
Case Number	19/00902/LBC
Application Type	Listed Building Consent Application
Proposal	Park Hill Phase 4 - Refurbishment of Duke Street tower block for a mixed-use development comprising of 95 residential units, education space, artist studios, flexible workspaces, temporary artist accommodations and heritage flats, and an extension to form a new purpose-built art gallery with ancillary shop and cafe, landscaping, car parking and associated works (use classes B1, C1, C3 and D1)
Location	Park Hill Estate Duke Street Park Hill Sheffield S2 5RQ
Date Received	12/03/2019
Team	City Centre and East
Applicant/Agent	Carmody Groarke
Recommendation	Grant Conditionally

Time limit for Commencement of Development

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

Reason: In order to comply with the requirements of the Planning (Listed Buildings and Conservation Areas) Regulations 1990.

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the drawings contained within the Drawing Issue Sheet (Project Name: Park Hill Art Space) produced by Carmody Groarke and dated 15/8/2019.

Reason: In order to define the permission.

Pre-Commencement Condition(s)

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

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

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

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

Doors and door surrounds
Windows (including reveals)
Balconies and balustrades
Link between gallery extension and existing building
Hague Row infill panels
Parapets, eaves and verges

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

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

5. A sample panel of the proposed masonry shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used. The sample panel shall be approved in writing by the Local Planning Authority before any masonry works commence and shall be retained for verification purposes until the completion of such works.

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

6. Details, including samples, of the extent and specification of brick and concrete repair, cleaning and treatment shall be submitted to and approved by the Local Planning Authority prior to the commencement of those works and shall thereafter be carried out in accordance with the approved details.

Reason: In order to ensure that the fabric of the building is not damaged.

7. The design and location of all new internal and external light fittings shall be approved in writing by the Local Planning Authority before that part of the development commences. Thereafter the development shall be carried out in accordance with the approved details.

Reason: In order to protect the character of the original building.

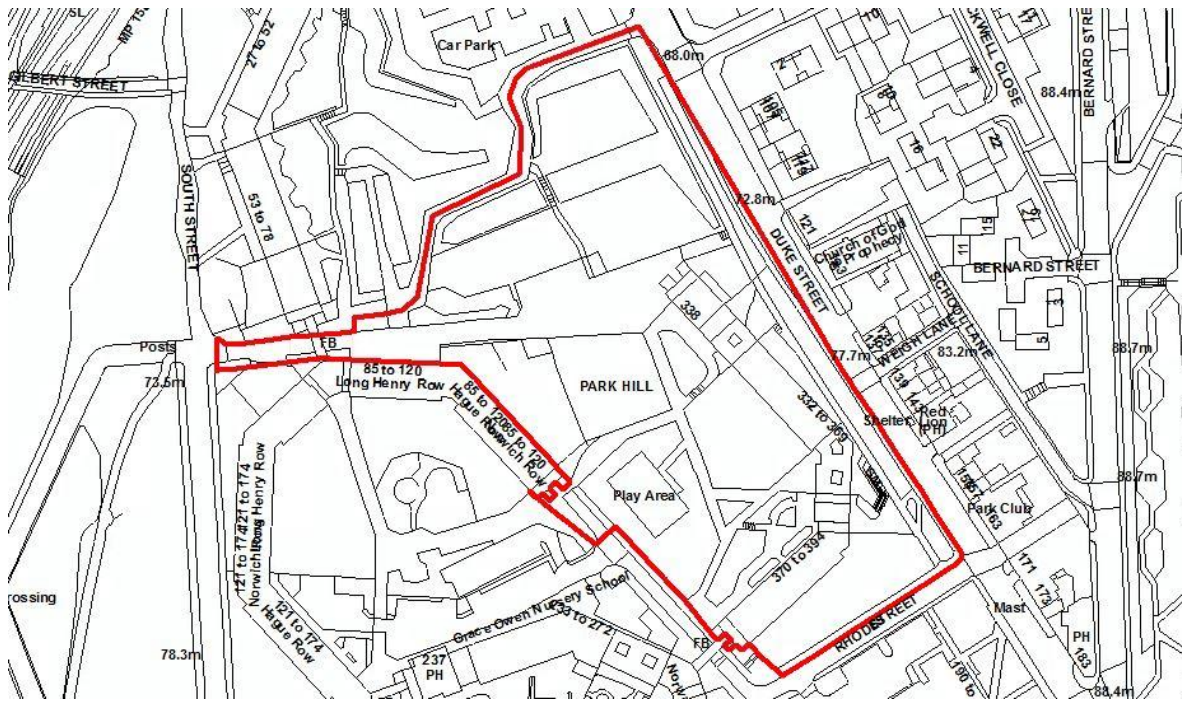
8. Details of the location, specification and appearance of all new services to the building (including meter boxes, outlets and inlets for gas, electricity,

