



SHEFFIELD CITY COUNCIL
City Centre South and East Planning and Highways
Committee

Report of: Director of Development Services

Date: 25/02/2013

Subject: Applications under various acts/regulations

Author of Report: Chris Heeley and Lucy Bond

Summary:

Reasons for Recommendations

(Reports should include a statement of the reasons for the decisions proposed)

Recommendations:

Background Papers:

Category of Report: OPEN

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SHEFFIELD CITY COUNCIL

Report Of The Head Of Planning

To the City Centre and East Planning and Highways Committee

Date Of Meeting: 25/02/2013

LIST OF PLANNING APPLICATIONS FOR DECISION OR INFORMATION

NOTE Under the heading "Representations" a Brief Summary of Representations received up to a week before the Committee date is given (later representations will be reported verbally). The main points only are given for ease of reference. The full letters are on the application file, which is available to members and the public and will be at the meeting.

Case Number	13/00074/FUL (Formerly PP-02398564)
Application Type	Full Planning Application
Proposal	Erection of detached 4-bedroom dwellinghouse with two off street parking spaces and associated amenity space - as per amended parking layout received 11.02.2013
Location	Land To Rear Of Rustlings Road Medical Centre 105 Rustlings Road Sheffield S11 7AB
Date Received	10/01/2013
Team	South
Applicant/Agent	Crowley Associates
Recommendation	Grant Conditionally

Subject to:

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

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

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

Drawing numbers:
829 01 Revision A

829 04 Revision B
829 03 Revision C
829 05 Revision A

unless otherwise authorised in writing by the Local Planning Authority.

In order to define the permission.

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

In order to ensure an appropriate quality of development.

- 4 A comprehensive and detailed hard and soft landscape scheme for the site shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced, or within an alternative timeframe to be agreed in writing by the Local Planning Authority.

In the interests of the visual amenities of the locality.

- 5 Before the development is commenced, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of a suitable and sufficient bin store accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority and the dwellinghouse shall not be used unless such bin store accommodation has been provided in accordance with the approved plans and thereafter such bin store accommodation shall be retained for the sole use of the occupiers of the development hereby approved.

In order to ensure an appropriate quality of development.

- 6 The dwellinghouse shall not be used unless the car parking accommodation for 1 vehicle as shown on the approved plans has been provided in accordance with those plans and thereafter such car parking accommodation shall be retained for the sole purpose intended.

In order to ensure an appropriate quality of development.

- 7 The driveway shall not be used unless 2.0 metres x 2.0 metres vehicle/pedestrian intervisibility splays have been provided on both sides of the means of access such that there is no obstruction to visibility greater than 600 mm above the level of the adjacent footway and such splays shall thereafter be retained.

In the interests of the safety of road users.

- 8 Details of a suitable means of site boundary treatment shall be submitted to and approved in writing by the Local Planning Authority before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority and the dwellinghouse shall not be used unless such means of site boundary treatment has been provided in accordance with the approved details and thereafter such means of site enclosure shall be retained.

In the interests of the visual amenities of the locality.

- 9 The rear first-floor bathroom/en-suite window on the elevation of the dwellinghouse facing to the rear shall be fully glazed with obscure glass to a minimum privacy standard of Level 4 Obscurity and no part of it shall at any time be glazed with clear glass without the prior approval of the Local Planning Authority.

In the interests of the amenities of occupiers of adjoining property.

- 10 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2008, Part 1 (Classes A to H inclusive), Part 2 (Class A), or any Order revoking or re-enacting that Order, no extensions, porches, garages, ancillary curtilage buildings, swimming pools, enclosures, fences, walls or alterations which materially affect the external appearance of the dwellinghouse shall be constructed without prior planning permission being obtained from the Local Planning Authority.

To ensure that the traditional architectural character of the local area is retained and there is no visual intrusion which would be detrimental to the amenities of the locality.

- 11 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (and any order revoking and re-enacting the order) no additional windows or other openings shall be formed in the rear or side elevations of the dwellinghouse hereby permitted.

In the interests of the amenities of occupiers of adjoining property.

- 12 Before any hard surfaced areas are constructed, full details of all those hard surfaced areas within the site shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall provide for the use of porous materials, or for surface water to run off from the hard surface to a permeable or porous area or surface within the curtilage of the dwellinghouse. Thereafter the hard surfacing shall be implemented in accordance with approved details.

In order to control surface water run off from the site and mitigate against the risk of flooding.

Attention is drawn to the following justifications:

1. The decision to grant permission and impose any conditions has been taken having regard to the relevant policies and proposals from the Sheffield Development Framework and the Unitary Development Plan set out below:

Overall it is considered that the development complies with the relevant policies and proposals in the development plan, and would not give rise to any unacceptable consequences to the environment, community or other public interests of acknowledged importance.

BE5 - Building Design and Siting

H14 - Conditions on Development in Housing Areas

CS31 - Housing in the South West Area

CS64 - Climate Change, Resources and Sustainable Design of Developments

CS74 - Design Principles

The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.

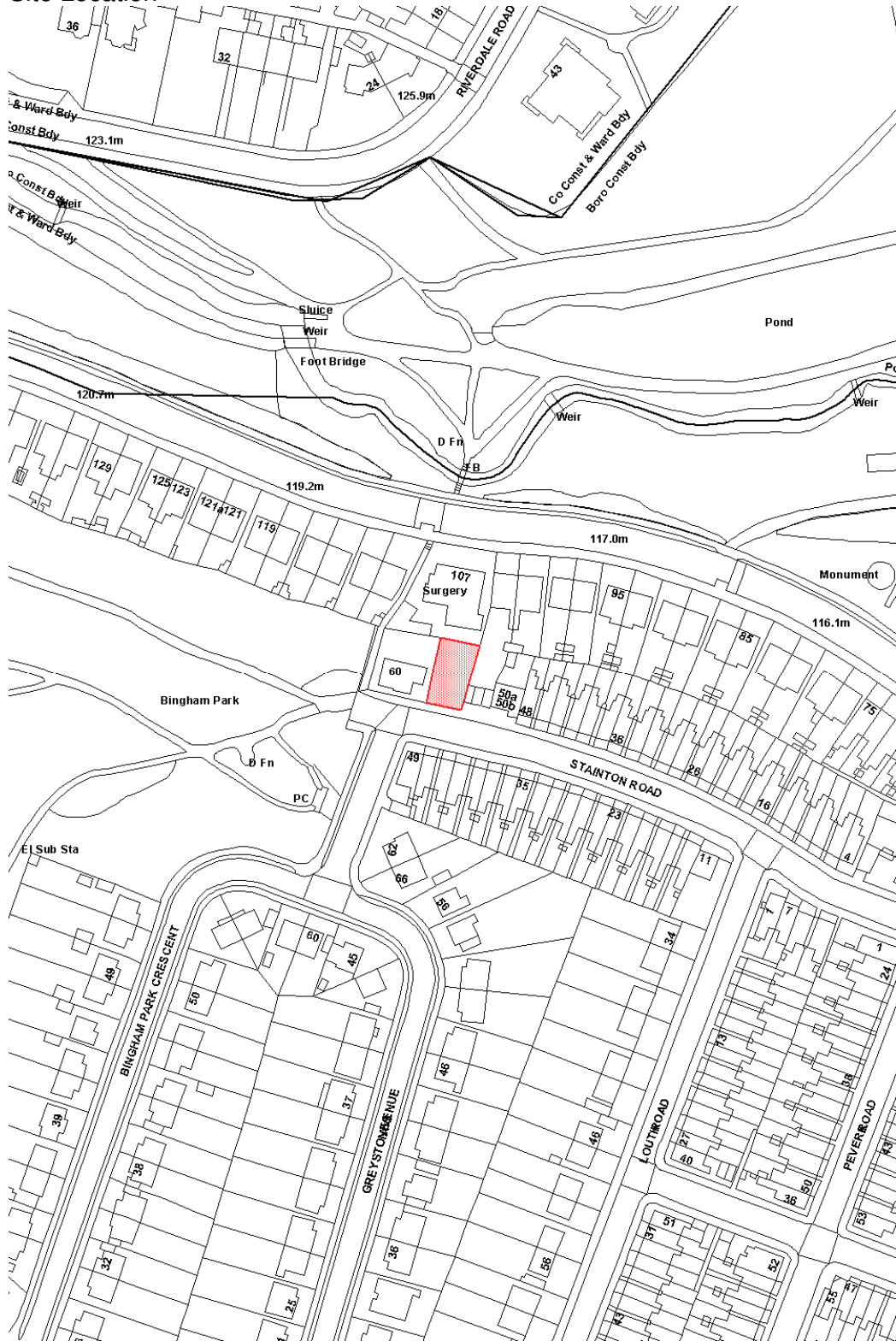
This explanation is only intended as a summary of the reasons for grant of planning permission. For further detail on the decision please see the application report at www.sheffield.gov.uk/planningonline or by calling the planning officer, contact details are at the top of this notice.

Attention is drawn to the following directives:

1. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email 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.
2. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at www.sheffield.gov.uk/planning or apply online at www.planningportal.gov.uk. The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

For Listed Building Consent and Conservation Area Consent applications an application for confirmation of compliance with planning conditions is still required but there is no fee.

Site Location



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LOCATION AND PROPOSAL

The proposal refers to a plot of land behind Rustings Road Medical Centre that backs on to Stainton Road behind. The land is steeply sloping, with a steep bank with a 2.8m change in height over an 8m long distance, with comparatively level land behind.

Most of the buildings on Rustlings Road have quite narrow gardens, and the longer length of amenity space enjoyed behind numbers 103 and 105 (one half of the medical centre building) is limited to these properties, with the remainder of houses backing on to a row of houses that front onto Stainton Road. The properties on Rustlings Road are stone fronted, but comprise of red brick upon the rear elevation. Most of the houses on Stainton Road are red brick terraced buildings with decorative bay windows. Two newer buildings have been erected in more recent years however behind 101 and 107 Rustling Road in different styles, numbers 50 and 60 Stainton Road respectively. Number 50 is a three storey red brick building with ground floor garages and front dormer windows, and comprises of two apartments. Number 60 is stone built, and features a design that contrasts with the terraced properties but does utilise traditional gables and proportions.

The proposal is to erect a two storey detached dwellinghouse on the land behind 105 Rustlings Road, utilising red brick and natural slate with basement accommodation that will effectively be at ground floor level creating a third storey to the rear. Off street parking accommodation is proposed, limited to one 5m by 2.5m sized space as received in plans on 11/02/2013. The dwelling contains 4 bedrooms, plus a study.

RELEVANT PLANNING HISTORY

There is no relevant planning history for this property.

SUMMARY OF REPRESENTATIONS

19 representations have been received from 15 addresses in response to this application. A summary of the comments are provided below:

The proposal will add to demands for on street parking, which is heavily congested.

The proposed drive access will limit on street parking accommodation available to other residents.

Manoeuvres from the driveway to the new house will cause dangers for pedestrians.

Manoeuvres and additional traffic from the new driveway will impact upon the area available for children to play on the street.

The access is in a dangerous location close to the junction with Bingham Park Crescent.

The loss of open land alongside Stainton Road will damage the character of the street.

The proposed building will be out of character with Stainton Road, and will not replicate the Victorian features of the street.

The proposed building will have poor visual character .

The proposed building will result in overdevelopment.

The loss of two hawthorn trees will result in the loss of visual amenity.

The above issues are material planning matters and will be referred to in the assessment below.

In addition to the above, comments have been received that are not material planning matters, and so cannot be considered in the assessment:

Noise and disruption during the construction process.

The land should be used as car parking for the medical centre (in this case, only the merits of the application itself can be considered).

The design and access description of Stainton Road being a cul de sac are inaccurate (it is true that a junction close to the head of Stainton Road does make the majority of the road a through route, and this has been taken into account in the assessment).

The foundations for the proposal will potentially impact upon the neighbouring house (this is a civil and building regulations matter)

PLANNING ASSESSMENT

Land Use Policy.

The adopted Unitary Development Plan (UDP) shows that the application site is designated as a housing policy area. UDP policy H10 says that housing is the preferred use so the broad principle is acceptable.

The site is presently part of the amenity space used by the residential unit within 105-107 Rustlings Road. Government planning guidance in the form of the National Planning Policy Framework (NPPF) says, in paragraph 48, that Local Planning Authorities (LPA) should make allowance for windfall housing sites in the five year supply but this should not include residential gardens. The NPPF goes on to say in paragraph 53 that LPAs should consider setting out policies to resist inappropriate development of residential gardens, for example where they would cause harm to the local area.

There is, therefore, a presumption against inappropriate development in private gardens so to establish whether or not this proposal is 'inappropriate' the application needs to be set against all relevant policy criteria.

The NPPF also re-affirms previous national policy advice by excluding private residential gardens from the definition of previously developed land. Core Strategy policy CS24 gives priority for the development of new housing on previously developed land and states that no more than 12% of dwellings should be constructed on greenfield land in the period up to 2025/26. It also states that such development should only occur on small sites within urban areas, where it can be justified on sustainability grounds. The current house completion database shows that 5.4% of new houses have been built on Greenfield sites so the proposal would be well within the 12% threshold.

The site is small within an existing urban area and sustainably located in that it is within 400 metres of a local shopping centre and high frequency bus routes. In this context, the development of this small Greenfield site for new housing complies with the aims of policy CS24.

Access, Parking and Transport.

The majority of representations received are concerned with parking and access to the development.

UDP policy H14 requires new development to have adequate on site parking and safe access for vehicles and pedestrians.

Core Strategy policies CS51 and CS53 deal with transport priorities and management of travel demand, respectively. Both seek to ensure that access and parking arrangements are safe and adequate.

With respect to parking provision, the proposal indicates that there will be sufficient space to the front to accommodate one full sized car. The originally submitted proposal indicated two spaces. However, these were sub-standard in their size (being less than the 5m by 2.5m size normally considered acceptable to accommodate a full vehicle). There is enough space here, however, to accommodate a single vehicle comfortably, as a 5m by 2.5m space can be provided in the same position, as shown in amended plans received on 11/02/2013.

The provision of one off-street parking space is normally considered sub-standard for a dwelling of the size being considered, where the Unitary Development Plan would recommend the creation of at least two off-street parking spaces. However, there are mitigating circumstances in this case that allows for the creation of fewer spaces. The street scene is such that the majority of houses have no off-street parking capacity. As a result, on-street parking is part and parcel of the character of the street. The site is also very accessible, within 400m of High Frequency bus routes on Ecclesall Road, which should provides for an alternative mode of transport.

The number of cars in use for a family dwelling of the size proposed would normally be in the region of 1 to 2 cars. In a situation where two cars are used, this will increase the demand for on-street parking by 1 vehicle. In the context of the existing street, where the majority of users share on-street parking space, the addition of one vehicle should not have an overly significant impact on the availability of parking accommodation. By defining the width of the driveway to one space, there should also be on-street parking accommodation available in front of the site.

The level of off-street parking sought is comparable to the other recent developments, where sub-standard sized garages have effectively left number 50 with no spaces, and 60 with one off-street space.

The access is upon a straight section of road, and should provide for good visibility with the pavement. There are no highway safety concerns regarding position of the access or the principle of reversing vehicles here. As a result, it is not considered that the access will cause significant danger for pedestrian users.

The level of vehicular use by a single house will not create a significant increase in traffic on the street, and it is not considered that it will damage the quieter residential nature of the street.

On balance, the level of parking sought on site is considered acceptable with regards to UDP policy H14 given the mitigating factors of the local neighbourhood character and accessibility of the development. The access is in a safe position in accordance with the aims of UDP policy H14 and relevant Core Strategy policy.

Layout, Design and External Appearance.

UDP policies BE5 and H14 and Core Strategy policy CS74 expect good quality design in keeping with the scale and character of the surrounding area.

Core Strategy policy CS31 deals with housing in the south west area and this says that priority will be given to safeguarding and enhancing its areas of character. The policy defines 'south west' as between the Manchester Road and Abbeydale Road corridors.

The layout of Stainton Road does cater for a new dwelling to be added in line with the existing without looking out of character. Although the existing open aspect is pleasant, it is not a key feature of the main street or characteristic of the wider area. The principle of development here is in accordance with Core Strategy policy CS31.

The layout shows the house sited between number 60 Stainton Road and a garage block behind 103 Rustlings Road. The house will feature a two-storey front gable projecting approximately 1m forward of the neighbouring garage, with a wider subservient element to the West set 4m further back. A two-storey decorative glazed element is proposed where the front door is, set slightly forward (0.5m) of the subservient section. The forward gable is approximately level with the main gable of number 60.

Overall, the design is for a unique house in the streetscene, as it will not slavishly replicate the features of the Victorian/Edwardian terraces of the main street. Due to the context of the site, where existing buildings in the row differ in design terms, the principle of such a design is considered acceptable as long as it meets design policies that aim to ensure good quality design in scale and character with neighbouring buildings. In this case, the building will replicate features seen within both number 60 and in the older terraces. The front gable feature replicates a key feature of number 60, whilst the window proportions and use of red brick to the front elevation will take their cues from the more traditional buildings in the street. The scale of the building will have an eaves and ridge height between that of number 50 and 60, and will create a good visual rhythm stepping up towards the taller terraces, which then step down Stainton Road towards Peveril Road.

The front elevation of the house will therefore fit in with the local streetscene, being in scale with neighbouring buildings, and utilising sensitive materials and designs that take cues from the surrounding area.

Due to requirements to provide privacy towards Rustlings Road, the rear elevation of the proposed building features an unusual design that has been designed to prevent direct overlooking to the rear, using a contemporary approach. From the rear, the house will comprise of a tall section at second storey level, with a two-storey monopitch addition behind, extending across the entire width of the house. One section of this will project further to the rear, whilst a projecting angled window is also proposed. A combination of render and brick is proposed on the main build, with contemporary metal sheeting around the projecting window. The majority of windows at first and second floor level as viewed from the rear will be high level, and are quite small, with the only exception being an en-suite window in the centre and full height angled windows to one of the bedrooms.

Within the wider area, the rear elevation will not be overly visible. Checks of the site indicate that the existing frontage on Rustlings Road prevents any clear views from Rustings Road or from Endcliffe Park.

In terms of design policy, the rear elevation would not feature a design to tie in with neighbouring buildings. However, the impact of this is slight. The rear elevation of all the buildings on Stainton Road are secondary and feature functional elements such as two-storey rear projecting elements, flat roof dormers and projecting pipes etc. As a result, there is not an element of strong visual character to the rear of these buildings. Given the limited visibility of the rear of the site and secondary nature of rear elevations on Stainton Road, it would be hard to argue that the design of the rear elevation will cause any harm to the character of the local area.

Overall, given the good quality design to the front elevation and mitigating circumstances concerning the rear, the design of the building itself will comply with the design criteria of UDP policies BE5 and H14 and aims of Core Strategy policy CS74.

Trees and landscaping.

UDP policy GE15 seeks to retain mature trees and where these are lost, replacements should be provided as part of development.

Core Strategy policy CS74 requires new development to take advantage of woodlands and natural features.

The proposal will result in the removal of hawthorn trees close to the front of Stainton Road. These trees are not protected, and that the trees are not of a size or of importance to warrant protection. The development will be able to add landscaping around the main building, however. The main build will be upon the sloping land, with relatively level land to the rear allowing for landscaping works to take place. To the front, a small wall in front of the gable section will allow for landscaping similar to the frontage of the terraced properties in the street. To the front of the dwelling, there is a need for soft landscaping alongside the main drive and room for a bin store. These can be accommodated suitably in the space available alongside the reduction of hardstanding to one space. Amendments agreed for the driveway will allow for soft landscaping around the driveway to ensure that the frontage is not dominated by hard standing.

Sustainability.

Core Strategy policy CS64 says that all new buildings must be designed to reduce emissions of greenhouse gases, making best use of solar energy, passive heating and cooling, natural light and natural ventilation. They should also be designed to use resources sustainably. This includes minimising water consumption, maximising water recycling, minimising waste and other means. The dwelling plans show a good use of passive lighting and ventilation through the location of windows in this case. Due to the small size of the development, there is not a need for the development to meet the on site renewable energy contributions demanded by CS65.

Policy CS67 requires all new developments to limit surface water run off in order to assist flood risk management. An appropriate condition can be imposed to require porous surfaces for hard landscaped areas.

Impact on the amenities of existing residents.

UDP policy H14 says that new development in housing areas should not cause harm to the amenities of existing residents.

Core Strategy policy CS74 requires new development to contribute to the creation of successful neighbourhoods.

It is important to ensure that the proposal would not result in a significant and/or unreasonable loss of privacy to neighbours nor result in a development having an overbearing nature which would be to the detriment of neighbours' amenities.

In this case, the dwelling house will be in line with the general row of properties upon Stainton Road. The overshadowing impact towards the accommodation on

Rustlings Road will be acceptable as the separation distance towards the rear windows of the Medical Centre will be over 12m, with a significantly longer separation distance to the windows to living accommodation upstairs. This distance is considered suitable to avoid substantial overshadowing. The step down of the property down the hill will reduce the potential overshadowing impact further still. To the front, a separation distance of over 15m is available, ensuring that no substantial overshadowing will result. The property is suitably distant from the rear of 103 Rustlings Road so that the impact on the far section of their garden will not be significantly noticeable from the rear of their house. Side windows facing onto the side from 60 Stainton Road are secondary windows and the impact on these is not sufficient to warrant a refusal in this case as the impact on the overall living conditions of this neighbour will be minor.

In terms of privacy, the front windows will look out onto the public street, and views will be similar to the views from other properties in the street or passers by walking along the road, providing no significant privacy problems. To the rear, there is a need to protect the privacy of neighbouring private amenity space. The rear garden is proposed to have a length of 7.5-9m, and windows directly facing the rear above ground floor/basement level would overlook the rear gardens upon Rustlings Road. To prevent this, the majority of windows to the rear above ground floor are high level, located more than 1.7m from room floor level.

Of the remaining windows, one window is an en-suite window, and will be conditioned to be obscure glazed to prevent direct clear views. The use of the room should prevent the window providing a significant perception of overlooking. The angled window to one of the bedrooms will provide for a suitable separation distance to allow an outlook, as the angle of view will take advantage of the width of the garden to provide a suitable separation distance to avoid the window causing a significant privacy problem for neighbouring occupants.

The proposal will leave ample amenity space for the residential unit within 105-107 Rustlings Road, which relied largely upon an existing garden area to the rear of 107 that will be unaffected.

Amenities for Occupiers of the Proposed Unit.

There is a need for occupiers to benefit from a suitable amenity space and to have rooms with a suitable outlook. In this case, all the main habitable rooms will have an outlook – one secondary room marked as a study on the second floor will only have high level windows. However, given the secondary nature of this room and the fact that the majority of the bedroom accommodation will have a good outlook, the impact upon the living accommodation of occupiers will be acceptable. The proposed garden area is over 100 square metres, which is more than sufficient.

SUMMARY AND RECOMMENDATION

The proposed dwelling is suitably designed, with the prominent front elevation taking design cues from the local street, with the rear elevation forming a secondary elevation in the context of a street where the rear elevations are largely functional in appearance. The proposal will not cause significant highways issues,

with the access in a safe location. On balance, the provision of one off-street parking space is considered acceptable bearing in mind the accessible nature of the site and character of the local street. The location of the dwelling on the land and separation distances to properties coupled with the window orientations will avoid the proposed causing a significant loss of privacy or light to neighbours.

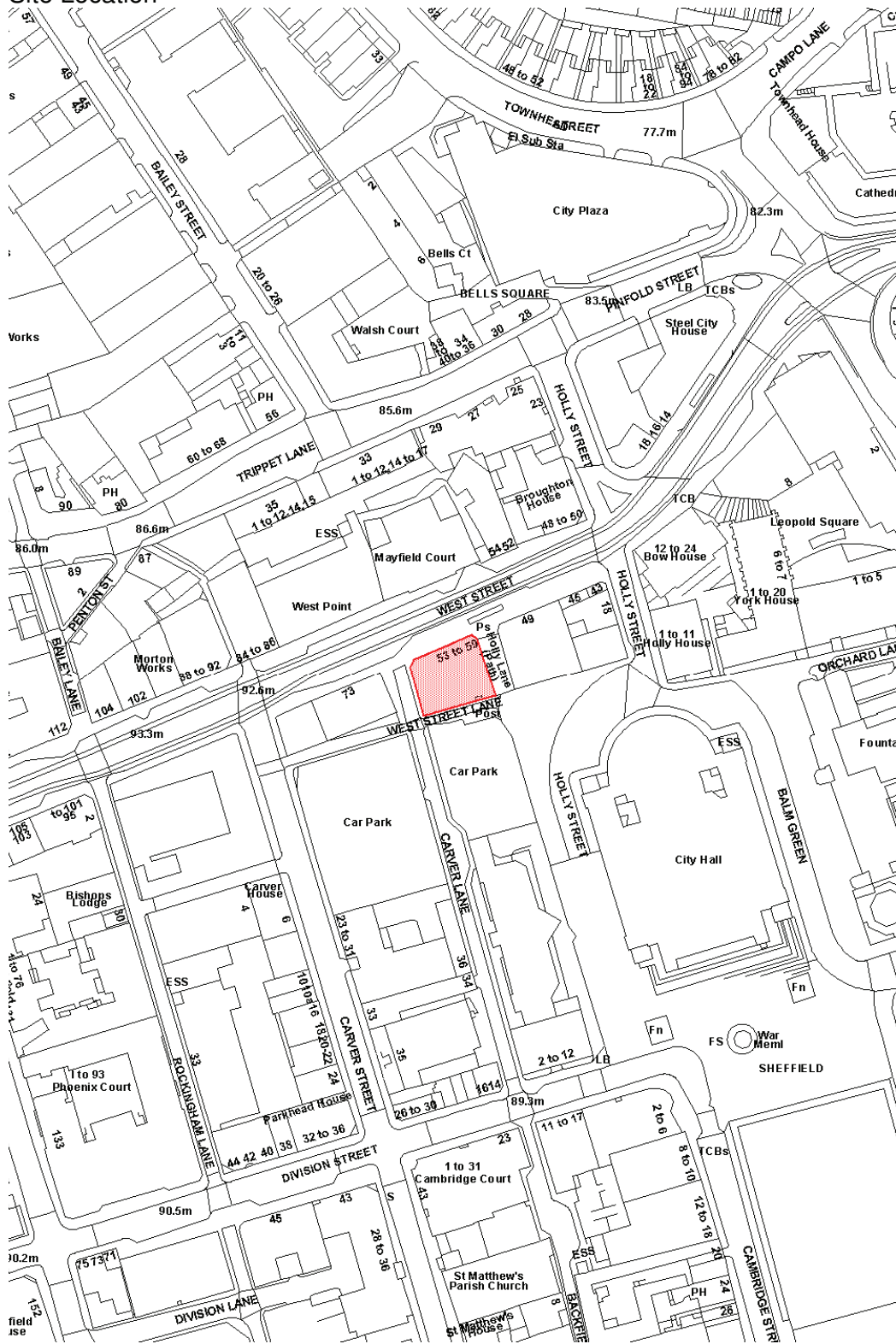
Overall, the proposed is considered to accord with relevant policies from the Unitary Development Plan and Core Strategy. This application is, therefore, considered to be acceptable and is recommended for conditional approval.

Case Number	12/03972/FUL (Formerly PP-02369697)
Application Type	Full Planning Application
Proposal	Change of use from existing Drinking Establishment (Use Class A4) to Lap Dancing Venue (Sui Generis)
Location	Steel House 53 - 59 West Street City Centre Sheffield S1 4EQ
Date Received	21/12/2012
Team	City Centre and East
Applicant/Agent	Barrett+Barrett Architects
Recommendation	Refuse

For the following reason(s):

- 1 The Local Planning Authority considers that the proposed change of use, by virtue of the nature of entertainment as a lap dancing venue, would be out of keeping with, and cause harm to, the vitality and viability of this 'Heart of the City' location in the City Centre and its overall attractiveness for visitors, residents and investors. The proposal is therefore considered to have the potential to have a materially detrimental effect on aspirations for continuing improvement and regeneration in the area, contrary to Policies S3 and S10 of the Sheffield Unitary Development Plan and Policies CS 17 and 18 of the Sheffield Development Framework Core Strategy.
- 2 The Local Planning Authority considers that the proposed opening hours of the lap dancing venue would lead to the potential for further noise and disturbance to surrounding residents, which would detract from the aim of successfully balancing city centre living and a vibrant night-time economy. The proposal is therefore considered detrimental to the character of the City Centre and contrary to Policy S10 of the Sheffield Unitary Development Plan, Policies CS17 and CS18 of the Sheffield Development Framework's Core Strategy, and the aims of the City Centre Living Strategy and the Interim Planning Guidance on Night Time Uses.

