buildings could have been handled differently with, potentially, improved separation and opportunities. However, these circumstances do not exist and your officers are confident that the relationship ultimately achieved is an acceptable solution given the actual site constraints.

It is noted that significant concern has been raised about the negative impact of this new application on any future re-development proposals of the site of 2 Broad Lane and the potential of it completely sterilising it.

Whilst acknowledged that 2 Broad Lane holds a prominent corner position on Broad Lane / Hollis Croft, it is not considered that the site is large enough to be able to accommodate a building with a scale that is equal to the buildings proposed on the application site. Without prejudice, it is considered that the site restrictions are such that it would be very difficult to be able to accommodate a standalone multi-storey building including all of the infrastructure required to make it function – including lifts, stairs, plant / equipment, bin storage etc.

It is acknowledged that a building of greater scale could possibly be achieved on the site of 2 Broad Lane if it were to be included within the application site. However, this is not the case and the application before has to be considered.

Overall, it is accepted that this development does not complement the historic scale and character of 2 Broad Lane. Nevertheless the relationship is considered to be acceptable. Furthermore, it is considered that the continued existence of this un-listed building immediately adjacent to the development should not hold such weight as to prejudice the comprehensive re-development of the application site in the manner desired by the applicant. The site represents a sizeable portion of the townscape in a prominent location and it will be a high quality development that includes many new urban dwellings. Ultimately, it is considered that insistence upon a building that wholly complements 2 Broad Lane would result in a development that is not in-keeping with the rest of the built-form that is now emerging on Tenter Street/ Broad Lane, which are primary street frontages.

## SUMMARY AND RECOMMENDATION

The redevelopment of this vacant site is welcomed; providing a brand new use that will significantly enhance its appearance and prominence adjacent to a primary route leading into/out of the City Centre.

For the reasons set out above, it is concluded that the development – which includes a tall 24 storey tower at its heart - is acceptable in planning terms. The proposal is compliant with land use policies and it will provide new residential accommodation that is considered to be acceptable for future and adjoining residents.

The design of the development – including its large scale, mass and appearance – is considered to be appropriate, being contemporary and high quality. A significant degree of design work has evolved in order to ensure that the arrangement and design of the buildings are suitably well-mannered and respectful of the varied site surroundings.

The commitment to provide a financial contribution towards the implementation of a Controlled Parking Zone traffic management scheme is regarded as a positive element of the scheme, which will ensure that the development does not harm the local highway environment.

The negative aspects of the development in terms of the daylight and sunlight impacts have been explained and the overshadowing issues acknowledged. It is concluded that any concerns are outweighed by the overall benefits of the proposal.

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

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

In light of the above, and notwithstanding the objections received, it is concluded that the proposals are acceptable and in broad compliance with the Local Development Plan and the National Planning Policy Framework. Therefore, it is recommended that the Members of the Planning Committee approve the application, subject to the listed conditions and to the completion of a legal agreement to secure the following Heads of Terms.

#### HEADS OF TERMS

1. To pay a financial contribution of £60,007.36 to the Council towards the St. Vincent's Traffic Management Works.