telephones, security systems, cabling, trunking, soil and vent stacks, fresh and foul water supply and runs, heating, air conditioning, ventilation, extract and odour control equipment, pipe runs and internal and external ducting) shall be approved in writing by the Local Planning Authority before installation.

Reason: In order to protect the character of the original building.

Other Compliance Conditions

Site Location



© Crown copyright and database rights 2016 Ordnance Survey 10018816

INTRODUCTION

This is a joint report for planning application reference 19/00523/FUL and Listed Building Application 19/00902/LBC.

Members may recall that outline planning permission for the comprehensive redevelopment of the Park Hill estate was approved at Planning Committee in August 2006 (06/00848/OUT). This approved the redevelopment of Park Hill to provide up to 874 refurbished flats across the whole of the existing grade II* listed complex, together with a total of 13,761sq.m of various non-residential floorspace (A1, A2, A3, A4, A5, B1 and D1) in refurbished and new-build spaces. A number of matters were reserved by condition including details of design, external appearance, access and landscaping.

The 2006 outline consent was subsequently varied three times as follows: 07/01962/OUT, to allow phasing of the development; 08/02793/OUT, to allow phased car-parking provision; and 12/01758/OUT, to defer some of the landscaping and highway works to Phases 2 and later.

A reserved matters application for Phase 1 (07/02476/REM) was approved at Committee in October 2007. However, as a result of market changes, the designs for Phase 1 evolved and an amended reserved matters application was approved in December 2011 (11/02801/REM). This consent – which included a reduction in apartment numbers from 321 units to 263 units and a deferral in the provision of the multi-storey car park to a later phase – represents the as-built designs for Phase 1, which was completed in March 2016.

The reserved matters application for Phase 2 was approved at committee in December 2017. It granted consent for the refurbishment of the horseshoe-shaped block situated in the centre of the site to provide 199 residential units (Use Class C3) and 1,963sqm commercial space (A1, A2, A3, A4, B1, D1 & D2 uses), landscaping, car parking and associated works. Work on Phase 2 has just begun.

In a departure from the consented outline scheme, planning permission and listed building consent were granted for the refurbishment of the Phase 3 block at the southern end of the site to provide student accommodation with some commercial space at ground floor level. Work on Phase 3 is well underway.

In a further departure from the consented outline scheme, planning permission and listed building consent are now sought for the refurbishment of the Duke Street tower block at the eastern end of the estate for use as 95 residential units, education space, artist studios, flexible workspaces, temporary artist accommodations and heritage flats, plus an extension to form a new purpose-built art gallery with ancillary shop and cafe (use classes C1, C3, B1 and D1).

The applications will not be subject to referral to the Secretary of State as they do not involve the demolition of the principal building, the demolition of a principal external wall of the principal building, or the demolition of all or a substantial part of the interior of the principal building.

LOCATION AND PROPOSAL

The application site is located within the Park Hill estate to the east of the city centre. The estate covers approximately 32 acres and comprises of four principal blocks that vary in scale from four to thirteen storeys. It is bound by Anson Street and the Park Square roundabout to the north, Duke Street to the east, Talbot Street to the south and South Street to the west. Beyond South Street is the Sheaf Valley Park which leads down to the Railway Station in the valley bottom. To the north-east and south-east surrounding areas are predominantly residential in character.

Park Hill was built between 1957 and 1961 by the Corporation of Sheffield. This prominent grade II* listed brutalist structure is now the largest listed building in Europe. A characteristic feature of Park Hill are the deck access 'streets in the sky' that link all four main blocks with walkways wide enough to accommodate a milk float. The decks, which were intended to replicate the close community of a terraced street, occur at every third level and all front doors lead onto these. The four blocks are served by 13 passenger lifts and two large goods' lifts.