Site Location



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LOCATION AND PROPOSAL

The application site comprises a four storey late Victorian/early Edwardian building that is located on the south side of West Street in the City Centre. The property is identified as No.53 – 59 West Street and it is currently in use as the Steelhouse bar.

In terms of location and surroundings, its immediate locale comprises a mixture of commercial and residential uses. Nearby drinking establishments, include Reflex, Studio 54 (currently closed), Maggie Mays and Leopold Square. There is an increasing amount of residential flat accommodation in the immediate area, particularly situated on the opposite side of the road at West Point (58 apartments), Broughton House (49 apartments), Holly House (11 apartments) and Bow House (24 apartments). There is also office accommodation found at Mayfield Court opposite the site (occupied by the Department for Work and Pensions) as well as small unit next door at no.73 West Street (occupied by Centre for Full Employment Ltd). Beyond the rear elevation of the application site there is the City Hall and sites that have extant planning permissions for future mixed-use developments.

Additionally, public transport facilities exist outside the site and include a Supertram stop (leading to Malin Bridge and Middlewood) and a bus stop (leading to Crookes, Crosspool, Hillsborough etc.).

In terms of appearance the building is a detached property, which stands alone in the streetscene and therefore is relatively prominent on approach, especially from the west. Unfortunately, the ground floor is painted black but the upper floors comprise an attractive design that is inspired by the architecture of its period including red brickwork, Yorkstone detailing and sash timber windows.

Planning permission is sought to change the use of the building from a drinking establishment (Use class A4) to a lap dancing venue (Sui Generis). Apart from new signage, which will require separate Advertisement Consent, the submitted plans indicate that there will be no external alterations to the building. The proposed main entrance will be via the existing doorway situated on the north western corner of the building at the junction of West Street and Carver Lane – in between the Supertram and bus stops described above. The main changes will be internal and the use will include bar areas, customer seating areas, stages, private dancing booth areas and VIP facilities. These facilities will be laid out across the ground and first floor levels with toilets and back-of-house areas provided at lower ground floor and second floor levels.

RELEVANT PLANNING HISTORY

The relevant aspects of the site's planning history are set out below:

71/00002/FUL – Alterations to and use of shop as betting office – GRANTED.

75/01880/FUL – Alterations to form an office furniture showroom (Extension of Planning Consent) – GRANTED.

80/01497/FUL – Use of premises as hairdressers – GRANTED.

98/01266/FUL – Use of building as a café bar class A3 (Food and Drink) purpose – GRANTED.

RELEVANT ENFORCEMENT HISTORY

The site has also been subject to two enforcement enquiries.

09/00147/ENF – This related to the unauthorised erection of a canopy erected to the side and back of the building. The enquiry was closed in July 2010 following the removal of the unauthorised item.

12/00747/ENUD – This relates to an allegation that the building is being used as a nightclub. This investigation is currently ongoing.

SUMMARY OF REPRESENTATIONS

The application has been advertised by neighbour notification letter and the display of site notices.

Representations of Support:

A total of 1 comment of support for the proposal has been received.

In summary, it states that the development would be good for the economy and would bring valuable development and money to the city. From a moral point of view the use is not exploitation, it is regulation. These events are going to happen anyway and it is much preferred to see them regulated where the females are given protection and their work can happen in a controlled way. Lap dancing establishments already are heavily regulated to ensure this happens.

Representations of Objection

A total of 151 objections to the proposal have been received.

The representations are predominantly from local residents, local businesses, workers in the City Centre, and university students. Additionally, representations offering objection have been received from Councillor Robert Murphy, the Quaker Meeting House and The Sheffield City Centre Residents' Action Group (SCCRAG).

The volume of comment received is considerable and the key objections received in connection with this application are summarised below:

1. Land Use Issues

The proposed use will have a detrimental impact on existing businesses in the area as the reputation and culture of the area changes.

The use is inappropriate in the residential context of the area and so close to the heart of the city, Cathedral Quarter and University buildings.

West Street is a gateway location. The use will have a negative impact on the quality of the environment for people working and living in the area.

The site is close to the 'Sevenstone' development area and this use has the potential to discourage investors/businesses and force others to move out. Objectors advise that they or their staff would be put off from working in the area if such a use was allowed. This could lead to the decline of the area.

Sheffield is a popular student city and has a positive and safe reputation. This application could impact negatively on prospective students, and their parents, perceptions when they come to visit on open days.

The type of venue does not fit with the character of the area. The City Hall is next door and its introduction would discourage people from using the area and its services, especially during the evening.

Sheffield has 'Purple Flag' status and the proposed use would compromise this. (Note: 'Purple Flag' status is, in summary, rewarded for the positive management of its night time experience and provides the opportunity for successful centres to present themselves in their true colours and in a positive light to town centre users, including operators, residents, tourists and visitors.)

There are already two lap dancing clubs in the City Centre (Spearmint Rhino and Villa Mercedes), which do little to add to their surroundings.

2. Amenity Issues

City centre residents are already victims of noise and public nuisance until late hours every night of the week because of the extended hours of trading of drinking establishments on West Street. Every day that the venue is open it regularly results in masses of drunken people spilling out onto the street until around 4am. Noise and disturbance includes people screaming, chanting, fighting, car horns being sounded, taxis, and noise escaping from the use.

Residential properties surround the site. The use will impact on peoples' privacy.

The proposal would be detrimental to public safety and lead to an increase in crime and disorder.

Public transport facilities exist immediately outside the premises. It is considered unacceptable that people will be forced to wait for a tram or bus in close proximity of this use. Objectors advise that they will use another stop.

3. Other/Non Planning Issues

Increasing awareness of harm to society, specifically to women and children, which result from this type of use.

Use is demeaning to people – it objectifies women and increase violence against them. It will encourage the exploitation of women, including sexual trafficking activity, prostitution and the attraction of crime.

Various reports, studies and articles identified which suggests that lap dancing venues increase levels of sexual assaults and harassments towards women and, in certain locations, make them feel threatened and uncomfortable.

Use signifies a slide into a sexist culture and economy, and will normalise the sex industry in the City which the Council should not support.

Use is in close proximity to schools and places of worship.

There is a duty on public bodies to encourage gender equality. Allowing the introduction of this business contravenes this policy.

SCCRAG is examining an application for the reduction of Council Tax for city centre residents, on the basis of a lowering of living standards due to later night-time activities being permitted by the Council with an adverse impact on City Centre Living.

PLANNING ASSESSMENT

INTRODUCTION

The key material planning considerations in the determination of this change of use application are considered to be:

1. Land Use Issues – Is this the right location for the proposal?
2. Amenity Issues – Would the proposal cause unacceptable harm to the residential amenity of existing nearby occupiers and provide an adequate level of residential amenity for future occupiers?

1. LAND USE ISSUES

The application site is located within the designated 'Central Shopping Area' in the Sheffield adopted Unitary Development Plan (UDP).

Because of its Sui Generis classification, there are no policies in the UDP or Core Strategy which specifically relate or refer to lap dancing clubs or other sex related activities. However, lap dancing establishments could be considered to have similar environmental and amenity impacts as late night bars and nightclubs. UDP Policy S3 relates to 'Development in the Central Shopping Area' and refers to food and drinking establishments as being acceptable, subject to the environmental and amenity tests set out in Policy S10 'Conditions on Development in Shopping Areas' being met. Therefore, and in light of the building's existing bar use, the lap dancing use could also be considered acceptable 'in principle' at this location.

However, and notwithstanding this initial 'in principle' view, it is considered that the main land use issue to be considered here should be the impact of the proposed lap dancing venue on the vitality and viability of West Street and whether it would contribute to the aspirations for improvement and regeneration in the City Centre. Especially in light of what appears to be a significant amount of local opposition to the proposal.

Core Strategy Policy CS17 relates to 'City Centre Quarters' and it divides the City Centre into areas by virtue of the roles that they play. These roles are described as being distinctive and it is expected that new development will continue to consolidate and strengthen these fundamentals. The application site is located within the 'Heart of the City' Quarter, which is the City's central quarter and main focus for prime office and retail development (including the New Retail Quarter). Furthermore, it is the main area for civic, arts and cultural buildings as well as high quality public spaces. In particular, it is expected that shopping and visitor facilities be improved within the Quarter.

It is recognised that the application site is not located within the Heart of the City's Primary Retail Core, however it is situated on one of the main city centre streets, which lead to and from this area. West Street is heavily trafficked by pedestrians and vehicles on a daily basis (day and night) – this section being particularly important due to the position of the City Hall Supertram stop as well as the nearby bus stop. Therefore, this is a "gateway" location to the City Centre en route to some of Sheffield's main retail, commercial, and civic areas; consequently it is expected that new development and improvements should provide a positive and attractive image. This expectation is supported by Core Strategy Policy CS18 'Shopping in the City Centre' which identifies that those streets that are no longer part of the Primary Shopping Area but on the edge of it and leading into it, including West Street, have a role to play in accommodating small shops, food and drink outlets and services that would promote the vitality of the area.

Due to the nature of the use, lap dancing clubs present obscure glazed windows and door openings in order to restrict views into the establishment. The submitted plans confirm that this is proposed here because stages, dancing booth areas and VIP areas will be situated behind. Such an inactive frontage does little to help buildings or uses within them interact with the street, which is disappointing but it is accepted that this is no different to the existing frontage that is presented by the current tenant (Steelhouse). However, it is considered that the current bar front design is somewhat at odds with most other most A4 drinking establishments in the City Centre and more akin to the design of a nightclub frontage. It could be argued that A4 bars generally open for longer daytime hours than the Steelhouse and look to attract their customers by providing pedestrians with views into the premises thus aiming to achieve a level of interaction with the street. Unfortunately, the Council has had no control to prevent the internal alterations occurring at the Steelhouse and it is investigating an allegation that it is being use for a nightclub purpose. However, the proposed use now falls within planning control and it is considered that by allowing the retention of the ground floor design the Council would be supporting the creation of inactive ground floor frontages, which in this case would most likely be there for the lifetime of the proposed use.

For the reasons described above this is considered to be a further unacceptable element of the proposal which would have a materially detrimental effect on the vitality of the area.

It is clear that the land use aspiration for the 'Heart of the City' is one of general vitality and viability, which will be achieved by attracting uses that are in the general public interest and help to build a positive and attractive image for residents and visitors. This is considered to be a relevant material planning consideration and one that, in this instance, outweighs the 'in principle' conclusions discussed at the beginning of this assessment. It is felt that the proposed lap dancing venue, as proposed, is inappropriately located close to residential, retail and civic uses and, by the nature of its use, it is felt that it would not contribute to creating a positive and attractive image for this part of the city centre. It is not regarded to be a use of general public interest or service, and this view is supported by the high level of local opposition to the proposal – from people who live, work and study in the city. Furthermore, taking into account the comments received in relation to peoples' fears for general safety and vulnerability if the use was allowed, it is considered that this could lead to people avoiding the area (especially in the evening) which is further demonstration of the materially detrimental effect that the lap dancing venue could have on efforts to vitalise and regenerate the City Centre.

In light of the above, it is considered that the proposal is unacceptable in land use terms and contrary to UDP Policy S3 and Core Strategy policies CS17 and CS18.

2. AMENITY ISSUES

It is proposed that the lap dancing venue opens between 1100 hours to 0300 hours (the following day) on Monday to Friday and 1100 hours to 0400 hours (the following day) on Saturdays, Sundays and Bank Holidays. Therefore, the amenity impacts of this element of the proposal on the surrounding area must be assessed against current relevant policies.

The existing bar use at this premises (the Steelhouse) currently benefits from unrestricted opening hours in planning terms because permission for the use was granted in 1998; before the changes to the Licensing Act and increase in City Centre living. The premise is restricted to open by its premises license and this is until 0400 hours on Friday, Saturday and Sundays before Bank Holidays. For similar reasons, Reflex (next door) is only restricted by its premises license and is authorised to open until 0330 hours with special event days identified at certain points of the year which allows opening until 0430 hours.

In policy terms, UDP Policy S10 is relevant and relates to 'Conditions on Development in Shopping Areas' and part (b) states that uses should not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions including air pollution, noise, other nuisance and risk to health and safety.

The City Centre Living Strategy (CCL, approved April 2004) and the Interim Planning Guidelines on Night Time Uses (IPG, approved October 2005) are

additional planning tools and relevant material considerations introduced since the changes to the Licensing Act in 2003. They aim to protect the overall amenity of present and future residents in the City Centre from undue noise and disturbance, whilst highlighting that people living in such a central mixed-use location cannot expect to experience the same levels of quiet as the more suburban parts of the city.

It is accepted that West Street is generally a place of evening and late night entertainment and it is also accepted that a degree of general noise and activity causing some disturbance is inevitable. Such activity has generally increased over the last two years because of decisions made by the Planning and Licensing Committees, which have allowed licensed premises to extend their hours of opening – especially at the weekend. However whilst this has set some precedents, Officers are keen to ensure that evening uses which fall under planning control are not allowed to extend later and later into the evening in order to preserve the character of areas and protect the amenity of residents. The proposed hours of use that have been granted by planning permissions do not generally exceed 0230 hours and it is considered to be here where the line should be drawn. Beyond such hours is currently considered to be unacceptable and an unreasonable hour for city centre residents to have to tolerate, especially when they are in such close proximity as they are here.

In light of the above, it is considered that the hours sought by the proposed lap dancing venue are unacceptable for the mixed-use location, which includes a high number of surrounding residential apartments. Whilst it is accepted that the internal environment of the premises can be controlled by conditions and high quality sound mitigation equipment, it is the wider effects of the venue which offer concerns at this location. The proposed venue is a large building with potential for a relatively high capacity and the details submitted indicate that it would have many characteristics of a bar or club (e.g. public access, bar, music). It is believed that this environment along with the activities in the public realm arising from such a use (e.g. taxi movements and doors opening/closing, people arriving/leaving/talking in the street etc.) has the potential for unacceptable noise transmission and subsequent disturbance to adjoining residential premises until late into the evening – beyond the opening hours of the surrounding uses. Therefore, it is considered that the proposed hours would lead to the proposed lap dancing venue having further detrimental impacts on the vitality and viability of the area, as well as setting an unwanted opening hours precedent which other uses, located nearby and elsewhere in the city, would no doubt be keen to follow.

In light of the above, it is concluded that this element of the proposal would be contrary to UDP Policy S10 as well as the guidance contained in the CCL Strategy and the IPG.

RESPONSE TO REPRESENTATIONS

The Planning System: General Principles (February 2004) advises that Local Planning Authorities must determine planning applications in accordance with the statutory Development Plan, unless material considerations indicate otherwise. Where there are other material considerations, the Development Plan should be

the starting point, and other material considerations should be taken into account in reaching a decision. Material considerations must be genuine planning considerations, i.e. they must be related to the development and use of land in the public interest and must also fairly and reasonably relate to the application concerned.

With particular regard to the application site, whilst issues including land use and regeneration, safety and security, access, design/appearance and the impact on the amenity of nearby residential occupiers are all relevant in this respect, the assessment of the likely impact of the development must be reasonably and fairly related to the scale of the proposed use. Further, it must be borne in mind that although the proposal for a lap-dancing venue is considered offensive, unacceptable and exploitative by many of the representations received, these are moral objections and personal viewpoints that are not material planning considerations. The use is a legal one for which there are regulatory procedures in place under other legislation, including the Licensing Act 2003 which before granting a premises license has to assess a proposal in terms of 1) Prevention of crime and disorder, 2) Public safety, 3) Prevention of public nuisance, and 4) Protection of children. Other than in general land use terms, it is not the function of the planning system to second-guess how the proposed use as a lap dance venue might impact on these issues. It is also the case that the licensing process allows for a raft of more detailed conditions to be attached that regulate such drinking and entertainment activities on an ongoing basis until the licence is rescinded or surrendered.

Although a significant number of objections to the proposal have been made on the grounds that it would lead to increased crime and disorder, there is considered to be little available evidence to support this in respect of this application. In general, public safety and crime and disorder issues are matters relevant to the issuing of Premises Licenses. However, it should be noted that the Police have raised no comments to the proposal on this basis.

Comments relating to the loss of amenity for surrounding residents because of overlooking from the premises' windows are considered to hold little weight because of the position of the building in relation to the surrounding residential flats and the proposed arrangement of the building (both internally and externally).

SUMMARY AND RECOMMENDATION

For the reasons given above, it is considered that the proposal would not contribute to building a positive and attractive image, instead introducing a use that would be out of keeping with and cause harm to the overall attractiveness for visitors, residents and investors. It is concluded that the proposed lap dancing venue would have a materially detrimental effect on schemes for continuing regeneration in the area and stimulating the vitality and viability of the City Centre. It is furthermore considered that the proposed hours of use are too late for this area and would detract from the aim of successfully balancing city centre living and a vibrant night-time economy. Therefore, it is concluded that the application proposal is contrary to contrary to Policies S3 and S10 of the Sheffield Unitary Development Plan and Policies CS 17 and 18 of the Sheffield Development

Framework Core Strategy as well as the aims of the City Centre Living Strategy and the Interim Planning Guidance on Night Time Uses.

It is therefore recommended that this application be refused.

Case Number	12/03914/FUL
Application Type	Full Planning Application
Proposal	Retention of front and rear dormer windows to dwellinghouse (Amendments to planning permission no. 12/01494/FUL)
Location	22 Barber Place Sheffield S10 1EG
Date Received	07/12/2012
Team	South
Applicant/Agent	Mr R Bishop
Recommendation	Refuse with Enforcement Action

Subject to:

- 1 The Local Planning Authority consider that the design of the proposed dormer window, by reason of its fenestration, scale and form would be out of keeping with the design of the existing dwellinghouse and would be injurious to the character of the property itself and the street scene. It would therefore be contrary to Policies H14 and BE5 of the Unitary Development Plan and guidelines 1 and 2 Supplementary Planning Guidance on Designing House Extensions.

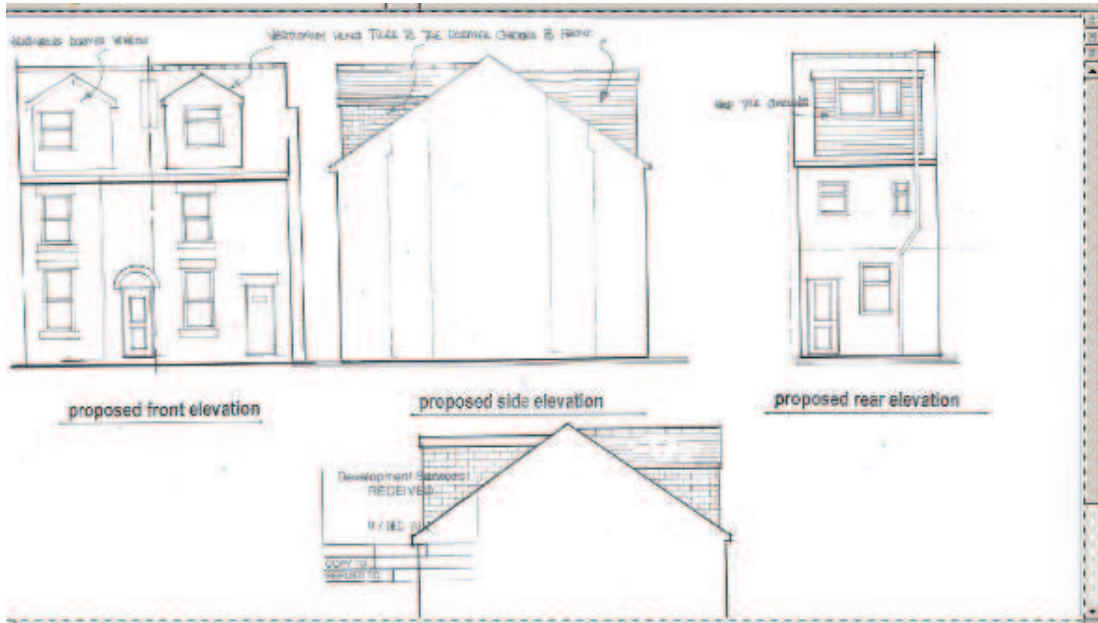
Attention is drawn to the following directives:

1. The Director of Development Services or the Head of Planning has been authorised to take all necessary steps, including enforcement action and the institution of legal proceedings, if necessary, to secure the removal of the front dormer window. The Local Planning Authority will be writing separately on this matter.
2. Despite the Local Planning Authority wishing to work with the applicant in a positive and proactive manner, based on seeking solutions to problems arising in relation to dealing with a planning application, it has not been possible to reach an agreed solution in this case that would not involve removal of the unauthorised development, and it has not therefore been possible to reach an agreed solution in this case.

Site Location



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LOCATION AND PROPOSAL.

The application relates to a two storey stone fronted end terrace dwelling in an allocated Housing Area.

The street scene consists of similar terraced properties some of which feature dormers to both front and rear elevations. Other than the dormer at No. 24 the front dormers do not dominate the front elevation roof plane.

No. 24 however features a front dormer very similar to that proposed in this application though its window is offset (This dormer was granted permission in 2005 (05/01868/FUL))

This application is retrospective and proposes two dormers, one each to front and rear elevations.

The dormer on the rear elevation is a flat roof structure measuring 3.15 metres in width and 2.475 metres in height. This dormer has been clad in matching roof tiles.

The dormer erected to the front elevation is a pitched roof structure measuring 1.95 metres in width and with an overall height of 2.8 metres.

This front dormer as constructed is similar, though slightly wider overall, than the design originally submitted with application 12/01494/FUL which was granted planning permission in July 2012. It is currently clad in white UPVC but the application on hand suggests that it will be hung in matching materials to the main roof.

Planning History.

An application for front and rear dormers was submitted on 29th May 2012 (Ref: 12/01494/FUL).

The Applicants agent was advised at the time of submission that the rear dormer would be permitted development should the dormer be clad in materials matching the existing roof. He was further advised that the front dormer was unacceptable as submitted and should be amended to achieve better design and more appropriate scale.

An amended design with changes in line with Officer advice was submitted and permission was subsequently granted on 24th July 2012.

However, the Applicant erected front and rear dormers matching the current proposals in terms of size but faced in UPVC.

An enforcement case was opened since neither dormer had been implemented in line with the amended/approved plans for permission 12/01494/FUL.

As a response to the enforcement enquiry this application 12/03914/FUL was submitted seeking approval for the front dormer and rear dormers as erected but now proposing that both dormers would be clad in matching tiles.

SUMMARY OF REPRESENTATIONS.

There have been no representations regarding the application.

PLANNING ASSESSMENT

Policy BE5 'building design and siting' states:

Good design and the use of good quality materials will be expected in all new and refurbished buildings and extensions. The following principles will apply:

Physical Design

(b) all extensions should respect the scale, form, detail and materials of the original building;

Policy H14 'Conditions on development in Housing Areas' states:

In Housing Areas new development or change of use will be permitted provided that:

- a) new buildings and extensions are well designed and would be in scale and character with neighbouring buildings; and
- c) the development would not be over-developed or deprive residents of light, privacy or security....

Supplementary Planning Guidance guideline 1 states that extensions should be compatible with the character and built form of the area.

Guideline 2 states that extensions to dwellings shall not detract from that dwelling or the general appearance of the street or locality.

The rear dormer

The combined volume of the two dormers does not exceed 40 cubic metres and the rear dormer is:

1. set back from eaves by in excess of 200 mm
2. does not exceed the highest part of the main house roof.
3. does not form part of the principal elevation.

Is now clad in matching materials to the main roof

Therefore, this element of the scheme is permitted development.

The front dormer

This dormer window does not respect the window hierarchy of the existing dwellinghouse nor does it align centrally with the ground and first floor windows. The scale of the dormer window results in a feature which dominates the entire roof plane. As a result of these factors it is considered that the design of the dormer window is unacceptable and contrary to Policies H14 and BE5 of the Unitary Development Plan and Guidelines 1 & 2 of Supplementary Planning Guidance 'Designing House Extensions'.

It is considered that any planning permission which is now granted for a front dormer window would make similar proposals difficult to resist in the future. Dormers proposed through this application should not be encouraged to proliferate. The front dormer on No.24 Barber Place, immediately next door, is considered a poor example in terms of design and scale and the presence of dormers of this type has prompted a much tighter control of new dormers in recent years, whereby such examples are now resisted, with planning permission being refused and successfully defended at appeal. Resisting this proposal would also be consistent with recent enforcement action being pursued in respect of a similar dormer window at 79 Barber Road, which Members may recall considering at the 17th December Committee Meeting.

It is not therefore felt that this decision should provide justification for further diminution in the quality of the street scene by introducing another overscale example.

Amenity considerations

beyond that represented by the existing first floor window.

There are no implications for overshadowing and overbearing.

ENFORCEMENT

As the application is retrospective, if permission is refused, it will be necessary for Members to give authority for enforcement action to be taken to secure the removal of the front dormer.

SUMMARY AND RECOMMENDATION

The front dormer window is excessively large, and does not respect the existing window hierarchy nor align appropriately with the ground and first floor windows. It is not felt that the dormer offers any overlooking potential above and floor windows. As such it is considered that the dormer forms a prominent feature which dominates the roof plane and detracts from the character of the dwellinghouse and street scene.

The dormer is contrary to Policies H14 and BE5 of the Unitary Development Plan and Guideline 2 of the Supplementary Planning Guidance on Designing House Extensions and thus is recommended for refusal.

Members are also requested to authorise the Director of Development Services and Head of Planning to take any necessary steps, including enforcement action

and the institution of legal proceedings, to secure the removal of the front dormer window at 22 Barber Place.

Case Number 12/03797/FUL

Application Type Full Planning Application

Proposal Retention of replacement of windows to dwellinghouse

Location 75 Machon Bank Road
Sheffield
S7 1PE

Date Received 23/11/2012

Team South

Applicant/Agent South Yorkshire Housing Association

Recommendation Refuse with Enforcement Action

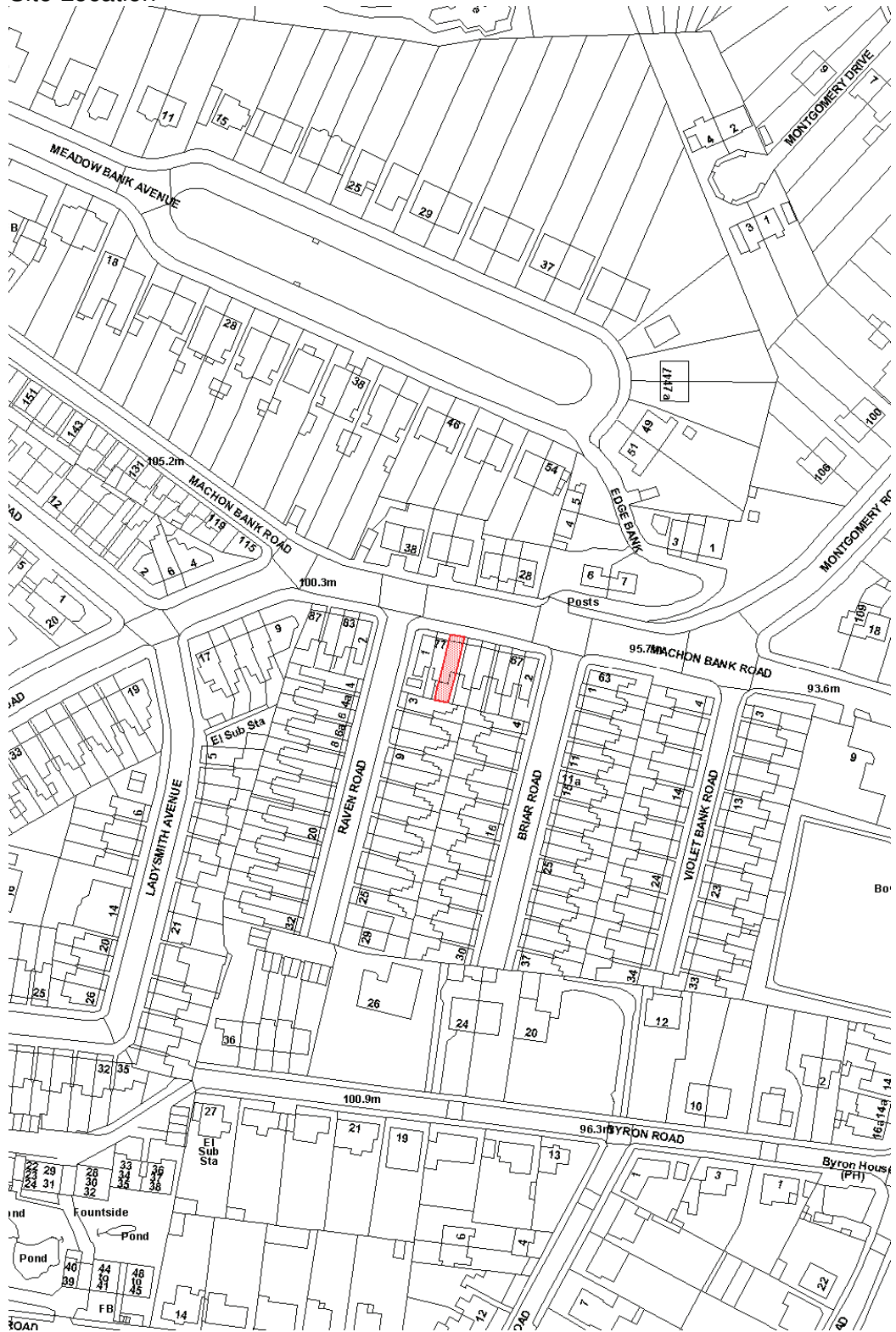
Subject to:

- 1 The replacement windows installed are of very poor quality that do not respect the character and detailing of the original dwelling or the surrounding conservation area. The materials, width and detailing of the windows are considered to constitute an incremental erosion of the character of the Conservation area and, are deemed to be visually prominent within the street. Therefore the proposal is considered to be contrary to UDP policies H14, BE5, BE15, BE16 and BE17, Core Strategy policy CS74, and the aims of the Article 4(2) Direction that relates to the dwelling and the wider Nether Edge Conservation Area.

