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Case Number	20/01895/RG3 (Formerly PP-08691394)
Application Type	Application Submitted by the Council
Proposal	Erection of office building (B1a) with ancillary retail / café/ bar space (A1/ A2/ A3/ A4/ A5) and associated works
Location	Land Bound By Carver Street, Wellington Street and Backfields (Block H2) Sheffield S1 4FT
Date Received	06/05/2020
Team	City Centre and East
Applicant/Agent	Montagu Evans
Recommendation	Grant Conditionally

## Time limit for Commencement of Development

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

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

## Approved/Refused Plan(s)

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

HOH-FCBS-Z2-XX-DR-A-0001 P1	H2 Existing Location Plan
HOH-FCBS-Z2-XX-DR-A-0010 P1	H2 Site Plan
HOH-FCBS-Z2-B1-DR-A-0199 P1	H2 Proposed Basement Plan
HOH-FCBS-Z2-00-DR-A-0200 P2	H2 Proposed Ground Floor Plan
HOH-FCBS-Z2-ZZ-DR-A-0201 P1	H2 Proposed Typical Level Plan
HOH-FCBS-Z2-07-DR-A-0203 P1	H2 Proposed Upper Level Plan
HOH-FCBS-Z2-RF-DR-A-0204 P1	H2 Proposed Roof Plan
HOH-FCBS-Z2-ZZ-DR-A-0701 P1	H2 GA Section AA
HOH-FCBS-Z2-ZZ-DR-A-0702 P1	H2 GA Section BB
HOH-FCBS-Z2-ZZ-DR-A-0751 P1	H2 Site Sections
HOH-FCBS-Z2-ZZ-DR-A-0752 P1	H2 Site Elevations
HOH-FCBS-Z2-ZZ-DR-A-0801 P1	H2 Proposed West Elevation
HOH-FCBS-Z2-ZZ-DR-A-0802 P1	H2 Proposed North Elevation
HOH-FCBS-Z2-ZZ-DR-A-0803 P2	H2 Proposed South Elevation

HOH-FCBS-Z2-ZZ-DR-A-0804 P2 H2 Proposed South Elevation  
HOH-FCBS-Z2-ZZ-DR-A-0851 P1 H2 Bay Study West Elevation Office Building  
HOH-ARUP-ZZ-XX-RP-D-9400 Drainage Strategy

Reason: In order to define the permission.

### **Pre-Commencement Condition(s)**

3. 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.

4. 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.

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

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

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

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

6. 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.

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.

7. 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.

8. 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/ new link created to Carver Street, surfacing improvement between new link and Division Street and associated public realm works)

(ii) 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.

(iii) Partial closure of Carver Street, alterations to on street parking/servicing and public realm works

(iv) Partial closure of Wellington Street.

(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.

(vii) Works to give pedestrians priority across the junctions of Backfields and Carver Street with Division Street.

(viii) Provision of vehicular turning facilities on the cul-de-sac section of Wellington Street.

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.

9. 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.

10. 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.

11. Prior to the commencement of development, any intrusive investigation recommended in the Phase I Preliminary Risk Assessment Report shall be carried out and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority. The report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

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.

12. Prior to the commencement of development 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. 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.

13. Prior to the commencement of development in the relevant area(s) of the site measures to protect the public water supply and sewerage infrastructure that is laid within the site boundary shall have been implemented in full accordance with details that have been submitted to and approved by the Local Planning Authority. If the required protection measures are to be achieved via diversion or closure of any water main or sewer, the developer shall submit evidence to the Local Planning Authority that the diversion or closure has been agreed with the relevant statutory undertaker and that prior to construction in the affected area, the approved works have been undertaken. The details shall include but not be exclusive to the means of ensuring that access to the pipes for the purposes of repair and maintenance by the statutory undertaker shall be retained at all times. Furthermore, unless agreed in writing by the Local Planning Authority, no trees shall be planted within 5 metres of any water main or sewer located within or adjacent to the site boundary.

Reason: In the interest of public health and maintaining the public water supply and sewerage infrastructure.

14. 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:

Alterations to the local highway network to allow for the displacement of traffic away from the bottom section of Carver Street.

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.

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

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

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

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. No loudspeakers shall be fixed externally nor directed to broadcast sound outside the building at any time. The specification, location and mountings of any loudspeakers affixed internally within a commercial unit to be used as a drinking establishment shall be subject to approval by the Local Planning Authority prior to installation and thereafter installed in accordance with the approved details.

