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Case Number	20/01437/RG3 (Formerly PP-08691398)
Application Type	Application Submitted by the Council
Proposal	Retention and refurbishment of existing buildings, demolition of associated structures and erection of new buildings to form a mixed use development comprising a communal hall with associated retail space, cafe, bar (Use Classes A1/A2/A3/A4/A5) flexible business, events and studio space (Use Classes B1/D1/D2) and associated works
Location	Land Bound By Cambridge Street, Wellington Street and Backfields Sheffield S1 4HP
Date Received	06/05/2020
Team	City Centre and East
Applicant/Agent	Miss Lauren Hawksworth
Recommendation	Grant Conditionally

## Time limit for Commencement of Development

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

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

## Approved/Refused Plan(s)

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

HOH-FCBS-Z3-XX-DR-A-0001 P1	- H3 Existing Location Plan
HOH-FCBS-Z3-XX-DR-A-0010 P1	- H3 Site Plan
HOH-FCBS-Z3-B1-DR-A-0038 P1	- Existing Basement Plan
HOH-FCBS-Z3-LG-DR-A-0039 P1	- Existing Lower Ground Floor Plan
HOH-FCBS-Z3-UG-DR-A-0040 P1	- Existing Upper Ground Floor Plan
HOH-FCBS-Z3-01-DR-A-0041 P1	- Existing First Floor Plan
HOH-FCBS-Z3-02-DR-A-0042 P1	- Existing Second Floor Plan
HOH-FCBS-Z3-RF-DR-A-0043 P1	- Existing Roof Plan
HOH-FCBS-Z3-ZZ-DR-A-0080 P1	- Existing Sections
HOH-FCBS-Z3-ZZ-DR-A-0090 P1	- Existing West Elevation
HOH-FCBS-Z3-ZZ-DR-A-0091 P1	- Existing Bethel Walk Elevation
HOH-FCBS-Z3-ZZ-DR-A-0092 P1	- Existing East Elevations

HOH-FCBS-Z3-ZZ-DR-A-0093 P1	- Existing South Elevation
HOH-FCBS-Z3-B1-DR-A-0098 P1	- Proposed Basement Level Demolition Plan
HOH-FCBS-Z3-LG-DR-A-0099 P2	- Proposed Lower Ground Floor Demolition Plan
HOH-FCBS-Z3-UG-DR-A-0100 P2	- Proposed Upper Ground Floor Demolition Plan
HOH-FCBS-Z3-01-DR-A-0101 P1	- Proposed First Floor Demolition Plan
HOH-FCBS-Z3-02-DR-A-0102 P2	- Proposed Second Floor Demolition Plans
HOH-FCBS-Z3-RF-DR-A-0103 P2	- Proposed Roof level Demolition Plan
HOH-FCBS-Z3-00-DR-A-0104 P2	- Proposed Ground Floor Bethel Sunday School Demolition Plan
HOH-FCBS-Z3-01-DR-A-0105 P2	- Proposed First Floor Bethel Sunday School Demolition Plan
HOH-FCBS-Z3-02-DR-A-0106 P1	- Proposed Second Floor Level Bethel Sunday School Demolition Plan
HOH-FCBS-Z3-RF-DR-A-0107 P2	- Proposed Roof Level Bethel Sunday School Demolition Plan
HOH-FCBS-Z3-ZZ-DR-A-0161 P1	- Demolition West Elevation
HOH-FCBS-Z3-ZZ-DR-A-0162 P2	- Demolition Bethel Walk Elevation
HOH-FCBS-Z3-ZZ-DR-A-0163 P1	- Demolition East Elevation
HOH-FCBS-Z3-ZZ-DR-A-0164 P1	- Demolition South Elevation
HOH-FCBS-Z3-B1-DR-A-0198 P1	- H3 Proposed Basement Plan
HOH-FCBS-Z3-LG-DR-A-0199 P2	- H3 Proposed Lower Ground Floor Plan
HOH-FCBS-Z3-UG-DR-A-0200 P2	- H3 Proposed Upper Ground Floor Plan
HOH-FCBS-Z3-01-DR-A-0201 P2	- H3 Proposed First Floor Plan
HOH-FCBS-Z3-02-DR-A-0202 P2	- H3 Proposed Second Floor Plan
HOH-FCBS-Z3-03-DR-A-0203 P1	- H3 Proposed Third Floor Plan
HOH-FCBS-Z3-RF-DR-A-0204 P1	- H3 Proposed Roof Plan
HOH-FCBS-Z3-ZZ-DR-A-0701 P2	- H3 GA-Section AA
HOH-FCBS-Z3-ZZ-DR-A-0702 P1	- H3 GA-Section BB
HOH-FCBS-Z3-ZZ-DR-A-0703 P1	- H3 GA-Section CC
HOH-FCBS-Z3-ZZ-DR-A-0704 P2	- H3 GA-Section DD
HOH-FCBS-Z3-ZZ-DR-A-0705 P1	- H3 GA-Section EE
HOH-FCBS-Z3-ZZ-DR-A-0706 P1	- H3 GA-Section FF
HOH-FCBS-Z3-ZZ-DR-A-0707 P1	- H3 GA-Section GG
HOH-FCBS-Z3-ZZ-DR-A-0752 P2	- H3 Site Elevations
HOH-FCBS-Z3-ZZ-DR-A-0801 P2	- H3 Proposed West Elevation
HOH-FCBS-Z3-ZZ-DR-A-0802 P1	- H3 Proposed North Elevation
HOH-FCBS-Z3-ZZ-DR-A-0803 P1	- H3 Proposed East Elevation
HOH-FCBS-Z3-ZZ-DR-A-0804 P1	- H3 Proposed South Elevation
HOH-FCBS-Z3-ZZ-DR-A-0851 P1	- Bay Study - West Elevation - Arrival Building
HOH-FCBS-Z3-ZZ-DR-A-0852 P2	- Bay Study - West Elevation - Bethel Chapel

Reason: In order to define the permission.

**Pre-Commencement Condition(s)**

3. Prior to the commencement of development (excluding demolition) a supplementary intrusive site investigation and risk assessment shall be carried out in accordance with the recommendations of the Preliminary Geoenvironmental Risk Assessment (ref: HOHARUP-Z3-XX-RP-CG-0002, dated 24/4/20) and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

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

4. Any remediation works recommended in the Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works 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 and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

5. Prior to the commencement of development (excluding demolition) the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below shall have either:
  - a) been carried out; or
  - b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which will have been entered into which will secure that such improvement works will be carried out before the development is brought into use.

Highway Improvement Works:

(i) Backfields (partial closure to motor vehicles/ diversion and associated public realm works)

(ii) Bethel Walk (partial closure)

(iii) Cambridge Street between Cross Burgess Street and Division Street

- Displacement of on-street parking, replacement of disabled parking, provision of service laybys and public realm works.

- Promotion of a Traffic Regulation Order in relation to servicing/loading (waiting and loading restrictions) and parking restrictions, and the prohibition of motorised traffic in the vicinity of the development site, all subject to usual procedures, including provision of associated signing and lining

(iv) Provision for the movement of cyclists, pedestrians and motorised traffic along Backfields, (including the provision of direction signing), with the aim of providing interventions that deliver safe cycle routes in the vicinity of the development.

(v) Any accommodation works to traffic signs, road markings, repositioning street lighting columns, highway drainage and general street furniture deemed necessary as a consequence of the development.

(vi) All materials within public realm works and adopted highway in the vicinity of the development are to be in accordance with the Sheffield Urban Design Compendium.

Reason: To enable the above-mentioned highways to accommodate the increase in traffic, which in the opinion of the Local Planning Authority, will be generated by the development, and in the interests of protecting free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

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

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

7. No development, including any demolition of foundations and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for below-ground 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 below-ground archaeological investigation WSI and the development shall not be brought into use until the Local Planning Authority has confirmed in writing that the requirements of the WSI have been fulfilled or alternative timescales agreed.

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

8. Prior to the commencement of development a Construction Environmental Management Plan (CEMP), including details of the site accommodation, an area for delivery / service vehicles to load and unload, for the parking of associated site vehicles and for the storage of materials, shall be submitted to and approved by the Local Planning Authority. The CEMP shall assist in ensuring that all site activities are planned and managed so as to prevent nuisance and minimise disamenity at nearby sensitive uses, and will document controls and procedures designed to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, air quality and pollution control measures.

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

9. No development, including any demolition, shall take place until the applicant, or their agent or successor in title, has implemented the programme of building recording set out in the submitted Written Scheme of Investigation (WSI) for Historic Building Recording [Wessex Archaeology, August 2020, document ref: 112720.09].

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

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

10. Prior to the commencement of development (excluding demolition) , a detailed Inclusive Employment and Development Plan , designed to maximise opportunities for employment and training from the construction phase of the development, shall have been developed collaboratively with Talent Sheffield and submitted to and approved in writing by the Local Planning Authority.

The Plan shall include a detailed Implementation Schedule, with provision to review and report back on progress achieved, via Talent Sheffield, to the Local Planning Authority. Thereafter the Plan shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the economic and social benefits for Sheffield from the construction of the development.

11. No demolition hereby authorised shall be carried out before a contract for the carrying out of the works of redevelopment of the site has been made, evidence that such a contract has been submitted to and approved in writing by the Local Planning Authority and planning permission has been granted for the redevelopment for which the contract provides.

Reason: To ensure that premature demolition does not take place and result in an undeveloped site, some time before rebuilding, which would be detrimental to the visual character of the Conservation Area.

12. Prior to the commencement of development or the demolition and removal of windows or roofs in the buildings or facades to be retained an assessment of the windows and roofs to be repaired or replaced shall be submitted to and approved by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: In the interests of the minimising the loss of historic fabric which contributes positively to the character of the conservation area.

13. Prior to the commencement of development (excluding demolition) outline details of the proposed surface water drainage design, including outline calculations and appropriate model results, shall be submitted to and approved by the Local Planning Authority. This shall include the arrangements and details for surface water infrastructure management for the life time of the development. The scheme shall detail phasing of the development and phasing of drainage provision, where appropriate. The scheme should be achieved by sustainable drainage methods whereby the management of water quantity and quality are provided. Should the design not include sustainable methods evidence must be provided to show why these methods are not feasible for this site. The development shall not be occupied until full details and calculations have been submitted and approved by the Local Planning Authority. 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.