Attention is drawn to the following directives:

1. The Director of Development Services or the Head of Planning has been authorised to take all necessary steps, including enforcement action and the institution of legal proceedings, if necessary, to secure the removal of the authorised windows. The Local Planning Authority will be writing separately on this matter.
2. Despite the Local Planning Authority wishing to work with the applicant in a positive and proactive manner, based on seeking solutions to problems arising in relation to dealing with a planning application, it has not been possible to reach an agreed solution in this case that would not involve removal of the unauthorised development, and it has not therefore been possible to reach an agreed solution in this case.

Site Location



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LOCATION AND PROPOSAL

The application relates to a traditional stone built three storey mid-terrace property fronting onto Machon Bank Road, with the surrounding area predominately characterised by residential dwellings.

The property is situated within both a Housing Area and the Nether Edge Conservation Area, as defined in the adopted Sheffield Unitary Development Plan.

The application property is the subject of an Article 4 (2) Direction with certain permitted development rights having been removed. The Article 4(2) direction was declared in 2005 and was placed on properties which were identified as having traditional features.

The good quality, traditionally proportioned timber windows in the front elevation of 75 Machon Bank Road have been replaced with uPVC frames and this application therefore seeks retrospective planning permission to authorise their replacement. It has been submitted in response to enforcement officer investigations.

RELEVANT PLANNING HISTORY

There is no relevant planning history relating to this site.

SUMMARY OF REPRESENTATIONS

There have been no representations received in connection with this application, though the application was submitted in response to enforcement officer investigation following a complaint from a neighbouring resident.

The applicant has stated that the windows were installed to improve thermal performance.

PLANNING ASSESSMENT

Policy Issues

The application property is set within a Housing Area and the Nether Edge Article 4 (2) Conservation Area. The application is to be assessed, therefore, against Unitary Development Plan policies H14, BE5, BE15, BE16 and BE17.

In March 2009, the Core Strategy Policy Document was adopted and this forms part of the Sheffield Development Framework. It is considered that it is in accordance with the principles of the National Planning Policy Framework. Core Strategy policy CS74 is therefore also relevant to the assessment of this application.

Policy H14 (a) states, "new buildings and extensions should be well designed and in scale and character with neighbouring buildings".

Policy BE5 of the UDP, seeks high quality designs that enable a proposal to fit comfortably within their surroundings without being detrimental to the visual amenities of the area.

Policies BE15, and BE16 also seek high quality designs, but relate specifically to proposals within Conservation Areas. It states that development should preserve and/or enhance the character and appearance of Conservation Area and development which would harm the character and appearance of conservation areas will not be permitted.

Policy BE17 states that in Conservation Area and Areas of Special Character a high standard of design and traditional materials will be expected for alterations to buildings.

Similarly, Core Strategy policy CS74 reinforces the aims of the UDP policies and strengthens the Local Planning Authority's position regarding the preservation of Sheffield's built heritage.

Design Issues

This application relates to a mid terraced, stone built dwelling fronting onto Machon Bank Road. The terrace is made up of 8 dwellings located between Briar Road and Raven Road which feature bay windows to the ground floor, and pitched dormer windows to the first floor. The dwellings would have originally had timber framed sliding sash windows and these windows help to give the buildings within the conservation area their character.

The Nether Edge Conservation Area Appraisal was adopted in 2005 and refers to the loss of original architectural features such as windows and poor quality replacements which have eroded the quality of the Conservation Area. The subsequent adopted Management Proposals seek to prevent the erosion of the character of the area and the buildings original built form, and this was one of the main reasons for the introduction of the Article 4 direction in late 2005. This limits certain permitted developments, to ensure that any proposal, regardless of its scale and nature, contributes to the quality of the original architecture and the surrounding area, and as such helps to prevent any further erosion of the character of the Conservation Area, and gradually restore its character.

The use of uPVC means that the windows to be retained are out of proportion and detract from the detailing of the windows surrounds and timber detailing that is prominent on the original dwelling. The UPVC frames are excessively thick, and horizontal meeting rails do not line through, resulting in a clumsy appearance. In addition the frames contain bottom opening sections which are entirely out of character with traditional window openings appropriate to the period of the dwelling and surrounding conservation area. This is all in stark contrast to the good quality timber windows on the adjacent property. Although some of the neighbouring properties have uPVC windows, this should not be used as an argument for the further erosion of the character of the application building. These windows do not set a precedent for further poor quality development, and over time through exercise of planning controls, the windows of neighbouring properties

are expected to return to timber, as is the case immediately next door. No. 73 had poor quality timber casements and these have recently been replaced with genuine timber sliding sash windows.

This is a long term plan for the Conservation Area. Officers have carried out analysis of planning applications submitted over the past 4 years within a 80 metre radius of this site relating to the Article 4 Direction, which amongst other factors shows a good level of community knowledge of the restrictions in the locality.

There have been in total 10 applications submitted which relate to development which would normally fall under permitted development rights, with applications only required because of the Article 4 Direction. These include; replacement timber windows at 4a Raven Road, 12 Raven Road, 26 Raven Road, 69 Machon Bank Road, 73 Machon Bank Road, 3 Briar Road, 7 Ladysmith Avenue, replacement dormer at 17 Barkers Road, Re-pointing and new guttering to 5 Raven Road, and replacement hard standing at 11 Ladysmith Avenue.

Furthermore there are 5 enforcement cases within 80 metres of the site. The owners of 17 Ladysmith Avenue replaced windows with uPVC and following the serving of an Enforcement Notice the windows have been replaced with traditional timber windows. The owners of 15 Briar Road replaced the roofing tiles with artificial slate, and have since replaced them with natural slate. A new hard standing and boundary wall has been erected at 29 Violet Bank Road, and following failure to comply with the enforcement notice, and in turn prosecution, this has since been rectified with appropriate materials. The owners of the two properties at 11 and 13 Raven Road made unsympathetic alterations to the front elevation of the property including the replacement roofing material, replacement barge boards, painting to front elevation, rendering and painting to boundary wall and gate posts, and erection of timber door to the passage. Following the service of an enforcement notice in 2012 and subsequent dismissal of an enforcement appeal, works have been carried out to remediate these works.

Therefore it is clear to see that the tightening of planning control through the Article 4(2) Directive is enabling the restoration of the character and appearance of the individual properties and the wider surrounding area that once existed. The purpose of the Article 4 (2) Direction is to ensure that any proposal, regardless of its scale and nature, contributes to the quality of the original architecture and the surrounding area.

Whilst the improvement to the thermal properties of the dwelling is acknowledged, this should not be an overriding consideration as similar improvements could be achieved by the use of good quality wooden replacements.

The uPVC windows are not considered to enhance the architectural quality of the building, or respect the distinctive heritage of the area. As such, the proposal is considered to be contrary to the Councils Planning Policies; BE5, BE15, BE16, BE17 and Core Strategy CS74.

Amenity Issues

The windows within this application solely relate to replacing the existing window frames within the existing openings and as a result, the application is not considered to give rise to any amenity issues.

ENFORCEMENT

As this application seeks permission to retain the uPVC windows that have already been installed to the property, enforcement action will be required to remedy the situation, if Members agree to the decision recommended in this report.

The service of an Enforcement Notice under Section 172 of the Town and Country Planning Act 1990 enables the Local Planning Authority to issue Enforcement Notices where there has been breach of planning control. In this case the notice would require remedial measures to ensure the perceived harm is remedied. In this case this would be that the windows to the front elevation are removed, and replaced with windows of an appropriate design and materials.

It is therefore requested that the Director of Development Services or Head of Planning be authorised to take any appropriate action, including, if necessary, enforcement action and the institution of legal proceedings to secure the removal of the unauthorised uPVC windows.

SUMMARY AND RECOMMENDATION

This application, which seeks authorisation to retain uPVC windows in the front elevation of an Article 4 (2) Direction property, is considered to be contrary to the design principles outlined in Unitary Development Plan and Core Strategy policies.

The replacement windows installed are of very poor quality that do not respect the character and detailing of the original dwelling or the surrounding conservation area. The materials, width and detailing of the windows are considered to constitute an incremental erosion of the character of the area and are deemed to be visually prominent within the street. If tolerated, such a proposal would weaken the Local Planning Authority's efforts to enhance and preserve the architectural merits of the Nether Edge Conservation Area, and undermine the aims of the Article 4(2) Direction.

Therefore the proposal is considered to be contrary to UDP policies H14, BE5, BE15, BE16 and BE17, and Core Strategy policy CS74. Accordingly, the application is recommended for refusal.

It is recommended that planning permission is refused and that the Director of Development Services or Head of Planning be authorised to take any appropriate action, including, if necessary, enforcement action and the institution of legal proceedings to secure the removal of the uPVC windows.

Should it be necessary, it is also requested that the Head of Planning is delegated to vary the action authorised in order to achieve the objectives hereby confirmed, including taking action to resolve any associated breaches of planning control.

Case Number	12/03759/FUL
Application Type	Full Planning Application
Proposal	Demolition of existing buildings and erection of a three/four storey building (including Cinema at third floor level) for use within Classes A1 (Shops), A2 (Financial and Professional Services), A3 (Restaurants and Cafes), A4 (Drinking Establishments), A5 (Hot Food Takeaways) and D2 (Assembly and Leisure), associated infrastructure and ancillary facilities
Location	Block 1 The Moor Sheffield S1 (Land And Buildings At 16-18, 28-54 The Moor, 25-33 Charter Square, 15 Charter Row, Rockingham Gate And Multi Storey Car Park Rockingham Way)
Date Received	03/12/2012
Team	City Centre and East
Applicant/Agent	NJL Consulting LLP
Recommendation	GRA GC subject to Legal Agreement

Subject to:

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

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

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

Red Line Plan Ref: 3430/AL(03)1000/P02 dated 6 December 2012.

Elevation Plans Ref: 3430/AL(05)1501/P01 & 3430/AL(05)1502/P01 dated 6 December 2012.

Floor Plans Ref: 3430/AL(04)1250/P04 - 3430/AL(04)1251/P04 - 3430/AL(04)1252/P04 - 3430/AL(04)1253/P03 & 3430/AL(04)1254/P01 dated 6 December 2012.

Section Plans Ref: 3430/AL(06)1701/P02 & 3430/AL(06)1702/P01 dated 6 December 2012.

Small Scale Details Plan Ref: 3430/AL(05)1503/P01 - 3430/AL(05)1504/P01 & 3430/AL(05)1505/P01 dated 6 December 2012.

Plant Details fronting The Moor received via email dated 5 February 2013.

Unless otherwise authorised in writing by the Local Planning Authority.

In order to define the permission.

- 3 Unless otherwise agreed in writing by the Local Planning Authority the large commercial unit fronting The Moor (MSU1) shall at all times be used solely within Use Class A1 (Shops). In addition, two of the four smaller units fronting The Moor (Units 1-4) shall at all times be used solely within Use Class A1 (Shops). The remaining two units fronting The Moor shall only be used for the following uses (or a mix of these uses) Use Class A1 (Shops), Use Class A2 (Financial and Professional Services) and/or Use Class A3 (Cafes & Restaurants).

In the interests of retaining the retail function of the Central Shopping Area and in the interests of the amenity of the locality.

- 4 Notwithstanding the terms of the Town and Country Planning (Use Classes) Order 1987, or any statutory instrument revoking and re-enacting that Order, the cinema shall be used solely for the use hereby permitted and shall not be used for any other purpose within Class D2.

In the interests of the vitality of the Central Shopping Area and in the interests of the amenity of the locality.

- 5 Details of all proposed external materials and finishes, including hard landscaping, and 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.

In order to ensure an appropriate quality of development.

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

- a) Service Yard Gates.
- b) Plinth.
- c) Windows, including stone framing detail.
- d) Window reveals.
- e) Shop fronts.
- f) Doors.
- g) Eaves and verges.

- h) Rainwater gutters, downpipes and external plumbing.
- i) Louvers that screen rooftop plant.
- j) Glazed lift shaft
- k) Cladding patterns (includes to cinema facades and black slate to Charter Row).
- l) Balustrades.
- m) Canopies and soffits.
- n) Shutters to main pedestrian entrances to the internal street from The Moor and Charter Square, including fixings.

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

In order to ensure an appropriate quality of development.

- 7 A sample panel of the proposed stonework and cinema cladding shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used (as appropriate). The sample panel(s) shall be approved in writing by the Local Planning Authority before that part of the development commences and shall be retained for verification purposes until the completion of such works.

In order to ensure an appropriate quality of development.

- 8 Within six months from the commencement of development a lighting strategy for the building shall have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with these details thereafter.

In order to ensure an appropriate quality of development.

- 9 The Roberts Brothers datestone currently on Rockingham House shall be retained and reused within the scheme unless otherwise agreed in writing by the Local Planning Authority. Details of this reuse, including timeframes, shall have been submitted to and agreed in writing by the Local Planning Authority before development commences and the development shall be carried out in accordance with these details thereafter.

To preserve the historical records of Rockingham House and to allow for historical interpretation of the site.

- 10 Before development commences final details of the floor and ceiling materials (including patterns) for the internal street shall have been submitted to and agreed in writing by the Local Planning Authority. The development shall be carried out in accordance with these details thereafter.

In order to ensure an appropriate quality of development.

- 11 With the exception of periods of refurbishment relating to the relevant section of the relevant unit, no window vinyl or obscure glazing associated

with any unit shall be put in place without the prior written agreement of the Local Planning Authority.

In order to ensure an appropriate quality of development.

- 12 Before the occupation of any unit details of external furniture associated with that unit, which shall include café screens, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with these details thereafter.

In order to ensure an appropriate quality of development.

- 13 Prior to works starting on site, details of the following shall have been submitted to and approved in writing by the Local Planning Authority.

- a) Revised road layout to Rockingham Gate, including proposed waiting restrictions, lighting details and construction details.
- b) Details of all new retaining walls (including structural calculations) that will be supporting the public highway.
- c) Service yard management strategy.
- d) All internal and external signage to promote pedestrian and cycle access, all signage to be compatible with existing City Centre "Connect" signage.

Once agreed these works shall be carried out before the building is brought into use unless an alternative timeframe is agreed in writing with the Local Planning Authority.

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

- 14 Unless otherwise agreed in writing by the Local Planning Authority, before development commences improvements to the highways listed below shall have either;

- a) been carried out; or
- b) details shall have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the building is brought into use (unless an alternative timeframe is agreed in writing with the Local Planning Authority).

Highway Improvements:

1. Works on Rockingham Gate, including:

Reconstruction of the footway that abuts the site with Urban Design Compendium Secondary Palette.

Replacing existing on street parking spaces with new mobility spaces as detailed within Cannon's updated information received on 8 February 2013 (Plan Ref: D722/501A).

New street lighting, if a survey deems it to be required.

Minor modifications to its junction with Charter Row as detailed within Cannon's updated information received on 8 February 2013 (Plan Ref: D722/501A).

New signing.

Revising the existing Traffic Regulation Orders.

2. Works on Charter Row, including:

Reconstruction of the footway along Charter Row that abuts the site with Urban Design Compendium Secondary Palette.

Altering the variable message (car park) signs.

3. Reconstruction of part of The Moor from Rockingham Gate to Debenham's frontage.

4. Provision of 24 hour taxi rank facilities at the existing taxi rank across Charter Row, including new signing and the revision of the existing Traffic Regulation Orders, unless alternative arrangements are agreed.

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.

15 The building shall not be used unless the vehicle/pedestrian intervisibility splays to the service yard entrance have been provided as detailed within Cannon's updated information received on 8 February 2013 (Plan Ref: D722/501A), such splays shall thereafter be retained.

In the interests of the safety of road users.

16 No development shall commence until details of the means of ingress and egress for vehicles engaged in the construction of the development have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the arrangements for restricting the vehicles to the approved ingress and egress points. Ingress and egress for such vehicles shall be obtained only at the approved points.

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

17 Unless otherwise agreed in writing by the Local Planning Authority, during construction works no deliveries of plant equipment and construction materials shall take place during peak hours (7:30 hours to 9:30 hours and 16:00 hours to 18:00 hours Monday to Saturday).

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

- 18 No demolition and / or construction works shall be carried out unless equipment is provided for the effective cleaning of the wheels and bodies of vehicles leaving the site so as to prevent the depositing of mud and waste on the highway. Full details of the proposed cleaning equipment shall be approved in writing by the Local Planning Authority before it is installed.

In the interests of the safety of road users.

- 19 Prior to the occupation of any part of the development, a detailed Travel Plan(s), designed to: reduce the need for and impact of motor vehicles, including fleet operations; increase site accessibility; and to facilitate and encourage alternative travel modes, shall have been submitted to and approved in writing by the Local Planning Authority. Detailed Travel Plan(s) shall be developed in accordance with a previously approved Framework Travel Plan for the proposed development, where that exists.

The Travel Plan(s) shall include:

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

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

In the interests of delivering sustainable forms of transport, in accordance with the Transport Policies in the adopted Unitary Development Plan for Sheffield (and/or Core Strategy).

- 20 Before development commences details of works to repave the section of Charter Square within the red line boundary and upgrade the existing steps leading to Charter Square shall be submitted to and approved in writing by the Local Planning Authority. The agreed works shall have been completed before first occupation or within an alternative timeframe to be first agreed in writing by the Local Planning Authority.

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.

- 21 Before the cinema is occupied full details of real time information facilities to be provided within the building shall have been submitted to and agreed in

writing by the Local Planning Authority. The agreed details shall be in place before the cinema use commences and they shall be retained in full working order thereafter.

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.

- 22 Before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of suitable and sufficient cycle parking accommodation within the site shall have been submitted to and approved in writing by the Local Planning Authority and the development shall not be used unless such cycle parking has been provided in accordance with the approved plans and, thereafter, such cycle parking accommodation shall be retained.

In the interests of delivering sustainable forms of transport, in accordance with the Transport Policies in the adopted Unitary Development Plan for Sheffield (and/or Core Strategy).

- 23 The surface water discharge from the site shall be reduced by at least 30% compared to the existing peak flow and detailed proposals for surface water disposal, including calculations to demonstrate the reduction, must be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development, or an alternative timeframe to be approved in writing by the Local Planning Authority. In the event that the existing discharge arrangements are not known, or if the site currently discharges to a different outlet, then a discharge rate of 5 litres / hectare should be demonstrated. The development shall thereafter be carried out in accordance with the approved details.

In order to mitigate against the risk of flooding.

- 24 Unless otherwise agreed in writing by the Local Planning Authority, no building or other obstruction shall be located over or within 3.0 metres either side of the centre line of the 300mm and 250mm sewers, which cross the site.

In order to allow sufficient access for maintenance and repair work at all times.

- 25 Unless otherwise agreed in writing the site shall be developed with separate systems of drainage for foul and surface water on and off site.

In the interests of satisfactory and sustainable drainage.

- 26 No development shall take place until details of the proposed means of foul and surface water drainage, including details of any balancing works and off-site works, have been submitted to and approved in writing by the Local Planning Authority.

To ensure that the development can be properly drained.

- 27 Unless otherwise approved in writing by the Local Planning Authority, there shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works and no buildings shall be occupied or brought into use prior to completion of the approved foul drainage works.

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

- 28 Unless otherwise approved in writing by the Local Planning Authority, no construction of buildings or other structures shall take place until measures to divert or otherwise formally close the sewers and water mains that are laid within the site have been implemented in accordance with details that have been submitted to and approved in writing by the Local Planning Authority.

In the interest of satisfactory and sustainable drainage and to maintain the public water supply.

- 29 Unless otherwise agreed in writing by the Local Planning Authority, before first occupation of the building details of public art to be located within the public realm on The Moor shall have been submitted to and agreed in writing by the Local Planning Authority. This public art shall be in place within six months of first occupation unless otherwise agreed in writing by the Local Planning Authority.

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.

- 30 All development and associated remediation shall proceed in accordance with an approved Remediation Strategy, which shall be submitted to and approved in writing by the Local Planning Authority before development commences. 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.

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

- 31 Upon completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy a Validation Report shall be submitted to the Local Planning Authority. The development or any

part thereof shall not be brought in to use until the Validation Report has been approved in writing by the Local Planning Authority. The Validation Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Local Planning Authority policies relating to validation of capping measures and validation of gas protection measures.

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

- 32 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 have first been submitted to and approved in writing by the Local Planning Authority, and once installed such plant or equipment should not be altered without prior written approval of the Local Planning Authority.

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

- 33 Amplified sound or live music shall only be played within the building in such a way that noise breakout to the street does not exceed:
- (i) background noise levels (LAeq) by more than 3dB(A) when measured as a 15 minute LAeq, and
 - (ii) any background octave band centre frequency by more than 3dB when measured as a 15 minute linear Leq.

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

- 34 Unless otherwise agreed in writing by the Local Planning Authority noise levels from any plant and equipment shall not exceed 10dB (LA90) below background noise levels when measured at the site boundary.

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

- 35 Before development commences a scheme for the installation of equipment to control the emission of fumes and odours from any unit used for Food and Drink purposes (Use Class A3/A4 or A5) shall be submitted to and approved in writing by the Local Planning Authority. Unless otherwise agreed in writing this system shall provide a flue terminating 1 metre above the roofline which shall be fitted with a low resistance cowl. Thereafter this use shall not be commenced within the relevant unit until the approved equipment has been installed and is fully operational. After installation, such equipment shall be retained, operated and maintained for the purpose for which it was installed.

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

- 36 Before the occupation of any unit, bin storage details for that unit, which shall be within the site boundary, shall have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with these details thereafter.

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

- 37 Entrance doors to the main customer entrance of each commercial unit shall have a level threshold and a minimum effective clear width of 1000mm.

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

- 38 Unless otherwise agreed in writing by the Local Planning Authority 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.

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

- 39 Unless it can be shown not to be feasible and viable, before development commences a report shall have been submitted to and approved in writing by the Local Planning Authority identifying a strategy for providing a minimum of 10% of the developments overall predicted energy needs from decentralised and renewable or low carbon energy.

Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development, unless otherwise agreed in writing by the Local Planning Authority.

This condition shall not preclude an agreement being reached with the Council for a contribution towards an off-site carbon reduction scheme if it is demonstrated that it is not feasible to generate renewable or low carbon energy on site.

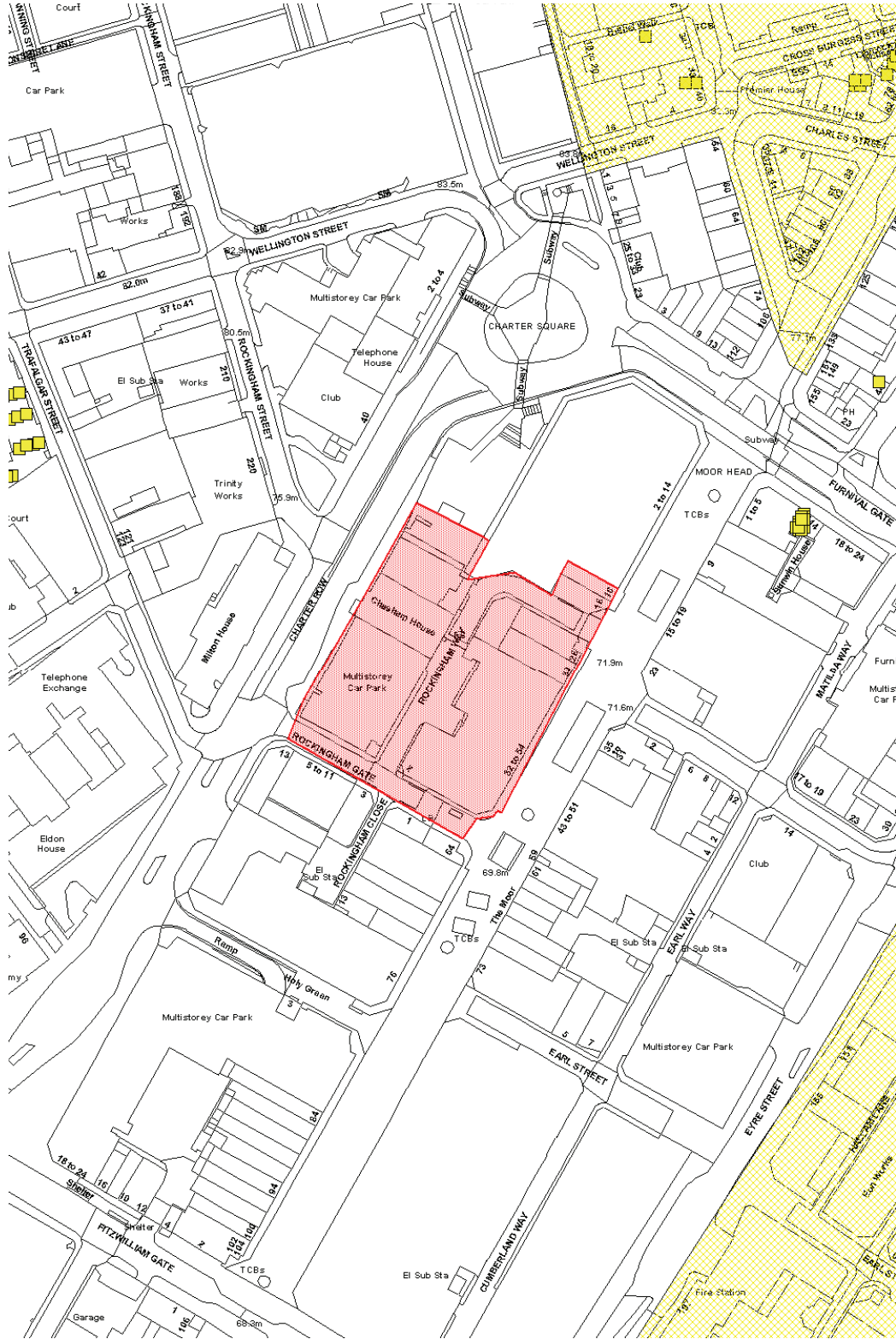
In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS65.

In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change, in accordance with Sheffield Development Framework Core Strategy Policy CS65.

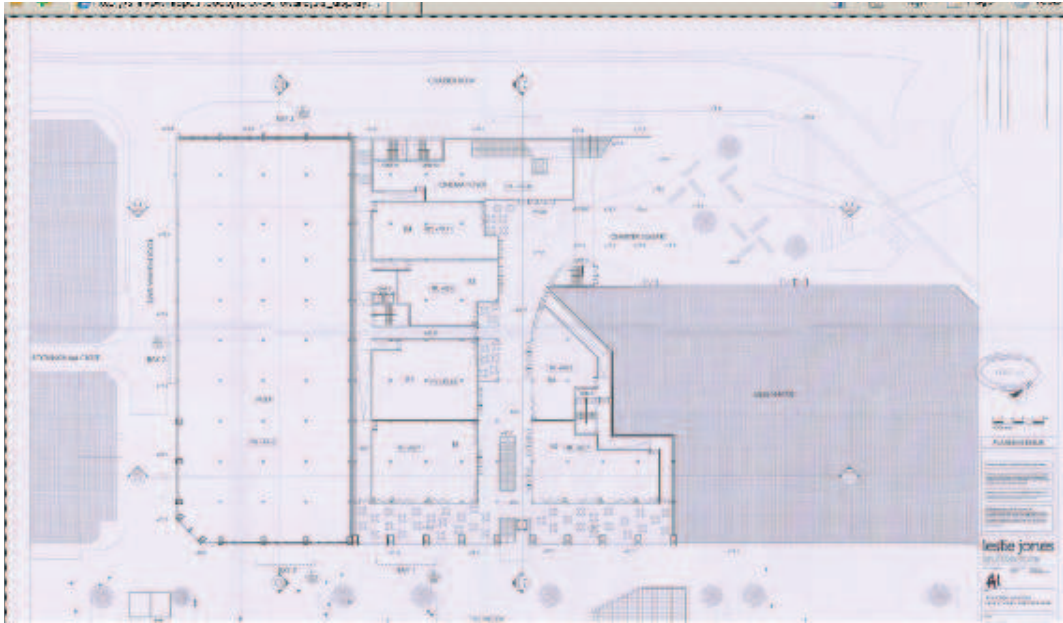
Attention is drawn to the following directives:

1. As the proposed development will involve the closing/diversion of a highway(s) you are advised to contact the Principal Engineer of Highway Information and Orders, Development Services, Howden House, 1 Union Street, Sheffield, S1 2SH, as soon as possible.
2. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator 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.
3. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email 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.
4. Before the development is commenced, a dilapidation survey of the highways adjoining the site shall be jointly undertaken with the Council and the results of which agreed in writing with the Local Planning Authority. Any deterioration in the condition of the highway attributable to the construction works shall be rectified in accordance with a scheme of work to be agreed with the Local Planning Authority.
5. The developer will need to promote a number of new and amended Traffic Regulation Orders at his/her expense.