Reason: In the interests of the amenities of adjoining occupiers

18. No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered without approval of the Local Planning Authority.

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

19. 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 routes between Backfields and Wellington Street (to the east of the building) and Backfields and Carver Street (to the north of the building), and Carver Street and Wellington Street (to the west of the building) and Wellington Street and Carver Street (to the south of the building)) 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.

20. A comprehensive and detailed hard and soft landscape scheme for the site, including proposed levels and cross section along with details of street furniture, a lighting scheme and sustainable urban drainage/water features 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.

21. 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 detail of plant screen
- Typical details Service doors
- Balustrade

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

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

22. Prior to any construction above parapet 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 locality.

23. Prior to first occupation of the development, cycle parking accommodation for 78 long stay spaces and 20 visitor spaces shall be provided. Details of the design of the stands and the location of the short stay spaces shall be submitted and approved by the Local Planning Authority before first occupation of the building. 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.

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. 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.

26. 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.

27. 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.

28. Before the A3, A4, A5 (food and drink) uses hereby permitted commence, a scheme of sound attenuation works shall have been installed and thereafter retained. Such a scheme of works shall:

- a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey.
- b) Be capable of restricting noise breakout from the commercial use(s) to the street to levels not exceeding the prevailing ambient noise level when measured:
  - (i) as a 15 minute LAeq, and;
  - (ii) at any one third octave band centre frequency as a 15 minute LZeq.
- c) Be capable of restricting noise breakout and transmission from the commercial use(s) and any associated plant or equipment, to all adjoining offices to levels complying with the following:
  - (i) Offices: Noise Rating Curve NR35 (0700 to 2300 hours).

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

[Noise Rating Curves should be measured as a 15 minute LZeq at octave band centre frequencies 31.5 Hz to 8 kHz.]

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



29. Prior to the installation of any commercial kitchen fume extraction system (within a unit being used for a food and drink use) full details, including a scheme of works to protect adjacent occupiers from odour and noise, shall first have been submitted to and approved in writing by the Local Planning Authority. These details shall include:
- a) Drawings showing the location of the external flue ducting and termination, which should include a low resistance cowl.
  - b) Acoustic emissions data for the system.
  - c) Details of any filters or other odour abatement equipment.
  - d) Details of the system's required cleaning and maintenance schedule.
- The approved equipment shall then be installed, operated, retained and maintained in accordance with the approved details.

Reason: In the interests of the amenities of the locality

30. 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.

31. 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.

### **Other Compliance Conditions**

32. 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.

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

Reason; In the interest of satisfactory and sustainable drainage.

34. Movement, sorting or removal of waste materials, recyclables or their containers in the open air shall be carried out only between the hours of 0700 to 2300 Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

35. 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.

36. 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.

37. The commercial units within Use Classes A3, A4, A5, shall only be used by customers between 0730 hours and 0130 hours on any day

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

38. The steps within New Backfields and the landscaping areas 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.

39. 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.

40. The development shall be implemented in accordance with the Risk Mitigation and Risk Reduction recommendations set out in sections 6.3 and 7.2 of the Coal Mining Risk Assessment.

Reason: In the interests of the safe development of the site.

41. There shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works.

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

42. Prior to the first occupation of the development the following public realm works shall be implemented:
- (a) Upgrading of the footpaths and carriageway to Wellington Street including hard and soft landscaping;
  - (b) Upgrading of the footpath to Carver Street along the site frontage including hard and soft landscaping;
  - (c) New Backfields steps including hard and soft landscaping;
  - (d) New vehicular and pedestrian link between Backfields and Carver Street including service layby and 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 and accommodating the traffic generated by the development.

Attention is Drawn to the Following Directives:

1. 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.
2. The Council's Environmental Protection Service are concerned that any food uses have adequate provision for kitchen exhaust to disperse. Their experience is that low level systems do not cope reliably with cooking types of medium to high risk odour potential, and frequently result in local amenity conflicts. The applicant is advised that only units with ready access to service risers or other means of achieving discharge of kitchen exhaust gases at height should be considered appropriate for food uses other than low odour risk uses, when assessed in accordance with the relevant guidance
3. You may need a Premises Licence under the Licensing Act 2003. You are advised to contact Sheffield City Council's Licensing Service for advice on Tel. (0114) 2734264 or by email at [licensing@sheffield.gov.uk](mailto:licensing@sheffield.gov.uk).
4. For larger commercial kitchens or cooking types where odour and noise risk is higher, reference should be made to the updated guidance document; 'Control of odour and noise from commercial kitchen exhaust systems' (EMAQ; 05/09/2018). Appendix 2 of the document provides guidance on the information required to support a planning application for a commercial kitchen
5. Plant and equipment shall be designed to ensure that the total LAr plant noise rating level (i.e. total plant noise LAeq plus any character correction for tonality, impulsive noise, etc.) does not exceed the LA90 background sound level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.
6. 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.