14. Prior to the commencement of development (excluding demolition) 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, for new build roof areas and private landscape, shall be submitted to and approved in writing by the Local Planning Authority. Replicated or retained pitched roofs to the frontage and retained flat roof areas can be exempt from restriction, along with public highway. 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.

15. Prior to the commencement of development (excluding demolition) a plan shall be submitted to and approved by the Local Planning Authority which identifies the threshold levels of each entrance along with a plan showing the adjacent public footpath levels. Thereafter the threshold levels shall be implemented in accordance with the approved plan prior to any of the units being occupied.

Reason: In the interests of facilitating inclusive access and ensuring that the development does not result in severe gradients within the public realm.

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

16. 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 Validation Report shall be approved in writing by the Local Planning Authority prior to the first occupation of the development. 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.

17. Details of barriers to define the external seating areas in accordance with section 10.5 of BS 8300-1:2018 along with a management plan for storing the barriers and

temporary seating inside the building when the relevant unit is closed shall be submitted to and approved by the Local Planning Authority prior to the external seating areas being used. Thereafter the approved details and management plan shall be implemented.

Reason: In the interests of facilitating pedestrian movement through and around the site and minimising the obstructions for mobility impaired people.

18. Prior to first occupation of the development, details of interpretive panels/boards including their siting shall be submitted to and approved by the Local Planning Authority. Thereafter the approved details shall be implemented prior to occupation of the buildings.

Reason: In the interests of the enhancing the character of the conservation area.

19. The lift within the communal hall shall be operational (except in circumstances of temporary repair and maintenance) and accessible by the public during the hours of 11:00 and 0130 each day unless alternative operating hours have been agreed by the Local Planning Authority. Details of a direct defined route through the building to the lift and appropriate signage to direct people with mobility difficulties to the lift shall be submitted to and approved by the Local Planning Authority prior to the lift being brought into use. Thereafter the route to and from the lift shall be maintained unless an alternative route has been first agreed by the Local Planning Authority and the approved signage provided before the communal hall is brought into use.

Reason: In the interests of the facilitating inclusive access in and around the development.

20. Details of improvements to the steps into the corner of the former Henry's unit and the former Bethel Chapel unit shall be submitted to and approved by the Local Planning Authority and thereafter the approved details shall be implemented before the relevant unit is occupied.

Reason: In the interests of facilitating inclusive access.

21. The development hereby approved shall be constructed to achieve a minimum rating of BREEAM 'very good' and before the development is occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that BREEAM 'very good' has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

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

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

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

23. 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.

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

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

25. Prior to first occupation of the development, cycle parking accommodation for 12 long Stay spaces and 12 visitor spaces shall be provided in accordance with plans to be submitted and approved by the Local Planning Authority and, thereafter, such cycle parking accommodation shall be retained.

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

26. Prior to any construction above eaves level commencing details of an advertising strategy shall be submitted to and approved by the Local Planning Authority and thereafter the development shall be carried out in accordance with the approved strategy.

Reason: In the interests of the visual amenities of the Conservation Area.

27. 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 construction of that part of the development commences:

- Typical window and door reveals;
- The new shop frontages and entrances to the retained facades including cross sections;
- Typical replacement/new windows/doors in the retained facades;
- Balustrades;
- Eaves, verge and ridge to the communal hall roof and new roofs to the retained facades;
- Security gates to Bethel Walk;
- Dormer and terrace extension to Bethel Chapel;
- Typical metal weathered rainscreen panel sizes and arrangement.

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

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



28. Following the removal of the render to the DINA building and prior to the brickwork being painted a scheme to review whether there are any historic openings which should be expressed in the facade should be submitted to and approved by the Local Planning Authority. Thereafter the approved details shall be implemented prior to the building being brought into use.

Reason: In order to facilitate the interpretation of the site in the interests of enhancing the character of the conservation area.

29. A sample panel of the proposed new/repared 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.

30. Prior to demolition of Albert Works facade commencing a scheme for dismantling, storage and re-use of the cutlers date stone shall be submitted to and approved by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved scheme and the date stone relocated before any of the units are occupied.

Reason: In the interests minimising the loss of historic fabric.

31. The development shall not be used for the purposes hereby permitted unless a scheme of sound (insulation and/or attenuation) works has been installed and thereafter retained. Such works shall be based on the findings of a noise report submitted to and approved in writing by the Local Planning Authority and shall include an assessment of noise impacts , in accordance with BS4142:2014+A1:2019 'Methods for rating and assessing industrial and commercial sound'.

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

32. No live music or amplified sound shall be played within the building unless a scheme of sound attenuation works has been installed and thereafter retained. Such 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 building to the street to levels not exceeding the prevailing ambient noise level by more than 3dB when measured;
  - (i) as a 15 minute LAeq, and;
  - (ii) at any one third octave band centre frequency as an 15 minute LZeq.

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

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

33. Prior to the first occupation of the development, a Delivery Management Plan (DMP) shall be submitted for written approval by the Local Planning Authority. The DMP

shall include permitted timings for deliveries and associated activities, and set out procedures and controls designed to minimise local amenity impacts from delivery noise, as far as reasonably practicable. All commercial deliveries then shall be carried out in accordance with the noise mitigation procedures and controls, as set out in the approved DMP.

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

34. A comprehensive and detailed hard and soft landscape scheme for the site, including proposed levels and cross section along with details of street furniture and a lighting scheme for the public realm areas shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

Reason: In the interests of the visual amenities of the locality and facilitating safe and convenient pedestrian access.

35. Prior to the occupation of the communal hall, a plan showing the Changing Places Facility shall be submitted to and approved in writing by the Local Planning Authority. The approved facility shall be provided before the first occupation of the communal hall and thereafter retained.

Reason: In the interests of facilitating inclusive access.

36. The bat boxes shall be incorporated on the buildings as shown in Appendix B of the ecology appraisal and a scheme for erecting bird boxes shall be submitted to and approved by the Local Planning Authority before the buildings are occupied. The approved bat and bird boxes shall be erected prior to the buildings being occupied.

Reason: In the interests of mitigating the ecological impact of the development.

37. Prior to the first occupation of the development a plan shall be submitted to and approved by the Local Planning Authority identifying the areas of public realm that shall be kept open for public access (which shall include a link between Cambridge Street/Backfields/Wellington Street) at all times along with a maintenance strategy for these areas. Thereafter the public shall be permitted unrestricted access to the approved areas at all times (subject to any exceptions agreed within an approved written access strategy) and these areas shall be maintained in accordance with the approved maintenance strategy.

Reason: In the interest of the facilitating convenient pedestrian movement and the amenities of the locality.

### **Other Compliance Conditions**

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 in writing by the Local Planning Authority. Works shall thereafter be carried out in accordance with the approved revised Remediation Strategy.

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

39. The steps within New Backfields, Linley's Square and Bethel Walk shall be designed to meet the following standards:

- (a) Minimum going 300mm, maximum riser height 170mm
- (b) Distinguishable nosings which do not project
- (c) Continuous distinguishable easily grasped handrails at two levels on both sides - and within the width of the steps where necessary - extended horizontally over the landings in the direction of travel without creating an obstruction
- (d) Areas of corduroy hazard warning tactile paving within the top and bottom landings in accordance with 'Guidance on the use of Tactile Paving Surfaces'.

Reason: In the interests of facilitating inclusive access.

40. Final details of the doors to the main entrance to the Communal Hall shall be submitted to and approved in writing by the Local Planning Authority, following consultation with the Council's Access Liaison Group prior to the Communal Hall being brought into use. The approved doors shall be installed prior to the first occupation of the development and thereafter be retained unless otherwise agreed in writing. and retained.

Reason: In the interests of facilitating inclusive access

41. The development shall not be used unless all redundant accesses have been permanently stopped up and reinstated to kerb and footway, and any associated changes to adjacent waiting restrictions that are considered necessary by the Local Highway Authority including any Traffic Regulation Orders are implemented. The means of vehicular access shall be restricted solely to those access points indicated in the approved plans.

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

42. The commercial units within Use Classes A3, A4, A5 and D2 shall only be used by customers between 0730 hours and 0130 hours on any day except Bethel Chapel which shall only be used by customers between the hours of 0730 hours and 0230 hours on any day. The roof terraces shall only be used by customers between 0730 hours and 2330 Sunday to Thursday and 0730 to 0100 Fridays and Saturdays.

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

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

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

44. Prior to the first occupation of the development the following public realm works shall be implemented:

- (a) Albert Walk hard and soft landscaping
- (b) Linley Square
- (c) Upgrading of the footpaths to Cambridge Street and Wellington Street along the site frontage
- (d) New Backfields steps, hard and soft landscaping

Reason: In the interests of promoting convenient and high quality pedestrian connections and in accordance with the comprehensive masterplan for the area.

45. Externally mounted speakers are only permitted on the roof terraces if fitted with a noise limiter to restrict speaker noise to levels not exceeding the prevailing ambient noise level by more than 3dB when measured at the nearest noise sensitive facade and shall not be used after 2300 hours on any day.

Reason: In the interests of the amenities of adjoining residential occupiers.

46. The Travel Plan shall be implemented in accordance with the details and timescales contained within it.

Reason: In the interests of encouraging sustainable travel to the site.

47. No doors (except sub-station doors or emergency exit doors) are to open into the adjoining public realm or adopted highway.

Reason: In the interests of pedestrian safety.

48. The rooflights shall be Conservation type fittings where within existing fabric and the replacement/repairs windows within the retained facades shall be set in the same depth of reveal as existing.

Reason: In the interests of the visual amenities and historic character of the conservation area.