Site Location



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LOCATION AND HISTORICAL CONTEXT

The application site is bounded by The Moor to the east, Charter Row to the west, Charter Square to the north and Rockingham Gate to the south. Rockingham Way runs through the centre of the site connecting Rockingham Gate to The Moor.

The existing units currently fronting The Moor are three/four storeys in height and have ground floor retail uses, with the upper floors largely unused or used as storage space. In addition the other buildings across the site provide offices fronting Charter Row, a public house fronting Charter Square and a multi storey car park accessed from Rockingham Way.

There are notable level differences across the site, with land rising as the units are approached from Moorfoot (south to north) and a further rise from The Moor to Charter Square (east to west). Debenhams Department Store adjoins the existing building and the application site is located 60 metres to the south of Moorhead.

The Moor (originally called South Street) represents part of a southward expansion of the City Centre in the late 18th Century. Roads to the east were an extension of the gridiron layout still found in the Cultural Industries Quarter. Roads to the west previously met The Moor at oblique angles until the construction of Charter Row in the 1960's when the present rectangular grid was established.

The layout of the whole area was originally conceived with Charter Row and Earl Street being principle traffic routes and The Moor being the public transport route. However in the 1970s The Moor was pedestrianised and over the subsequent years had seen increasing numbers of structures being located in the street, leading to a significant level of street clutter. The lower section of The Moor has recently undergone significant public realm works, which has removed this cluttered appearance. These improvement works are currently being rolled out across the upper section of the public realm also.

All buildings to The Moor have flat roofs, in most cases behind parapet walls. There is more height variation to the western side of the street (of most relevance to this application) with a number of blocks being three storeys. The exceptions to this are Debenhams and the former Robert Brothers store (until recently Argos), which have four storeys, and the offices above Atkinsons, which rise to five storeys. The Government Offices at Moorfoot are not part of the post-war vision of The Moor and were deliberately designed to be much higher (up to 11 storeys) to close the view down The Moor.

Most of the eastern side of the street is also three storeys high, with the exceptions being the building on the Furnival Gate corner, which has four storeys, and the block between Hereford Street and Cumberland Street, which is unusual at only two storeys.

The buildings to The Moor display a variety of architectural styles, despite having been constructed over a relatively short period of time. All buildings are believed to use steel or concrete framed construction over which a variety of styles of cladding have been applied. A number of the buildings are of a traditional appearance

where solid areas of Portland stone predominate over the smaller metal window areas. The second group of buildings show the influence of 'the modern movement' where horizontal emphasis is greater and window proportions are much larger.

The site is located within the Central Shopping Area as defined by the Sheffield Unitary Development Plan (UDP).

PROPOSAL

The applicant is seeking planning permission to demolish all buildings currently on the site in order to erect a single main structure. The main bulk of this structure would reach three storeys in height, with an additional element to house a cinema sitting centrally above. Different architectural approaches are utilised across the block, for example a reconstituted Portland stone frame with double height shop fronts face onto The Moor. The cinema on the other hand is clad in Polycarbonate, which will be lit in the evenings.

The proposed uses consist of:

- Five new units fronting The Moor, which would be utilised for a mix of A1 (Shops), A2 (Financial and Professional Services) & A3 (Cafes & Restaurants). These units will combine to provide 10,762 square metres of floor area.

The largest of these units will be set on the corner of The Moor and Rockingham Gate and will span three floors. The remainder of the units will vary in size with each spanning two floors (ground and first floor). Each of these units will be accessed from The Moor.

- An internal street linking The Moor with Charter Square.

- 6 new units on the second floor of the block facing onto the new internal street. It is proposed that these units be used for a mix of A3 (Restaurants and Cafes), A4 (Drinking Establishments) & A5 (Hot Food Takeaways). Two of these units will have access to generous roof terraces that front onto The Moor.

- The creation of a new cinema on the third floor of the building. This cinema would span approximately half the width of the wider block and would be accessed via Charter Square.

- The provision of a new dedicated service yard accessed from Rockingham Gate.

- Highway improvement works, which includes repaving the adjoining highways.

- Various other ancillary works including the provision of rooftop plant.

RELEVANT PLANNING HISTORY

An extant permission exists for the application site (Block One), which was originally approved under planning reference 06/04910/FUL in December 2007

and subsequently renewed under planning reference 10/03274/FULR in December 2010. This original permission was for the erection of:

- 8/14/27 storey residential blocks fronting Charter Row.
- An enclosed 4 storey entrance stairwell fronting Charter Square.
- A 5/6/7 storey stepped block fronting The Moor, with two further recessed storeys respectively, incorporating retail usage, offices and 36 live/work units.
- A multi-storey car park with 451 spaces.
- Communal roof gardens.

Various consents have been approved over the recent years for Block Six (New Markets Development at Moorfoot), with the most recent being approved in June 2011 under planning reference 11/00885/FUL.

An extant permission exists for Block 8 (set on the corner of The Moor and Furnival Gate), which was approved under planning reference 11/02250/FUL in October 2011. This permission included:

- The demolition of the buildings currently on the site, whilst retaining the facades of the former Adams and JJB Sports stores (7-9 The Moor).
- The creation of three new retail units within a new three storey block.
- The provision of a digital screen on the corner facing Furnival Gate.
- The provision of a new dedicated service yard accessed from Matilda Way.

SUMMARY OF REPRESENTATIONS

Sheffield Sustainable Development and Design Panel

The scheme was presented to the Panel during pre-application discussions and the Panel had the following observations:

The design team demonstrated a strong understanding of the distinctive nature of The Moor, and proposed an interesting mix of uses that would be of undoubted benefit to the Moor and Sheffield in general. The introduction of a cinema with an entrance directly onto Charter Square, together with a range of complementary restaurant and cafes was considered to be the correct approach.

The introduction of a new pedestrian route linking the Moor and Charter Square was an ambitious move, which represented a significant first step in introducing new patterns of movement within the city centre, and encouraging new activity onto Charter Square.

Whilst it was acknowledged that the hours when this new street would be closed would be minimal, the exact nature and design of any means of enclosure at either end needed careful consideration, to ensure that it did not adversely affect the street environment. One particular aspect that needed further consideration in relation to the new route was the overall height of this space, which felt quite cramped.

The introduction of a strong pre-cast Portland stone facade onto the Moor, acting as a framing device for the more ephemeral elements, was considered an interesting concept that had the potential to be successful.

The Panel agreed with the approach to the cinema 'box', which it felt had the potential to work well in contrast to the more solid frame beneath it.

South Yorkshire Passenger Transport Executive (SYPTTE)

SYPTTE have noted the site's excellent location in respect of public transport links and expressed support for the plan to create a new pedestrian link from The Moor to Charter Square. SYPTTE go on to note that the scheme has the potential to provide various improvements that would have a positive impact on legibility and public transport use. Support is also expressed for the removal of the existing car park and the provision of a car free scheme.

Members of the Public

Two representations have been received from members of the public.

The first discusses the positives and symbolism of the existing building and requests this is respected by the reuse of the existing date stone. Although regret is expressed towards the loss of Rockingham House, support is given to the potential reinvigoration of The Moor and also the proposed better integration with Charter Square. The final point notes that a greater effort has been made to respond to the scale and form of the existing buildings in comparison to the originally approved scheme.

The second representation has been received from a business located on Rockingham Gate, which is the street to the south from which the new service access is to be provided. This representation raises a number of concerns with the scheme with a particular focus on Rockingham Gate. These concerns are as follows:

- Rockingham Gate is a major established pedestrian route for several reasons. As such this street should receive enhancements, including additional street furniture, planting and the widening of footways.
- The new service access is opposite the retail units on Rockingham Gate, which will lead to a backyard feel to this area.
- Possible damage to the canopy on the south side of Rockingham Gate from large service vehicles needs to be considered.

- The blank frontage created to the section of Rockingham Gate opposite the existing retail units could portray an unattractive area to visit and could lead to a loss of light to these units and antisocial behaviour.
- The removal of parking spaces on Rockingham Gate will potentially disrupt the existing businesses.
- Could Rockingham Gate be pedestrianised?
- Construction work would have a negative impact on the Rockingham Gate businesses.

PUBLIC CONSULTATION

The applicant undertook a public consultation exercise, which in this instance was the displaying of material in the shop window of an empty unit on The Moor with contact details provided for members of the public who wished to comment. One comment was received from a member of the public who expressed disappointment with the ideas presented. The representation stated that the building was a generic and dull mimic of the surrounding buildings. The wrap to the cinema was also questioned as it is 'basically a plastic box that will rely on lighting to generate any actual interest and is likely to become dilapidated.' The representation concludes by stating that the proposal would benefit from a bolder approach.

PLANNING ASSESSMENT

National Planning Policy Framework

The recently published National Planning Policy Framework (NPPF) has replaced a significant proportion of the previous national policy guidance and sets out the Government's revised planning policies for England and how these are expected to be applied. The key goal of the NPPF is the pursuit of sustainable development, which involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

Land Use

The NPPF encourages the reuse of land that has been previously developed (brownfield land). This document also identifies existing centres as the sequentially preferable locations for retail and leisure developments of the type proposed.

Policy S2 within the UDP deals with ground floor uses within the Retail Core. However, since the adoption of the Sheffield Development Framework Core Strategy (CS) the site no longer sits within the designated retail core, which now runs from Moorhead to the north end of Fargate. The site does however still sit within the Central Shopping Area and as a consequence Policy S3: Development

in the Central Shopping Area within the UDP is the relevant policy in relation to specific land uses.

Policy S3 identifies preferred, acceptable and unacceptable uses in such areas and lists shops (A1), offices used by the public (A2) and food and drink uses (A3/A4 & A5) as preferred uses. Leisure and recreation uses (D2) such as cinemas are viewed as being acceptable. The proposed uses therefore accord with Policy S3.

Policy S10: Conditions on Development in Shopping Areas within the UDP states that in shopping areas new development should not lead to a concentration of uses which would prejudice the dominance of preferred uses in the area (dominance relates only to ground floor units). In this respect the dominant ground floor use within the wider central shopping area would remain Shops (A1), furthermore a condition will be put in place that limits the amount of ground floor space that can be occupied by non retail uses within this scheme. The proposal therefore accords with this section of Policy S10.

Policy CS15: Locations for Large Leisure and Cultural Developments within the CS states that development of leisure and cultural facilities that serve the city and wider region will be located in, or at the edge of, the City Centre where possible. The city centre location of the cinema and food and drink uses therefore accords with Policy CS15.

Policy CS 14: City-wide Distribution of Shopping and Leisure Development within the CS states that new shops and leisure facilities with city wide or regional catchments will be concentrated in the City Centre Primary Shopping Area (also known as the Core Retail Area) and immediately adjacent shopping streets.

Policy CS18: Shopping in the City Centre within the CS states that major non-food retail development will be concentrated in the Primary Shopping Area (also known as the Core Retail Area), which extends from Moorhead to the north end of Fargate. The policy also states that within or adjacent to the Primary Shopping Area development that might individually or cumulatively prejudice or delay the success of this area (principally the New Retail Quarter) will not be encouraged. Policy CS18 goes on to state that in addition to the Primary Shopping Area, retail uses will also be required to ground floor frontages on The Moor.

As already discussed the site is not located within the revised Primary Shopping Area, however Policy CS18 notes that The Moor is considered to be at its edge. Furthermore, as the site will only be approximately 100 metres away from the Primary Shopping Area, it can be reasonably considered as adjacent for the purposes of Policy CS14.

In relation to CS18 the retail element of the proposal is replacing existing retail units, with only a limited potential increase in retail floor space (1,410 square metres). As such, it is considered that the retail element of the scheme would not prejudice or hamper the success of the adjacent Primary Shopping Area.

The leisure element of the proposal encompasses the cinema and food and drink units, which are viewed as being associated with one another, in a similar way to other cinema complexes. As this type of leisure proposal is not evident in the extant permission for the New Retail Quarter (NRQ), it cannot reasonably be considered to prejudice or delay the success of the NRQ or the wider primary shopping area going forward. The proposals are therefore considered to accord with Policy CS18.

In light of the above the proposal is considered to be acceptable from a land use perspective.

Design

The NPPF states that development should always seek to secure high quality design.

Policy BE5: Building Design and Siting within the UDP states that good design and the use of good quality materials will be expected in all new buildings.

Policy S10: Conditions on Development in Shopping Areas within the UDP states that new development should be well designed and of a scale and nature appropriate to the site.

Policy CS74: Design Principles within the CS states that high quality development will be expected, which would respect, take advantage of and enhance the distinctive feature of the city.

- Detail & Massing

Aside from the cinema's façade, which is considered in more detail below, the remaining facades are simple in character, but do provide quality. The framing material on The Moor frontage and Rockingham Gate is reconstituted Portland Stone, which is an approach that has been adopted to different extents for Block 6 and Block 8. This material is an inherent part of The Moor's character and its use in this way is supported. Large sections of glazing provide the other dominant material along The Moor frontage, while other materials such as stone infill panels and balustrades are also evident.

The Moor elevation and the glazed return up Rockingham Gate are very well articulated with visual interest created in a number of ways. This includes the chunky reconstituted Portland Stone frames and the recessed terraced areas at second floor associated with the restaurants. Central to The Moor elevation is the entrance to the new internal street, which provides an escalator and glass lift. This entrance is marked by an overhanging reconstituted Portland Stone canopy, which will act as a wayfinder.

The remaining section of the Rockingham Gate and a notable section of the Charter Row elevation is solid brickwork set within the reconstituted Portland Stone frame. Firstly, the continuation of the frame is supported as it links this section of the building with The Moor frontage and also provides some articulation.

In an ideal situation there would be more openings within these sections, however the adopted approach is reflective of the uses behind (substation and 'back of house' retail) and is also an approach adopted elsewhere along The Moor. This approach is therefore supported in this instance.

The cinema is to be wrapped in a polycarbonate cladding system, which the applicant intends to illuminate in the evenings. Examples of how this system has been used elsewhere have been provided and, with the correct execution, this approach can deliver a unique and notable architectural element to the proposed scheme. Glazed openings have been provided onto Charter Row and Charter Square to ensure some articulation and visual permeability, which is welcomed.

There will be a notable slate plinth below the cinema fronting Charter Row, which will not provide an ideal pedestrian environment. However, the material itself is viewed as being of a high quality, and the constraints in this area are understood (part of the service yard is located behind this plinth and there is a need to protect the more delicate polycarbonate material).

- Scale

The three storey scale of the more pronounced main section of the block fronting The Moor and Rockingham Gate is reflective of the scale of a number of other buildings on The Moor. This main section will follow the topography of the land by stepping down from the Debenhams building. The additional height onto The Moor provided by the cinema block will be limited to an extent by a slight set back and the lightweight nature of the cladding material, along with its centralised position. It is also noted that this addition results in the block being similar in height to the extant permission on this site.

The height of the cinema block onto Charter Row and Charter Square does not cause any concern for several reasons. Firstly, a taller building already occupies this section of the site, and secondly Charter Square is a fairly large public space so can accommodate a building of this scale.

The applicant is proposing plant areas on the roof of the main block, which will be set in from the facades and limited in height. They do not therefore cause any concern.

- The Walkway

From a design perspective the provision of the new walkway linking The Moor with Charter Square is very welcomed in principle. The plans provided have demonstrated that sufficient floor to ceiling height and walkway width is provided to ensure the space can be used comfortably.

- Design Conclusion

Overall the architectural approach to the more pronounced main section of the block ensures the design acknowledges the historic context, whilst also incorporating modern design solutions to create added articulation and interest. In

addition, the use of polycarbonate cladding for the cinema facade, which can be illuminated in the evenings, will create a unique contemporary feature.

The scale of the block is viewed as appropriate in the context and will ensure successful relationships are created with the surrounding public spaces, including The Moor and Charter Square.

Highways

The NPPF promotes developments that generate significant movement to be located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.

Policy S10: Conditions on Development in Shopping Areas within the UDP states that new development should be adequately served by transport facilities and provide safe access to the highway network and appropriate off street parking and not endanger pedestrians.

Policy CS57: Park-and-Ride and Car Parking in the City Centre within the CS identifies a need to increase short stay car parking provision within the city centre.

Policy CS60: Transport in the City Centre within the CS states that increased demand for trips will be managed by measures that include:

- Public transport improvements.
- Helping all users of the city centre to understand and find their way around the city centre, including extending the Connect Sheffield project in conjunction with development in the New Retail Quarter and The Moor.

Policy T24: Public Short-Stay Car Parking within the UDP encourages public short stay parking in the city centre. It requires all major shop developments to include sufficient off-street short stay parking to meet its needs.

The existing car park is very run down and the principle of its loss is not objected to as it is not fit for purpose in the longer term. As the scheme is not providing any replacement parking spaces, consideration needs to be given to the wider issue of short stay parking provision across the city centre. In this respect the loss of this car park will not result in a shortage of short stay spaces in the city centre as the situation currently stands. Furthermore, several short stay car parks are located within easy walking distance, including a new car park that has recently been developed on The Moor as part of delivering Block 6 (the new market and shops). This capacity will need to be increased when the NRQ is delivered and provision is made within the future NRQ project for a large short stay car park to help address this.

Given the central location, future users will be able to travel to the site via a variety of means, which includes taking advantage of the site's excellent public transport links. The applicant has also agreed to undertake various highway improvement works around the site, including the provision of a new connect bus shelter onto

Charter Row, real time information within the building and the resurfacing of footways around the site.

The servicing access is to be taken from Rockingham Gate via Charter Row, which is similar to the current arrangement for Debenhams, indeed Debenhams will share this new service yard. Access from this narrow street is not ideal, but it is a recognised constraint of this tight city centre site. The existing road will not be widened, however several parking bays will be removed that currently line the southern section of Rockingham Gate, which will serve to widen the usable section of the highway. With these changes made the servicing arrangements can be operated safely.

The new internal link from The Moor to Charter Square will improve permeability and is very welcome from a highway perspective.

A sum of £25,000 is required for the provision of a single connect bus shelter and information totem to be located adjacent to the development on Charter Row, which will be secured through a Section 106 Agreement.

Circular 05/05: Planning Obligations introduced tests to ensure that the requirement for a financial contribution linked to approving development was justifiable. The main tests the Circular introduced were:

1. The contribution is relevant to planning.
2. The contribution is essential for consent to be granted.
3. The contribution is proportionate to the scale of the development.

The contribution is to be made in line with the requirements of Policy CS60, as outlined above. It is essential for this contribution to be made in order to ensure acceptable infrastructure can be provided for future users of the proposed development. The provision of a new shelter is viewed as proportionate to the scale of the development. It is therefore considered that the tests set out in Circular 05/05 have been met.

As the current car park is being demolished a number of mobility spaces will be lost, which need to be replaced in the vicinity. The area identified for these replacement spaces is Rockingham Gate and, as a result, a number of current on street pay and display spaces will need to be removed. The applicant has agreed to pay a sum of £12,000 to compensate for the loss of these spaces, which will be secured through a Section 106 Agreement.

In relation to Circular 05/05, this requirement is as a direct result of the development removing existing mobility spaces from the site and it is essential for an appropriate spread of mobility spaces to be provided close to this site and across the city centre, which this element of the scheme will help secure. The cost is calculated proportionate to each space lost and it therefore relates to the scale of the development.

It is necessary for areas of highway to be stopped up to enable the proposed development to go ahead. It is therefore appropriate for an application for the

closures to be made to the Department for Transport's National Transport Casework Team, utilising the Powers available within the Town and Country Planning Act 1990.

Accordingly, if Members are minded to approve this application, they are also requested to confirm that:

No objections are raised to the proposed stopping-up of the areas of highway shown on the relevant plan, subject to satisfactory arrangements being made with the Statutory Undertakers with regards to such of their mains and services that may be affected.

Authority is given to the Director of Legal Services to take all necessary action on the matter under the relevant powers contained within the Town and Country Planning Act 1990.

In light of the above the proposed scheme is considered to comply with the above highway policies.

Sustainability

Policy CS63: Responses to Climate Change within the CS sets out the overarching approach to reduce the city's impact on climate change. These actions include:

- Giving priority to development and promoting higher densities in the city centre and other areas that are well served by sustainable forms of transport.
- Giving preference to development on previously developed land where this is sustainably located.
- Adopting sustainable drainage systems.

Policy CS64: Climate Change, Resources and Sustainable Design of Development within the CS sets out a suite of requirements in order for all new development to be designed to reduce emissions.

In practice, to satisfy the main body of the policy non-residential developments should achieve a BREEAM rating of Very Good. CS64 has further requirements that may fall outside BREEAM, such as designing buildings flexibly from the outset to allow a variety of possible future uses.

Policy CS65: Renewable Energy and Carbon Reduction within the CS sets out objectives to support renewable and low carbon energy generation and also to further reduce carbon emissions. Policy CS65 requires new developments to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy unless it can be demonstrated that it is not feasible and viable.

CS65 did until recently also require the generation of further renewable or low carbon energy, or the incorporation of design measures, sufficient to reduce the development's overall predicted carbon dioxide emissions by 20%. As this is now a requirement of Building Regulations it is no longer being sought as part of planning applications.

The developer has confirmed that the commercial units will meet the BREEAM Very Good standard. It has also been agreed that so long as it is feasible and viable the development will meet the 10% requirement set out in section a) of Policy CS65.

In addition to the above the development is in a sustainable central location and has been designed to accommodate several possible uses. It also includes a number of additional features to promote sustainable design such as refuse and recycling facilities, public highway/transport improvement works and a reduction in surface water run off.

Given the above it is considered that the development will comfortably meet the sustainability requirements introduced by the CS.

Air Quality

Although the scheme will be a trip generator, the proposed development will be replacing existing commercial uses and removing an existing car park. It will not therefore have any notable impact in terms of air quality.

Public Art

Policy BE12: Public Art within the UDP encourages public art as an integral part of the design of major developments.

As with Block 8, the applicant is proposing the public art be incorporated within the public realm works that are currently taking place on the top half of The Moor. The public art will be incorporated within the design of the larger of three kiosks that are to be incorporated within this public realm scheme. The purpose of the kiosks will be to house small retail uses. Further details of this artwork will be secured through planning conditions and this approach is supported by officers.

Access

Policy BE7: Design of Buildings Used by the Public within the UDP requires safe, equal and easy access for people with disabilities to buildings used by the public.

Policy S11: Design of Retail Development within the UDP requires provision of access for people with disabilities, safe and easy pedestrian movements at ground level, and adequate car and cycling provision.

Level access will be provided from Charter Square to the new internal route and a lift will be provided to take users down to The Moor, if the proposed escalator is

not a practical option. This route will be a sufficient width to ensure ease of access.

All the proposed commercial units will provide level access. More details in terms of internal fit out can only be determined when tenants are identified in the future and these tenants will be required to meet building regulation standards in this regard.

The loss of the existing car park will displace some mobility parking spaces and the applicant will be replacing as many of these as is practical on Rockingham Gate.

The proposal is therefore considered to comply with the above access policies.

Amenity

Policy GE24: Noise Pollution within the UDP requires that development should not create noise levels causing a nuisance, and sensitive uses and noisy uses should not be located close together.

Planning conditions will be attached to ensure that noise emitted from the rooftop plant will not be a nuisance. Conditions will also be imposed to ensure that any land contamination issues are dealt with and any odours emitted from the commercial uses are suitably managed.

In light of the above and given that there is no residential use in the proximity of the development the scheme is viewed as being acceptable from an amenity perspective.

Archaeology

The scheme has been assessed by the South Yorkshire Archaeology Service who have confirmed that the site has a very low chance of holding archaeological interest.

Direction (Circular 02/2009)

Local Authorities are required to inform the Secretary of State (SoS) of certain proposals for major development before granting planning permission as set out in Circular 02/2009. In accordance with the Circular, as this development accords with the development plan there is no need to refer it to the SoS in this instance.

Environmental Impact Assessment (EIA)

The requirement for the provision of an EIA under the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 was assessed during the pre-application process. This is because the proposed development is considered to be an Urban Development Project under Part 10, Schedule 2 of the Regulations

After full consideration of the selection criteria in Schedule 3 of the Regulations (characteristics of the development, location of the development, characteristics of the potential impact), a screening opinion was issued by letter on 28 November 2012, concluding that an EIA was not required to accompany the application.

RESPONSE TO REPRESENTATIONS

The applicant has agreed to reuse the existing date stone as part of the new scheme, which will be secured through a condition.

The creation of a blank frontage onto a large section of Rockingham Gate is regrettable, but is an understandable consequence of this type of development (as discussed within the design section of this report). There is no suggestion that this will lead to antisocial activity. This section of walkway will be overlooked by businesses that operate in the day and evening and should be well used.

There is already a building of a similar scale in situ so loss of light will not be an issue for existing businesses on Rockingham Gate.

It is outside of the remit of this application to consider making Rockingham Gate pedestrianised. It also provides service access to a number of properties.

Any disruption caused during construction is an unfortunate consequence of the development process. There are however restrictions and standards outside of the planning process that governs this to a degree.

All other issues raised within the representations have been address in the above assessment.

SUMMARY AND RECOMMENDATION

The provision of this new major retail and leisure development for use as Shops (A1), Financial and Professional Services (A2), Food and Drink Outlets (A3/A4 & A5) and a cinema (D2) in this central location is considered to be in accordance with the relevant land use policies and more strategic local and national regeneration policies.

As the proposal is replacing existing retail units and the type of leisure scheme proposed is not evident in the extant permission for the New Retail Quarter (NRQ), the scheme cannot reasonably be considered to prejudice or delay the success of the NRQ or the wider primary shopping area going forward.

Overall the architectural approach to the more pronounced main section of the block ensures the design acknowledges the historic context, whilst also incorporating modern design solutions to create added articulation and interest. In addition, the use of polycarbonate cladding for the cinema facade, which can be illuminated in the evenings, will create a unique contemporary feature.

The scale of the block is viewed as appropriate in the context and will ensure successful relationships are created with the surrounding public spaces, including The Moor and Charter Square.

The loss of the car park will in itself not result in a shortfall of short stay parking spaces as the situation currently stands. Furthermore, there is a planned increase in short stay provision to be delivered as part of the NRQ to cater for future demand.

Given the central location future users will be able to travel to the site via a variety of means, which includes taking advantage of the site's excellent public transport links. The applicant has also agreed to undertake various highway improvement works around the site, including the provision of a new connect bus shelter, real time information within the building and the resurfacing of footways around the site.

The servicing access is to be taken from Rockingham Gate via Charter Row, which can be operated safely. The new internal link from The Moor to Charter Square will improve permeability and is very welcome from a highways and access perspective.

The public art contribution for the development will be incorporated into the new large kiosk within the adjacent public realm.

The scheme will boast excellent sustainability credentials, which include providing a reduction in surface water runoff and meeting a BREEAM rating of very good.

The application is recommend for conditional approval subject to a planning obligation under Section 106 with the following Heads of Terms:

Heads of Terms

1. The Owners shall pay to the Council on or before the commencement of the cinema use the sum of £25,000 to be used by the Council towards the provision of a replacement bus shelter and a 'real time' information totem onto Charter Row.
2. Prior to the existing short stay parking bays (as detailed within the attached plan prepared by Cannon Consulting Engineers (Ref: D722/500A)) being removed from Rockingham Way the owners shall pay to the Council the sum of £12,000.