7. 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](mailto:eps.commercial@sheffield.gov.uk).
8. The applicant is advised that vegetation clearance should take place outside the bird breeding season or be supervised by an Ecologist. The recommendations under 5.2 of the Ecology Assessment should be taken into account in the soft landscaping design.
9. 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](mailto:epsadmin@sheffield.gov.uk).
10. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines 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.

11. 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.

12. 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)

13. 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)

14. 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)

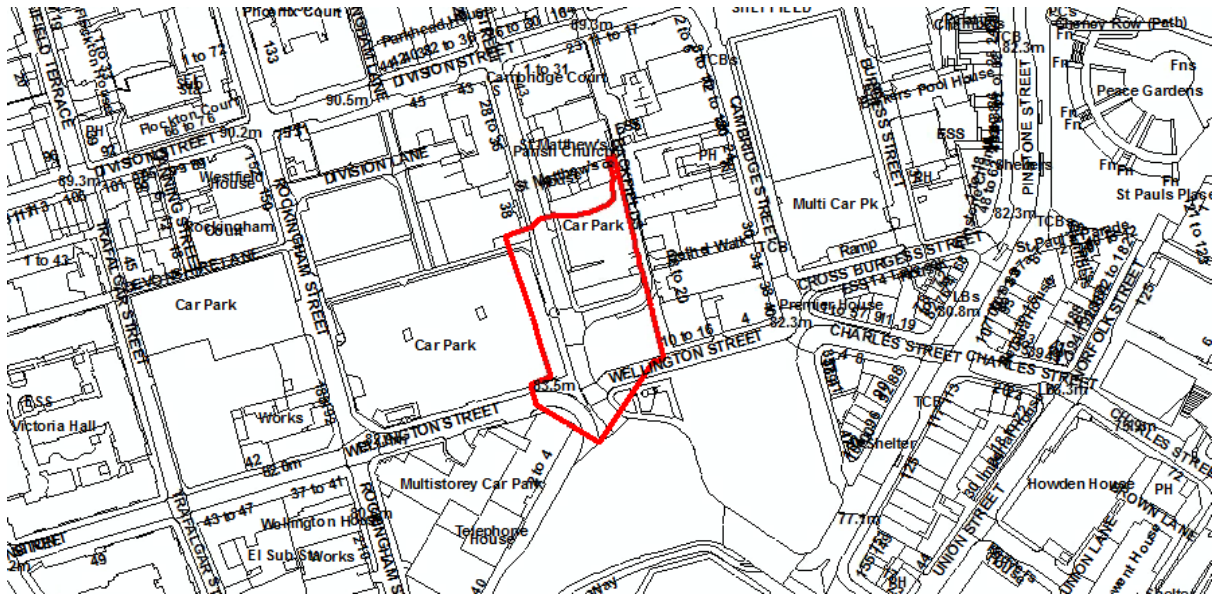
15. As the proposed development will involve the closing/diversion of a public highway(s) you are advised to contact the Highway Records team as soon as possible with a view to the necessary authority being obtained for the closure/diversion of the highway(s) under Section 247 of the Town and Country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

Principal Engineer, Highway Records  
Highways Maintenance Division  
Howden House, 1 Union Street  
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16. 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.
17. South Yorkshire Police have recommended that the development is built to comply with Secured by design standards. The applicant is advised to give serious consideration to their recommendations which are set out in their comments which can be viewed on line.
18. The Coal Authority has recommended that should a piled foundation be proposed the Coal Authority would expect the pile designer to consider the potential of the shallow workings to impact on pile performance. In the light of the Coal Industry Act 1994, the applicant should ensure that a permit is obtained should intersection with coal workings be required. Should any previously unrecorded mine entry be encountered during development appropriate treatment will be required, in accordance with details agreed under a Coal Mining Permit.
19. The applicant is advised that Sheffield's Access Liaison Group consider revolving doors are unsuitable for inclusive access and the automatic sliding doors are the optimum solution.

## Site Location



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## Location and Proposal

The application site comprises of a former surface car park and part of the highways of Backfields, Wellington Street and Carver Street. To the north there is the Art House and St Matthews Church (grade II listed). To the east Leah's Yard (grade II\* listed) and Block H3 of Heart of the City II (HOCII) which incorporates Bethel Sunday School (grade II listed), Henry's and Dina. To the south are the recently completed HSBC offices and to the west the former fire station site which is used as a public car park. The eastern boundary of the site adjoins the City Centre Conservation Area.