Attention is Drawn to the Following Directives:

1. The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CEMP should include, as a minimum:
  - Reference to permitted standard hours of working;
  - 0730 to 1800 Monday to Friday
  - 0800 to 1300 Saturday
  - No working on Sundays or Public Holidays
  - Prior consultation procedure (EPS & LPA) for extraordinary working hours arrangements.
  - A communications strategy for principal sensitive parties close to the site.
  - Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for;
  - Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
  - Vibration.

- Dust - including wheel-washing/highway sweeping; details of water supply arrangements.
- A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.
- A noise impact assessment - this should identify principal phases of the site preparation and construction works, and propose suitable mitigation measures in relation to noisy processes and/or equipment.
- Details of site access & egress for construction traffic and deliveries.
- A consideration of potential lighting impacts for any overnight security lighting. Further advice in relation to CEMP requirements can be obtained from SCC Environmental Protection Service; Commercial Team, Fifth Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at eps.commercial@sheffield.gov.uk.

2. The applicant is advised that noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0730 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from Environmental Protection Service, 5th Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at epsadmin@sheffield.gov.uk.
3. In considering and devising a suitable Delivery Management Plan, useful reference may be made to the Department for Transport 2014 guidance document "Quiet Deliveries Good Practice Guidance - Key Principles and Processes for Freight Operators". Appendix A of the document provides general guidance, along with key points for delivery point controls, and driver controls.
4. The applicant is advised to consider the recommendations of South Yorkshire Police which can be viewed on the online application file.
5. The applicant is advised that 'Talent Sheffield' is a Sheffield City Council initiative delivered through the Invest Sheffield and Opportunity Sheffield teams, to ensure that investors and developers in the City receive the support required to meet the commitments in the Inclusive Employment and Development Plan and deliver the maximum possible benefits to Sheffield people and its communities.
6. The Ecology Service has advised that in terms of bats as the work is to be carried out under a Low Impact Class Licence (LICL). A registered consultant ecologist will need to be appointed and the site will need to be registered with Natural England prior to work commencing. The report work should not take place after the beginning of November.

The lighting scheme should be designed to minimise the impact of lighting on the bat and bird boxes.

If there is a long delay between now and commencing with development, surveys may need to be repeated.

The recommendations under 5.2 of the ecology assessment should be taken into account in the soft landscaping design.

7. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
8. As the proposed development will involve the closing/diversion of a public highway(s) you are advised to contact the Highway Records team as soon as possible with a view to the necessary authority being obtained for the closure/diversion of the highway(s) under Section 247 of the Town and Country Planning Act 1990. This process can take several months to complete.

Principal Engineer, Highway Records  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

Tel: (0114) 273 6301 or 273 6125  
Email: [highwayrecords@sheffield.gov.uk](mailto:highwayrecords@sheffield.gov.uk)

9. As the proposed development will involve the closing/diversion of a public path(s) you are advised to contact the Highway Records team as soon as possible with a view to the necessary authority being obtained for the closure/diversion of the path(s) under Section 257 of the Town and Country Planning Act 1990. This process can take several months to complete.

Principal Engineer, Highway Records  
Highways Maintenance Division  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

Tel: (0114) 273 6301 or 273 6125  
Email: [highwayrecords@sheffield.gov.uk](mailto:highwayrecords@sheffield.gov.uk)

10. 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)

11. 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)

12. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group prior to commencing works:

Telephone: 0114 273 6677

Email: [highways@sheffield.gov.uk](mailto:highways@sheffield.gov.uk)

They will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.

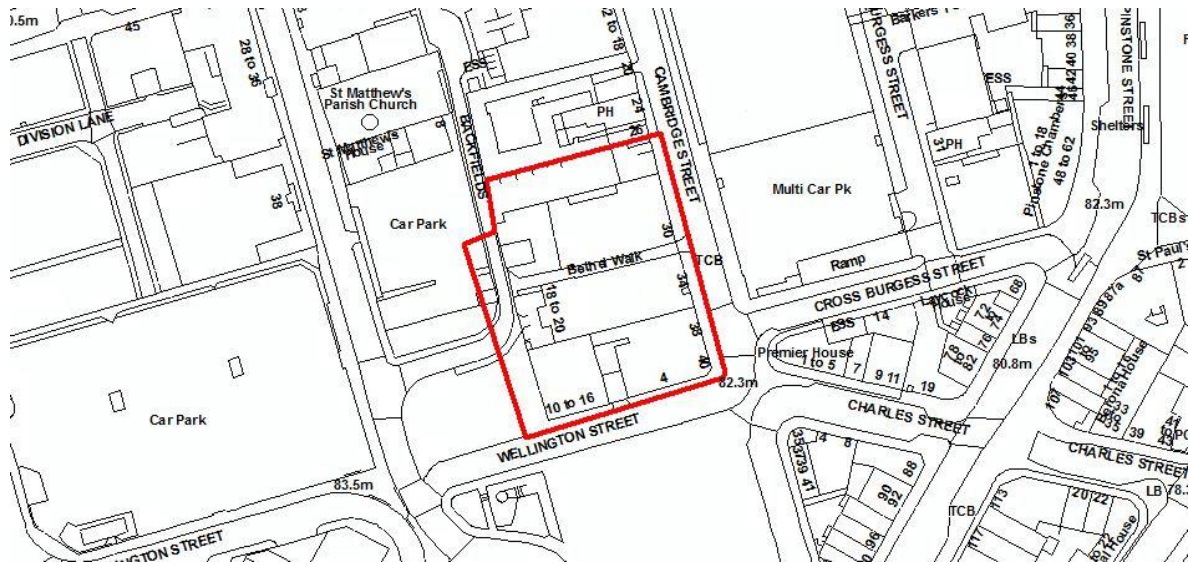
13. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines on the Council website here:

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

The guidance document on the website includes details of how to apply, and what information we require. For further help and advice please ring 0114 2736127 or email [snn@sheffield.gov.uk](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.

# Site Location



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## INTRODUCTION

This is a dual report which covers the planning and heritage issues for both full planning application 20/01437/RG3 and listed building application 20/01438/LBCR3.

The Government has made changes to the Use Classes Order which came into effect on 1.9.2020. Use Classes A1 (retail), A2 (financial and professional services), A3 (restaurants and cafes), B1 (business), parts of D1 (non-residential institutions) and D2 (assembly and leisure) are combined into a single new Use Class: Class E Commercial, Business and Service. Changes between these uses will no longer constitute “development” and will not require planning permission.

A4 (drinking establishments / pubs), A5 (hot food takeaways), D2 (concert halls) are sui generis uses (not falling within any use class).

D2 (hall or meeting place for the principal use of the local community) are now Local Community uses Class F.2.

Planning applications submitted before 1st September 2020 must be determined against the current Use Classes, even when the decision is made on or after that date. Once the permission is implemented, the building or land will thereafter fall within one of the new Use Classes, unless expressly prevented via planning control (condition or legal agreement).

## LOCATION AND PROPOSAL

The application site is approximated 0.4 hectares and bounded by Cambridge Street, Wellington Street, Backfields and Carver Street and falls from north to south by approximately 2.5 to 3 metres. It is located to north of the newly completed HSBC offices and to the west of the John Lewis store. The whole of the site lies within the Sheffield City Centre Conservation Area and it contains the following existing buildings which are between 2 and 3 storeys high:

- the former Albert Works, 28 Cambridge Street of which only the Cambridge Street facade remains;
- the former George Binns Outfitters / Bethel Chapel, 30 Cambridge Street;
- the former Bethel Sunday School, 34 Cambridge Street (Sheffield Arts Centre);
- DINA, 36 Cambridge Street;
- Henry's Corner, 38-40 Cambridge Street;
- Henry's Two, 2-4 Wellington Street;
- Brew House, 10-16 Wellington Street.

The Bethel Sunday School is listed grade II. To the north of the site is the Grade II\* listed Leah's Yard and to the north-west the Grade II listed St Matthew's Parish Church. In addition to the buildings, the application site includes the footpaths adjoining the buildings to the Cambridge and Wellington Street frontages and part of Backfields and an area of car parking and under used land to the west of the buildings which is to be developed as a new pedestrianised street between Backfields and Wellington Street.

The site is currently occupied by Dina Venue, an Arts Centre, Community Space and Café within the former Bethel Sunday School as well as vacant buildings including the former Chapel and Henry's Corner, Henry's Two and Brew House.

The site has been the subject of applications as part of 'Sheffield Retail Quarter'. The site and surroundings contain a mixture of retail, food and drink, community and office uses. It forms part of the Heart of the City II Masterplan, which is a mixed use regeneration scheme incorporating retail, residential, hotel, food and drink and leisure uses. Within this Masterplan the site is identified as block H3 and the intention is to provide collective social and events spaces with associated food and drink and leisure uses whilst retaining important historic fabric.

Block H2 lies to the west on the Caver Street car park and application 20/01895/RG3 has been submitted for an 8/9 storey mixed use development of retail and food and drink uses on the ground floor and offices above. To the south is the recently constructed Block D which was occupied by Grosvenor House and is now occupied by HSBC.

The application is seeking permission for demolition of the existing buildings except the listed former Bethel Sunday School and the front facades of the Cambridge Street and Wellington Street buildings along with the Brewhouse and the former Bethel Chapel building, excluding the west facing elevation of the latter building. A new build communal hall designed with a maximum capacity of 2370 people is to be developed at the centre of the site and extends into part of Henry's 2, Brewhouse and the building currently occupied by DINA and will be between 3 to 4storeys high.

A large part of the communal hall will be double height to provide a generous space for events with a balcony wrapping around the edge at the upper level. The scheme is designed to provide 20 units which will be able to be used for retail (A1), cafe/restaurant (A3), bar (A4), takeaway (A5), community (D1) and leisure (D2) uses. It is anticipated that Henry's Corner, Bethel Chapel and the former Sunday School will be let as individual units over 3 floors. Bethel Chapel has been designed with a maximum capacity of 1280 people; a new level is proposed in the west of the building to engage with Linley Square and provide spill out space. There is potential for a roof top bar at second floor level with two attached external terraces; there will also be a roof terrace accessed from Bethel Chapel above the former Binn's store.