Flats and maisonettes were designed around a three-bay, three storey unit system comprising of a one bed and a two bed flat below deck level and a three bed maisonette on and above the deck level. The rigid grid of flats and maisonettes ensured that kitchens and bathrooms were stacked in pairs to facilitate servicing. Lifts, stairs, pubs and laundries were set at nodal points. The structure was infilled with brickwork and full-height timber windows. Each of the three storey bands has a different brickwork colour (one per street) which gets lighter towards the top.

The current applications relate to Phase 4, the fourth of the five redevelopment phases of Park Hill. Phase 4 is located at the eastern end of the estate, bound by Duke Street to the east and Rhodes Street to the south. This eastern block comprises of a 7 to 9 storey building with 3 flanks. It maintains the continuous horizontal roofline which is characteristic of the wider estate.

As amended, the proposed development comprises of external and internal alterations to the building for use as 95 residential units, temporary artist accommodation, heritage flats (for short term rent), artist studios, education space and flexible workspaces as well as an extension at the north-western end of the range to form a new purpose-built art gallery. The proposals also include provision for landscaping and car parking. Proposals for an auditorium within the listed building were omitted.

RELEVANT PLANNING HISTORY

06/00848/OUT In August 2006, the refurbishment and partial redevelopment of the Park Hill Estate to provide residential accommodation (Use Class C3), multi-storey car park, landscaping, new vehicular and pedestrian access routes and A1, A2, A3, A5, B1 and D1 uses, was granted outline planning consent.

06/00849/LBC	In September 2006 listed building consent was granted for the removal of buildings and structures within the curtilage of Park Hill Flats.
07/01962/OUT	In July 2007, the refurbishment and partial redevelopment of the Park Hill Estate to provide residential accommodation (Use Class C3), multi-storey car park, landscaping, new vehicular and pedestrian access routes and A1, A2, A3, A5, B1 and D1 uses (application under Section 73 to vary condition no.1 imposed by 06/00848/OUT (to allow for the phased development of the site)) was approved.
07/02476/REM & 07/02475/LBC	Partial demolitions, refurbishment and reconfiguration of existing flats, erection of multi-storey car park with ancillary A1 (retail), A3 (cafes/restaurants), A4 (bars), A5 (takeaways), D1 (health/education) and B1 (offices) uses and landscaping (Reserved matters in accordance with 06/00848/OUT) were approved in October 2007.
08/02793/OUT	In October 2008, an application to vary condition 7 (details of multi-storey car park) and condition 12 (car parking strategy) of application no. 06/00848/OUT (Application under Section 73) was approved.
11/02801/REM & 11/03197/LBC	Partial demolitions, refurbishment and reconfiguration of existing flats, erection of multi-storey car park with ancillary A1 (retail), A2 (financial and professional) A3 (cafes/restaurants), A4 (bars), A5 (takeaways), D1 (health/education), ancillary gymnasium (D2) and B1 (offices) uses and landscaping (Revised Reserved Matters in relation to Phase 1 in accordance with 06/00848/OUT) were approved in December 2011.
12/01758/OUT	An application to allow landscaping, the creation of public access routes and highways improvement works to be delayed until Phase 2 of the development (Application under section 73 to vary condition 9 (landscaping and access) and condition 10 (highways improvements) of planning permission ref. 06/00848/OUT (Refurbishment and partial redevelopment of the Park Hill Estate)) was approved in September 2012.
12/01800/REM	An application to allow highways improvement works to be delayed until Phase 2 of the development (Application under section 73 to vary condition 5 (highways improvements) of planning permission ref. 07/02476/REM (Refurbishment and partial redevelopment of the Park Hill Estate)) was also approved in September 2012.
17/03486/REM & 17/03686/LBC	In December 2017 consent was granted for the refurbishment of the central block to provide 199 residential units (Use Class C3) and 1,963sqm commercial space (A1, A2,

A3, A4, B1, D1 and D2 uses), landscaping, car parking and associated works. Application to approve details in relation to design, external appearance, access and landscaping matters reserved by 06/00848/OUT, 07/01962/OUT, 08/02793/OUT and 12/01758/OUT.