The site is known as Block H2 in the HOCII scheme and the application is proposing the erection of an 8/9 storey mixed use development. This consists of a basement for plant and staff facilities, a ground floor of 6 commercial units with flexible use for A1, A2, A3, A4 and A5 providing 707sqm net internal floorspace and an office reception. The upper floors will provide open plan offices with a net internal floorspace of 7,606 sqm whilst the top floor will incorporate an external terrace on the southern side of the building.

The scheme also provides substantial highway and public realm works which consist of truncating Backfields and providing a new link that connects with Carver Street north of the current connection. The southern section of Backfields is to become a new pedestrian street linking between Wellington Street and the new pedestrian street known as Albert Walk forming part of HOCII block H3. The southern part of Carver Street is also to be pedestrianised up to where it meets Wellington Street and further public realm works are proposed on Wellington Street which will link to the north side of Charter Square.

The new building will be rectangular shaped with the main elevations facing Carver Street and the pedestrianised street of New Backfields. All the ground floor frontages of the building will incorporate commercial units with entrances from all of the street frontages except the new Backfields link.

The building is to be faced in dark metal rain screen cladding both solid and perforated. It has been designed with double height glazing to the lower section which accommodates the commercial units. The upper floors have vertically orientated windows which span 2 or 3 floors. The design has a more solid appearance on the top two floors.

## Relevant Planning History

The site was part of the permission for the New Retail Quarter (05/03933/OUT) The site was including in application 15/02917/OUT for a comprehensive retail-led mixed use scheme for a 7 hectare City Centre site which 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 story 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. Block H3, Cambridge Street and Wellington Street was granted permission at the last planning committee.

## Representations

The applicant has submitted a Statement of Community Involvement (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 that 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 H2, including a video, and a link to a feedback form.

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 2 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 the feedback included many supportive comments. A wide variety of comments were made the main areas of interest related to building design, public realm, and access. 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 felt the office design to be striking and that it would be a focal point agreeing that the scale is appropriate and in keeping with the HSBC block. The active frontages were welcomed and there was support for the modern materials, and deliberately varied framing. On the other hand some felt the design to be dated, not bold enough, that the building is too high and will overshadow the H3 block. There were comments that traditional materials should be used and the dark colour would be depressing.

In terms of the public realm there were comments that it should be distinctive, modern and high quality and that native planting and trees should be incorporated. In terms of access there were comments that the scheme should provide inclusive access and public space should be free to use. The development should have a pedestrian/cycle focus and there was support for the pedestrianisation proposed. There were concerns about blocking off Carver Street, that on street parking on upper Carver Street may be removed and there were requests for plenty of free parking.

The applicant has advised that the feedback has been taken into account in the development of the proposals. 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.

Sheffield Conservation Advisory Group has commented that they are concerned at the height of the proposed building in relation to the sensitive historic frontage of Cambridge Street. The Group considered that a building that was no more than six storeys would be acceptable.

Historic England have commented that Block H2 borders the conservation area boundary and presents a scale and contemporary form that is in sharp contrast to the historic buildings within block H. This contrast of scale and age is a consistent theme within the city centre and a characteristic of the Heart of the City Masterplan which seeks to mix the new and old to create a varied and dynamic urban environment. This is particularly the case at the boundaries of the conservation area and this helps to maintain a distinction between the conservation area and its surroundings. The arrangement and materials of its elevations make for a distinctive building, avoiding the uniform regularity of many modern office blocks and this nods in a positive way to the variety inherent in the conservation area.

In summary they consider that the proposal reinforces a pattern where the City centre is defined by the new and the old and offers a quality of design that is better than some other similarly scaled buildings nearby. Paragraph 192 of the National Planning Policy Framework asks that consideration is given to the desirability for new development to make a positive contribution to local distinctiveness and this proposal accords with this recommendation. Therefore they have no objections to the application.

South Yorkshire Police have raised no objections to the proposal. They recommend that the development is built to comply with Secured by design standards. They draw attention to guidance which seeks to promote safety and security issues.

## Planning Assessment

### Land Use Policy

The site is in the Central Shopping area, identified as a key Development site and lies partly within the Business Area of the UDP.

Policy S3 – Development in the Central Shopping Area

Policy S3 'Development in the Central Shopping Area' says that shops, offices used by the public, food and drink outlets and housing are the preferred uses. 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 and therefore this policy has very limited weight.

All the proposed uses are either acceptable or preferred under this 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 not affect the current dominance of preferred uses (A1, A2, A3 and C3). There is no requirement for dominance of A1 retail uses because the site is not part of the Retail Core of the Central Shopping Area.