Plant space is to be provided on the third floor. The gross external floorspace of the existing buildings is approximately 5000m<sup>2</sup>. The gross external area of the completed development will be approximately 6400m<sup>2</sup>; therefore the development will increase the floorspace by approximately 1400m<sup>2</sup>. The net internal area (excludes areas like toilets, plant and shared corridors) of the completed development is 4416m<sup>2</sup>.

Backfields is to be truncated further north than its current extent with the southern section extended as a pedestrianised street through to Wellington Street. Bethel Walk, the existing east/west walking route through the site, will be truncated and form an access to the new communal hall. This link will be replaced by a new street called Albert Walk to the north linking Cambridge Street to Backfields on the site of

Albert Works. A new area of public realm will be created in the north-west corner of the site adjoining the rear of Bethel Chapel which is referred to as Linley's Square and also along Albert Walk and the new pedestrianised link to Wellington Street.

There will be a level entrance to the new communal hall from Linley's Square with an entrance served by a lift from the pedestrianised New Backfields. There will also be an entrance through the DINA building and a stepped entrance from the truncated Bethel Walk. The level changes across the site mean that there will be level access into the communal hall from the north which will run through at first floor level into the existing buildings fronting Wellington Street with the retail and food and drink uses at street level below.

The lower ground floor units have been designed with individual entrances from the surrounding streets.

The masonry facade to Wellington Street is to be retained with the windows replaced or refurbished in keeping with the existing building. The existing pitched slate roof above Brewhouse is to be refurbished whilst the pitched slate roof above Henrys is to be replaced to match existing and the flat roof over Henrys 2 is to be replaced with a pitched tiled roof.

To Cambridge Street the masonry facades are to be retained with the exception of the free standing wall to the former Albert Works. The windows to Henrys corner, the Bethel Chapel and the upper floor of Stone the Crows will be refurbished or replaced in keeping with the existing building. The existing roof to Henry's Corner will be replaced to match existing, and the roof to DINA refurbished or replaced. The opening to DINA and the Stone the Crows shopfront will be demolished and replaced with more contemporary metal framed windows.

The new build communal hall and arrival building rise behind the retained frontages to the west towards Backfields. These elements are of a contemporary design to be faced in weathered metal and perforated rainscreen cladding with dark metal faced curtain walling, window frames and doors.

## RELEVANT PLANNING HISTORY

The site was part of the permission for the New Retail Quarter (05/03933/OUT) and included the demolition of buildings along Cambridge Street.

A reserved matters application was submitted (08/03377/REM) for the retention of facades and erection of buildings.

Application 15/02938/FUL was for facade retention and included 35 - 41 Cambridge Street, 2 - 4 & 10 - 16 Wellington Street.

Application 15/02917/OUT for a comprehensive retail-led mixed use scheme for a 7 hectare City Centre site was endorsed by the Planning and Highways Committee in August 2016.

Changes to the retail environment required further reconsideration of the strategy for the site, culminating in the release of the proposals for the Heart of The City Phase 2 Masterplan (HoCII). Block D of HoCII (Grosvenor House) has been completed and is occupied by HSBC. Block B (Laycock House) has permission for the conversion of Laycock House with a new build 8 storey block (18/04257/RG3). Block C (known as Pepperpot) has been granted permission for retention of facades on Pinstone Street and part of Charles Street and Cambridge Street and erection of a seven storey building behind for a mix of uses (18/04069/RG3). Block F located on the corner of Rockingham and Wellington Street (Kangaroo Works) has been granted permission for the erection of a mixed use development (19/01836/FUL) and construction is due to start later this year.

## REPRESENTATIONS

### Statement of Community Involvement (SCI)

The applicant has submitted a SCI. The main period of pre-application public consultation with local residents, businesses and community groups ran for just over six weeks from Thursday 12 March 2020 until Tuesday 28 April 2020.

A consultation leaflet was sent to approximately 1,458 commercial and residential properties located within close proximity to the site.

A stakeholder briefing pack was distributed electronically to key stakeholders and political representatives.

A press release was issued to local media outlets to raise awareness of the consultation.

A dedicated webpage on the project website specifically for the public consultation containing detailed plans for Block H3, including a video, and a link to a feedback form was provided.

A dedicated project email address and information line for people to ask questions and provide feedback was set up.

Posts on the project's Instagram and Twitter pages relating to the consultation were made.

Due to the Covid-19 pandemic, two drop in public consultation events had to be cancelled. As a result, more detailed information, including a full set of consultation boards and a consultation video, was added to the project website.

In total, 76 responses were received and the feedback included many supportive comments. A wide variety of comments were made with the main areas of interest relating to building design, heritage, public realm, access and sustainability. Detailed analysis of the comments can be found in the SCI - a selection of the points raised include:

- There were different views on the design - some comments were that it is dull and boring whilst others complemented the design as being interesting and unique. The new buildings were felt not to dominate the retained buildings;
- There was support for the retention of heritage buildings, suggestions that the front extension to Bethel Chapel should be removed and the western wall should be rebuilt in traditional materials. There was concern about the shortening of Bethel Walk and the demolition of the Cambridge Street elevation of Albert Works;
- There were comments that steps should not be used in the public realm and the open space should be available at all times. There were favourable comments about the public realm design and that it should be distinctive and modern like Millennium Square and native planting should be used.

The applicant has advised officers that the feedback has been taken into account in the development of the proposals. They felt the early engagement with heritage groups was particularly positive.

Given that the applicant has clearly undertaken a public consultation exercise which has influenced the scheme, the SCI should be given some weight when determining the application.

#### Historic England

Historic England supports the application and they conclude that the proposal accords with paragraph 192 of the National Planning Policy Framework which asks that the benefit of conserving and re-using heritage is considered alongside the value of good new design in order to deliver economic and social benefits. They consider that the variety, scale and simplicity of the buildings in Block H3 reflect the intense and changing use of land and contrasts with the more civic and grander architecture of the main streets, adding depth to the City Centre Conservation Area. The loss of fabric and partial vacancy means that the site's potential is underused.

They welcome this new proposal which, in contrast to that tabled in 2015, retains most of the historic structures and not just those that are listed. This leads to a much more respectful impact upon the significance of the conservation area and indeed the listed Leah's Yard and the Bethel Chapel Sunday School which gains context from its unlisted historic neighbours.

They consider that the amount of development proposed for the site is considerable and this presents a challenge of how to maximise use whilst respecting the fabric and character of the historic buildings and realising strong new architecture, at the same time knitting the block into the emerging character of the Heart of the City II masterplan.

They say that the proposal responds well to this challenge. On plan the juxtaposition of scales between new and old, particularly the communal hall is marked – the new seemingly diminishing the presence of the historic. In reality this effect would be reduced by the depth of the site and the tight city grain which would allow the new to be read behind the historic rather than dominating over it. In turn the new helps to

mediate between the scale of the historic street frontage and the medium rise office block of H2. Also, the variety of styles, materials and colour produced by H3 would alleviate the visual heaviness of H2. Such variety and contrasts are perhaps at the heart of the Heart of the City projects.

The combination of uses within H3 reflect the intensity of use once found within the city centre, where all space is used and purposes mixed to produce a vibrant experience. This should ensure that all the historic buildings in the block are conserved into the foreseeable future and experienced by a wider section of the population.

### Hallamshire Historic Buildings

Hallamshire Historic Buildings support the planning and listed building applications. They consider the proposal is very positive because it:

- Retains the existing street layout;
- Retains and reuses existing buildings including Bethel Chapel and buildings on Wellington Street;
- Is more respectful of heritage than previous schemes;
- Delivers new buildings which complement and do not dominate the listed buildings;
- Creates a wide mix of uses and destination which will ensure the future of the historic buildings.
- 

However they have set out 4 points of concern in respect of the detail:

- DINA building – The loss of historic fabric to what is likely the oldest surviving building on Cambridge Street. The southern wall adjoining Henry's should be retained unless proved to be impractical. A condition should require a potential delivery hatch to be exposed between second floor windows if discovered when removing render, thereby emphasising the building's historic use. Recording should take place during demolition;
- Bethel Sunday School – The creation of a dormer as the southwestern corner is a significant change and should only be permitted if it can be shown that there is no other practical way of linking the first and second floors;
- Bethel Walk – The truncation of Bethel Walk which is a historic pedestrian route will create a dark and stepped cul de sac which is likely to create security risks after darkness. It is unclear if security gates are proposed at the Cambridge Street end which should be confirmed. A scheme to mitigate security risks should be conditioned and the design of the gates submitted for approval. A condition should require the establishment of a new right of way along the new walkway through the site to replace Bethel Walk public right of way;
- Albert Works – The loss of the Albert Works façade creates a wide opening on the street frontage which is uncharacteristic of Cambridge Street. The façade illustrates the historic mix of uses in the city centre. It is acknowledged that creating an access to block H3 is critical and there are significant benefits facilitating future access to Leah's Yard. However it may be feasible to provide access whilst partially retaining the façade. A condition should

prevent demolition until there is a definite proposal for Leah's Yard considering the partial retention of the Albert Works facade. The acknowledgement of the importance of the Cutlers Coat of Arms keystone is welcomed and details of its conservation, temporary storage and re-instatement should be conditioned.

They consider the above concerns amount to harm to a Listed Building, to the setting of a Listed Building, and to the character and appearance of a Conservation Area. They accept that the harm is less than substantial, and is likely to be outweighed by the considerable benefits of the scheme as a whole, including ensuring the future of historic buildings. However they consider that given the NPPF presumption against harm it is necessary for the applicant to consider alternatives otherwise the requirement for a clear and convincing justification a required by paragraph 194 of the NPPF has not been met.

Conditions should require the provision of historic interpretation panels to be provided on site and care to be taken when altering Henry's as there may be a hidden more ornate Cutlers' Coat of Arms keystone which should be conserved and re-used if discovered.

Hallamshire Historic Buildings dispute the applicant's argument that harm to heritage assets is only engaged where there is 'net heritage harm'. They consider the heritage harm should be balanced against the public benefits of the proposal as required by paragraph 196 of the NPPF. They also dispute the applicant's assertion that the UDP policies are increasingly out of date - the weight given to them depends on their consistency with the NPPF.