- 18/01699/FUL & 18/01700/LBC In July 2018, planning permission and listed building consent were granted for external and internal alterations to the southern block (Phase 3) for use as student accommodation (sui generis), including use of part of the ground floor as Use Classes A1, A2, A3, A4 and/or D2, erection of cycle store and provision of landscaping, car parking and service areas, a sub-station and boundary treatments.
- 19/00548/NMA & 19/00556/LBC In March 2019 an NMA and listed building consent were granted to allow alterations to the approved shared bathroom arrangements in Phase 3 in order to provide en-suite bathrooms.
- 19/00302/REM In May 2019 consent was granted under Section 73 of the Planning Act to allow amendments to the wording of condition 7 of 17/03486/REM (internal subdivision of commercial unit).

SUMMARY OF REPRESENTATIONS

Comments were received from 9 local residents with a little over half raising objections and the remainder raising neutral or supportive comments.

Those concerns raised by objectors include:

- The loss of trees along the perimeter of the site, which make an important contribution the streetscape.
- The replacement of an outdoor amenity area and other green spaces with car parking.
- Allowing vehicular access through the car parks to connect Duke Street and South Street is a safety concern, will impact on residential amenities and is likely to be abused by rat runners.
- Giving priority to car parking spaces and cars when the site is so close to the city centre and good public transport links.
- There are insufficient dedicated car-share parking spaces and electric charging points.
- Pay and display parking places should be reduced in order to discourage commuter parking and because spaces are not always available for residents.
- There is no provision for affordable housing in the newer phases.
- Little consideration has been given to reducing the environmental impact of the development. There are no proposals for solar panels or wind turbines which could be used to power common area lighting, while a green roof or wall would reduce the building's energy needs and air pollution.

Other comments include:

- Overall the scheme is to be welcomed - a high level of design which will have a transformative impact on both the local area and the wider city attracting new visitors and long term economic benefits.
- The orientation of the main entrance to the gallery on Duke Street will bring new life to Duke Street and improve connections for residents on that side of Park Hill.
- The suggested street furniture and landscaping on Duke Street will enhance the area and the ability of coaches to drop off and pick up in front of the main entrance makes more sense.
- Having been protective of our green spaces, many of my neighbours have been finding it difficult to park so on balance perhaps no objection to the proposed new spaces so long as they can return to lawns in the future.

In addition, Cllr Terry Fox raised concerns about the level of car parking which he considered to be light in relation to the scale of the proposals.

The following statutory consultations were received:

Historic England

Historic England considers the design of the proposed gallery to be of a very high quality which responds successfully to the bold architecture of Park Hill and which offers new opportunities for interacting with and viewing the original building and landscape. They consider that the demolition of the existing garages will cause some harm to the significance of the site through the loss of an original component of its Masterplan, but that this harm is justified in order to facilitate the construction of the proposed gallery.

While there will be some loss of fabric and historic layout within the 'flanks' of the original building to create the lobby space and artists' studios, these interventions follow the philosophy established in earlier phases and so Historic England are comfortable with the principle of this aspect of the proposals. They also welcome the proposal to retain and reuse the booths from the former pub (The Link) within the new atrium space and consider the proposal to retain two flats in their original configuration with an element of interpretation for visitors to be a beneficial aspect of the scheme.

There are some aspects of the proposals which Historic England consider have the potential to have a greater impact on the significance of the building and about which they initially raised concerns. These included the proposed alterations to the fenestration patterns for the artists' studios, which they felt ran counter to the existing lively arrangement of fenestration which is a key component of the significance of Park Hill (the so-called 'uniform irregularity'), the proposal to infill the Hague Row street/deck, and the potential location for the auditorium. They felt that the proposals for Hague Row and the auditorium would be harmful to the architectural composition and illustrative value of the original design and, in the case of the infilling of Hague Row, were unsure what the justification for this proposal is, and recommend alternatives are explored.

We also have concerns that the elevation treatment of the artists' studios will lead to a repetitive pattern with a horizontal emphasis, which runs counter to the existing lively arrangement of fenestration which is a key component of the significance of Park Hill (the so-called "uniform irregularity"). The impact would be greatest on the south elevation of the northern wing (Flank R), where the existing depth and pattern of balconies and windows on levels 6 and 7 would be diminished by the application of a standardised window form and reduced depth of reveal.