In the event that a satisfactory S106 planning obligation covering the Heads of Terms set out in the preceding paragraph is not concluded before 14 March 2013 (in order to meet the Government's target time for the determination of the application), it is recommended that the application be refused for the failure to make adequate provision in this regard.

HIGHWAY CLOSURE RECOMMENDATION

If Members are minded to approve this application they are also requested to confirm that:

No objections are raised to the proposed stopping-up of the areas of highway shown on the plan being presented to Members at Committee, subject to satisfactory arrangements being made with the Statutory Undertakers with regards to such of their mains and services that may be affected.

Authority be given to the Director of Legal Services to take all necessary action on the matter under the relevant powers contained within the Town and Country Planning Act 1990.

Case Number	12/03516/FUL
Application Type	Full Planning Application
Proposal	Use of ground floor as restaurant/cafe (Use Class A3) including erection of new shop front and rear extraction flue (Amended plan received 06/02/2013)
Location	294 Ecclesall Road Sheffield S11 8PE
Date Received	13/11/2012
Team	South
Applicant/Agent	Dr Peyman Agahi
Recommendation	Grant Conditionally

Subject to:

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

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

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

correspondence and drawing numbers ECC294-15/00 and ECC294-5/04 revision 4 received on the 6th Feb 2013 and, drawing number ECC294-11/03 revision 3 received on the 20th Dec 1202

unless otherwise authorised in writing by the Local Planning Authority.

In order to define the permission.

- 3 Notwithstanding the approved plans and the proposed use of part of the ground floor as a café within Use Class A3 of the Town and Country Planning (Use Classes) Order 1987 (as amended), the café shall serve only beverages, cold food and such hot food as may be prepared using only gas hobs, oven unit and commercial sous vide equipment in accordance with the applicant's email dated the 6th of February 2013 and as described in the submitted design and access statement. No intensification of cooking facilities beyond those detailed in the aforementioned letter shall occur without the prior written approval of the Local Planning Authority.

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

- 4 The development shall not be used for the purposes hereby permitted, unless a scheme for the installation of equipment to control the emission of fumes and odours from the premises is submitted for written approval by the Local Planning Authority. These details shall include plans showing the location of the fume extraction termination point, details of the materials and design of the shroud and, should include a low resistance cowl. The use shall not be commenced until the approved equipment has been installed and is fully operational.

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

- 5 The cafe/restaurant shall not be used unless the access and facilities for people with disabilities shown on the plans have been provided in accordance with the approved plans and thereafter such access and facilities shall be retained.

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

- 6 The building shall only used for the above-mentioned purpose only between 0800 hours and 2330 hours Mondays to Saturdays and 0900 hours and 2300 hours Sundays and Bank Holidays.

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

- 7 Unless otherwise agreed in writing by the Local Planning Authority, the ground floor windows on the rear elevation of the premises (facing the service yard area) shall at all times be fixed non-openable windows.

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

- 8 Unless otherwise agreed in writing by the Local Planning Authority or, with the exception of an emergency, the ground floor access door (facing the rear service yard area) shall be kept closed between the times of 22:00 hours to 08:00 hours the following morning on Mondays to Saturdays and, 21:00 hours to 09:00 hours the following morning on Sundays and Bank Holidays

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

- 9 Unless otherwise agreed in writing by the Local Planning Authority, the café/restaurant use hereby permitted shall not be used unless appropriate sound insulation measures have been implemented to protect occupants of adjoining flats from noise, details of which shall have been submitted to and

approved in writing by the Local Planning Authority prior to installation. Thereafter the approved sound insulation measures shall be retained.

In the interests of the amenities of occupiers of adjoining property.

- 10 Prior to the use of the cafe/restaurant commencing, full details including drawings (to a scale of 1:50) and details of materials of the proposed bin storage enclosure area shall have been submitted to and approved by the Local Planning Authority, and thereafter, the approved details shall be implemented to the satisfaction of the Local Planning Authority.

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

- 11 No live music or amplified sound shall be played within the building unless a scheme of sound attenuation works has been installed and thereafter retained. Such scheme of works shall:

- a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey,
- b) Be capable of restricting noise breakout from the building to the street to levels not exceeding:
 - (i) the background noise levels by more than 3 dB(A) when measured as a 15 minute Laeq,
 - (ii) any octave band centre frequency by more than 3 Db when measured as a 15 minute linear Leq.

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.

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

- 12 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 have first been submitted to and approved in writing by the Local Planning Authority, and once installed such plant or equipment should not be altered without prior written approval of the Local Planning Authority.

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

- 13 No deliveries to or from the building shall be carried out between the times of 22:00 hours to 08:00 hours the following morning on Mondays to Saturdays and, 21:00 hours to 09:00 hours the following morning on Sundays and Bank Holidays.

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

- 14 No amplified sound shall be played within the building except through an in-house amplified sound system fitted with a sound limiter, the settings of which shall have received the prior written approval of the Local Planning Authority.

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

- 15 No movement, sorting or removal of waste bottles, materials or other articles, nor movement of skips or bins shall be carried on outside the building within the site of the development between the times of 22:00 hours and 08:00 hours the following morning (on Monday to Saturdays), and between 21:00 hours and 09:00 hours the following morning (on Sundays and Public Holidays).

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

Attention is drawn to the following justifications:

1. The decision to grant permission and impose any conditions has been taken having regard to the relevant policies and proposals from the Sheffield Development Framework and the Unitary Development Plan set out below:

Overall it is considered that the development complies with the relevant policies and proposals in the development plan, and would not give rise to any unacceptable consequences to the environment, community or other public interests of acknowledged importance.

Policy S7 - Development in District and Local Shopping Centres
Policy S10 - Conditions on Development in Shopping Areas
Policy CS34 - District Centres

The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.

This explanation is only intended as a summary of the reasons for grant of planning permission. For further detail on the decision please see the application report at www.sheffield.gov.uk/planningonline or by calling the planning officer, contact details are at the top of this notice.

Attention is drawn to the following directives:

1. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local

Planning Authority will be required using the new national standard application forms. Printable forms can be found at www.sheffield.gov.uk/planning or apply online at www.planningportal.gov.uk. The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

For Listed Building Consent and Conservation Area Consent applications an application for confirmation of compliance with planning conditions is still required but there is no fee.

2. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator 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.
3. The developer's attention is drawn to:
 - (i) Sections 4 and 7 of the Chronically Sick and Disabled Persons Act 1970, as amended; and
 - (ii) the code of Practice for Access of the Disabled to Buildings (British Standards Institution code of practice BS 8300) or any prescribed document replacing that code.

Section 4 sets requirements for access to, and facilities at, premises. Section 7 requires a notice or sign to be displayed, indicating that provision is made for the disabled.

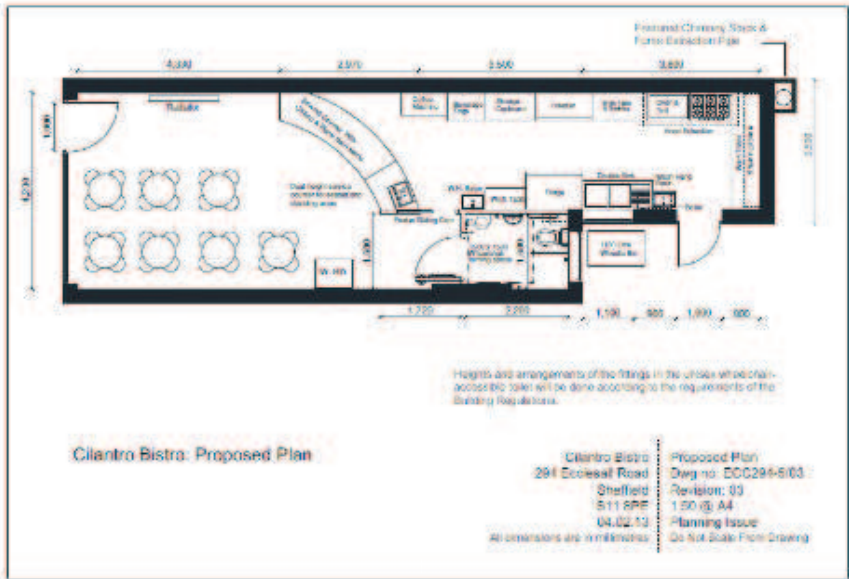
If you require any further information please contact Brian Messider or Simon Ovendon on Sheffield 2734197.

4. For larger restaurants advice on the discharge and arrestment of kitchen fumes and odours is given in the document 'Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems', Annex B, 'Information required to support a planning application for a commercial kitchen' by the Department for Environment Food and Rural Affairs (Defra).
5. You may need a Premises Licence under the Licensing Act 2003, you are advised to contact Health Protection Service (Health & Safety) for required standards before any works are undertaken on Telephone Number 0114 273 4616.
6. The applicant is advised that the signage indicated on the submitted drawings is not approved as part of this permission and will require separate Advertisement Consent. To discuss arrangements for obtaining such consent, and to request application forms, the applicant should contact Development Control Section, Development Services, on Sheffield (0114) 2039183 or go to www.sheffield.gov.uk/in-your-area/planning-and-city-development

Site Location



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LOCATION AND PROPOSAL

This application relates to a vacant retail shop unit, located at 294 Ecclesall Road, within a busy district shopping area.

The property is a ground floor shop unit situated in the middle of short parade of 10 commercial units between the Nursery Tavern public house and Collegiate Crescent. Many of the commercial properties within the shopping parade have separate living accommodation/flats above at first and second floor levels.

The other properties in this short stretch of the shopping parade include:- a single-storey student letting office (in the former lodge building) at the corner of Collegiate Crescent and Ecclesall Road, an existing restaurant (Class A3) at number 298 Ecclesall Road, a sandwich shop (Class A1) next door at number 296, a hairdressing salon at number 290, a nail salon at number 288, a vacant A1 retail unit at number 286, another hairdressing salon at number 284, another sandwich shop (Class A1) at number 282 and a hot food takeaway (Class A5) at number 280. The Nursery Tavern public house is located at number 276 Ecclesall Road. There is also a variety of uses directly opposite the site along Ecclesall Road.

There is a covered archway access between the application site and number 290 Ecclesall Road, the access leads to a rear service yard and parking area (with a further/second access on to Collegiate Crescent). There is also a single-storey coach house building located in the service yard area that is being used as residential accommodation. Access to the first floor flats above the shops is gained from the service yard area. Beyond the boundary of the rear service yard area, there is a semi-detached residential property (number 47 Collegiate Crescent).

The character of Ecclesall Road in this location is predominantly commercial in nature with many of the commercial units having living accommodation above. There are a wide variety of uses in operation including, several other food and drink outlets that operate late into the evenings.

It is proposed to change the use of the ground floor unit from a vacant retail unit (Class A1) to a restaurant/café (Class A3). The proposal also seeks to create a new shop frontage and to install a new extraction flue at the rear.

The proposed internal layout plan for the ground floor accommodation (as submitted) shows an internal area for tables and chairs, a serving counter, a customer toilet (suitable for disabled users) and a food preparation area.

The applicant's proposed hours of operation are 0900 hours to 2330 hours (Monday to Saturday) and 0900 hours to 2300 hours (Sundays and Bank Holidays)

RELEVANT PLANNING HISTORY

The relevant planning history for the site includes:-

78/01672/OUT – This was an application for alterations to the archway to form 2 shop units. This application was subsequently refused in August 1978.

05/00170/CHU – This was an application for use of retail units (nos. 296 and 294) as an extension to the existing restaurant use at number 298 (Class A3). This application was refused in February 2005. The applicant appealed against this decision and subsequently, the appeal was conditionally allowed in August 2005.

10/01353/FULR – This was a renewal application to extend the time limit for implementation of the above-mentioned allowed appeal decision (relating to the 2005 planning application). This application was conditionally approved in June 2010. This permission is currently extant and is not due to expire until the 22nd of June 2013.

SUMMARY OF REPRESENTATIONS

This proposal has resulted in 5 letters of representation and a petition (with 13 names listed) being submitted, all are objecting to the proposal. One of the representations received is from Cllr Roger Davison and another representation has been sent on behalf of the Broomhill Park Association.

The reasons for objection have all been summarised and are listed below:-

Cllr Davison has stated:-

That there are already too many outlets of this nature on this stretch of road. The parking provision is poor, particularly for long term stays. There could be additional late night disturbance as well as additional fumes for those living locally.

Broomhall Park Association have stated:-

That although the application site is outside the Broomhall Conservation Area, the Broomhall Park Association feels that the proposal is likely to affect the Broomhall Conservation Area. The proposed takeaway aspect of the proposal will lead to increased levels of litter in the area. The Broomhall Park Association have requested that the premises be limited to food consumption on the premises only (no food being allowed to be taken off the premises).

Other objectors have stated:-

In the parade of 10 units, there are already 4 food-related premises (and that doesn't include the food-related establishments on the opposite side of the road), there are already far too many food-related outlets in the area and, not enough custom to meet the needs of those existing businesses. The proposal will have a devastating impact on existing food outlets in the parade. There is no need for anymore food establishments.

PLANNING ASSESSMENT

The site lies within an allocated District Shopping Area and therefore the following policies apply:

Policy S7 of the Sheffield Unitary Development Plan (UDP) states that food and drink outlets are an acceptable use in a Shopping Area subject to adequate compliance with UDP Policy S10.

Policy S10 of the UDP states that such a use will be permitted provided that it does not lead to a concentration of uses which would prejudice the dominance of the preferred use (Class A1 - retail) and would not cause occupiers of nearby residential property to suffer unacceptable living conditions.

Policy CS34 of the Sheffield Core Strategy stipulates that District Centres will be encouraged in fulfilling their role of providing for everyday needs with a range of retail, leisure and community facilities, appropriate in scale and function to the role of the centre. This policy also stipulates that “they may also include concentrations of specific shops or services in response to the market in their particular area”.

Dominance

This change of use would not represent a significant shift in the balance between retail and non retail properties within the District Shopping Area as a whole. The most recent survey data available indicates that approximately 53% of all of the units in the District Centre are occupied by Class A1 retail uses, and as such the proposal is considered to satisfy Policy S10 (a) of the Sheffield UDP.

Residential Amenity

The nearest residential properties to the proposal are the flats above the premises itself and above the neighbouring premises and, the residential property (number 47 Collegiate Crescent) located beyond the rear service/car parking yard and the coach house residential accommodation located within the service yard area.

Given that there are already 2 hot-food establishments in the shopping parade and a nearby public house (the Nursery Tavern) which also operate late into the evening it is clearly evident that there is already some late night activity within the close vicinity of the site, furthermore, it is also worth noting that Ecclesall Road itself is a busy major arterial route into and out of the city centre and as such, this road already generates a degree of evening background noise from vehicular movements (buses, cars and taxis).

Officers also feel that, due to the size, scale and internal layout of the proposed café/restaurant, the premises will be fairly self-limiting in terms of number of customers that can be accommodated and therefore, this in turn will limit to an extent the level of noise generated from within the property itself.

With appropriate planning conditions (relating to noise attenuation measures, control of operating hours and deliveries etc), there is no reason why this proposal should affect the living conditions of nearby residents (as a direct result of noise).

Officers have assessed the amended proposal for the fume extraction/flue and feel that the proposed flue (as amended) does not terminate at the optimum height (normally one metre above the height of the nearest window opening), however, with certain restrictions imposed on the type of cooking carried out at the premises

(i.e. no commercial type grills and frying ranges), the proposal would be acceptable. The applicant has agreed to these conditions being imposed and is fully aware of the implications (in case the future ownership of the premises were to ever change). The applicant has also indicated that the cooking model to be used at this premises will predominantly involve the use of sous vide equipment which basically involves food in vacuum-packed bags being cooked in a container of boiling water, this process does not generally produce high levels of odour.

The proposed flue would be visible at close range from two dormer windows and therefore, the flue will be shrouded to give the appearance of it being a chimney stack. The applicant has agreed to shroud the flue in facing materials that will match the external appearance of the building (natural stone). Officers are satisfied that the proposed flue will not appear visually intrusive or out of character with the surroundings. It should be noted that there are existing food-related uses operating in close proximity (at number 296 and 298 Ecclesall Road) that have flues which are not shrouded and which terminate at inappropriate heights, so in that respect, officers feel that this flue proposal represents a more appropriate development than two of the existing food-related businesses in the existing parade.

The applicant has shown on the submitted plans a designated area for waste bins, however, there is a more appropriate area elsewhere in the service yard where the waste bins could be stored to minimise the impact on neighbouring residents, and for this reason it is appropriate to impose a suitably worded planning condition requiring details of the proposed bin storage area to be agreed prior to the use commencing.

Subject to compliance with planning conditions, officers are satisfied that the proposal will accord with Policy S10 (b) of the Sheffield UDP.

Design

The proposed shop front is a powder coated aluminium frame of modern appearance, however it is consistent with other shop fronts in the parade and raises no significant design issues.

Highway Issues

Although the site does not have any provision for dedicated off-street parking, the applicant has indicated that there is some scope/rights for loading/unloading to take place from the service yard area. The site is also located in a busy District Shopping Area that is well served by public transport links.

There is some on-street parking available but, given the limited customer numbers that could be accommodated in the café/restaurant, it is not felt that the proposal will introduce a significant intensification in terms of trip generation, and on this basis therefore, officers do not feel that this proposal will raise any highway safety issues.

Access Issues

The new shop frontage has been designed with the aim of being fully accessible and this includes a level threshold entrance, an entrance door with a full clearance width of 1000mm, manifestation on the window and door glazing and a dual height internal counter suitable for wheelchair users. The plans also show an internal toilet room suitable for disabled persons. Officers are satisfied that the proposal will be suitable for use by disabled people.

RESPONSE TO REPRESENTATIONS

Matters of residential amenity and car parking have been dealt with in the main body of the report. It is not considered that a restaurant/cafe of this size would contribute significantly to littering, particularly as there are numerous litter bins located in both directions along Ecclesall Road.

Business competition is not a material planning consideration

SUMMARY AND RECOMMENDATION

This is an application for a change of use of a vacant unit with established A1 use into a restaurant/café (Use Class A3). It is considered that the introduction of this use would not give rise to disamenity to nearby residents in terms of noise and disturbance, smells/odours and the proposal would not adversely affect the vitality and viability of the Shopping Area as a whole or within the immediate locality.

It is therefore recommended that conditional permission be granted.

Case Number	12/02946/FUL
Application Type	Full Planning Application
Proposal	Erection of conservatory to side of dwellinghouse (Retrospective application)
Location	104 Stafford Road Sheffield S2 2SF
Date Received	24/09/2012
Team	City Centre and East
Applicant/Agent	Plans For Extensions Ltd - Mr N Fieldhouse
Recommendation	Refuse with Enforcement Action

Subject to:

- 1 The Local Planning Authority consider that the retrospective conservatory is unacceptable by virtue of its design and materials and loss of amenity to the occupiers of the flats at 106 Stafford Road and as such is contrary to Policies H14, BE5, BE15, BE16 and BE17 of the Unitary Development Plan, Policy CS74 of the Core Strategy and the relevant guidelines within the Supplementary Planning Guidance on Designing House Extensions.

Attention is drawn to the following directives:

1. Despite the Local Planning Authority wishing to work with the applicant in a positive and proactive manner, based on seeking solutions to problems arising in relation to dealing with a planning application, this application for the retention of the conservatory was submitted without the applicant having entered into meaningful pre-application discussions about the planning policies that apply to the proposal and has shown insufficient regard for those policy requirements, so it has not been possible to reach an agreed solution in this case.
2. The Director of Development Services or the Head of Planning has been authorised to take all necessary steps, including enforcement action and the institution of legal proceedings, if necessary, to secure the removal of the conservatory within 3 months from the date of this decision. The Local Planning Authority will be writing separately on this matter.

Site Location



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LOCATION AND PROPOSAL

The application relates to a stone fronted, bay windowed, semi-detached property to the southern side of Stafford Road within the Norfolk Park Conservation Area. The side gable to the dwelling consists of a painted render with stone quoins to the outer corner.

The area surrounding the application site is primarily residential, comprising largely of grand two to three storey properties constructed of stone with bay windows. The property adjoining the site is a relatively modern, two-storey building which is currently in use as flats.

The application seeks retrospective consent for a conservatory extension to the rear/side. The subject site has a small front garden with pedestrian access through a small boundary stone wall. There is access to the side of the dwelling formed between the side of the dwelling and a 1.7 metres high stone boundary wall which runs between the site and the adjoining building.

The conservatory extends to the side beyond the side wall of the original dwelling by 0.5 metres and projects to the rear by 5.6 metres. The conservatory is constructed of a dwarf brick wall with uPVC window frames and a mono-pitched roof.

RELEVANT PLANNING HISTORY

There is no relevant planning history.

SUMMARY OF REPRESENTATIONS

The application has been advertised by means of a press and site notice as a development affecting the character of the Norfolk Road Conservation Area and by means of neighbour notification.

1 letter of objection has been received expressing concern on the following grounds:-

1. the conservatory should not extend beyond the side of the house – 3 of the objectors rooms look out on to this and it looks out of place sticking out beyond the side of the house, this should not be permitted especially in a Conservation Area.
2. The brick colour to the conservatory should be in keeping with the colour of the side of the house (ie light sandy colour) as opposed to a darker brown colour in order to improve the street perspective.

PLANNING ASSESSMENT

Policy Issues

The application site lies within a Housing Area and the Norfolk Road Conservation Area as designated in the Adopted Sheffield Unitary Development Plan (UDP). The most relevant policies used in assessing this application are Policies H14, BE5, BE15, BE16 and BE17 and in addition Policy CS74 of the Core Strategy.

Weight is also given to the guidelines set out within the Supplementary Planning Guidance (SPG).

Policy H14 - Conditions on Development In Housing Areas part (a) expects that new buildings and extensions are well designed and are in scale and character with neighbouring buildings; and (c) the site would not be over-developed or deprive residents of light, privacy or security.

Policy BE5 of the UDP also relates to design and advises that good design and the use of good quality materials will be expected in all new and refurbished buildings and extensions.

Policy BE15 relates to Areas and Buildings of Special Architectural or Historic Interest and seeks to preserve or enhance buildings and areas of special architectural or historic interest which are an important part of Sheffield's heritage.

Policy BE16 of the UDP relates specifically to development in Conservation Areas and advises that permission will only be granted for proposals where they would preserve or enhance the special character of appearance of the Conservation Area.

In Conservation Areas and Areas of Special Character, Policy BE17 advises that a high standard of design using traditional materials will be expected for new buildings.

Policy CS74 of the Core Strategy, which was adopted in March 2009, also advises that high quality development will be expected which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods.

The National Planning Policy Framework (NPPF) which was adopted in March 2012 affirms in paragraph 131 the desirability of new development making a positive contribution to local character and distinctiveness.

Design Issues

The location of the conservatory projects from the side of the dwelling by approximately 0.5 metres and as such renders it visible from the front of the house. This small projection to the side is constructed of brickwork, forming a pillar like construction with a large expanse of glazing to the side elevation which faces onto the side elevation of the flats numbered as 1-4, 106 Stafford Road. It is considered that given this proportion of visibility it affects the existing street scene and must be assessed accordingly on its impact on that street scene and its subsequent impact on the Conservation Area.

The conservatory is constructed of white uPVC and brickwork and as such is considered to be contrary to the above mentioned policies in that traditional materials have not been used in its construction. A property of this age would originally have been built with timber windows. Given its element of visibility from

the street, it is considered that the use of uPVC detracts from the local character of the Conservation Area and neither preserves nor enhances its appearance.

The applicants were asked to consider removing this projection to the side by bringing the conservatory in line with the existing side wall to the dwelling. Although some visibility of the structure could still occur from the street, it was considered that in this instance, this would be a compromise, and that the unacceptable untraditional materials would be less visible. However, the applicants were unwilling to make this change, given the resulting reduction in floor area and the constraints posed by the existing construction.

Amenity Issues

The nearest dwellings to the site which are affected by the conservatory are the adjoining flats at 106 Stafford Road. The application has therefore been assessed in terms of any loss of amenity to the occupiers of these flats.

The existing side elevation to the flats currently comprises 2 entrance doors, a ground floor window and 2 side facing small windows at first floor level. In terms of overlooking/loss of privacy, it is not considered that there will be any significant loss of privacy in respect of the windows which are not primary main facing windows.

The flats have a large amenity area to the rear of the site which also accommodates parking for occupiers of the flats. The application site is higher than the adjoining site in terms of land levels.

The side elevation of the conservatory consists of a large expanse of clear glazing which overlooks an existing stone boundary wall (approx 1.7 m high) and the side elevation of the flats. However, given the difference in land levels, and the higher finished floor level to the conservatory, it is considered that privacy to residents of the flats and their amenity space is compromised. It is not reasonable to expect views over someone's else's private land .

Officers have attempted to overcome overlooking issues by asking the applicants to consider providing Level 4 obscurity screening to the side elevation of this conservatory. The applicants were unwilling to carry this out.

The conservatory is rectangular with a mono-pitched style roof which abuts the existing side wall to the dwelling. The rear of the conservatory which has double French style doors faces an existing outbuilding on the site and as such does not affect amenity.

ENFORCEMENT

As this application seeks permission to retain the conservatory that has already been constructed at the site, enforcement action will be required to remedy the situation, if Members agree to the decision recommended in this report.

SUMMARY AND RECOMMENDATION

The application seeks retrospective permission to retain a conservatory to the side/rear of a dwelling within the Norfolk Road Conservation Area.

The principle of an extension to an existing dwellinghouse is in accordance with Policy H10 of the UDP.

The design of the conservatory using uPVC to the window frames and doors is contrary to the intentions of Policies BE5, BE16, BE17 and Policy CS74, especially given its visibility from the street and its position in the Conservation Area.

The application is also considered to be contrary to Policy H14 and the relevant guidelines within the SPG – Designing House Extensions with respect to loss of privacy to adjoining residents.

In conclusion, it is recommended the conservatory be refused planning permission and that enforcement action be taken to secure its removal within 3 months of the date of this decision.

It is therefore requested that the Director of Development Services or Head of Planning be authorised to take any appropriate action, including, if necessary, enforcement action and the institution of legal proceedings to secure the removal of the unauthorised conservatory within 3 months of the date of this decision.

Case Number	12/02874/LBC (Formerly PP-02176802)
Application Type	Listed Building Consent Application
Proposal	Demolition of the Edwardian Extension of the former Jessop Hospital for Women and the construction of a five storey plus basement building to provide up to 19,725 sqm of educational floorspace, plus landscaping and servicing
Location	Site Of Jessops Hospital For Women Leavy Greave Road Sheffield
Date Received	17/09/2012
Team	City Centre and East
Applicant/Agent	Montagu Evans
Recommendation	Grant Conditionally Subject to S of S

Subject to:

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

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

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

9192-Z(PL)-300; 9192-Z(PL)-301; 9192-Z(PL)-302; 9192-Z(PL)-303; 9192-Z(PL)-001; 9192-Z(PL)-090; 9192-Z(PL)-110; 9192-Z(PL)-120; 9192-Z(PL)-130; 9192-Z(PL)-140; 9192-Z(PL)-150; and 9192-Z(PL)-160 all received on 17/9/2012

and 9192-Z(PL)-100; 9192-Z(PL)-400; 9192-Z(PL)-401; 9192-Z(PL)-402; 9192-Z(PL)-403; and 9192-Z(PL)-404 all received on 13/11/2012

unless otherwise authorised in writing by the Local Planning Authority.

In order to define the permission.

- 3 The works of demolition hereby authorised shall not be carried out before a contract for the carrying out of the works of redevelopment of the site has been made and planning permission has been granted for the redevelopment for which the contract provides.