#### Policy IB7 – Development in Business Areas

In Business Areas business (BI) use is preferred and shops (A1), offices for visiting members of the public (A2) and food and drink uses (A3 and A5) are acceptable. Therefore the proposal is supported by this policy. The NPPF supports business areas however some of the areas may no longer be suitable given the Core Strategy policies therefore this policy has very limited weight.

#### 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 Priority Office Areas which includes the Heart of the City. The proposal is in line with these policies as it delivers a substantial quantum of high quality offices. Policies C3 and CS4 represent a sequential approach to new office development which is in line with the NPPF and should be given significant weight.

#### 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 supported by this policy as it is delivering a key part of the New Retail Quarter (now Heart of the City II) and providing a substantial amount of high grade offices.

#### 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.

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. It will also provide opportunities for high density office employment.

The Heart of the City II master plan identifies block H2 as a visually striking zero carbon office building, taking inspiration from Sheffield's industrial past. 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 wide mix of main town centre uses including high grade offices. It is therefore supported by the NPPF policies referred to above.

## Heritage, Conservation, Listed Building issues

### Policy Issues

Section 66 of 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 section 72 says that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Paragraph 192 of the NPPF 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 grade II 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.

UDP policy BE 16 'Development in Conservation Areas' says that permission will only be given for development within conservation areas which would preserve or enhance the character or appearance of the Conservation Area. It says that these principles will also be material considerations in considering proposals which would affect the setting of a Conservation Area or significant views into, or out of, the Area. It also states that redevelopment of sites which detract from a Conservation Area will be encouraged where it would enhance the character or appearance of the Area.

UDP policy BE19, 'Development affecting listed buildings' says that 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 application is outside of the Sheffield City Centre Conservation Area but adjoins it to the east and north. 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.

Leah's Yard is located to the north east 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 allow 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 Matthews Church is located to the north 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.

Bethel Chapel Sunday School is listed grade II and has later extensions at the rear. It is associated with the unlisted Chapel to north. The heritage statement argues that the Sunday School was listed principally for its association with the non-conformist Chapel which are an important aspect of social history. The external appearance of the Sunday School has aesthetic value.

### Impact on the Conservation Area and Listed buildings

The scheme proposes a dramatic change in scale from that of the historic buildings in the conservation area. The key views where it will impact on the conservation area are views along Carver Street and also Charles Street and Cross Burgess Street. The images in the design and access statement show that the office building will rise significantly above the conservation area buildings on Cambridge Street when viewed from Charles and Cross Burgess Streets. However there are similar changes in scale between the HSBC block and the buildings on Wellington Street which are also within the Conservation Area and also around St Pauls Parade and Norfolk Street. The new buildings on the western part of the H3 block which are approximately four storeys high will also mediate between the old and new and help to ease the visual transition. Your officers concur with the views of Historic England that dramatic change in scale between sites on the edge of the conservation area helps to visually distinguish between the conservation area and its surroundings. This development will continue this character.

Given the setting of Bethel Sunday School is mainly defined by the buildings on Cambridge Street and those adjoining Bethel Walk and the new development proposed on the western part of Block H2 it is considered that the office building will not have a significant impact on the setting of Bethel Chapel.

The nearest part of Leah's Yard fronts on to Backfields where it most closely relates to the rear of the Art House. The views of the rear of the Leah's yard buildings are currently negatively impacted by a surface car park which occupies the site and the loss of built frontage. The public realm will provide reasonable separation between the office building and Leah's Yard such that the office building will not appear over dominant and the new and the high quality office building and public realm will result in the development contributing positively to its setting.

The change in scale along Carver Street is not quite as dramatic given the existing context of taller office buildings and the spatial separation between the office building and the Art House to the north. The Spire of St Matthews Church is taller than surround buildings and consequently it stands out as an elegant and dramatic local landmark. The office building will be lower than the Spire and the lower buildings either side of St Matthews church will remain as existing. Given this and the contrast between the architecture and materials of the church and the contemporary designed office it is considered that the Church will continue as a landmark feature in the street scene. The new office building will reinstate the lost street frontage to Carver Street and replace the unattractive open car park with a high quality building and public realm which will enhance the setting of the church.

The contrast in scale of the office building is not considered to have a harmful impact on the character of the conservation area given the quality of the development proposed and as it is located outside the conservation area and therefore helps to mark the difference between the buildings within and without the conservation area.

It is considered that it will provide an appropriate backcloth to buildings within the conservation area. By restoring the street frontage, replacing an unattractive site with a high quality building and public realm it is considered that the development enhances the setting both the conservation area and the listed nearest listed buildings. Therefore the proposal is considered to comply with parts a and c of paragraph 192 of the NPPF. It is also consistent with sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 by preserving or enhancing the setting of listed buildings and the character of the conservation area.