Following further negotiations the auditorium was omitted from the scheme (it will possibly form the basis of a standalone application at a later date). The design of the artists' studio windows was amended to reflect the pattern of existing fenestration and the infilling of Hague Row was amended from a solid infill to moveable/openable screens.

On this basis Historic England raised no objections to the proposals.

Twentieth Century Society

The Twentieth Century Society considers the design of the proposed gallery extension to be well-considered and respectful to the architectural and historic significance of the surrounding estate, in a position that makes best use of the slope of the site to minimise visual dominance and while the scale of the building and its green roof work to retain a sense of openness to the landscaped areas. The Society are pleased to see the inclusion of a recessed gap at the connection between the gallery and the lower floor of Hague Row as this will help the new extension to be read as distinct from the listed building.

The Society welcome the refurbishment of the residential areas and are particularly pleased to see the high level of conservation of original fabric and that the retention of access via the 'streets' has been maintained from Phase 2. They recognise that some alterations will be necessary for the conversion of former residential and retail units to artists' studios and other ancillary spaces for the art gallery and consider this level of change to have minimal impact on the significance of the listed building.

The one reservation the Society has concerns the proposed use of a hydrophilic coating for the original concrete elements, including the H-frame, as such coatings can mask the fair-faced finish of the concrete, obscuring patina and textural detail. They also age and weather differently to exposed concrete, and are difficult to remove without leaving traces on the surface's original finish (as can be seen on previous trial coatings carried out in the early 2000s). The Society recommend further investigation into concrete repair and protection is undertaken and for a detailed concrete repair plan to be conditioned if the applications are approved.

Sheffield Conservation Advisory Group

At their meeting on 16th April the Group welcomed the stated aim of the scheme to retain Park Hill as a symbol of Sheffield. They considered that the vertical re-alignment of part of the accommodation should be carried out carefully and only for operational reasons and that the 'streets in the sky' aspect of the building, for which

Park Hill is known, should not be lost. They expressed concern that, if the development is not handled correctly, Park Hill might no longer represent its original concept.

The Group welcomed the proposal to retain certain flats in the original '1960s' style. They considered that the new art gallery, which it welcomed, would create a different prospect in terms of its height and again should be treated carefully. The Group felt that the proposed junction with the existing building was clumsy and felt it would be preferable if the junction was broken with a glass or covered link. The Group welcomed the proposed green roof as an attempt to minimize the visual impact from above.

PLANNING ASSESSMENT

Land Use

The Park Hill estate lies within a designated Housing Area as defined in the Unitary Development Plan (UDP). Policy H10 of the UDP (Development in Housing Areas) describes housing (use class C3) as the preferred use of land while small shops (A1), food and drink outlets, business (B1) and community facilities and institutions (D1) are all described as acceptable, though it warns that large scale facilities are less likely to be compatible with residential neighbourhoods.

Re-use of the upper floors as residential accommodation is welcome and brings the majority of the building back into its original use, while the heritage apartments will provide an interesting insight into post war social housing.

The proposed art gallery and studio accommodation will be run by S1 Artspace and forms part of their wider strategic plans to improve infrastructure for art, culture and heritage in Sheffield, South Yorkshire and the wider North. It lies in very close proximity to the city centre and is only a short walk from the railway station. Moreover, the Park Hill estate originally included residential accommodation alongside commercial and leisure uses and well as generous open spaces. This character, along with the building's iconic listed status, is considered to make it a suitable location for the proposed art gallery. The proposed shop and café uses will remain ancillary to the gallery use. The proposed development is therefore considered to be acceptable in principle.

Design and Impact on Heritage Assets

The National Planning Policy Framework (NPPF) advises that good design is a key aspect of sustainable development, that it creates better places in which to live and work and helps make development acceptable to communities (para. 124).

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

In relation to the buildings listed status, chapter 16 of the NPPF (Conserving and enhancing the historic environment) sets out the Government's policies for the historic environment. Paragraph 193 states that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation ... irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.' It goes on to say that any harm to the significance of a heritage asset requires 'clear and convincing justification' and that, 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal' (para. 196).