#### Joined up Heritage Sheffield

Support both the planning and listed building applications. They endorse the comments of Hallamshire Historic Buildings (HHB) particularly with respect to the scheme's more positive response to heritage and the involvement of the heritage sector which should be established as good practice. They also share the concerns of HHB regarding the loss of most of the DINA building, the dormer in the Bethel Sunday School roof, truncation of Bethel Walk and loss of the remaining fragment of Albert Works. There is harm to designated heritage assets, albeit less than substantial, and clear justification must be provided to show that less harmful alternatives have been considered. They also support the imposition of the conditions recommended by them.

#### Conservation Advisory Group

Sheffield Conservation Advisory Group welcomed the retention of the frontages to buildings on Cambridge Street but expressed concern at the loss of the rear of DINA and Albert Works, as well as the closure of Bethel Walk, which forms part of the historic layout of this part of the city centre. The Group also considered that the proposal for new development would dominate the retained buildings on Cambridge Street, and that the materials were not appropriate for the setting.

#### Sheffield Climate Alliance (SCA)

SCA is an alliance of organisations pressing for action to tackle climate change. Although they consider there are several features that support climate change action it is their view that the application does not go far enough and they object to the application.

They consider that some of the supporting documents do not give sufficient emphasis to climate change and others such as the Transport Statement are out of date whilst the recommendations of the Ecological Appraisal are not followed through in other documents.

In terms of the Energy and Sustainability Statement they question why air source heat pumps are not being provided for the whole development and how the other energy not produced by the pumps will be supplied. They point out that there is no guarantee that future mechanical plant will be low or zero carbon. They note that the second part of CS65 which seeks to ensure developments reduce carbon emissions by 20% beyond the Building Regulation requirements has been held in abeyance for some time for viability reasons and not reviewed as intended in the Climate Change and Design SPD (approved 2011).

They consider the Design and Access Statement does not mention how the development will mitigate climate change as required by government guidance. Whilst it says that development will be designed to meet BREEAM standard Very Good it does not explain if this is sufficient to meet the Council's emission reduction targets and whether instead it should be designed to reach BREEAM standard Excellent. The scheme should go further in acknowledging that the climate is changing by designing for electrical equipment for mechanical ventilation and cooling.

They also consider the planning statement is deficient in neglecting the policies on climate change.

South Yorkshire Police

They have recommended that the development is built to comply with Secured by Design standards. The key elements of this are described in their consultation reply.

## LAND USE POLICY

Unitary Development Plan

### Policy S2 – Development of Frontage in the City Centre's Retail Core

The frontage of the site along Cambridge Street is within the Retail Core of the Central Shopping Area. This means that retail and complementary uses which add to the vitality and viability of the Central Shopping Area will be encouraged. The site is not in the Fargate Area so there is no requirement for only shops (A1) on ground floor frontages (as per S2a) but A1 is a preferred use elsewhere in the Retail Core which means it should be the dominant use. Over 70% of the units in the Retail Core are within A1 use (includes Fargate, The Moor, Pinstone Street and Cambridge Street) and even if none of the ground floor space was occupied by an A1 operator it



would not affect the dominance across the Retail Core, and in any case the potential for A1 always remains open under the list of proposed uses.

The proposal accords with this policy and S2 is in accordance with the NPPF in that it is appropriate to define the primary shopping area. However it could be argued that it is too restrictive in allowing only A1 uses on the ground floor of Fargate and therefore should be given only moderate weight.

#### Policy S3 – Development in the Central Shopping Area

The site is located in the Central Shopping Area in the UDP and is also a Key Development Site. Policy S3 says that shops, offices used by the public, food and drink outlets and housing are the preferred uses (notwithstanding the Retail Core frontage along Cambridge Street under S2). B1 offices are acceptable as are community facilities and institutions (class D1) and Leisure and Recreation (class D2). Key development sites are sites where it is particularly important to attract office development and higher parking levels are allowed.

Policy S3, which promotes main town centre uses in the City Centre, allows for some flexibility. It is considered to be in line with the NPPF and should be given significant weight. Key Development sites are defined in Policy T22 and the parking standards have been superseded by the Car Parking Guidelines such that Policy T22 has very limited weight.

All the proposed uses are either acceptable or preferred under Policy S3 therefore the proposal is in line with this policy.

#### Policy S10 – Conditions on Development in Shopping Areas

Policy S10 says that new development should not lead to a concentration of uses which would prejudice the dominance of preferred uses in the Area or its principal role as a Shopping Centre. By requiring a dominance of preferred uses Policy S10 does not provide the flexibility as required by the NPPF although it does allow some exceptions and therefore it has moderate weight. This proposal is in compliance with this policy as the development will support the role of the Central Shopping Area and will not affect the current dominance of preferred uses (A1, A2, A3 and C3).

#### Core Strategy

#### Policy CS17 – City Centre Quarters

Policy CS17a applies to the Heart of the City Quarter and promotes the New Retail Quarter, the prime office and retail streets and main civic, arts and cultural buildings, with high quality public spaces within this part of the city. This policy supports the role town centres play at the heart of the local community and therefore accords with the NPPF and should be given significant weight. This proposal is support by this policy as it is delivering a key part of the New Retail Quarter (now Heart of the City II) and reinvigorating one of the retail streets.

## Policies CS3 – Locations for office Development and CS4 – Offices in the City Centre

Policy CS3 promotes the City Centre as a location for office development and policy CS4 says that new large scale and high density office development will be concentrated in the City Centre. Policies CS3 and CS4 represent a sequential approach to new office development which is line with the NPPF and should be given significant weight. The application is proposing only a small amount of office space at 200m<sup>2</sup>. However adjoining sites such as Grosvenor House and Block H3 provide a substantial amount of office space and therefore, taken as a whole, HOC II will achieve the objectives of these policies.

### Supplementary Planning Guidance

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

### Draft City Centre Masterplan

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

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

In terms of retail development it says that HOC II will provide efficient and flexible state of the art units for retailers large and small with a range of business, leisure and residential accommodation in the upper floors. It says that subsequent phases after the HSBC block will provide a complete range of retail spaces including smaller units for independents and specialists. There will be a high ratio of food and drink opportunities, as these form an integral part of today’s shopping experience for many people.

The Heart of the City II Masterplan identifies Block H3 as a location for a diverse range of buildings and uses, all centred on a unique dining court. This shows the latest landowner and developer investment intentions.

### National Planning Policy Framework (NPPF)

Paragraph 85 of the National Planning Policy Framework says that planning decisions should support the role that town centres play at the heart of local communities. Paragraph 86 says that main town centre uses should be located in town centres, then in edge of centre locations. The Glossary to the NPPF defines retail, leisure, restaurants, bars and pubs, health and fitness centres, office and culture and tourism development as main town centre uses.

HOC II is a key project in regenerating the City Centre and this site is highly significant in achieving this objective. The scheme will provide a communal hall which will be a new destination and a wide mix of main town centre uses. It is therefore supported by the NPPF policies referred to above.

## HERITAGE, CONSERVATION, LISTED BUILDING ISSUES

### Policy

The Planning (Listed Buildings and Conservation Areas) Act 1990 says that in deciding whether to grant planning or listed building consent 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. With respect to conservation areas it says that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Paragraph 189 of the NPPF says that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 192 says that in determining applications, local planning authorities should take account of:

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

Paragraph 194 says that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial loss or harm to a listed building should be exceptional.

Paragraph 196 says that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. The Planning Practice Guidance says that partial destruction of a heritage asset is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm.

Paragraph 197 says that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 200 says that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance.

Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

UDP Policy BE 16 'Development in Conservation Areas' says permission will only be given for proposals which would preserve or enhance the character or appearance of the Conservation Area. Buildings which make a positive contribution to the character or appearance of a Conservation Area will be retained.

UDP Policy BE19 'Development affecting Listed Buildings' says that the demolition of Listed Buildings will not be permitted. Proposals for internal or external alterations which would affect the special interest of a Listed Building will be expected to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest. Proposals for change of use will be expected to preserve the character of the building. Proposals for development within the curtilage of a building or affecting its setting will be expected to preserve the character and appearance of the building and its setting.

Whilst both these policies seek to conserve heritage assets, which is consistent with the NPPF, they are more restrictive than the NPPF which establishes principles for considering development which has a harmful impact on heritage assets. Therefore these policies should be given moderate weight.

## Significance

The buildings on the site date back to 1835 (Bethel Chapel with 20<sup>th</sup> Century front extension for former Binns store). Bethel Sunday School dates from 1852. The Cambridge Street facade of the former Albert Works dates between 1856-62, although only 2 of the 4 storeys remain. Henry's Corner, Henrys II and the Brewhouse date from 1901-04. The buildings behind these facing frontages are of much lesser significance.

The Conservation Area comprises the historic core of the city that developed during the Georgian period. It developed into a largely industrial area during the nineteenth century and was further altered later in the century with a number of civic improvements and building schemes.

The heritage statement says the existing buildings on the site evidence the development of the late nineteenth and early twentieth century. With the exception of the listed Bethel Sunday School the principle buildings are all described as unlisted

significant buildings within the Conservation Area in the Urban Design Compendium. The buildings have historic value derived from the date of their association with the development of the street, which originally formed part of the traditional fine metal and cutlery making area in the city centre. The fine urban grain of the buildings, their modest construction and range of architectural styles make a positive contribution to the significance of the Conservation Area and, as a consequence, they have notable group value in conjunction with the Grade II listed Former Sunday School and the wider street scene. The later extension and free standing buildings to the west are not considered to contribute to the significance of the Conservation Area.

The Cutlers' stone on the former Albert Works probably dates from the late 17th and early 18th Century and has likely existed around this location for most of this period and it is considered important that it remains in this location.

Bethel Chapel Sunday School is listed grade II and has later extensions at the rear. It is associated with the unlisted Chapel to the north and it was much altered when the George Binns Ltd store was constructed - none of the historic fabric remains behind the facade. The heritage statement argues that the Sunday School was listed principally for its association with the non-conformist Chapel which is an important aspect of social history. The external appearance of the Sunday School has aesthetic value. The interior is substantially altered and the building retains limited evidential value from its former use as a Sunday School.