## Design Issues

### Policy

Policy CS 74 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.

The NPPF focuses on achieving well designed space and good design. 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 application site is currently a car park and consequently Carver Street and part of Wellington Street lack enclosure. The office building will replace this unsightly site and reinstate the urban block with a high quality building.

The scheme will create active frontages to all sides by providing retail/food and drink uses with multiple entrances. These will activate the new public realm to Carver Street, Wellington Street and New Backfields. This along with the high quality public realm that is intended will create a strong sense of place. Connectivity will be maintained by providing a continuation of the Cambridge Street/Albert Walk/Lindley Square Link along the north side of the building.

In terms of the scale of the new office building the context consists of 3/5 storeys development along Carver Street, 2/3 storeys development on Backfields (4 storeys for the new Block H3 frontage) and 5/16 storeys for the Wellington Street frontage of the HSBC block and the Vita Student scheme. Massing diagrams have been submitted in the Design and Access Statement showing the office building in its



context from key views around the site. These show that the scale of the office building is appropriate to its context in that it will emphasise the difference of development inside and outside the conservation area. The increase in scale also responds well to the more civic scale of development and spaces to the south of the site and creating a scale of development that is demanded by the views along Charter Road and Wellington Street from the west.

The scale of development is mitigated by the detailed design. The building design has a clear bottom, middle and top which helps to break down its massing. The division between the bottom and middle of the building steps down with the topography of Carver Street and therefore responds to the historic townscape character and creates a more human scale. Some of the horizontal divisions in the building frame have also been designed to relate to the features of adjacent buildings.

The elevation treatment is contemporary with the highly glazed ground floor creating a welcoming and interesting street frontage. The office entrance is marked with a larger area of glazing. There is a strong rhythm of openings the width of which reduces on the upper floors resulting in pleasing proportions with a strong vertical emphasis. Different scale openings which depart from the regular grid have been introduced at key corners to create visual interest. The ground floor corner adjoining New Backfields has been splayed to invite exploration.

The main facing materials are glazing, and dark metal rainscreen cladding both solid and perforated. The metal cladding references Sheffield's industrial past. The quality of these materials will be critical to the success of the design and they will have to be submitted for approval. This dark coloured building will contrast with the pale coloured modern buildings around the site making it distinctive. Overall the design is considered to be high quality and whilst being assertive it will sit comfortably within its surroundings and make a bold addition to the street scene.

It is concluded that the design is consistent with the design guidance in both the Development Plan and the NPPF.

### Landscaping

Although the landscaping has not been designed in detail it is proposed that the southern section of Carver Street adjoining the frontage of the site will be pedestrianised where spaces will be created for resting and socialising with opportunities for spill out from ground floor food and drink uses. The landscaping will take the form of an intimate arrangement of urban spaces producing enclosed garden rooms and taking advantage of the levels along the Carver Street frontage.

These spaces are likely to utilise water as part of the sustainable urban drainage scheme. A central square lined with an avenue of trees will help to mark the office entrance.

On Wellington Street at the southern end of block a landscaped and pedestrianised space is proposed that will link to the existing Charter Square space and through to

Wellington Street. Although this has yet to be designed in detail the plans show an oval shaped space incorporating planting and seating.

High quality materials will be used in the landscaping such as sandstone and granite paving. Textured stone walls will define spaces and wildlife planting and seating will be provided. The City Centre suite of street furniture will be utilised and art and craftsmanship incorporated into the paving and furniture.

## 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 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 on 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

Carver Street is a one-way southbound route running between West Street and Wellington Street. On-street parking is available along the street. Cambridge Street provides a one-way link northbound from Cross Burgess Street to Division 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.

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 is permitted on Carver 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

Trip generation rates have been calculated separately for the retail/food and drink uses and for the office uses. 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. 70 two way trips in the

weekday morning and evening peak hours and approx. 30 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.

Vehicular access to the offices will be to / from Division Street via Carver Street and Backfields. The southern sections of these roads will be pedestrianised and a new vehicular link provided to connect the northern sections immediately north of the building. A one-way anti-clockwise loop, southbound via Carver Street and northbound via Backfields, will be provided for vehicular access. Although outside of the application boundary it is also proposed to re-configure the northern section of Carver Street to provide a more attractive two-way road. Existing on street pay and display parking on Carver Street will be removed as part of the access and landscape proposals of the proposed Highways scheme. Two parking / loading bays will be re-provided on Carver Street to serve the existing office and St Mathew's Church. Access to these will be via Carver Street to/from Division Street with a turning head provided immediately north west of the Block H2 building to enable vehicles to u-turn.