A similar duty is required by Section 66 of the Planning (Listed Building Conservation Areas) Act 1990, which states that that the local planning authority shall have 'special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

Policy BE15 of the UDP (Areas and Buildings of Special Architectural and Historic Interest) advises that buildings and areas of special architectural or historic interest will be preserved or enhanced and development that would harm their character or appearance will not be permitted. Similarly, policy BE19 (Development Affecting Listed Buildings) expects proposals for internal or external alterations, which would affect the special interest of a listed building, to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest.

The approach to refurbishing the upper floors of the block for use as apartments follows that approved for Phase 2, a light touch based on retaining and repairing (where required) the concrete frame, brickwork, and party walls, retaining the full width of the 'streets in the sky', and applying colour in a restrained manner. The concrete balustrades will be replaced and a new timber handrail introduced at a slightly lower height to improve views out of the apartments. All the existing windows will be replaced with double glazed aluminium units and sliding glass doors to the balconies. The pattern of the proposed windows picks up on the vertical rhythm of the existing windows, but removes the multiple horizontal transoms to create large, full height contemporary openings. This approach is again supported.

At the lower levels, a large extension at the northern end of the Duke Street block, connected to the western façade and occupying space currently housing garages, will create a new gallery space. The proposed gallery is a distinct structure, finished in textured brick and cast concrete (the predominant materials at Park Hill), with its main entrance located along the existing east-west desire line from Duke Street down to Sheaf Square. It reads as a series of five interconnected flat roofed volumes of one and two storeys in height which, together, form a more civic sized whole. The extension projects into the rising land such that the green roofs become part of the surrounding landscape. Simple large format windows provide views in and out of the building to enhance the visual connection with the Park Hill estate. The extension is considered to respond well to its immediate setting, minimising

impact on the form of the original building and providing a real sense of arrival when approached from South Street.

The area formerly occupied by the 'Link' pub will form part of the gallery's ancillary facilities, including the shop, café and reception area, while ten artists' studios will occupy much of the remainder of the ground floor, addressing the current lack of such space in Sheffield. The studios will have direct access to outside and some will feature double height spaces to accommodate large pieces of artwork. Temporary accommodation for visiting artists will be situated on the half deck of the second floor.

Internally, spaces are all designed to be flexible but are again treated with a light touch in order to retain the character of the original building. The concrete finishes of the original building will be revealed as far as possible.

The architectural significance of Park Hill and its place in British housing design was recognised in 1998 when it received grade II* listed building status.

As noted by Historic England, the demolition of the garages will cause some harm to the significance of the site but the harm caused is considered to be minimal and justified in order to facilitate the construction of the proposed gallery. There were aspects of the initial proposals which were considered to have the potential to impact more greatly on the significance of the building. These included the proposed alterations to the fenestration patterns for the artists' studios, the proposal to infill part of the Hague Row street/deck on the Duke Street elevation, and the introduction of an auditorium. However, the studio windows have been amended to more closely reflect the pattern of the existing fenestration and the auditorium was removed in its entirety.

The deck access 'streets in the sky' are one of the defining features of Park Hill. The 3 metre wide covered walkways were positioned on every third floor and allow access to maisonettes at deck level and to the flats below deck (the streets, or 'Rows', were named after the original streets of slum housing which the estate replaced). The infilling of part of Hague Row on the block's Duke Street elevation to create more internal communal space was initially proposed in brick but it was felt that the solidity of this treatment would eradicate all reference to the street in this location. Instead, lightweight metal panels are now proposed, which will be openable in places so that the essence of the street is maintained. Subject to large scale details, this amendment is considered to be acceptable and has not raised any objection from Historic England.

It is considered that the proposals for Phase 4, as amended, will result in a high quality development which will enhance the distinctive features of Park Hill and preserve the character and appearance of this important grade II* listed building in accordance with UDP policies, the Core Strategy and guidance within the NPPF.

Landscape

Policy BE6 of the UDP (Landscape Design) advises that good quality landscape design is expected in all new developments and that this should provide an

interesting and attractive environment which integrates existing landscape features into the development. It should also seek to promote nature conservation and use native species where appropriate.

The key concept for this phase of the Park Hill landscape is to bring a sense of the wider landscape into the heart of the site; effectively to bring the park back into Park Hill.