Leah's Yard is located to the north of the site on Cambridge Street and is listed (Grade II\*) the two former houses fronting Cambridge Street that date from the early nineteenth century. The complex has evidential value which allows an understanding of how the site developed. It has historical value as a surviving example of a little mesters workshop. It has some limited aesthetic and communal value.

St Matthew's Church is located to the north west of the site between Carver Street and Backfields and is listed grade II and was constructed in 1854-5. It is a typical mid-Victorian Anglican Church in the Gothic Style with fine Arts and Crafts fixtures and furnishings in the interior. The church and spire have aesthetic value as a landmark within the Conservation Area but it is mainly significant for its interior. It has historical value as the centre of the High Church worship in the nineteenth century city centre.

#### Impact on listed buildings

The only listed building directly affected is Bethel Sunday School. The internal fabric of this building has been much altered. Internal partitions and stairs are to be removed and new stairs provided to tie in the existing floor levels with those of the communal hall. A dormer is proposed at the rear to allow the stair to reach the upper level. The proposed level changes along Bethel Walk mean that some of the lower level windows will be partly obscured and one will be bricked up on the north elevation whilst the existing door will be raised. Two new windows designed to line through and to match existing will be introduced on the north elevation in order to provide ventilation to the fire escape protected lobbies.

Given that the original internal building fabric has been lost, the removal of staircase and partitions will not have a harmful impact on the character of the listed building. Due to the width of Cambridge Street and as the new dormer is relatively small and set back from the frontage it is only likely to be viewed from mid distant views where it will be seen against the backcloth of the communal hall. The dormer is necessary to achieve the head height above the stairs whilst linking the existing and new buildings for escape purposes. The communal hall itself will adjoin the rear of the Sunday school and be approximately 2 storeys higher. Given the modest increase in scale and the relatively tight streetscape it is considered that the new build will not appear too dominant. However it is concluded that the dormer and associated loss of original roof fabric along with the increased scale of the new development will have a limited negative impact on the character and setting of the listed building.

Balanced against these negative impacts are the benefits of securing viable uses for the building and the repairs /refurbishment of the building and windows. Overall it is concluded that the harmful impact on the listed building is less than substantial. Leah's Yard which is listed grade II\* is located immediately to the north of the site.

The scheme largely maintains the Cambridge Street frontage in tact with the exception of the demolition of the freestanding wall to the former Albert Works to allow for the creation of Albert Walk. The demolition of this wall will diminish the setting of the Leah's Works by removing some of the historic fabric on the Cambridge Street frontage which contributes to the setting of the listed building. The modest scale of the new built development and the fact that the northern part of the site adjoining Leah's Yard will be open public realm means that the development will not dominate Leah's Yard. The restoration and re-use of the buildings on the site along with the high quality public realm will benefit the setting of Leah's Yard. Overall it is concluded that the negative impact associated with the loss of the Albert Works frontage is balanced by the benefits of refurbishing the site and the new public realm so that it is considered that the impact on the setting of Leah's Yard is neutral.

St Matthew's Church is situated to the north-west of the site. It has aesthetic value and the Spire is an important landmark on Carver Street. Given the modest scale of the development, the degree of separation from the Church and the fact that the development will not impose on any key views of the Church it is concluded that the impact in the setting of the Church is insignificant.

#### Impact on the Conservation Area

The scheme retains the listed building and some of the unlisted buildings such as the Bethel Chapel and Brewhouse along with most of the Cambridge Street and Wellington Street frontages all of which are an important part of the character of the Conservation Area. The refurbishment of the retained buildings and high quality public realm will enhance the character of the Conservation Area. The loss of the modern buildings and extensions to the rear will not have a harmful impact on the character of the Conservation Area.

However the loss of the original fabric behind the façade and some of the roofs of the DINA, and Henry's buildings will diminish the character of the conservation area.

This also applies to the loss of the Albert Works front wall and the truncation of the pedestrianised Bethel Walk. The different levels and highly divided interior of these buildings do not lend themselves to conversion to a communal hall and modern retail units. The freestanding wall to Albert Works has already been reduced by 2 storeys and would be further compromised by introducing a large opening required to accommodate the expected pedestrian flows along Albert Walk. It would also compromise the legibility of the Albert Walk route and limit the development potential of Block H1 to the north.

Given these considerations it is concluded that the benefits are not sufficiently compelling to justify the partial retention of this wall. Whilst the truncation of Bethel Walk is regrettable it is not feasible to retain it as a through route without compromising the viability of the scheme as a whole. The first part of the route from Cambridge Street will be retained as an access point to the communal hall.

The southern wall to the DINA building could be retained; however this would be an expensive and difficult operation and as it is a party wall between 2 properties which is not currently exposed to public view and this would remain the case following the development; it is considered that there are insufficient grounds to insist on this.

The new development is considered to be respectful to the character of the conservation area in terms of both scale and design. Given the tight streetscape and its scale it will form a backcloth to the retained buildings whilst not appear over dominant. The repairs and new build elements to the retained buildings and facades will be sympathetic to their character and to the character of the conservation area. The new build elements will comprise of bold modern architecture which will contrast with the retained structures. However the interesting roof line and form of the new development breaks up its massing and creates a fine grain which complements the Conservation Area.

Whilst there are some negative effects on the character of the Conservation Area due to loss of historic fabric; the truncation of Bethel Walk; and the increase in scale of the communal hall these impacts are considered to be less than substantial.

## CONCLUSION ON HERITAGE ISSUES

Whilst there will be some harm to the heritage assets as described above, it is considered that a clear and convincing justification has been provided for this harm as required by Paragraph 192 of the NPPF. The less than substantial harm caused is clearly outweighed by the benefits of putting the heritage assets into viable uses; the benefits of restoring the heritage assets; the enhancements to the public realm; and consequently the setting of the heritage assets; the new development which will make a positive contribution to local character and distinctiveness; and the substantial regeneration benefits of the delivering a mix of retail and leisure uses which are key to the vitality and viability of the City Centre.

Taking these factors into account overall it is concluded that the development will enhance the character of the Conservation Area and enhance and preserve the setting of the listed buildings. Therefore the proposal is considered to be consistent with the Development Plan and the provisions of the NPPF.

## DESIGN ISSUES

### Policy

Policy CS74 of the Core Strategy states High-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, including the distinctive heritage of the city, particularly the buildings and settlement forms associated with the metal trades (including workshops, mills and board schools) and the City Centre.

The policy states development should also:

- contribute to place-making, be of a high quality, that contributes to a healthy, safe and sustainable environment, that promotes the city's transformation;
- help to transform the character of physical environments that have become run down and are lacking in distinctiveness;
- enable all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people; and
- contribute towards creating attractive, sustainable and successful neighbourhoods.

This policy is consistent with Paragraph 125 of the NPPF which says that plans at the most appropriate level, set out a clear design vision and expectations. Therefore the policy should be given significant weight.

Paragraph 127 of the NPPF says that planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

The scheme will make a strong positive contribution to the townscape. In particular the mix of public uses is appropriate for this highly accessible location and these will



support transport facilities. The communal hall and associated public space will be a new city centre destination and help to create a sense of place.

The retention/adaption of the more interesting existing buildings on the main street frontages responds to the heritage interest of the site/ local character and will help to knit the development successfully into its context. The glazed frontages at ground floor with entrances and active uses facing on to Cambridge Street, Wellington Street, Backfields and Linley Square will be welcoming and create vibrant and safe spaces.

The new east/west route across the site (Albert Walk) maintains connectivity and footfall through Linley Square whilst also providing an opportunity for Leah's Yard Block (H1) to have south facing spaces which can help to activate Linley's Square.

The retention of existing fabric on the eastern and southern parts of the site means that the scale of development remains the same in these locations. The scale increases on the western part of the site with the new buildings generally being 1 to 2 storeys higher than the existing buildings. Consequently the scale increases towards the edge of the conservation area which helps to create a more comfortable transition between the buildings on the site and Block H2 to the west which is 8 storeys high. The modest increase in scale within the site also means that whilst the new development will be visible behind from the existing street frontages it will not appear over dominant. The scale of the new buildings strikes an appropriate balance between the need to respect the heritage context and respond to the desire for an increase in civic scale and density in a highly accessible city centre location.

The retention of the existing building fabric to the Cambridge and Wellington Street frontages will ensure that the much of the development maintains the existing character faced in the traditional facing material of brick and stone with slate roofs. The existing fabric will be repaired with glazing either repaired or replaced to complement the existing. The west elevation of the Bethel Chapel will be re-configured with regular window openings in a similar arrangement to the original east elevation. The modern window insertions will help to activate Lindley Square and the larger windows at first floor level will reflect the grander public uses at this level.

The new build elements exhibit a contemporary design character with weathered and perforated metal rainscreen cladding and dark metal curtain walling facing materials referencing Sheffield's industrial past. The warm colours of the metal facing materials will provide contrast and distinguish the new build elements from the existing fabric and the darker colours to be utilised on the Block H2 office development to the west.

The communal hall roof design is a modern interpretation of market hall design with glazed and solid strips. The pitched roofs complement the existing buildings and the varied roof profile helps to relieve the massing of the new build elements.

The new build elements are more sculptural and solid in character with the level of glazing reflecting the uses so that the lower levels are more highly glazed which will activate the public realm. Consequently the lower levels to the New Backfields frontage of the Arrival Building will be highly glazed with the entrance clearly marked with additional glazing and a canopy. The north elevation of the new building facing

on Linley Square will be fully glazed at ground level with large contemporary designed openings above, which will animate the square and create visual interest.

The design of the scheme is high quality and respects local character. It will help transform this run down block, create distinctive and attractive spaces and secure the future of the heritage buildings. It complies with both the Core Strategy and NPPF design policies.

## LANDSCAPE

Unitary Development Plan Policy BE6 'Landscape Design' says that good quality landscape design will be expected in new developments and refurbishment schemes. Applications for planning permission for such schemes should, where appropriate, include a suitable landscape scheme.