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

Attention is drawn to the following justifications:

1. The decision to grant permission and impose any conditions has been taken having regard to the relevant policies and proposals from the Sheffield Development Framework and the Unitary Development Plan set out below. The Local Planning Authority have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application:

CF7 - Development in Institution: Education Areas

CF8 - Conditions on Development in Institution Areas

BE5 - Building Design and Siting

BE15 - Areas and Buildings of Special Architectural and Historic Interest

BE19 - Development affecting Listed Buildings

CS20 - The Universities

CS61- Pedestrian Environment in the City Centre

CS63 - Responses to Climate Change

CS64 - Climate Change, Resources and Sustainable Design of Developments

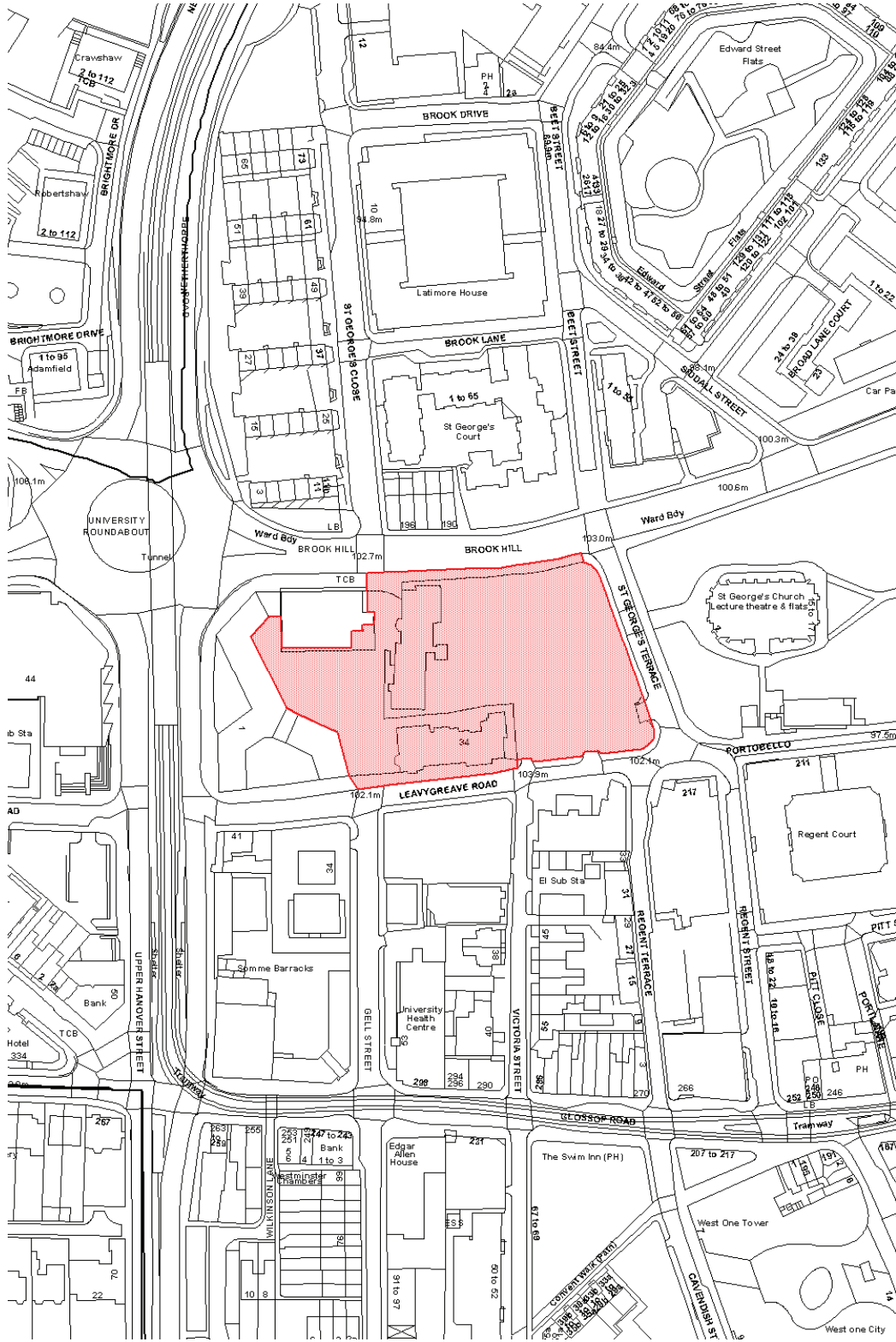
CS65 - Renewable Energy and Carbon Reduction

CS74 - Design Principles

In view of the Faculty of Engineering's position as a world leader and their ambitions to be the very best, the inadequacy of their existing accommodation and the need to make swift improvements in order to benefit from the current opportunities for growth. And in light of the importance of the advanced manufacturing and sustainable technology sectors to the economic transformation of Sheffield, it is considered that the New Engineering Building's role in supporting the growth of the Faculty of Engineering, which will support advanced manufacturing and knowledge-based industries in the local area and promote growth in the local economy, outweighs the substantial harm caused as a result of the demolition of the Edwardian wing and the impact of the demolition and erection of the NEB on the setting of the Victorian wing.

This explanation is only intended as a summary of the reasons for grant of planning permission. For further detail on the decision please see the application report at www.sheffield.gov.uk/planningonline or by calling the planning officer, contact details are at the top of this notice.

Site Location



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INTRODUCTION

Members will recall that planning and listed building applications for the demolition of the Edwardian Wing of the former Jessop Hospital for Women and the construction of a five storey plus basement building to provide almost 20,000 square metres of new educational floor space for the University of Sheffield's Faculty of Engineering were considered at Committee on 17th December 2012.

Members approved the planning application for the New Engineering Building and were minded to grant the application for listed building consent, subject to referral to the Secretary of State as required by Circular 08/2009, Arrangements for Handling Heritage Applications - Notification to the Secretary of State (England) Direction 2009.

Following the referral of the application, it became apparent that five of the six National Amenity Societies, as identified in Government circular 09/2005, had not been notified of the application to demolish the grade II listed Edwardian Wing. The societies that had not been consulted were:

The Ancient Monuments Society
The Council for British Archaeology
The Georgian Group
The Society for the Protection of Ancient Buildings
The Twentieth Century Society

The Victorian Society had been consulted, along with English Heritage, and their objections to the proposals were reported in the original report to committee, appended at the end of this report for information.

The Department for Communities and Local Government (DCLG) were informed of this error and the referral was put on hold. The outstanding amenity societies were consulted and their responses are reported in the following section.

SUMMARY OF REPRESENTATIONS

The Georgian Group and The Twentieth Century Society did not wish to comment.

The Ancient Monuments Society oppose the application to demolish the Edwardian Wing.

They claim that the demolition of the 1902 Edwardian Block amounts to the total demolition of a principal listed building – that is a structure listed in its own right and not a curtilage structure – and point out that this is now an extraordinarily rare event in England. They say that there are 390,000 listed buildings in England and yet in the whole of 2012 there were only 6 applications to demolish principal listed buildings, other than those prompted by spectacular collapse, fire or resiting - and they are not aware that any of those 6 have so far won consent.

The Ancient Monuments Society share the view of the Victorian Society, that the 1902 block is a handsome, finely detailed design, conceived expressly for that

location and is remarkably contextual, a model example of the deftness which the Victorians and Edwardians brought to 'keeping in keeping'.

They say that listing only makes sense if it creates a strong presumption in favour of retention, that the National Planning Policy Framework (NPPF) makes it quite clear that the loss of a listed building should be exceptional and that it is just not possible in this application to accept that that is the case.

The Society welcome the care with which the applicants have examined the various options but feel they have plumped for the option of total demolition on the back of an analysis of the self-same building which shows that it is clearly capable of repair and conversion. They feel that the relative lack of interest of the interiors invites a robust approach to conversion which should be welcome to an owner, and that decision-making under the NPPF surely has to be driven by objective application of its criteria not the convenience of the applicant?

The Ancient Monuments Society consider that the new building is striking and will become a local landmark. They support Sheffield University as adventurous architectural clients, but can see no evidence that appreciation of the new would be compromised to any extent by retaining the 1902 block. They feel that the University can set an example as both a design pioneer and the responsible custodian of listed buildings within the same application and same project, and believe that this is absolutely not a case where the choice is between 'safe' retention and 'bold' new design, but that it can be both.

The original intention, as they understand it, was to keep the listed building that is now under threat and they urge the University to revert to Plan A.

Given that the building proposed for demolition is Edwardian the Society for the Protection of Ancient Buildings wishes to defer to the expertise of the Victorian Society. However, they also wish to fully endorse the views and advice of the Victorian Society and offer the following comments on this occasion.

The Society's review of the application documentation concludes that this building is entirely worthy and capable of a sound and sensitive re-use. They understand that the building in its present form, and in isolation, would fail to meet all the University's Engineering requirements and aspirations at this time, but say that this does not equate to the building being of little or no interest or incapable of a successful re-use. They regretfully note that Option 1: re-use of the Edwardian extension appears to have been discounted quite early on in the development process, and, in favor of Option 2: Façade retention with new build. Not only was Façadism recognised as poor conservation and planning practice some years ago but it is also disappointing and saddening to discern from the documentation that buildings such as the Edwardian wing are thought not capable of meeting modern requirements in terms of sustainability. The Society consider that re-use of this building would, in itself, make a most positive contribution to sustainability, adding that their groundbreaking research (and that of others including English Heritage) on the thermal performance of old buildings shows them to perform far better than recent thinking suggests. Additionally, traditionally constructed buildings are capable of sensitive refurbishment and upgrading (where shown to be necessary) to further improve their efficiency.

The Society for the Protection of Ancient Buildings urges the Council to review the justification for the demolition of this building and to ensure that the eventual decision is in accordance with local and national planning policy.

The Council for British Archaeology has not yet responded to our consultation and the 28 day period has now passed but any comments received will be reported at committee.

PLANNING ASSESSMENT AND RECOMMENDATION

The concerns raised in the above representations are very similar to those expressed by The Victorian Society and other objectors to the application and have been discussed at length in the report to committee on 17 December 2012 (appended). It is felt that no new issues have been raised and therefore, no further assessment of the proposals are required.

However, to summarize, the proposals involve the demolition of a listed building, and the demolition of the listed building has to be fully justified. The NPPF is clear that heritage assets are irreplaceable and that any harm or loss should require clear and convincing justification. It goes on to say that substantial harm or loss of a grade II listed building should be exceptional. Officers worked with the applicant to assess whether options to retain the Edwardian extension, or as a minimum its façade, were at all possible. It was made clear that demolition of the listed building would only be accepted if:

- There is not scope within the Jessop East site to meet the full needs of the University's brief to deliver 19,500 square metres of new faculty space by 2016/17, if the Edwardian extension or even just its façade is retained.
- There are no other alternative sites suitably located, available in the required timeframes and of sufficient size to meet the University's specific requirements.

Officers are satisfied that the only way to deliver the specific requirements of the University's brief is by demolishing the listed Edwardian building and that no alternative sites were available in the necessary timescales and of the right size and location to meet the Faculty's needs.

The Edwardian wing is structurally sound and can be brought back into use, and the cleared site to the east is developable in isolation. The site has not been marketed and some of the appraisals in the Valuation Report could produce viable development options subject to minor changes to some of the cost and value assumptions or, in the case of the student housing appraisal, the inclusion of the adjoining vacant land. Moreover, the development will result in substantial harm to the significance of a designated heritage asset. The University was therefore required to demonstrate that the harm, in this instance the demolition of the Edwardian wing and impact on the setting of the Victorian wing, is necessary to achieve substantial public benefits that outweigh that harm.

The design of the new building is a striking and has a number of positive features. However, it is considered that the proposed building does not respond successfully to the nature of the site and the scale, form and architectural style of surrounding buildings, in particular the Victorian wing of the Jessop Hospital. Furthermore, the requirements of the brief have resulted in a simple form of uniform height that relies upon variations within the outer skin to create visual interest. Yet the building is broadly similar in all elevations.

Conversely, the economic benefits of the proposed development are undoubtedly substantial. The project will contribute a total of £44.5 million to Sheffield's Gross Domestic Product (GDP) and create 1072 jobs. This figure rises to £46.6 million and 1128 jobs at the regional level. And when you include the indirect benefits to local businesses and the induced effects of the project as a result of the increased spending, the project is expected to generate £55.2 million for Sheffield's GDP and support 1335 jobs, rising to £66.0 million and 1556 jobs at the regional level.

In addition, the project will train approximately 1559 additional engineers a year, while the research conducted by the academics employed as a result of the expansion of the Engineering Faculty will support the work of the Advanced Manufacturing Research Centre at Catcliffe, which specialises in translating research into practical application.

Economic transformation is one of the key challenges facing Sheffield, as identified in the Core Strategy, which also acknowledges the important role that the University plays in the economic life of the city and in helping people to fulfil their potential through learning and enterprise.

The Ministerial Statement 'Planning for Growth' directs local planning authorities to consider in full the importance of national planning policies aimed at fostering economic growth and employment, and the Council are obliged to give appropriate weight to the need to support economic recovery and treat applications that secure sustainable growth favorably. The NPPF also reinforces the planning system's role in building a strong, responsive and competitive economy, stating that significant weight should be placed on the need to encourage economic growth.

The key issue is whether the NEB's role in supporting the growth of the Faculty of Engineering, which will support advanced manufacturing and knowledge-based industries in the local area and promote growth in the local economy, outweighs the substantial harm caused as a result of the demolition of the Edwardian wing, a grade II listed building with a particular significance to the people of Sheffield, and the impact of the demolition and erection of the NEB on the setting of the Victorian wing.

In view of the Faculty of Engineering's position as a world leader and their ambitions to be the very best, the inadequacy of their existing accommodation and the need to make swift improvements in order to benefit from the current opportunities for growth. And in light of the impact of the development on the local economy, in particular on the growth of the advanced manufacturing and sustainable technology sectors which are key to the economic transformation of Sheffield, it is recommended that Members re-affirm their previous position and

grant listed building consent for the demolition of the grade II listed Edwardian wing of the former Jessop Hospital for Women, subject to re-referral to the Secretary of State as set out in Circular 08/2009.

APPENDIX - REPORT TO COMMITTEE 17 DECEMBER 2012

LOCATION AND PROPOSALS

The Application Site

The application site is bound by Brook Hill, St George's Terrace and Leavygreave Road. It comprises of the grade II listed Edwardian Wing of the former Jessop Hospital for Women, plus the cleared site to the east, which was formerly occupied by the 1940s St Georges Wing of the Hospital.

The hospital's earliest building, the grade II listed Victorian Wing, sits perpendicular to the Edwardian Wing fronting Leavygreave Road. It was restored in 2007/8 and is now occupied by the University's Department of Music. A new faculty building known as Jessop West, and a laboratory and office block called the Bio-Incubator Unit, have been built at the western end of the Hospital site adjacent Brook Hill roundabout.

On the south side of Leavygreave Road is a University owned surface level car park and the ICOSS building, an inter-departmental research facility dedicated to postgraduate research across the social sciences.

To the east of the application site is the grade II listed Church of St George. The stone built church (1821-25), now a lecture theatre and student accommodation, was built in the gothic revival style popular, throughout the nineteenth century, for ecclesiastical and university buildings. The boundary wall and gate piers to the Church of St George are also grade II listed structures. Beyond the church, on the eastern side of Mappin Street, is the University's Sir Frederick Mappin Building, a grade II listed building occupied by the Faculty of Engineering. The three to four storey red brick built Mappin Building, which has ashlar dressings and a slate roof, was built in three phases between 1902 and 1913 by Flockton and Gibbs in a Baroque Revival Style.

On the northern side of Brook Hill is a three storey brick built terrace with active uses at ground floor level and living accommodation over, plus a two to three storey brick built sheltered housing complex known as St George's Court.

Planning permission and listed building consent are being sought for the demolition of the Edwardian Wing of the former Jessop Hospital for Women and the construction of a five storey plus basement building to provide 19,725 square metres of educational floor space for the University of Sheffield's Faculty of Engineering.

The Jessop Hospital for Women

The Jessop Hospital for Women is considered to be the most prominent work of notable regional architect, John Dodsley Webster who was born in Sheffield in 1840. Known largely for his private homes and many church buildings until winning the commission for the Jessop Hospital in 1875, Webster went on to design a number of other medical buildings, including the Outpatient's Department of the General Royal Infirmary in Sheffield (1884), a Medical School on Leopold Street (1888), the Children's Hospital on Western Bank (1896) and an Isolation Hospital in Swallownest (1904).

The Jessop Hospital for Women was initially housed in an 18th century building which still stands on Fig Tree Lane. In 1874, the hospital were gifted a building on the current site by local steelmaker Thomas Jessop, who held many important civic posts including Master Cutler (1863) and Mayor (1863-64). A competition was held to build a new hospital and the contract was awarded to JD Webster.

Webster's design was influenced by the 'pavilion' plan – the hospital design advocated by Florence Nightingale in the mid nineteenth century designed to achieve maximum segregation and ventilation in order to limit the spread of infection – though he adapted the conventional pavilion form in favour of a 'corridor' plan, possibly because the primary function of the hospital was dealing with women's health issues, including maternity care, rather than accommodating patients with fevers and other diseases. When it was opened in July 1878, the Jessop Hospital became one of the first purpose built women's' hospitals in the country, combining the distinct specialist roles of a maternity hospital with that of a hospital for the diseases of women.

By 1898 the existing hospital facilities were no longer adequate. The following year the hospital acquired the neighbouring site, facing Brook Hill, and Webster was asked to prepare plans for an extension. The Edwardian Wing of the Jessop Hospital was completed in 1902.

An historical report commissioned by the University of Sheffield reveals that the Edwardian Wing is in fact two buildings, with separate ground floor entrances, a maternity ward block at the northern end and a new outpatients and dispensary at the southern end adjacent the Victorian Wing. It was built in this way to minimise the spread of infection and, it being a constrained site, it made sense to create one continuous elevation. The distinct buildings also account for some of the other peculiarities of the Edwardian Wing such as the differences in internal levels and misaligned corridors, which were joined together at a later date.

The University of Sheffield acquired the hospital site in 2001 following the opening of the new Jessop Wing adjacent to the Hallamshire Hospital.

The University of Sheffield's Faculty of Engineering

In the academic year 2011/2012 the University of Sheffield's Faculty of Engineering comprised of 752 members of staff and 3,726 students. In terms of student numbers, it ranked third in the UK behind Imperial College and

Manchester. Its growth plans could see it become the largest engineering faculty in the country.

The Faculty already has a strong reputation for applying its academic excellence to practical manufacturing problems, achieving a very high Manufacturing Readiness level (MRL), the index which calibrates the transfer of academic knowledge to practical application. Their Advanced Manufacturing Research Centre (AMRC) at Catcliffe, in collaboration with Boeing, specialises in advanced machining and materials research for aerospace and other high-value manufacturing sectors.

In terms of research, the Faculty is ranked third in the UK by volume and is world leading according to independent assessments by the Higher Education Funding Council for England (HEFCE). In 2010/2011 its research income was £39.3 million.

The Faculty's vision is to be the best engineering faculty in the UK and among the best in the world. To do this, the Faculty believes it must double in size by the academic year 2025/26.

The Faculty of Engineering has already grown by 38% in the last four years (29% in terms of income). Given its reputation, and with some of the constraints relating to university growth having been loosened (the University of Sheffield is now able to take a bigger proportion of students with the highest grades), continued growth seems likely, despite increasing competition and the introduction of higher fees.

In a review of their accommodation, the University identified a need for a further 40,000 square metres of teaching, research and staff space by 2025 in order to facilitate its expansion plans and the first phase of their strategy is currently under construction following the granting of planning permission for a seven storey building at the junction of Broad Lane and Newcastle Street to provide over 5000 square metres of accommodation for undergraduate teaching, post graduate and inter-disciplinary research (application 11/02653/FUL refers).

The University also identified a need to upgrade much of the Faculty's existing accommodation, a high percentage of which is in a poor condition. An application for the refurbishment of part of the grade II listed Mappin Building (12/02924/LBC refers) has recently been approved, and an application for alterations to the Sir Robert Hadfield Building (12/02919/FUL refers) is currently being considered with further applications expected in the near future.

This application comprises the next phase of the Faculty's expansion strategy, a purpose built specialist teaching facility.

Site Selection

It is the intention of the Faculty to concentrate academic research in the Sir Frederick Mappin Building, as the internal spaces suit their research laboratory requirements but can not be easily adapted for the kind of inter-disciplinary teaching facilities the Faculty also needs, such as large lecture theatres.

Understandably, the Faculty's two main functions – research and teaching – also need to be close enough to integrate efficiently. This limits the number of suitable sites for their new teaching accommodation, the New Engineering Building (NEB).

The Statement of Need identifies the sites considered by the University and explains why they were discounted. Some, such as the University owned site at the junction of Glossop Road and Clarkson Street (known as the Durham Road car park), are too distant from the Engineering Faculty and/or are committed to other uses. In the case of Durham Road, it is remote from the Faculty and an application is expected in the near future for the erection of a multi-storey car park.

Of those sites in close proximity to the Engineering Faculty, the 1300 square metre car park and compound on Leavygreave Road, to the south of the Victorian Wing of the Jessop Hospital, was considered to be too small to be useful and is also committed for development of the Faculty of Arts and Humanities.

To the immediate east of the Mappin complex, located between Newcastle Street and Rockingham Street, is a currently vacant plot often referred to as the Grunweg site. Planning permission was recently granted at the southern end of this site for a seven storey development of offices and student accommodation, though the consent has not yet been implemented (11/03919/FUL refers). The 3,900 square metre site was discounted by the University as it is in mixed ownership and not available within the necessary time frame – in order for the University's growth predictions to work, they have planned for the NEB to be available for the 2016/17 academic year. They also claim it is not of sufficient size to provide the facilities required by the Engineering Faculty and that teaching accommodation would then have to be split between it and the Jessop site, reducing the operational, financial and practical efficiencies which, they say, are integral to meeting the University's identified needs.

North east of the Faculty, between Broad Lane and Garden Street, is a vacant plot with consent for 5433 square metres of office/teaching space, 3575 square metres of residential accommodation and associated car parking (08/05439/FUL refers). However, it is understood that the current owners of this site intend to develop it in the near future.

The Mappin courtyard, the space at the centre of the Mappin complex, was identified in a Development Framework produced by Bond Bryan Architects in 2010, as a potential expansion site. The University state that the fact that the courtyard is occupied by buildings at basement level, which extend across the whole courtyard, rules out its use for the NEB. Supplementary information submitted with the planning application also refers to the creation, in the future, of an 'Engineering Heartspace' in this location. But this is known to be going between the listed Mappin building and its immediate neighbour, known as the Central Wing, and will not occupy any part of the courtyard.

On the basis of the above, the University concluded that the Jessop East site was the only site that could accommodate the University's growth requirements. This issue will be considered further later on in this report.

The Brief

The project brief, the University's vision for the NEB as defined in their planning application, is:

- to create a new city landmark which reinforces both the University's and the Faculty's identity;
- to optimise development potential;
- to build a flexible, adaptable, sustainable and efficiently designed building;
and
- to deliver an innovative and inspiring learning, teaching and research environment.

The Faculty's specific space requirements evolved significantly during pre-application discussions. However, they were informed by a number of academic and practical considerations:

- Engineering students have very high contact hours, typically 35 hours a week (Monday to Friday).
- As a result of the high contact hours, students need to move quickly and efficiently between venues. The venues, therefore, need to be close together.
- The optimal educational grouping, the number that can be taught or invigilated most efficiently, is 80 students.
- The Faculty, indeed the University, does not have the large lecture theatres that will be required to meet its growth requirements.
- The intensity of movement during turnover time means that intensively used spaces, such as the large lecture theatres and teaching labs, are better positioned on lower levels.

In response to the brief and Faculty's requirements, three options were developed:

- Option 1, a new building located at the eastern end of the cleared Jessop site, and the retention and refurbishment of the Edwardian wing.
- Option 2, a new building which integrates with the Edwardian wing by retaining its façade and roof.
- Option 3, the demolition of the Edwardian wing and erection of a stand alone new building.

Given its footprint, there are clearly limits to the size and type of accommodation that can be located within the Edwardian wing. Where required functions could be

accommodated - for example staff offices, administration, a cafe and exhibition space - the desired adjacencies (the placing of functions side by side to maximise staff and timetabling efficiency) were considered to have been compromised. The building's floor to floor heights and window openings do not suit those spaces with high mechanical servicing requirements and retention of the Edwardian wing clearly limits the site available for new-build. The architects' studies indicated that, in order to achieve a gross floor area of 19,500 square metres, a ten storey building would be required. This was considered to be unsuitable, both in terms of the character of the area and the functional complexities of moving high numbers of students vertically within a tall building. Reducing the height of the building to suit the context and functional restraints resulted in a significant loss of floor area, and so Option 1 was discounted by the applicant.

The applicant's design team concluded that, based on condition and character, the north, west and southern facades of the Edwardian wing warranted retention, along with the roofscape. To suit the new building's servicing requirements new floors would be needed, but it was felt that these would then clash with the fenestration of the Edwardian wing or result in a stepped floor arrangement with ramps to comply with building regulations and the Disability Discrimination Act (DDA), significantly reducing the efficiency of the design. As the ground floor of the Edwardian wing is elevated approximately 700mm above the external floor area, a ramped access would also be required to what would become a main entrance to the new building from the west, involving a modern insertion into the western facade. Furthermore, the retention of the roofscape restricts the mass of the new build as well as the location of cores, which limits the occupancy of the upper levels.

The applicant admits that these complexities are not individually insurmountable, but they result in a gross internal floor area of 17,300 square metres, 2,200 square metres short of the University's brief requirements. They therefore discounted Option 2.

Option 3 involves the demolition of the Edwardian wing and the erection of a stand alone new building providing 19,725 square metres of floor space. This is the only proposal that optimises development potential and fulfils the University's brief. Thus Option 3 forms the basis of this planning application.

The Proposal

The proposed New Engineering Building comprises of a five storey building, plus a basement, providing almost 20,000 square metres of floor space and has a maximum occupancy of 5500 people.

It comprises of two wings either side of an east west 'inhabited' atrium. The basement and ground floors provide large cellular, staff led teaching spaces including lecture theatres, teaching rooms and breakout/informal study spaces. The north and south wings, from the first to the third floor, are occupied by specialist engineering teaching laboratories. The fourth floor provides a variety of student led study environments, while the atrium comprises, at first floor level, of a study hall, with a range of enclosed teaching and study pods for between 6 and

160 students at second, third and fourth floor levels. The roof is largely occupied by plant.

The main entrance to the building is in the south east corner, from Leavygreave Road. Secondary entrances are located on the east and west facades at either end of the atrium. Access for servicing, deliveries and refuse management is from the area between the NEB and the Victorian Wing of the Jessop Hospital.

The facade of the NEB makes reference to the 'Cellular Automaton', a model studied in many fields of engineering that when represented graphically produces a series of cells of various sizes. Using a diamond shape, such a pattern has been incorporated into the facade, which comprises of a light bronze coloured anodised aluminium non-structural framework in-filled with glass panels of varying opacity from clear glass to solid panels. The historic context is referenced in the depth and layering of the facade while the framework was also considered to reflect the stone tracery of the windows of the Church of St. George (the use of a stone framework was ruled out on weight and cost grounds).

The facade of the building is lifted, or the diamonds within it are maximised and infilled with clear glass, in locations it was considered desirable to highlight, such as the building entrances or where it was felt internal activities should be on display.

The proposals include the formation of a plaza, or spill-out space adjacent the building's main entrance from Leavygreave Road, as well as improvements to the external space between Jessop West and the hospital site, including additional seating and the relocation of the existing bin, cycle and gas bottle stores.

RELEVANT PLANNING HISTORY

06/02382/FUL & 06/02383/LBC Consent was granted in November 2006 for the partial demolition of and extensions to the Victorian Wing to bring it into educational use with associated landscaping.

06/02383/LBC & 06/02577/LBC Also in November 2006, listed building consent was granted for the demolition of the St George's Wing, the 'T' shaped block to the Victorian Wing and other 20th Century infill buildings and additions to the former Jessop Hospital.

06/02523/FUL Planning permission was granted for the erection of a new faculty building for the Schools of English and Law and for the Department of History (Jessop West), again in November 2006.

06/04879/FUL & 06/04881/LBC In September 2007, planning permission and listed building consent were granted for the provision of an access ramp and steps to the Leavygreave Road entrance of the Victorian Wing.

09/01836/FUL & In September 2009, planning permission and listed

09/01837/LBC building consent were granted for partial demolition, alterations and a 3 storey extension to the Edwardian Wing to bring it into educational use with associated landscaping.

09/01928/FUL In August 2009, planning permission was granted for the use of the site of the former St George's Wing of the Jessop Hospital as a car park for a temporary period of 18 months.

10/03299/FUL & 10/03385/LBC Planning permission and listed building consent were granted in November 2010 for repairs and minor alterations to the roof of the Edwardian Wing, including the removal of dormer windows in the west elevation and a dormer window and door in the east elevation.

SUMMARY OF REPRESENTATIONS

English Heritage

In their consultation response, English Heritage note that the Jessop Hospital is significant as an example of a purpose built maternity hospital reflecting advances in women's healthcare provision in the late 19th and early 20th century. That the earliest building, dating to 1878, has been restored and refurbished for university use, and the later Edwardian extension, that is the subject of this application, dates to 1902.

English Heritage (EH) advise that government policy relating to development affecting heritage assets is set out in the National Planning Policy Framework, which states that great weight should be given to the conservation of heritage assets, that any harm or loss requires clear and convincing justification and that substantial harm to a grade II building should be wholly exceptional. EH state that, in their view, the demolition of the Edwardian extension amounts to substantial harm to the significance of the listed hospital complex and, as such, the local authority should refuse consent unless it can be demonstrated that this substantial harm is necessary to achieve substantial public benefits that outweigh this harm (NPPF para 133).