Pedestrian movement into and through the site is prioritised, with improved connections to Duke Street and meandering paths that encourage people to explore the grounds, while a central plaza welcomes visitors to the gallery but also forms a point from which to access other areas such as the play area or sculpture garden.

Within this part of the estate are a large number of mature trees, which are a key part of the site's history and give character and maturity to the landscape. The strategy is to retain these trees where possible, and to supplement them with new and complementary tree planting. However, in order to facilitate the new gallery extension a small group of trees will need to be removed. In addition, and in order to improve the context of Duke Street, some of the older trees, or those in a poor condition, will be removed in order to create more space, light and views into the site along this key public route.

Wider planting is generally naturalistic in style and makes reference to the dry grasslands, heathlands and forests of South Yorkshire.

It is considered that the proposed landscape scheme works with existing features in a sensitive and contemporary manner in order to enhance the setting of the grade II* listed building and therefore complies with the requirements of policy BE6.

Sustainability

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

Similarly policy CS64 (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings and conversions of existing buildings to be energy efficient and to use resources sustainably, while policy CS65 (Renewable Energy and Carbon Reduction) seeks to secure the generation of energy from renewable sources, with 10% of predicted energy needs provided from decentralised and renewable or low carbon energy.

The proposed development is in a highly sustainable location, to the east of Sheffield's railway station and the Supertram and a short walk from the central shopping area. Sustainable forms of transport are further promoted with the provision of 50 secure cycle storage spaces.

In relation to the gallery extension, building fabric insulation levels will be enhanced in order to stabilise the internal conditions – a requirement for a high quality art

gallery in order to preserve exhibits – and a consequential benefit is reduced heat loss in winter and reduced heat gain in summer.

The requirement to meet exacting internal conditions means that some form of mechanical support will be required and low energy technologies are being considered, such as a ground source heat pump. Heat pumps can be ‘reversible’ in that they can provide heating and cooling at similar efficiencies, and the system can be designed so that any heat rejected during cooling can be recovered and be used for heating where a simultaneous load exists. This is particularly useful in a gallery where air has to be cooled to reduce humidity and then reheated.

Within the existing building, the existing façade is to be retained as much as possible. However a proprietary internal cladding system is proposed in order to improve thermal performance and reduce energy losses attributed to air leakage and infiltration. This will be enhanced through the introduction of thermally efficient windows and doors.

In addition, low energy lighting and highly efficient heating and, where necessary, ventilation, will secure further carbon reductions with negligible impact on the significance of the listed building. The above measures will be secured by condition.

Highway Issues

As previously described, the application site is considered to be in a highly accessible location:

- the majority of the city centre is within the acceptable walking distance for commuting of 1km;
- all of the city centre, and a significant part of the surrounding suburban area, are within a 30 minute cycle ride;
- the site is well served by a frequent bus service (17 services per hour Monday to Friday; 16 services per hour on Saturday and 9 services per hour on Sunday);
- the site is within a reasonable walking distance of the Supertram (the train station stop) which allows direct access to the blue and purple routes; and
- the site is within an acceptable walking distance of Sheffield Railway Station, which provides access to numerous local and national destinations.

In relation to vehicular traffic generation, consideration is normally given to the impact of developments on the AM and PM peak periods as this is when the background traffic levels are at their highest and when congestion is considered to be at its worst.

It is estimated that the current proposals will result in an additional 14 vehicular trips in the AM peak and 15 in the PM peak (based on the principles of traffic generation agreed under previous development phases) and the vast majority of these trips are associated with the residential element of the scheme. When the estimated vehicular trips generated are distributed to the network it is agreed that this level of generation will not have a material impact on the operational capacity or safety of the local highway network.

In terms of traffic generation associated with the proposed art gallery, it is estimated that the peak traffic generation will be between 1400 hours and 1500 hours and will be in the order of 19 trips. Again this level of trip generation will not have a material impact on congestion or safety.

80 parking spaces were proposed as submitted, though this has since been reduced to 76 in order to provide a more appropriate parking layout adjacent Rhodes Street. Given that the site is highly accessible by alternative modes of travel, it is considered acceptable to provide lower levels of on-site parking than the maximum levels indicated in the SCC parking guidelines. However, it is important to ensure that the provision is not reduced to such a level that problems are created on the surrounding highway network.