Paragraph 127b) of the NPPF promotes well designed places by appropriate and effective landscaping. Policy BE6 is consistent with the NPPF and should be given significant weight.

The public realm is an important part of the Heart of the City II project. Block H3 is positioned at the centre of the scheme at a pivotal point between the Fargate, Division Street and Moor retail areas. The public realm to be provided as part of this scheme consists of Linley Square at the north west corner of the site which will form part of two new pedestrianised streets (Albert Walk and New Backfields) which connect Cambridge Street with Wellington Street so that pedestrians will pass through the Linley Square. There will also be upgraded footpaths to Cambridge Street and Wellington Street.

Linley Square will be approximately 25m wide, whilst New Backfields will be approximately 8m wide and Albert Walk 10m wide. The wider Albert Walk will allow for flexibility to adapt the northern edge to respond to the Leah's Yard scheme when this comes forward in future as part of Block H1. Whilst much of the public realm is north facing a sun path analysis shows that Linley Square and Albert Walk will receive sunlight during much of the day during the summer period. New Backfields is likely to receive sunlight in the morning period.

New Backfields will incorporate steps to accommodate the level changes between Wellington Street and Albert Walk. At this stage the hard and soft landscaping proposals have not been designed in detail but the design and access statement establishes principles for developing the public realm. Seating and landscaping within Linley Square will be positioned to allow for movement through the square and to the surrounding units whilst providing for spill out from adjacent units. High quality paving and landscaping will be provided along with materials and street furniture consistent with the established City Centre palette. The Cutlers Coat of Arms keystone from Albert works is to be incorporated into the hard landscaping of Albert Walk.

The design approach as outlined in the design and access statement is fully supported including the use of an established palette of high quality natural hard landscape materials such as sandstone paving and granite detailing. Also the

inclusion of robust, bespoke crafted elements and a substantial amount of planting, including new trees. The hard and soft landscaping works will help to deliver the transformational change in this location that other phases of the Heart of the City have already delivered. The landscaping proposals are consistent with policy BE6 and the NPPF.

Conditions are proposed which will require detailed hard and soft landscaping plans to be submitted for approval and implemented.

## ACCESS AND MOVEMENT

### Policy

Core Strategy Policy CS51 sets out the Council's transport priorities. The strategic priorities for transport are:

- a. promoting choice by developing alternatives to the car
- b. maximising accessibility
- c. containing congestion levels
- d. improving air quality
- e. improving road safety
- f. supporting economic objectives through demand management measures and sustainable travel initiatives.

The objectives of this policy are consistent with the NPPF and therefore it should be given significant weight.

Policy CS61 'Pedestrian Environment in the City Centre' says a Pedestrian Priority Zone in which a high-quality environment will allow priority for the safe, convenient and comfortable movement of pedestrians within and through the area, will be established in various locations in the City Centre one of which is the Heart of the City.

The promotion of a high quality pedestrian environment is consistent with the NPPF but the priority locations need updating in line with the Transport Strategy; therefore the policy should be given moderate weight.

Paragraph 103 of the NPPF says that significant development should be focused in locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.

Paragraph 110 says that applications should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;

- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

Paragraph 111 says that all developments that will generate significant amounts of movement should be required to provide a travel plan and be supported by a transport assessment.

### Existing Context

Cambridge Street provides a one-way link northbound from Cross Burgess Street to Division Street. The southern section of Cambridge Street between Wellington Street and Pinstone Street has recently been pedestrianised. Carver Street is a one-way southbound route running between West Street and Wellington Street and connecting to Rockingham Street. Backfields runs in a southbound only direction parallel with Carver Street from Division Street, connecting westbound to Carver Street through the centre of the site. Wellington Street runs in an east-west direction between Carver Street and Fitzwilliam Street. To the east of Carver Street the road has been pedestrianised as part of the Project Cavendish scheme.

Bethel Walk provides a pedestrian connection between Backfields and Cambridge Street. The southern section of Carver Street, eastern section of Wellington Street and northern section of Charles Street adjacent to Blocks B, C and Project Cavendish have recently been pedestrianised.

There are numerous cycle routes through the City Centre. The nearest suggested cycle routes are on Pinstone Street and Burgess Street.

The city centre has an extensive bus network; there are bus routes near to the site on Pinstone Street (approx. 2 mins walk) and Furnival Gate (approx. 3 mins walk) and also on West Street which accommodates Supertram (approximately 3-4 mins walk). In total there are over 100 bus services every hour which serve stops close to the development site and provide access to numerous destinations.

There are currently approximately 9,000 off street car parking spaces across Sheffield city centre. Approximately 4,000 of these car parking spaces are within an approximate 400 metres radius of the site. The John Lewis car park is immediately to the east of the site (412 spaces) and the Wellington Street NCP car park to the south west of the site (449 spaces). On street parking and loading is permitted on Cambridge Street and there is on street disabled parking on Cambridge Street and Cross Burgess Street with taxi parking on Burgess Street and one of the main City Centre taxi ranks on Barkers Pool. Loading is also allowed on Backfields.

### Proposals and Assessment

The planning application provides for a flexible range of uses and for the purposes of the transport assessment possible likely uses have been considered for each Unit and likely / worst case trip generation estimates made. Trip generation rates have been calculated for the morning (8am to 9am), evening (5pm to 6pm) and Saturday peak hours (12am to 1pm). These have then been discounted to take account of linked trips with other city centre land uses and the trips allocated to the different modes of transport based on TRICS data. This gives an estimate of the total predicted number of trips for each mode during the peak hours. The overall vehicle trip generation is considered relatively low with approx. 40 two-way trips in the weekday evening peak hour and approx. 150 two way trips in the Saturday peak hour. As this will be distributed across a wide network of highways it is considered that the existing network can adequately accommodate the traffic generated.

Pedestrian footways on the Cambridge Street and Wellington Street will be improved with high quality paving and will connect with the landscaped Charter Square and pedestrianised streets around the site. Bethel Walk will be truncated by the development but within the northern part of the site Albert Walk and Linley's Square will create a new pedestrianised route and public realm connecting to Backfields. The southern section of Backfields will also be pedestrianised to create a stepped link to Wellington Street. The predicted pedestrian trip generation is low and it is considered that this can be accommodated on the existing and proposed pedestrian infrastructure.

In terms of inclusive access the units facing on to Cambridge Street and Wellington Street will have level access directly from the street. Three of the four entrances to the communal hall will have level access the exception being Bethel Walk which will be a stepped access. There will be level access to Lindley Square from Cambridge Street via Albert Walk and from Carver Street. The steps on New Backfields can be bypassed by utilising the lifts within the communal hall lift core which are expected to be available until the early hours of the morning. Lifts within the communal hall will allow for inclusive access to all floors and individual units trading over several floors will have areas identified for tenant installation of lifts.

The proposed improvements to footpaths, the new pedestrianised links and new public square all to be surfaced with high quality paving and provided with high quality street furniture will significantly enhance pedestrian access and the pedestrian environment.

Existing public transport will serve the development as described above. The site is very well located to promote usage of existing city centre bus, and tram services.

Public transport use will be promoted by the travel plan. It is anticipated that the number of public transport trips can be accommodated on the existing bus and tram services.

The City Centre is well served by cycling infrastructure. Carver Street / Backfields allows two-way cycle access to/from the north of the site via Division Street, a signed cycle route. Cross Burgess Street and Cambridge Street allow for access to/from the north and east connecting to Pinstone Street, a signed cycle route. It is considered that the cycle trip generation can be accommodated on the existing cycle network.

12 cycle parking spaces will be provided in the lower ground floor of Block H3 for employees with lockers/changing and shower facilities. 12 short stay cycle spaces will be provided within the public realm on Albert Walk this level of provision is consistent with the Council's cycle parking guidelines.

Vehicular access to the site will be one way via Pinstone Street, Cross Burgess Street, Cambridge Street and Division Street. There will be no parking within the site so parking demand will be served by existing car parks and on-street parking. No parking provision is consistent with the Council's parking guidelines which are intended to reduce car trips within the city centre where there are opportunities for access by other modes. However the occupancy of City Centre car parks has been assessed pre-Covid. This indicates over 400 long stay spaces and 680 short stay spaces available on a weekday. On a Saturday, there are approx. 1,000 long stay spaces and just under 1,000 short stay spaces available. The peak weekday car parking demand from Block H3 is predicted to be 71 from 18:00-19:00hrs and the peak Saturday car parking demand is predicted to be 178 from 18:00-19:00hrs. It is considered that there will be sufficient capacity to accommodate the parking demand generated by the development.

A separate Highways scheme being brought forward by the Council will reconfigure space on Cambridge Street immediately east of the site to improve accessibility and provide landscaping. This will include two service laybys located immediately east of the building on Cambridge Street. The communal hall and 3 western most units will have dedicated bin stores within the building. The other units will provide their bin storage within the units. On street parking on Cambridge Street will be reorganised as part of the highway scheme and will include the loss of the pay and display bays and the re-provision of the existing disabled parking spaces.

The application proposal is well located to deliver the city's transport priorities of maximising accessibility and promoting choice by alternatives to the car (CS51). It fits well with Policy CS61 in creating a high quality Pedestrian Priority Zone in the Heart of the City. It is supported by the NPPF in it locates significant development where it can be made sustainable whilst giving priority to pedestrian and cycle movement and facilitating access by public transport.

#### Travel Plan

A travel plan has been submitted in support of the application. The following measures are proposed;

Walking - The scheme itself will provide high quality pedestrian areas and connections with its surroundings. In terms of the travel plan, one large scale event will be held annually to promote the health benefits of walking. Walking routes will be displayed on the travel plan information boards/screens and the travel plan web site and advice provided on personal safety. Guaranteed rides home by taxi for employees in emergency situations will be the responsibility of individual employers. Cycling – In addition to the cycle parking referred to above information on cycle routes will be provided and one large scale event promoting cycling

will be promoted annually. Cycle training will be provided and a user group established. Possible discounts on cycling equipment with a local retailer will be pursued.