EH agree that there are clearly public benefits to be gained from the continued development of the engineering offer at the university, but that these need to be carefully balanced against the substantial harm to the significance of the Jessop Hospital that would result from the total demolition of the Edwardian Wing of the Hospital.

EH recommend that, unless the authority is satisfied that the case set out by the applicants delivers substantial public benefits that outweigh the harm to the significance of the Jessop Hospital which would result from the demolition of the Edwardian wing, this application should be refused on the grounds of non compliance with the requirements of the National Planning Policy Framework.

The Victorian Society

The proposals were considered by the Northern Buildings Committee of the Victorian Society at their October meeting. The Committee strongly object to the demolition of the 1902 block of the former Jessop Hospital which, they say, now comprises of two gothic revival wings of notable distinction. Constructed in red brick with stone dressings, the Committee state that the design of the 1902 block sympathetically takes its material and stylistic lead from the earlier entrance block. The use of stone mullioned windows, a double string course between first and second floors, incised lintels and machicolated eaves are attractive and some of the common features of both wings. They consider that the 1902 block does not slavishly imitate its neighbour; rather it adopts a similar idiom resulting in a harmonious and unified architectural ensemble. The Edwardian structure is a thoughtfully crafted and handsome building in its own right making a positive contribution to the character of the area. It is prominently located and the design and detailing of the north-west corner facing Broad Lane has, by its buttressed corner turret, clearly been attentively composed to provide interesting views from a variety of angles.

While the Committee consider that the demolition of the Edwardian block would be a great loss in itself, they also think it would cause substantial harm to the significance and special architectural interest of the former hospital as a whole, with half the historical buildings and all evidence of any expansion post 1878 obliterated at a stroke. They state that the loss of a handsome heritage asset would undoubtedly harm the character of the area more generally.

In addition to the loss of a listed building, the Committee are resolutely opposed to its proposed replacement which, they say, fails so spectacularly to respond to its context. They query how the design has evolved of its place, stating that the submitted plans present not so much a thoughtfully designed building, rather a gross and arbitrary exercise in pattern-making which, as a result of its style, proportion and close proximity, would be extremely damaging to the setting of the remaining hospital building.

The Committee praise the University's aspiration to provide the world's finest engineering department, but are not convinced that the only way to achieve this goal is to demolish the former hospital's Edwardian block. They note that the options appraisal shows that the building could be retained, that the remaining site is large and could accommodate a sizeable department building without resorting to the demolition of the listed structure, and that further space could be created by excavating down and by reducing the copious amount of open space within the central tract of the proposed building.

The Committee feel that the case for the demolition of the Edwardian building is further weakened by the contrasting Jessop East and West sites, querying why it is that space on the Jessop East site is restricted to the point that valuable heritage assets are proposed for demolition while the recent Jessop West building occupies only a relatively small proportion of its site. They state that together, the two sites give no sense of an integrated plan involving the adjacent plots.

The Committee also point to the Victorian hospital's original wing as an excellent model for how to reuse the Edwardian block.

The Sheffield Sustainable Development and Design Panel

The Panel welcomed the opportunity to comment on these important proposals at their meeting on the 19th April 2012, and recognised the strategic importance of the scheme for the University and the city.

The extensive amount of work that had been undertaken to develop the two options was noted by the Panel, together with the numerous iterations as the design has progressed.

Notwithstanding this, the Panel was mindful of the rigorous requirements that need to be met to justify the demolition of the Edwardian Block, which it did not consider had been demonstrated. These are that the building is incapable of alternative use, not for this particular scheme but for any scheme, and even for an alternative owner after a period of marketing.

Whilst the Panel accepted the view expressed that the Edwardian block did not meet the requirements of the University this is not, however, sufficient in itself to justify the demolition and significant further analysis was necessary to respond to this issue.

There was a view expressed that a section of the building could be removed, which could be a viable compromise option.

The Panel acknowledged the demands of the brief, and how this had increased, but was similarly mindful of the comment that in any event even a building of this scale would not satisfy the long term requirements of the University.

There was a real concern expressed that the proposals were placing too great a demand on the site, suppressing the fine grain townscape of the area.

The Panel was not convinced about the approach to create one single volume, which it considered exaggerated the extreme scale of the building.

The atrium space had the potential to be a very exciting space running through the heart of the building, but the façade treatment suppressed the activity taking place within the building, and it was considered that some further design development was needed to express this internal animation.

The Panel noted the argument in relation to the introduction of a spill out space at the main entrance, located at the corner of Leavygreave Road and St George's Terrace, but was not convinced that this was necessary or appropriate in this location.

The Panel agreed with the assessment that the existing space between the historic buildings and Jessop West was in need of a greater focus and level of activity, and considered that this would form a more appropriate gathering and meeting space and resolve the lack of animation in the space. To this end there appeared to be a need for a clearer relationship between the atrium and this space.

The Panel largely welcomed the bold approach to the elevational treatment but this view was not unanimous. The mathematical approach to window dimensions linked to the needs of interior spaces has the potential to create a striking solution but, as stated above, the wrap approach exacerbates the massing by reinforcing the building as a single object. It was considered that greater articulation of the elevations might help to break down the form, helping to create a more sympathetic response to the site.

The Panel commended the design team on the approach taken to create a sustainable building, and the ambitious targets being set by the University. The range of elements being considered, such as the investigation of a carbon optimised façade and the development of an 'app' that students could access, reflected the function of the building, and the Panel felt that these measures needed to be developed further as the design progressed.

In conclusion, the Panel appreciated the requirements of the University and welcomed the options as a positive starting point in the redevelopment of the site. Whilst the need for this amount of floorspace was understood, more work was required to accommodate this scale of development working on this site, and the Panel was mindful that significant further work would need to be done to justify the demolition of the Edwardian block.

Whilst the ambitions of sustainability and the façade treatment were applauded, the Panel was not entirely convinced by the wrap approach, which both emphasised the scale of the building and obscured the internal activity.

Conservation Advisory Group

The Conservation Advisory Group (CAG) considered the proposals at their meeting of 23rd October 2012. The Group deplored the proposal to demolish the Edwardian Building, which was not simply an extension to the Victorian building, but had been a building in its own right with a distinct contribution to the Hospital. Apart from its contribution as part of the historic hospital, the Edwardian wing made an important impact on the townscape of Brook Hill, which was all the more important because of the demolition of the 1930s St George's Wing. The Group considered the proposed replacement building to be unsatisfactory in both massing and detail in its relation to the setting of the Victorian wing of the hospital, which it would overwhelm, and the Grade II* St George's Church. The Group did not think that all the options, either for locating the new Engineering Building on another site, or for developing the site while retaining the Edwardian wing, had been properly explored. There appeared to be some inefficiencies in the use of space in the proposed building, which, if eliminated, could ensure the retention of the Edwardian wing. The Group also noted that since the beginning of the century, very few listed buildings had been demolished and none as important as the Jessop Edwardian wing. The Group requested the Chair to write to the Head of Planning, stating the Group's objections to the scheme and to request a meeting with the Chief Executive and the Executive Director of Place and this will have taken place before the date of this Committee.

At the time of writing, 134 further representations have been received in connection with the proposed development. They comprise 72 letters of objection, including an objection from the Chairman of the Hallamshire Historic Building's Society, and 63 letters of support. Supporters of the scheme include Angela Smith MP, Sheffield Chamber of Commerce and Industry, Members of the University and representatives of a number of Sheffield based businesses.

It is envisaged that further representations will need to be reported to Members in a supplementary report.

The objectors to the scheme raised the following concerns:

- The National Planning Policy Framework continues the presumption in favour of conserving heritage assets, stating that they are irreplaceable, any harm or loss requires clear and convincing justification and that substantial harm or loss of a grade II listed building should be exceptional. It also states that, where a development will lead to substantial harm to a heritage asset, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss.
- The Edwardian extension is a listed building and, though part of an entry which also includes the Victorian hospital, it is significant in itself, of architectural interest and historic importance.
- The Edwardian building makes a very positive contribution to the character of the local built environment and connects with nearby listed buildings and conservation areas to form a wider historic streetscape into which modern development has, for the most part, been sensitively introduced. Its loss would cause substantial harm to a heritage asset and have a significant negative impact on the historic environment.
- To justify demolition of the Edwardian Building, the University should not only demonstrate that their proposals produce substantial public benefit that outweighs the loss, but that their proposals are the only way to realise the benefits and can not, for example, be provided on another site or differently configured on this site. This they have entirely failed to do.
- The University's argument, that demolishing the Edwardian building does not amount to substantial harm, is nonsense. They base their case on the Victorian building being the only significant part of the former hospital. If this were so, the Edwardian wing would not have been listed. Including multiple buildings in a single listing does not somehow make them into a single building. Each building is an asset and the harm has to be assessed to that building individually, to the group value of the buildings and to the setting of the group.
- The University claim that, because the harm of demolishing the Edwardian Wing is less than substantial, it need only be weighed against the public benefits of the proposals. However, the harm is extremely substantial. But

if the University were to accept that the harm is substantial, it could not be outweighed by public benefit.

- The University claim that other development options (the retention of the Edwardian Building or its facade) do not deliver their specific objectives. But it is not sufficient to show that they cannot meet the specific objectives they have defined for themselves. Any developer could justify any demolition on those grounds.
- The listed buildings process was created to safeguard the unique architectural and social heritage of the British Isles. On presenting a listing application, the Central Government Office acts on the advice and recommendations of English Heritage whose expertise and competence in its application will be seriously undermined in future cases if this planning application for demolition is approved.

The two buildings that make up the site in question were born of a time when Sheffield was a major player in the world of industry due to the expertise of its entrepreneurs, and its multi-skilled workforce were second to none. Out of this history of success came names such as Brown, Mappin, Vickers, Groves and many more. Two in particular were: W. Jessop, benefactor of the Hospital for Women and M Firth, founder of Sheffield University. Surely with major advances in technology and engineering in the 21st Century, developers should have the ability to produce a design that could incorporate an example of the city's impressive heritage in a sensitive and respectful way.

- The University claim this is the only viable use for the site but they previously had another use for the building, which they considered to be viable. They have simply changed their minds about what they want to do. They may prefer to pursue that objective elsewhere, but it does not make it unviable on this site.
- It is inconceivable that, if this site were not available, the University would not find another site and propose a different scheme.
- Even given the value that we place on the University, they can not have free reign to do as they please. Heritage conservation is a public benefit too.
- The former hospital building is a fine example of Edwardian architecture, which is in short supply in Sheffield.
- Sheffield City Council has allowed far too many beautiful buildings to be demolished, often replaced by buildings of low aesthetic and architectural quality.
- Sheffield has relatively few listed buildings in comparison to other cities of similar size. To agree to the demolition of a building of such historical importance to the people of Sheffield seems unreasonable.

- The argument that the engineering complex needs to expand onto this specific site is nonsense. Other sites are available in the vicinity, on Broad Lane and down the hill towards Shalesmoor.
- The Jessop building could be refurbished for other uses and saved for future generations to enjoy.
- The Edwardian Wing is a good quality building that was made to last. It is not in danger of collapsing.
- The whole point of protecting heritage buildings is to stop large organisations with much sway and resources from riding roughshod over them.
- The opportunity to use some imagination to bring the Edwardian Wing back into proactive use seems to have been ignored in pursuit of what will be easier and cheaper.
- How future proof is the current proposal? Is it of sufficient size to meet anticipated demand 20 years from now?
- The design for the replacement building is ugly and unacceptable on a site where it will impact on at least three neighbouring listed buildings. The proposed metallic grid covering is especially egregious, having no relationship to any of the listed buildings affected.
- The proposed block will completely overshadow the Victorian Jessop building, which will be lost against its bulk. The back of the Victorian building will be obscured.
- The proposed building is squeezed onto every inch of the site and is arguably too big for it in footprint.
- The proposed building will contribute nothing positive to the cityscape and the loss of the existing building will mark a further loss of character and distinctiveness for the city as a whole.
- As a cultural and educational institution the University has a responsibility to the people of Sheffield that goes beyond simply following the cheapest and easiest path in its plans for expansion. It has a responsibility for setting standards that commercial developers should have to live up to.
- The Edwardian Wing was designed to complement its earlier sibling and the buildings share matching features such as the angled bays supported by elaborately carved stonework. The importance of both buildings is reflected in their shared grade II listed status.
- While the city has a dwindling stock of historic buildings, utilitarian boxes are in plentiful supply. The proposed engineering building is no exception.

- I was born at Jessops and so were my four children. I thought the building had been given to the people of Sheffield, as a hospital for women and now for students.
- There would be a considerable aesthetic loss if just one element of the Jessop building were left standing alone, isolated among modern efforts. It would be preferable to rehabilitate the building as originally planned, and with it the area facing St George's Church, to form a properly designed and architecturally coherent area that might act as a focus for what is now a densely populated and used part of the university campus.
- The University should lead by example, showing some of its architectural and engineering skills by creating a development that conserves this listed building.
- Jessop Hospital for Women is an important landmark. It should be protected for its national importance and because of the role it has played in the very life of the city. The new University building should be designed to respect and enhance the setting of the listed building, not destroy it. The aim of creating an internationally important faculty can readily be achieved while doing this.
- The area around Jessops used to be largely derelict but the University has since built extensively on the surrounding land. Passing by recently I saw little of any architectural merit in the new buildings and I believe that when their turn comes for demolition no one in this city will remember them at all. The Edwardian extension to the old Victorian Jessops building was built with the original in mind and their styles complement one another.
- Sadly Sheffield has a poor record of preserving its old buildings and every year we see more of the old city centre being lost, subsumed by yet another faceless modern monstrosity, designed without sensitivity for the area or any attempt to respect its surroundings. I urge the planners to keep this Edwardian building and for it to be preserved and put to use, not destroyed in the name of progress. Otherwise one day we will wake up and be shocked to see that we have a city centre which resembles nothing so much as a forest of variegated lego blocks.
- Sheffield is a city with great historic importance, and I encourage the Council to recognise that importance before it is too late.
- It is its heritage that gives the city its identity, its individual character and its pride as a community. The proposed replacement, conversely, will contribute to a homogenised and bleak skyline where all towns and cities look the same. It will destroy the essentially late Victorian and Edwardian character of the area.

- The Edwardian building adds real character to the campus and area. It is a testament to an important part of local history and is considered with fondness by local people.
- This is one of Sheffield's most beautiful buildings. I have lived here my whole life and have always admired it and have felt saddened to see it going to ruin over the last few years. Decisions to demolish are made far too easily and with little regard to history and our city's culture.
- Sheffield University has been unduly negligent in allowing this building to dilapidate to its current state and it should be made incumbent on them to implement immediate measures to halt any further degradation and to implement a timely programme of restorative works.
- Time and time again, developers have used the argument that a new building is of such exceptional design that it warrants the demolition of a listed building. This new design is certainly not exceptional enough to warrant the demolition of this listed building.
- In nine years of working within Local Authority historic environment advice services I have never seen such a brazen attempt to ride roughshod over the policies and legislation in place to protect our common cultural inheritance. It does the University of Sheffield's otherwise proud architectural heritage no credit to try. These proposals are clearly contrary to the National Planning Policy Framework and do not constitute sustainable development as described by that document which requires as a Core Principle that heritage assets should be conserved in a manner appropriate to their significance. This building constitutes the younger of two remaining phases of the Jessop Hospital for Women built by regionally significant architect JD Webster. The building is specifically described in the Listing description (serving to identify the designated property not to define what is significant about it) as being 'in a sympathetic style' to the older Victorian block. The building shares architectural detail with its earlier counterpart and is no less architecturally significant than it.

Arguments made within the heritage statement stating that this building is of lesser 'communal significance' than its earlier counterpart both ascribe a somewhat spuriously lower status to the gynaecological medicine practiced here than that of midwifery and have no basis within policy. 'Communal significance' plays no part in the definition of significance given in the NPPF nor within the criteria used by English Heritage to designate listed buildings and its use here is at best diversionary.

- No application for delisting of the building (or of this part of it) has been made in the years before this application has been made. Presumably the applicant is not confident that this route would be successful.
- Artists impressions submitted with the application readily confirm that substantial harm will result from the impact the proposed development will

have on the setting of any remaining part of the listed building by virtue of its scale and massing.

- The retention of the Edwardian wing of the Jessop building does not prevent 'all reasonable uses of the site' (para 133 NPPF) it merely slightly restricts the scale of development. Moreover a 'viable use of the heritage asset itself can be found ... that will enable its conservation' by incorporating it into the NEB complex.
- Whilst the expansion of the University Engineering Department is important, it is not clear that the extra 5% of space generated by the demolition of this building is going to critically impact on that expansion, nor on the broader reputation of the University which this development is intended to enhance.
- The applicant's supporting Heritage Statement argues that the 'utilitarian' nature of the building makes it less significant than its Victorian counterpart (also a 'utilitarian' structure if the same criteria are applied). It also notes: 'The physical condition of the building overall is poor to very poor. It requires an entirely new roof covering (on our assessment) and reconstruction of timber elements in large measure'. Repeated references are made throughout the Heritage Statement to the poor condition of the building. However the same statement also notes that the University acquired the building from the NHS in 2001. At the time it was a fully-functional hospital, with essential features such as a roof and timber elements presumably intact. For the building to be in this condition eleven years later suggests that the University has neglected appropriate maintenance over that time.
- As a graduate of Sheffield University's Engineering Department I feel ashamed and disgusted that it is contemplating demolishing this building. I feel so strongly about it that I would consider handing back my degree in protest if that were possible.

Supporters of the scheme made the following points:

- It would be right to demolish the Edwardian building because we have already conserved what is important in terms of architecture and memory (i.e. the Victorian building). To do so again, at great cost, will not add significantly to conserving architectural form and memory. However, it would greatly diminish what can be achieved on the site.
- Keeping the Edwardian building would limit the ambitions of the engineering department, which is intimately related to Sheffield's economic future. The demolition of the Edwardian building is in the public interest because it is in the public interest for the University to invest in engineering in order to secure that part of Sheffield's future that depends on advanced manufacturing.
- This is the most exciting proposal, not only for the future development of the University, but for the city of Sheffield. It will enable the Engineering

Faculty to compete at the very highest level and will have a significant impact on the regeneration of the city.

- The industrial heritage of Sheffield is recognised throughout the world. The vital element then, and now, is the ability to develop world class products. For this you need to produce world class engineers and to do this the University must be able to attract the best candidates. This requires world class facilities.
- The demolition of the Edwardian extension, to facilitate the University's expansion plans, gives a historical completeness to the site. Thomas Jessop helped build a great hospital using wealth created by Sheffield's metal industry. Now that this use is redundant, the University has the vision to use the same site to help the City compete in the metal industries of the future.
- This proposal will help to ensure that the University remains a respected and world leading institution.
- The growth of the Engineering Faculty will bring many more students to the city, offering both the immediate benefit of their contribution to the local economy and the further benefit of a growing supply of highly skilled professionals to support the development of the engineering and associated sectors.
- I was born at Jessops and the restored Victorian building will remain a lasting legacy. However, the Edwardian building is not as architecturally or historically important and does not offer the University the accommodation it requires to grow and succeed. The proposed building will benefit both the University and the local economy.
- This project will strengthen the city's engineering heritage by attracting further investment from major companies, building on the success that Rolls Royce and Boeing have brought to Catcliffe.
- There are already several innovative buildings around the Brook Hill roundabout and so this is a suitable place for a modern innovative design.
- The area already contains a mix of historic buildings and high quality modern development. The proposal to demolish the Edwardian wing of the former hospital and build the new engineering school is equally acceptable as the blend of development already exists.
- The existing wing is an eyesore.
- The inside of the Edwardian wing has no artistic or architectural merit, it is purely utilitarian inside and, what with steps up to entrances etc, it is not very practical either.

- The proposed design is very 21st century and exciting. The idea of showcasing some of the engineering projects through the use of glass walls will bring engineering to a much wider audience.
- Trying to incorporate the facade of the Edwardian wing in the new building would create access issues and reduce floor space.
- The Faculty of Engineering and the University have a vital role to play in supporting economic development, not just in Sheffield but also in the wider City Region.
- The current facilities for engineering and teaching research at the University of Sheffield are in need of significant improvement. This new engineering building represents an opportunity to bring these facilities up to date.
- Naturally, many people feel a strong sense of attachment to the former Jessop Hospital, which has played such an important role in the city's health and heritage. The architecturally significant original Victorian building has already been sensitively restored as the new home for the University's music department. The demolition of the significantly less remarkable Edwardian extension is a price we should be prepared to pay for this vital development.
- Land adjacent to the St Georges site is at a premium, and this site really represents the best solution to present day requirements.
- This development will create many jobs, both during construction and when it is finished.
- While the proposed building is very large, the height is appropriate relative to surrounding buildings.
- As a general principle, the loss of a listed building is regrettable, but the National Planning Policy Framework does not preclude it. It states that where a proposed development will lead to substantial harm to or loss of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss, or all of its 4 stated considerations apply. In this instance, the public benefits that outweigh the loss are: the creation of a well designed replacement building by a well regarded firm of architects which would complement and enhance its surroundings; the better use of the site, providing much better teaching and research facilities than could be achieved as a result of refurbishment of the existing building or façadism; the greater attractiveness of the University to prospective students, from home and abroad, for both engineering and other courses; the benefits accruing to the local economy, especially from foreign students; the generation of employment; the greater prestige of Sheffield as a University city and as one of the Russell Group of leading research Universities; and

the knock on effect of the redevelopment as a catalyst for further regeneration of this part of the city.

With regard to the 4 considerations: the nature of the heritage asset, with its lay-out and general configuration, prevents all reasonable uses of the site by a progressive University seeking 21st century teaching and research facilities; it is doubtful a viable use could be found in the medium term consistent with the University's ambitions; it is highly likely that conservation by grant funding, charitable or public ownership is demonstrably not possible; and the harm or loss is outweighed by the benefit of bringing the site back into use.

The Framework considers the economic role of sustainable development, which should be to contribute to the building of a strong, responsive, competitive economy. Sufficient land of the right type should be available in the right places and at the right times to support growth and innovation. The University's proposals meet these objectives.

The Framework also urges local planning authorities to plan positively for the location, promotion and expansion of clusters or networks of knowledge-driven, creative or high technology industries, and the teaching and research in a new engineering building with its state of the art learning space will complement the University's Advanced Manufacturing Research Centre (AMRC).

- The University takes its heritage responsibilities very seriously having more than 30 listed buildings within its trust, and has, in the past few years, invested millions in refurbishing several of them.
- Despite being born (at the Jessop hospital) I have no affinity with this building at all, and doubt whether many born and bred Sheffielders actually do.
- The University is a world ranking university and its continued success is vital to the economy of the city. The Engineering Faculty is in need of considerable investment to meet the challenge of delivering world class teaching and research.
- Careful evaluation has demonstrated that Jessop East is the only site capable of accommodating a significant building that meets the needs of the Faculty. It represents an investment in the city of £81 million.
- English Heritage has declined to call in the application for demolition, regarding this as a local decision to be taken by the City Council. If English Heritage had over riding concerns about the demolition it would have called in the application for its own decision. This is clear-cut case whereby the considerable benefits to Sheffield far outweigh the dis-benefits of losing the Jessop building. There is an overwhelming and over-riding case for granting planning permission and listed building consent to allow the new engineering building to proceed.

- The Royal Academy of Engineering recently found that the UK needs to increase the number of science, technology, engineering and maths graduates by 50% to maintain the country's engineering capability. In my own company the age profile of our engineering staff is biased significantly towards the upper end and we will need an influx of new engineering talent in the years ahead. There is a real and exciting opportunity to provide new engineers for the UK in which the city of Sheffield can play a significant part if the University's application is supported.
- The words 'Made in Sheffield' are recognised worldwide and are synonymous with quality in manufacturing and engineering. That is what the University are trying to achieve with this new building.
- Sheffield's companies have a long history of innovation from working with the University and benefitting from working with its graduates. We would like to see the excellence continue with development of the advanced manufacturing aspect of the University and the new engineering building represents an opportunity to bring the facilities up to date.

PLANNING ASSESSMENT

Land Use

The site lies within a designated Institution: Education Area in which education uses, as well as community facilities and institutions, are defined as the preferred use of land in Policy CF7 of the Unitary Development Plan (UDP). A wide range of other uses, including housing, offices, hotels and recreation facilities are also considered to be acceptable.

The Core Strategy acknowledges that the University plays a crucial role in the economic, cultural and social life of the city and the wider region, and that the siting of the University's campus on the edge of the city centre contributes to the centre's vitality. In order to maximise these benefits, Policy CS 20 of the Core Strategy (The Universities) states that provision will be made for the consolidation and expansion of their teaching and research operations within and adjacent to their existing campus.

The use of the application site for the provision of the NEB is therefore considered to be acceptable in principle.

Conservation Issues and the Demolition of the Edwardian Wing

The proposals for the NEB involve the demolition of the grade II listed Edwardian wing of the former Jessop Hospital for Women. Policy BE15 of the UDP (Areas and Buildings of Special Architectural or Historic Interest) states that buildings of special architectural or historic interest which are an important part of Sheffield's heritage will be preserved or enhanced and that development which would harm the character or appearance of listed buildings will not be permitted.

Similarly, Policy BE19 of the UDP (Development Affecting Listed Buildings) states that the demolition of listed buildings will not be permitted and advises that proposals for demolition are only likely to be approved in exceptional circumstances, where the Council is satisfied that it is fully justified, and necessary, and that there are no practicable alternatives.

The Core Strategy also reflects on the importance of the city's distinctive heritage and, in Policy CS 74 (Design Principles), states that high quality development will be expected to enhance historic buildings in the city centre.

Until 2010, Ministerial guidance for the protection of historic buildings was contained in PPG15: Planning and the Historic Environment (1994). In 2010, PPG15 was replaced by PPS5: Planning for the Historic Environment, and then this was replaced by the National Planning Policy Framework (NPPF) in March 2012.

The NPPF advises that, as heritage assets are irreplaceable, any harm or loss requires clear and convincing justification. The Edwardian Wing is a heritage asset as defined in the NPPF. It, together with its Victorian predecessor, benefits from grade II listed status and both wings are described in the list description. The applicant asserts that the Edwardian wing is not the 'principal listed building', but a later extension to it and thus concludes that the harm caused to the heritage asset by the demolition of the Edwardian wing would be less than substantial.

The NPPF advises that, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm need only be weighed against the public benefits of the proposal.

However, Members are advised that the Edwardian wing is not considered to be an extension, but a principle building in its own right, which was built to complement, not replicate, the Victorian wing. It stood visually separate from the Victorian wing, has an important plan form and provided additional functions. The list description describes the 1902 building as an addition not an extension, and refers to the Edwardian wing as the 'west front'. Its loss would result in substantial harm to the heritage asset in so far as half the listed building would be lost and its loss would detract from the setting of the remaining wing.

The NPPF states that substantial harm to or loss of a grade II listed building should be 'exceptional' and advises that, where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

If the applicant can meet the first of the tests (that substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss) then the subsequent four tests do not need to be applied. However, for completeness, we have given a brief overview on the viability of retaining the listed building for other uses below.

Following the refurbishment of the Victorian wing and a successful application for alterations and a 3 storey extension to the Edwardian Wing to bring it into educational use (now expired), we know the Edwardian wing is structurally sound (though its general condition has suffered due to a lack of maintenance and weather protection) and can be brought back into use, and that the cleared site to the east is developable, just not to an extent that fulfils the University's brief.

The applicant submitted a Valuation Report in support of their planning application which concludes that any form of development involving the retention of the Edwardian wing is not viable, and it is difficult to see how, in the current market, a residual development appraisal would produce a positive land value for the Edwardian wing in isolation. It may also be difficult for developers to secure finance for acquisition and refurbishment. However, that does not mean that the building has no commercial value and that, theoretically, a buyer could not be found who would buy it now on the basis of potential uplift in the future. Of course, the ambitions of the University in relation to this site are well known. It is therefore questionable whether it would be worth going through a market testing exercise. What's more, the references in the Valuation Report to a restrictive covenant – preventing anything other than educational use – may be factually correct, but the point of a market testing exercise would be to determine whether there is a viable use for the property as an alternative to demolition.

The appraisal in the valuation report based on academic and office space, that includes the adjoining land, makes a minor loss of £16,375. It is considered that minor changes to some of the cost and value assumptions would result in a viable development option. It is also queried why the student housing appraisal does not include the adjoining vacant land. If it did, it is suggested that this option would also produce a viable development.

Conservation of the Edwardian wing through alternative grant funding, charitable or public ownership does not appear to have been considered and demolition is not considered necessary in order to bring the site back into use.