In order to determine the characteristics of the parking demand for existing phases, which is considered to be an acceptable base line for consideration of the current proposals, parking beat surveys were undertaken in Dec 2017 and Jan 2018. Briefly the analysis shows that:

- during weekdays, the existing car park was at less than 60% occupancy;
- on weekday evenings the car park was at approximately 48% occupancy; and
- at weekends, the car park occupancy was at approximately 42% during the day and 47% in the evening.

It can therefore be concluded that the existing provision not only provides for the existing demand but also provides some capacity for future phases.

Notwithstanding the above it is considered that, based on estimated traffic generation and recorded modal split information, the provision of 76 spaces in Phase 4 is likely to accommodate the increase in parking demand.

It should also be noted that high levels of car parking would likely have a harmful impact on the setting of the listed building, that it might encourage car ownership and discourage alternative modes of transport, and that there are several public car parks located within 1 km of Park Hill. Moreover, 50 secure cycle parking spaces are proposed, along with coach drop off and pick up facilities on Duke Street.

A number of commentators have raised concerns about opportunities for rat-running through the site.

There is likely to be a disadvantage in taking a supposed shortcut through the estate as the layout, landscaping and surfacing encourage low vehicle speeds and it would be far quicker to use Talbot Street to get to Shrewsbury Road. It is also expected that the Automatic Number Plate Recognition (ANPR) cameras will act as a deterrent to those who do not live within the development. Moreover, the proposed through route will be useful to residents wanting to get to the car park without having to drive all the way around the estate if they are arriving from the opposite direction.

For these reasons it is considered that the proposed through route is unlikely to be abused by rat-runners and, on balance, the advantages to residents and employees

outweigh the disadvantages. However, this can be monitored by Urban Splash, who have previously agreed that bollards could be installed should rat-running become a problem.

Land Contamination

The site has been subject to former development and there is potential for there to be Made Ground present. Moreover, previous site investigations within other areas of Park Hill flats have identified contaminants requiring remedial works. Therefore there is potential for there to be contaminants and/or ground gases, presenting a potential risk to human health, property and the environment. In light of this, the suite of land contamination conditions is recommended.

Affordable Housing

Policy CS 40 of the Core Strategy (Affordable Housing) states that, in all parts of the city, developers of new housing will be required to contribute towards the provision of affordable housing where it is practicable and financially viable, however the expected affordable housing contribution in this location is zero.

A condition (condition 4) was attached to the original 2006 outline consent for the wider site requiring no less than 20% of the total number of dwellings to be affordable and 96 affordable units were delivered within Phase 1 via the Great Places Housing Group. This equates to 21% of the 460 units that form Phases 1 and 2, i.e. the phases built under the outline consent.

Community Infrastructure Levy (CIL)

The site lies within an area of the city centre where residential development attracts a CIL charge of £50 per square metre.

RESPONSE TO REPRESENTATIONS

These have been addressed in the body of the report.

SUMMARY AND RECOMMENDATION

These applications seeks planning permission and listed building consent for the refurbishment of the Phase 4 block at the eastern end of the site to provide 95 residential units, temporary artist accommodation, heritage flats (for short term rent), artist studios, education space and flexible workspaces as well as an extension to form a new purpose-built art gallery with ancillary shop and cafe. It is concluded that, following some amendments, the submitted proposals will retain and protect those features of the buildings that merited Park Hill being awarded grade II* listed building status and deliver the next phase of a development that will secure the building's long term future.

It is also considered that the details submitted in relation to the listed building consent provide sufficient justification that the proposed development will preserve and enhance the special character of this significant grade II* listed building.

As per paragraph 15(1) of DETR Circular 01/2001: Arrangements for Handling Heritage Applications-Notification and Directions by the Secretary of State and Circular 08/2009: Arrangements for Handling Heritage Applications Direction 2015, these applications are not subject to referral to the Secretary of State as it does not involve the demolition of the principal building, the demolition of a principal external wall of the principal building, or the demolition of all or a substantial part of the interior of the principal building.

Members are therefore recommended to grant planning permission and listed building consent, subject to the listed conditions in each case.