There will be no parking within the site and the existing surface car park with 48 spaces will be removed along with some of the pay and display spaced on Carver Street. Parking demand will be served by existing car parks and on-street parking.

No parking provision is consistent with Councils parking guidelines which are intended to reduce car trips within the city centre where there are opportunities for access by other modes. The occupancy of City Centre car parks has been assessed pre Covid. This indicates that of the approximately 4000 parking spaces with 400m of the offices over 400 long stay spaces and 650 short stay spaces are available on a weekday. On a Saturday, there are over 1,000 long stay spaces and 900 short stay spaces available. The peak weekday car parking demand from block H2 is predicted to be 142 between 13:00-14:00hrs and the peak Saturday car parking demand is predicted to be 22 between 12:00-13:00hrs. It is considered that there will be sufficient capacity within existing car parks to accommodate the parking demand generated by the development.

Servicing of the building will be undertaken on street with a lay-by located immediately north of the building on the new highway connection between Carver Street and Backfields.

Access for service vehicles will be via the one-way anticlockwise loop from Division Street. Vehicles will access the site southbound via Carver Street and egress the site northbound via Backfields. From the lay-by deliveries and refuse will be trolleyed to/from the individual building entrances. Separate waste storage areas are provided for the office and retail uses within the upper ground floor of the building which have been sized to accommodate the predicted waste levels. These are located on the north side of the building so can be easily accessed from the service lay-bys.

The southern section of Carver Street and New Backfields adjacent to Block H2 will be pedestrianised to connect with the pedestrianised and landscaped Charter

Square as well as the recently pedestrianised sections of Wellington Street and Cambridge Street implemented as part of the Project Cavendish scheme. The link from Cambridge Street along Albert Walk through block H3 will be continued along the north side of the building through to Carver Street. It is considered that the expected pedestrian movements can be accommodated on the existing and proposed new high quality pedestrian infrastructure.

In terms of inclusive access the ground floor retail/food and drink and office will have level entrances from the surrounding streets. Ramps and short slopes will be designed within the proposed public realm to Carver Street to allow for inclusive access to the landscaped spaces (this has yet to be designed in detail). People with mobility impairments will be able to access Lindley Square in block H3 via Carver Street or the lifts within the Communal Hall of block H3, thereby avoiding the steps on New Backfields. There will be passenger lifts to all levels within the building. The nearest disabled parking will be on Cambridge and Division streets.

The proposed improvements to footpaths and the new areas of public realm which are 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. Cyclists will be able to pass through the pedestrian areas around the site provided they dismount. Cycle access will be available from the north by Division Street and Carver/Backfields Streets. Cross Burgess Street and Cambridge Street allow for access to/from the 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. The scheme will provide 78 long stay secure cycle parking spaces inside the building along with shower and changing facilities and 20 short stay parking spaces in the public realm which is in excess of the Council's cycle parking guidelines.

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 that 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 objective is to encourage sustainable travel to and from the site. The lack of on site parking will be a big factor in promoting sustainable travel. The City Centre Car Club will be promoted for use by employees. Information board(s) or screen(s) will be provided at

appropriate locations within the site, such as the entrance lobby to the office. They will provide up-to-date information about the Travel Plan for employees.

The following measures are proposed in the travel plan:

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, shower and changing facilities 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 SYPT. 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 will develop a Brownfield site in a highly sustainably location where 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 by helping 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 adding to the range of retail/food and drink options in the City Centre which will support social and cultural well-being and a vibrant city centre. In addition the well overlooked and active street frontages will provide a well designed and safe environment with accessible open space. It will contribute to the environmental objective by enhancing the built environment, by making efficient use of land and by mitigating and adapting to climate change.

The development is to be designed to target BREEAM Excellent standard which is in excess of the requirement under the Council's Core Strategy Policy CS64.

Some of the sustainable design measures to be incorporated into the building design are as follows.

- High performance building fabric to reduce the need for heating and cooling.
- Opening windows for natural ventilation when conditions allow.

- Full height glazing to maximise natural light.
- High specification solar glazing to reduce negative solar gains.
- Open floorspace can be adapted to meet the needs of changing tenants
- Potential to adapt the building for residential use.
- Blue roof system to attenuate surface water run-off

Policy CS65 seeks to ensure that new developments meet 10% of their predicted energy needs from renewable or low carbon energy generated on site. Heating will be provided by low carbon air source heat pumps and a proportion of the electrical energy will be provided by PV panels. The applicant's submission shows that this will amount to just over 10% of the predicted energy needs which meets the objective of Core Strategy policy CS65 'Renewable Energy and Carbon Reduction'.