Public Transport – Information will be provided on public transport services and discounted ticket options will be explored with SYPTTE. Individual employers will be encouraged to consider interest free loans for season tickets and provision of guaranteed rides home for staff in emergencies. The travel plan sets targets for mode of travel for different uses. The targets will be monitored through surveys and mitigation proposed if the targets are not being met. The travel plan is considered to acceptable.

#### SUSTAINABILITY

The scheme re-uses existing buildings in part and is developing a Brownfield site both of which are consistent with promoting sustainable development. It is sustainably located as there is a high potential to access the site by sustainable means and for visitors to link trips with other city centre uses. It will also increase density in a highly accessible location.

In terms of the 3 overarching objectives of sustainable development defined in paragraph 8 of the NPPF. It will contribute to the economic objective – it will help to support a strong city centre economy which is a key economic objective of the city at the same time as providing employment in construction and during the operational phase. It will contribute to the social objective – by providing a destination and facilities that will support social and cultural well-being and a vibrant city centre and by creating a well designed and safe environment with accessible open space. It will contribute to the environmental objective by enhancing the built and historic environment by making efficient use of land and by mitigating and adapting to climate change.

The development will be designed to achieve the BREEAM Very Good standard which will meet the Council's Core Strategy Policy CS64. Heating within the communal hall and speculative retail units will be generated by low carbon air source heat pumps; the communal hall will also be predominantly naturally ventilated. Plant and natural ventilation will be designed to take into account weather conditions altering due to climate change to 2050.

Other sustainable design measures include:

- High performance building fabric for new buildings and compliance with the building regulations for retained buildings;
- High efficiency LED lighting and maximising natural lighting;
- Where possible heat recovery in ventilation and kitchen extract systems;
- Water efficiency measures such as dual flush WCs, water metering, automatic shut off valves to prevent taps being left running;
- Flexibly designed space capable of adaptation;
- New construction to use recycled elements where possible.

Energy to generate heating is to be provided via low carbon air source heat pumps. This will amount to roughly 15.8% of the predicted regulated energy consumption of the building and excluding equipment/unregulated energy. Therefore the proposal

will exceed the terms of Policy CS65 which seeks to ensure that new development provides a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon.

## ARCHAEOLOGY

Previous archaeological assessments have established that the area lies on the edge of the historic core of the city and can be expected to contain archaeological evidence relating primarily to expansion in the 18th and 19th centuries as well, potentially, as evidence for earlier activity on the fringe of the settlement.

Subsequently trial trenching has taken place at various locations within and adjoining the site which has shown that well preserved archaeological evidence exists at the site of the former Albert Works and that further investigations are needed both in this area and on other parts of the site.

A building recording scheme has been submitted and agreed with the South Yorkshire Archaeological Service and a condition requires this to be implemented in advance of demolition. A scheme of works for investigating below ground archaeology has yet to be agreed and therefore a condition is proposed which requires this to be submitted and implemented before development takes place.

## AMENITY IMPACT

Whilst there are no sensitive uses near to the site at the moment, planning permission has been granted for a scheme on a site between Cross Burgess Street, Pinstone Street and Charles Street, 18/04257/RG3 (Block B HOC II) which includes apartments on the upper floors.

In order to balance the desire to encourage the City Centre night time economy whilst safeguarding residential amenity for residents, conditions are proposed that require sound insulation details to be submitted; to control the level of amplified music and speaker noise on the raised terraces; and limit the operating hours for the units and terraces. A Construction Environmental Management Plan condition will also mitigate the amenity impact during the construction period.

With these controls in place the amenity impacts should be mitigated to an acceptable level.

## ECOLOGY

Paragraph 170 of the NPPF says that planning policies and decisions should contribute to and enhance the natural and local environment by minimising impacts and providing net gains in bio-diversity.

A preliminary ecological survey has been undertaken. An external bat roost suitability assessment of all accessible structures and trees within the red line boundary was undertaken in January 2020 to determine their suitability for supporting bat roosts. Also an internal assessment was undertaken where access was available and it was safe to do so.



The site is dominated by buildings with scattered areas of scrub. The ecological assessment recommends that any new landscaped areas utilise native species beneficial to pollinating invertebrates. Alternatively, nectar producing ornamental species which are also beneficial to pollinating invertebrates may be utilised. Species should be of local provenance, where practicable. It recommends that green roofs should be considered although this is not considered appropriate on this site where pitched roofs are proposed to respond to the context and heritage character of the site. Bird boxes should also be considered to enhance the site for nesting birds.

Whilst a bat roost was identified in a 2015 survey it was not recorded in the recent surveys. The assessment recommends further bat surveys are carried out. The work will be carried out under a Low Impact Class Licence (LICL). A registered consultant ecologist will need to be appointed and the site will need to be registered with Natural England. It is also recommended that 3 bat boxes are included in the scheme. Site lighting should also be designed to give consideration for bats.

The City Ecologist is satisfied that the correct methodology has been used and that no further surveys are required as part of the planning process. A condition is proposed to ensure the three bat boxes are incorporated into the design as shown in the ecology appraisal and the lighting scheme is designed to minimise the impact of lighting on the bat and bird boxes to be provided. The recommendations for planting can be taken up in the detailed landscaping scheme.

With the above measures in place and the new planting proposed the development is expected that the development will deliver a biodiversity enhancement in line with the NPPF.

## GROUND CONDITIONS

The site lies within a Development High Risk Area for coal mining. A coal mining risk assessment has been submitted and concludes that mitigation measures are not required. Ground gas monitoring has identified elevated ground gas and gas protection measures are proposed. The Coal Authority has no objections to the proposal and advised that the gas protection measures will be controlled under the building regulations.

A land contamination report has been submitted in support of the application. This has been reviewed by the Council's land contamination officer and is considered to be satisfactory. Conditions are proposed which require intrusive site investigations along with remediation and validation if appropriate. With these safeguards in place the site can be developed safely.

## DRAINAGE STRATEGY AND FLOODING ISSUES

The drainage strategy covers both Blocks H3 and H2. The site is entirely impermeable. The surface water currently drains to the public sewers and is unrestricted. Core Strategy Policy CS67 requires that for brownfield sites, surface water discharge is limited to 30% less than the existing surface water runoff, based on a 1 in 1 year (30min) storm event.

In terms of the drainage hierarchy for surface water, the ground conditions and proximity of development means infiltration is not viable. The nearest watercourses and surface water sewers are too distant from the site. Therefore discharging to the existing combined sewers is the only viable option.

Retained buildings are likely to discharge by the existing method at unrestricted rates. The highways and soft landscaping will have unrestricted discharges but the landscaping will reduce run off and delay the discharge. Where restrictions to run-off are applied they will be at 70% of the existing rate of run off. Allowable run off rates have been calculated for Blocks H2 and H3. The storage that is required in order to achieve the restricted run off rates on Block H3 will be provided by blue roofs in the roof terrace areas behind the Cambridge Street and Wellington Street buildings and on the roof of the Arrival Building. Underground storage will also be provided within Linley Square.

The site lies within flood zone 1 and the risk of river flooding is low. The risk of surface water flooding and sewer flooding is also low. Therefore there are no concerns regarding flooding.

Yorkshire Water has advised that the proposals are acceptable subject to clarification of certain matters of detail.

The Lead Local Flood Authority has no objections to the surface water drainage subject to the discharge to the combined sewer being acceptable to Yorkshire Water. Conditions are proposed requiring surface water run off to be reduced and full details of the surface water drainage proposals to be submitted for approval.

## LOCAL EMPLOYMENT

The Council's seeks to maximise the local employment and training benefits of major developments by encouraging applicants to work with Talent Sheffield to this end. The applicant has agreed to this and a condition is proposed requiring a local employment strategy to be submitted for approval.

## SUMMARY AND RECOMMENDATION

The proposed development accords with the land use policies for this site. It will deliver a vibrant mix of uses which will transform this prominent run down and underused block. The design is sensitive to the Conservation Area and Listed Buildings as it retains the most valuable heritage assets, including the majority of the unlisted frontages to Cambridge Street and Wellington Street; and it delivers well designed new buildings which do not dominate the listed buildings or conservation area. Whilst there will be some negative heritage impacts these are considered to be less than substantial and significantly outweighed by the benefits of securing viable uses for the heritage assets; restoring the heritage assets; and significantly enhancing the appearance of this prominent site within the Conservation Area. The wider benefits associated with this key regeneration project that will deliver uses that are vital to vitality and viability of the City Centre outweigh the limited negative heritage impacts.

The design is high quality and the retained buildings/frontages will ensure the development knits in well with its context whilst the new build elements comprise of bold modern architecture that will form a distinctive and positive addition to the streetscape and conservation area. The development will function well by providing active and well overlooked street frontages and areas of public realm.

The new route through the site will enhance connectivity and Linley Square will be an attractive and intimate addition the City Centres public spaces.

The site is well located to benefit from sustainable travel options and is a sustainable form of development contributing to the NPPF's overarching objectives for sustainable development, whilst being consistent with the Council's sustainable design planning policies.

Conditions will ensure that the impact of uses will be controlled such that they should not have a significant harmful impact on City Living.

Paragraph 11 of the NPPF says that there is a presumption in favour of sustainable development.

For decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole

Paragraph 12 of the NPPF says that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making.

The application lies within the Central Shopping area in the Unitary Development Plan and within Sheffield City Centre Conservation Area and also incorporates a listed building and adjoins a listed building. It is therefore considered that shopping, heritage and design policies are the most important policies for determining this application.

As described in the subject sections above the most relevant shopping and the City Centre Quarters policy are not out of date and the proposal is in line with these policies. The heritage and design policies are not out of date and the development is also in line with these policies. Therefore, given that the most important policies align

with the NPPF, section d) of paragraph 11 has not been applied in this instance.

Overall it is concluded that this is a high quality scheme which will enhance the Conservation Area and preserve the character and setting of Listed Buildings. It is an important regeneration project which meets the Development Plan objectives and it will help to sustain the vitality and viability of the City Centre.

It is therefore recommended that both planning and listed building consent be granted subject to the listed conditions in each case.