### Archaeology

Archaeological reports carried out for earlier schemes 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.

Archaeological work in the southern area of the site has been carried out in relation to a condition on consent 16/03328/RG3. The work confirmed the survival of industrial archaeological evidence, principally relating to a former brass foundry and the Carver Works, used for file production and later bone working. The results were reported in:

"Sheffield Retail Quarter, Sheffield, South Yorkshire – Archaeological Strip, Map & Record", produced in 2017 for Turner & Townsend, on behalf of Sheffield City Council – Wessex project report 112721.02

As a result, no further archaeological work is required in the southern area of the site but work is still required in the northern area of the site. The South Yorkshire Archaeological Service has been in discussion with the applicant's agents and trial trenching on this part of the site would, in particular, test the area where there was a knife factory and - perhaps of greater significance – the area of a steelworks, with a melting house and casting shops, shown on historic mapping.

The proposed trial trenching results are not available to support this application therefore a condition is proposed to secure the necessary archaeological works. With this in place there is no archaeological reason to resist the proposal.

### Amenity Impact

Whilst there are no sensitive uses near to the site at the moment residential uses may form part of the development on the former Fire Station Site opposite the proposed development.

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, control the level of amplified music and speaker noise, limit the operating hours for the food and drink units and require odour abatement equipment to be installed for commercial kitchens. A Construction Environment 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

An ecological appraisal has been submitted in support of the application which covers both block H2 and H3. The H3 site does not contain any buildings and is largely hard surfaced as a car park and site compound. There are limited areas of decorative planting around the periphery of the car park.

There are no ecological constraints to the development of this site other than clearance of the limited vegetation should take place outside the bird breeding season or clearance should be supervised by an ecologist. The ecological appraisal recommends that green roofs are considered and that new planting utilises species beneficial to pollinating invertebrates.

In this case it is not feasible to create a green roof as the roof areas are fully occupied by blue roofs for sustainable drainage, photovoltaic panels for renewable energy along with roof plant and roof terraces.

The public realm works proposed as part of the scheme incorporate new tree planting and landscaping and whilst the detailed design of these areas is not yet finalised it is expected that they will enhance the biodiversity of the site.

## Ground Conditions

The site lies within a Coal Mining High Risk Area. The applicant has submitted a Coal Mining Risk Assessment and the Coal Authority has confirmed that they have no objections to the development subject to the recommendations of the report being followed.

A phase 1 land contamination assessment has been submitted which the land contamination officer is satisfied with. The reports find that further soil testing and ground gas monitoring is required. Conditions are proposed to control the further work needed to ensure safe development of the site.

## Flood Risk and Drainage

The drainage strategy covers both block 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.

The new office building and public open spaces will have a controlled rate of discharge. 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. As the office building covers the whole of the site the storage that is required in order to achieve the restricted run off rates on Block H2 will be provided by blue roofs on each of the roof levels. This will discharge to the public sewers in Carver Street and Backfields. Soft landscaping is to be provided along the southern section of Carver Street. Surface water run-off from the paving either side and within this landscaped area will be drained into the soft landscape that form rain gardens. In addition the water collected by the Backfields permeable paving will discharge into the soft landscaping. The surface water will be conveyed south along Carver Street via a series of channels, rills and swales with the lined rain gardens to discharge into the Wellington Street sewer.

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.

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

This mixed use retail/food and drink and office development is supported by the Development Plan land use policies and consistent with NPPF policies. It will deliver high quality office space and commercial units in a sustainable location which will enhance the vitality and viability of the City Centre and support the local economy.

The new building and public realm will enhance the setting of the nearby listed buildings and conservation area and create civic scale architecture at a prominent location. The building design is of high quality and will make a positive and distinctive addition to the City Centre townscape.

The public realm works will improve the environment for pedestrians and cyclists and along with the active frontages on all sides of the building will create a strong sense of place and contribute to a secure environment.

The car free design and sustainable design features and transport measures contribute to this being a highly sustainable development.

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

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) 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 adjoins the Sheffield City Centre Conservation Area and listed buildings. It is therefore considered that the land use policies relating to this site and the heritage and design policies are the most important policies for determining this application.

As described in the subject sections above these most relevant policies when considered as a collection are not out of date and the proposals are in line with these policies. As 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 that will contribute significantly to the regeneration of the city centre, enhance the setting of heritage assets and enhance the townscape of the City Centre. It is therefore recommended that planning consent be granted.