While PPS 5 has been superseded by the NPPF, the companion guide to PPS5, PPS5: Planning for the Historic Environment Practice Guide (2010) remains relevant and is also a material consideration when making planning and heritage consent decisions.

The Practice Guide notes that the difference between a heritage asset and other components of the environment is that a heritage asset holds meaning for society over and above its functional utility. It is this heritage significance that justifies a degree of protection in planning decisions.

Where substantial harm to, or total loss of, the asset's significance is proposed, a case can be made on the grounds that it is necessary to allow a proposal that

offers substantial public benefits. However, for that loss to be necessary, there should be no other reasonable means of delivering similar public benefits, for example through a different design or the development of an appropriate alternative site.

A range of options have been explored with the University to see if the requirements of the brief could be met on the Jessop East site by either:

- full listed building retention;
- retention of the façade of the Edwardian wing; or
- full demolition.

It was made it clear that the Council would only consider full demolition if the University could demonstrate that the first two options were not feasible. The University have a very clear brief that requires 19,500 square metres of new space by the 2016/17 academic year or it will significantly impact on its growth potential and delivery of the most efficient functioning of the Faculty. This is a significant driver in considering whether alternative options on the site would be acceptable.

Clearly, retention of the Edwardian wing limits the amount of development achievable on the application site. Discounted option 2, a new building which integrates with the Edwardian wing by retaining its façade and roof, resulted in a shortfall in gross internal floor area (GIFA) of 1,729 square metres. This equates to a loss of approximately 600 student study spaces through the loss of group study rooms and a reduction in lecture theatres and associated break out spaces of 9 to 5 and 10 to 7 respectively, and would have a significant impact on capacity and therefore the efficiency of operation of the Faculty which requires space for larger student groups across disciplines.

It could be argued that a slightly smaller building and more phased expansion of the Engineering Faculty, along with the planned improvements to its existing accommodation would also offer substantial benefits. However, significant weight must be given to the operational needs of the Faculty if it is to fulfil its vision and potential to be a world class engineering faculty as set out earlier in this report.

It is accepted that the new building needs to be in close proximity to the Engineering Faculty, as a result of the high contact hours, and that the University owned Jessop East is the largest vacant site in the vicinity. However, the University needed to make it clear that there were no other suitable sites that could meet their specific growth and locational requirements. They looked at a number of potential sites within their core campus and in adjoining areas. From the comprehensive analysis carried out by the University it is clear that the Jessop East site is the only one that is available, suitably located and of the right size to meet the requirements of their brief for the reasons set out below.

Sites at Durham Road and in Hounsfild Quarter to the west of the ring road were discounted because they were either required/committed or too distant from the Mappin building.

The 'Grunweg' site, to the immediate east of the Mappin complex, is currently vacant but in mixed ownership. The 3,900 square metre site was discounted by

the University due to its ownership complexities, their programme (they have planned for the NEB to be available for the 2016/17 academic year) and its size, claiming that if it could be acquired, they would have to split teaching accommodation between it and Jessop East. The Grunweg site is ideally located adjacent to the Engineering Faculty but is not owned by the University and it is accepted that it is not available within the time frame required. To our knowledge no alternative means of acquiring the site were pursued (compulsory purchase for example for which a strong case could have been made and which could have been completed within an 18 month time frame) but it is acknowledged that it would have been very difficult to deliver an operational new faculty building by 2016/17 and that the risks inherent in negotiating purchase through multiple owners or obtaining the site through CPO would be too great given the demanding space pressures the University faces and the need to move their expansion plans forward quickly.

The development potential of the Mappin courtyard, the space at the centre of the Mappin complex, was considered. Having been identified in a University commissioned Development Framework as a potential expansion site, it has been discounted because it is occupied by buildings at basement level.

It is clear that the University campus is already intensively developed with many existing buildings already earmarked for refurbishment or redevelopment to enhance the overall teaching and research environment and to help to meet the engineering faculty's requirements for up to 40,000 square metres of new space by 2026. It is worth noting that the New Engineering Building is part of a more complex puzzle and unlocks opportunities for the University to enhance other parts of its estate, which has too high a percentage of buildings in poor condition.

It is therefore concluded that:

- There is not scope within the Jessop East site to meet the full needs of the University's brief to deliver 19,500 square metres of new faculty space by 2016/17, if the Edwardian extension or even just its façade is retained.
- There are no other alternative sites suitably located, available in the required timeframes and of sufficient size to meet the University's specific requirements.

Even though these tests have been passed it still needs to be demonstrated that the demolition of the Edwardian wing is necessary to achieve substantial public benefits that outweigh that harm or loss.

Impact of Demolition and New Build on the Setting of the Victorian Wing and Other Listed Buildings

The NPPF states that the significance of a heritage asset can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Similarly, the Practice Guide points out that a heritage asset may be affected by direct physical change or by a change to its setting.

The applicant admits that there will be harm to the setting and significance of the Victorian wing as a result of the removal of the 'later extension', whose details and materials reinforce and complement those of the Victorian building.

Setting is the surroundings in which an asset is experienced. The Victorian and Edwardian wings of the former Jessop hospital have an historic and aesthetic connection that amplifies the experience of the significance of each. They are within one another's setting. Demolition of the Edwardian wing would therefore cause considerable harm to the setting of the Victorian wing.

The applicant states that, despite the increased scale of development, the design of the new building successfully mitigates its impact on the setting of the Victorian wing, and that the detailed design has been developed to specifically respond to the style, appearance and colour of the Victorian range, adding interest to its setting, and that no material harm is caused as a result of the design of the new building.

The colour of the cladding was indeed chosen with regard to the hue of adjacent buildings, its neutral tone should sit comfortably beside its historic and contemporary neighbours, but the building's style and appearance are not a response to the character of the Victorian wing. In order to meet the specific requirements of the University brief the NEB entirely fills the application site, terminating at the height of the Bio-Incubator building to the west. The resultant mass has then been wrapped in a sophisticated cladding system which, whilst appealing in its own right and deliberately designed to reflect its engineering function by reference to the Cellular Automaton, does not relate physically to the solidity, variation in form, scale or mass of the Victorian wing. Rather, it manages to make the Victorian building appear out of place. It is concluded, therefore, that the setting of the Victorian wing would be harmed as a result of the scale, mass and design of the proposed NEB. This will therefore need to be weighed in the final assessment against the wider public benefits of the proposals.

The applicant claims that the setting of the grade II listed Church of St George is at least preserved and that the NEB is lower than the St George's wing of the hospital before it was demolished. It is questionable whether an assessment should be made against a building that is no longer there and instead should be made in the current context. The applicant, in their Design and Access Statement, note that the scale of the surrounding area is diverse but that there is a common band of height of between 15m and 25m surrounding St. George's church. Whilst we accept that the scale of surrounding buildings is significant and that the NEB will be lower than the demolished St. Georges wing, it could be argued that the setting and significance of the church would be harmed as a result of the scale and appearance of the new building, particularly in views from Broad Lane and Bolsover Street. Conversely, the new building could be considered to improve the setting of the Church by enclosing St. George's square, which is currently bound by a vacant site and hoardings.

It could also be argued that the proposals will have an adverse impact on some views of the grade II listed Church of the Nazarene, the spire of which will be read against the backdrop of the NEB.

Other Design Considerations

Policy CF8 of the UDP (Conditions on Development in Institution Areas) requires new development in Institution Areas to be well designed, of a scale and nature appropriate to the site, while Policy BE5 (Building Design and Siting), states that original architecture will be encouraged, but that new buildings should complement the scale, form and architectural style of surrounding buildings.

Policy CS 74 of the Core Strategy (Design Principles) states that high quality design will be expected to take advantage of and enhance the distinctive features of the city and that good design should support economic and physical regeneration and should not be traded off against economic benefits.

The University's brief refers to their desire to create a landmark building and this they have achieved. The New Engineering Building is a statement of the scale and significance of the Engineering Faculty within the University and it will form a new focal point within the campus. However, while delivering a building that provides visual interest and responds positively to key views is highly desirable, the need for a new landmark building was questioned from the start. It is appreciated, however, that there are a number of landmark buildings across the campus that make a strong contribution to the city's townscape and that the University has a specific driver in their brief to "create a city landmark and strengthened University and Faculty identity." The submission documents make it clear that architecturally the University intend the faculty to be highly visible, memorable and distinctive, celebrating the importance of engineering in the history of the city and within the university. When you put that within the context of their vision to be the best engineering faculty in the UK and among the best in the world, the desire to have a landmark building to reflect this aspiration can be understood.

Nevertheless, the Church of St George is a landmark structure set in space and should arguably remain dominant in townscape terms. The new building should enclose the space around the church and provide definition to the adjoining circulation routes, which it does to some extent, but it should not compete for attention.

With the exception of the historic buildings and road pattern, the range of architectural styles, forms and layouts in the area surrounding the application site has created an incoherent townscape. In early pre-application negotiations, the need to bring an element of cohesion to the area was discussed and, rather than set out to add to the eclectic nature of the townscape, the new development had the potential to create a sense of unity, forming tangible links with the other faculty buildings. However, the reasons why the applicant wants such a striking building are acknowledged.

In their Design and Access Statement, the applicant explains how the NEB responds to the urban and contextual constraints of the site and draws inspiration from the wide palette of styles and materials prevalent in the area. However, it is difficult to discern the influence of the context on the form or appearance of the

proposed building. The tracery of the windows in St George's Church may have inspired the pattern, but that is not apparent, nor does it connect the building to its environs. Utilising styles, forms and materials from the surrounding townscape would have helped to develop a degree of coherence, although we do accept that new forms can make a positive addition to the townscape and that the applicant was keen to develop a striking and distinctive modern addition to the townscape. We therefore need to judge how well this specific design has been articulated.

The adopted design approach has produced a large, simple form of uniform height that relies upon variations within the outer skin to create visual interest. As previously described, the facade has visual merit in its own right and the 'cellular automaton' inspired repeating pattern gives it a flexibility that allows it to respond to the building's internal and external activities as well as the environmental requirements of maximum daylight penetration, shading and resistance to thermal gain. What's more, the Council has worked closely with the applicant to ensure that the scale and pattern of the openings, and nature of the infills, introduces variety and responds to the particular context on each side. For example, ground level glazing at the junction of St George's Terrace and Broad Lane forms a shop window, a space that will enable the Faculty to assert its presence by displaying objects associated with engineering. However, the result is a building that is broadly similar in all elevations.

The scale of development is generally considered to provide an appropriate, civic-scale level of enclosure to Broad Lane, a major vehicular route, and the new building will help to enclose St George's square to the east, simply through its presence. However it does not follow that it forms an entirely fitting side to the square. The NEB does not share a common architectural vocabulary with the cluster of engineering buildings on the opposite side of the square in terms of form, materials, detailing, articulation, relationship with the public realm, sense of solidity or appearance. As such, there will be little to connect the new and existing family of buildings within the new engineering faculty or to reinforce its identity, which was also a requirement of the brief. However, the desire of the University to have a building that is new, distinctive and different – a landmark building to represent engineering in the 21st century – is acknowledged.

The intensity of the proposed development is likely to reinforce the role of Leavygreave Road as a major pedestrian route and, with a new entrance from the west, the NEB will increase use of the existing space between it and Jessop West. New interventions in the landscape and the removal of the existing bin, bike and gas bottle stores will enhance the quality and feel of this space while the lifting of the façade of the building to reveal the teaching space within will bring some much needed life to the square. However, the scale of the new building is considerable relative to the space it is enclosing and, unless the external space is carefully designed, it feel oppressive.

There will always be an element of subjectivity when assessing compliance with design policies CF8 and BE5 of the UDP and policy CS 74 of the Core Strategy. It is clear that the specific space requirements of the University's brief have tested the capacity of the site to its full extent. Officers have worked with the applicant in the full knowledge of these constraints and have sought amendments to the

design to achieve an acceptable solution, such as how the building touches the ground or lifts in specific locations, the scale and pattern of the openings and the detailed choice of materials and finishes. The solution provides for the accommodation needs of the Engineering Faculty whilst seeking to mitigate the subsequent demands it places on the site. The massing and wrap approach has unfortunately remained fixed and there is no doubt that these elements combined create an imposing building. However, it is acknowledged that result is subjective, perhaps best illustrated by the comments of the Sheffield Sustainable Development and Design Panel, who largely welcomed the bold approach to elevational treatment, but who also recognised that this view was not unanimous.

Economic Impact and Public Benefit

One of the key challenges facing Sheffield, as identified in the Core Strategy, is the economic transformation of the city through the growth of sectors such as advanced manufacturing and sustainable technologies. Sheffield's ambition is to have an economy that matches the best cities in Europe. To do so it aims, amongst other things, to:

- create the conditions for a balanced, diverse and sustainable high growth economy;
- provide for modern and high technology manufacturing and knowledge based services, including links with the universities and opportunities for the creation of dynamic business clusters;
- create environments that will attract business investment; and provide land for education and training facilities for developing a skilled workforce.

The Core Strategy acknowledges the important role that the University plays in the economic life of the city and the role it will play in achieving economic transformation by helping people fulfil their potential through learning and enterprise, enabling them to take jobs in the new economy, and as a result of its close links with innovative businesses.

In March 2011, the government published 'Planning for Growth' a ministerial statement setting out the Government's commitment to reforming the planning system to promote sustainable growth and jobs.

It directs local planning authorities to consider fully the importance of national planning policies aimed at fostering economic growth and employment, as well as the range of likely economic, environmental and social benefits of proposals; including long term or indirect benefits such as more robust local economies. In determining planning applications, local planning authorities are obliged to have regard to all relevant considerations. They should ensure that they give appropriate weight to the need to support economic recovery and treat applications that secure sustainable growth favorably.

The NPPF reinforces the planning systems role in building a strong, responsive and competitive economy, stating that significant weight should be placed on the need to encourage economic growth.

In support of their planning application, the applicant submitted a report on the Economic Impact of the Development of the Jessop East Site by Oxford

Economics, which quantifies the economic impact of the NEB on Sheffield and the wider region (Yorkshire and the Humber). The report indicates that the bulk of the direct economic benefits of the development will accrue within Sheffield's administrative border through two channels, a one-off boost from the construction of the project, followed by the benefits from its permanent operational effects (largely generated through the revenue from tuition fees and the subsistence spending of students), and estimates that:

- The activity associated with the construction of the project will generate a total of £23.9 million for the Sheffield economy and create 449 jobs.
- The operational effects of the scheme will contribute £20.6 million to Sheffield's economy and create 623 jobs.
- In total, therefore, the project will contribute a total of £44.5 million to Sheffield's Gross Domestic Product (GDP) and create 1072 jobs. This figure rises to £46.6 million and 1128 jobs at the regional level.
- When you include the indirect benefits to local businesses through associated supply chain purchases, and the induced effects of the project as a result of the increased spending of the additional employees, the project is expected to generate £55.2 million for Sheffield's GDP and support 1335 jobs. These figures rise to £66.0 million and 1556 jobs at the regional level.

In addition to these economic benefits, the project will generate less quantifiable effects including the training of approximately 1559 additional engineers a year, many of whom will enter into full time employment in the local area, and the research conducted by the academics employed as a result of the expansion of the Engineering Faculty. This research will, in many cases, support the work of the Advanced Manufacturing Research Centre at Catcliffe, which specialises in translating research into practical application.

Significant weight must therefore be placed on the NEB's role in supporting the growth of advanced manufacturing and knowledge-based industries in the local area and promoting growth in the local economy, as required by the NPPF. However, it must be weighed against NPPF advice that substantial harm to or loss of a grade II listed building should be 'exceptional' and that local planning authorities should refuse consent where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

Planning for Growth refers to 'sustainable growth' as a requirement of a favourable determination, reinforcing the need to consider the combined economic, social and environmental dimensions of a development, rather than each in isolation.

It is clear from the detailed evidence submitted by the University and the range of responses in support of this application that the University will play a critical role in the future economic success of Sheffield and the city region. The expansion of the Engineering Faculty, in many ways the flagship faculty of the University, will bring significant wider benefits in terms of the educational offer and attractiveness of the city. These must be given substantial weight in determining this application.

Sustainability

Policies CS 63 (Responses to Climate Change), CS 64 (Climate Change, Resources and Sustainable Design of Developments) and CS 65 (Renewable Energy and Carbon Reduction) of the Core Strategy set out the Councils' objectives for reducing the impact of climate change.

Policy CS 63 provides an overall statement of actions proposed including giving priority to development in the City Centre and other areas that are well served by sustainable forms of transport, promoting high density development in locations that are well served by sustainable forms of transport, designing development to increase energy efficiency and reduce energy consumption and carbon emissions, generating renewable energy, reducing flood risk and encouraging biodiversity.

Policy CS 64 requires all new buildings to achieve a high standard of energy efficiency, to make the best use of the natural features of a site by exploiting solar energy, natural light, and ventilation, to use resources sustainably by minimising water consumption and maximising water recycling, to re-use existing buildings where possible and use sustainable materials. It also requires new developments to achieve a minimum BREEAM (BRE Environmental Assessment Method) rating of Very Good.

In addition, policy CS 65 requires all significant developments to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

The application site is located on the edge of the city centre and is well served by public transport. The NEB will be a very high occupancy building and will be open 24 hours a day, thus it uses land efficiently. However, the net energy demands will also be higher than a typical university building and so its design incorporates many energy saving and generating features.

A low or zero carbon energy strategy was developed which includes connection to the city's district heating network, a gas-fired combined heat and power plant (CHP) to generate electricity and heat, plus the installation of free cooling chillers. It is expected that these three technologies combined will provide for the majority of the building's energy consumption.

The façade of the building will achieve very low U-values as approximately 40% of the façade will be triple glazed and the remaining 60% will be single glazed with a sealed insulated panel behind. Each façade has a different glazing ratio as a function of its relationship with the sun path, so the south facing façade has the least amount of glazing, followed by the east and west elevations and then the north, which has the most. The triple glazing has a solar reduction coating to reduce glare, helped by internal roller blinds of varying density.

The building's floor plates are deep plan in places to support their academic functions, though the highly glazed façade, central atrium and 3 to 3.8 metre floor to ceiling heights facilitate generally good daylighting. Nevertheless, lighting

energy will form a significant proportion of the building's energy consumption. Where required, localised, efficient, artificial task lighting will be used in study spaces to reduce background lighting to a minimum, in addition to low energy LED lamps and automatic lighting controls.

The building will be largely mechanically ventilated as a result of its high density loads and proximity to main roads. However, the atrium will be naturally ventilated, and where possible, energy efficient mechanical systems will be used to minimize fan powers or recover waste heat. As the nature of the building use also generates large heat gains, laboratory spaces will be cooled through the use of chilled beams, assisted by the free-cooling chillers.

Low water consumption fittings will be installed into the building to reduce the capacity for wasting water and approximately 50% of rain water collected from the roof will be re-used (to flush toilets).

The building design is adaptable to accommodate changes in user requirements through raised access floors (in specific areas), flexible data and power distribution, light weight partitions and moveable furniture.

The building specification proposes the use of robust materials to avoid frequent replacement and efficient detailing to reduce the extent of material or energy heavy elements, for example a concrete frame which has voids within it to reduce the amount of concrete, and a taped and jointed partition system to avoid full plaster skimming.

A BREEAM assessor has been involved in the design of the building from early stages and a pre-assessment indicates that the development can achieve a Very Good rating.

The design team set themselves the target of designing for a 2050 climate and breaking new ground in how occupants learn from their building. A Smart Building network will be used to communicate how the building is working and allows occupants and the public to access data about how the building is coping with its environment. The University aspires to use the smart technology to allow the building to respond intelligently to how it is being used

Despite its high energy demands, the proposed engineering building responds positively to the Councils' objectives for reducing the impact of climate change and is considered to comply with policies CS 63, 64 and 65 of the Core Strategy.

Landscape

The landscape proposals focus on improvements to the space between the application site and Jessop West, and on the formation of a plaza on Leavygreave Road, in front of the new building's main entrance.

The decision to re-design the external environment between the proposed development and the Jessop West building in an attempt to create a more enjoyable and better-used space is welcomed. The removal of inappropriate structures, such as the gas and bin stores, and the relocation of the cycle parking facilities, will open up the space and while the loss of trees is usually resisted, in this instance the existing specimens have very low crowns which interrupt views across the space and undermine any sense of unity.

The proposal, as amended, to create raised planters that can be used to provide informal seating, in the same manner as they do in the Peace Gardens and Tudor Square is also welcome, as is the decision to use a form that echoes the pattern of the lattice. A further advantage of the planters is the breaking-up the existing paving pattern, which is overpowering.

Further work is required, however, to the main space in order to resolve detailed elements, such as the profile of the raised beds, plant species, materials and the integration of public art. It is, for example, considered that this space would benefit from the incorporation of some vertical elements, be it trees, shrub planting or art work.

To provide spill out space to what is the main 24 hour entrance to the building, the NEB has been set back from the back edge of the footway along Leavygreave Road. The intention is to create a pleasant outdoor space, and to accommodate changes in level, by creating an amphitheatre style sunken seating area to the west of the plaza. However, it is understood that the proposals are not yet resolved and, in terms of priority, this is secondary to the resolution of the square adjacent to Jessop West.

Access

Level access is provided at each entrance point to the building, which has been designed with equal access in mind.

Five existing accessible parking spaces are situated within the square to the west of the application site. They are intended to serve the New Engineering Building in addition to the Jessop West Building, the Victorian Wing and Bio-Incubator Unit. While the level of provisions falls slightly below the Council's guidelines, it is considered to be acceptable given the restrictions of the site and its proximity to a University owned surface level car park on the south side of Leavygreave Road.

In addition, 50 cycle hoops will be provided in close proximity to the building.

It is concluded that the proposals are acceptable in access terms.

Residential Amenity

Policy CF8 (Conditions on Development in Institution Areas) requires new development in Institution Areas to protect residential amenity.

The NEB is located approximately 20 metres from the nearest residential accommodation on the northern side of Broad Lane. While the dominant noise source affecting these properties during the daytime is road traffic, the substantial plant provision on the roof of the new engineering building has the potential to impact upon the amenities of residents and established uses in the vicinity, particularly at night. As such, the design of the building has been developed to achieve plant noise criteria recommended by the Environmental Protection Service which, in this instance, is a limit of at least 5dB below existing background noise levels at any nearby noise sensitive receiver.

Highways

Policy CF8 (Conditions on Development in Institution Areas) requires new development in Institution Areas to provide safe access to the highway network, while Policy CS 61 of the Core Strategy (Pedestrian Environment in the City Centre) seeks to establish a Pedestrian Priority Zone, a high quality environment which prioritises the safe, convenient and comfortable movement of pedestrians, along Portobello to serve the University Campus.

The University's Estates Strategy 2010-2015 also refers to making improvements to the public realm along the central spine of the campus.

In addition, the application site lies adjacent a Signed Cycle Route which runs along Leavygreave Road, Portobello and Victoria Street and forms part of a strategic east-west route around the north of the city centre. This links to an Advisory Cycle Route which continues west, along Leavygreave Road, across Upper Hanover Way and onto Hounsfild Road.

Given the focus for pedestrian and cycling improvements along the centre of the University campus, and the predicted increase in student number using this route as a result of the proposed development, it is considered that further assessment of the existing pedestrian and cycle facilities is required, with particular emphasis on the crossings to Upper Hanover Way.

RESPONSE TO REPRESENTATIONS

English Heritage have expressed the view that the demolition of the Edwardian extension amounts to substantial harm to the significance of the listed hospital complex and, as such, the local authority should refuse consent unless it can be demonstrated that this substantial harm is necessary to achieve substantial public benefits that outweigh this harm.

They have subsequently confirmed that, as the demolition of the Edwardian wing, with its imposing frontage, constitutes the demolition of a principal wall and a substantial part of the interior, it will require referral as set out in Circular 08/2009, Arrangements for Handling Heritage Applications - Notification to the Secretary of State (England) Direction 2009, if the Council are minded to grant the listed building application.

SUMMARY AND RECOMMENDATION

Planning law requires that applications for planning permission and listed building consent must be determined in accordance with the local development plan, unless material considerations indicate otherwise. The site is identified in both the UDP and the Core Strategy for education use and so the proposed development is considered to be acceptable from a land use perspective.

The proposals involve the demolition of a listed building, and the demolition of the listed building has to be fully justified. The NPPF is clear that heritage assets are irreplaceable and that any harm or loss should require clear and convincing

justification. It goes on to say that substantial harm or loss of a grade II listed building should be exceptional. Officers worked with the applicant to assess whether options to retain the Edwardian extension, or as a minimum its façade, were at all possible. It was made clear that demolition of the listed building would only be accepted if:

- There is not scope within the Jessop East site to meet the full needs of the University's brief to deliver 19,500 square metres of new faculty space by 2016/17, if the Edwardian extension or even just its façade is retained.
- There are no other alternative sites suitably located, available in the required timeframes and of sufficient size to meet the University's specific requirements.

Officers are satisfied that the only way to deliver the specific requirements of the University's brief is by demolishing the listed Edwardian building and that no alternative sites were available in the necessary timescales and of the right size and location to meet the Faculties needs.

The Edwardian wing is structurally sound and can be brought back into use, and the cleared site to the east is developable in isolation. The site has not been marketed, though the value of such an exercise is questionable, and some of the appraisals in the Valuation Report may produce viable development options subject to minor changes to some of the cost and value assumptions or, in the case of the student housing appraisal, the inclusion of the adjoining vacant land. Moreover, the development will result in substantial harm to the significance of a designated heritage asset. The University must therefore demonstrate that the harm, in this instance the demolition of the Edwardian wing and impact on the setting of the Victorian wing, is necessary to achieve substantial public benefits that outweigh that harm.

The design of the new building is a striking and has a number of positive features including:

- the level of enclosure it provides to Broad Lane and, less successfully, to St George's Square, which gives definition to the road and strengthens the urban fabric;
- its distinctive façade, which is interesting in its own right and contributes to the building's ecological credentials but arguably lacks empathy with its environs;
- its positive response to the Council's objectives for reducing the impact of climate change;
- the reinforcement of Leavygreave Road as a pedestrian route;
- and the boost of activity it will bring to the existing space between it and Jessop West.

However, it is considered that the proposed building does not respond successfully to the nature of the site and the scale, form and architectural style of surrounding buildings, in particular the Victorian wing of the Jessop Hospital. Furthermore, the requirements of the brief have resulted in a simple form of

uniform height that relies upon variations within the outer skin to create visual interest. Yet the building is broadly similar in all elevations. Conversely, the economic benefits of the proposed development are undoubtedly substantial. The project will contribute a total of £44.5 million to Sheffield's Gross Domestic Product (GDP) and create 1072 jobs. This figure rises to £46.6 million and 1128 jobs at the regional level. And when you include the indirect benefits to local businesses and the induced effects of the project as a result of the increased spending, the project is expected to generate £55.2 million for Sheffield's GDP and support 1335 jobs, rising to £66.0 million and 1556 jobs at the regional level. In addition, the project will train approximately 1559 additional engineers a year, while the research conducted by the academics employed as a result of the expansion of the Engineering Faculty will support the work of the Advanced Manufacturing Research Centre at Catcliffe, which specialises in translating research into practical application.

Economic transformation is one of the key challenges facing Sheffield, as identified in the Core Strategy, which also acknowledges the important role that the University plays in the economic life of the city and in helping people to fulfil their potential through learning and enterprise. The Ministerial Statement 'Planning for Growth' directs local planning authorities to consider in full the importance of national planning policies aimed at fostering economic growth and employment, and the Council are obliged to give appropriate weight to the need to support economic recovery and treat applications that secure sustainable growth favorably. The NPPF also reinforces the planning system's role in building a strong, responsive and competitive economy, stating that significant weight should be placed on the need to encourage economic growth.

The key issue is whether the NEB's role in supporting the growth of the Faculty of Engineering, which will support advanced manufacturing and knowledge-based industries in the local area and promote growth in the local economy, outweighs the substantial harm caused as a result of the demolition of the Edwardian wing, a grade II listed building with a particular significance to the people of Sheffield, and the impact of the demolition and erection of the NEB on the setting of the Victorian wing.

In view of the Faculty of Engineering's position as a world leader and their ambitions to be the very best, the inadequacy of their existing accommodation and the need to make swift improvements in order to benefit from the current opportunities for growth. And in light of the impact of the development on the local economy, in particular on the growth of the advanced manufacturing and sustainable technology sectors which are key to the economic transformation of Sheffield, it is therefore recommended, on balance, that Members grant planning permission for the New Engineering Building subject to the proposed conditions. It is stressed that this decision has not been taken lightly, and that the loss of the grade II listed building is very much being treated as exceptional because of the significant public benefits that the NEB will bring to the University, the Faculty of Engineering, the city and economy of the wider city region.

It is also recommended that Members grant listed building consent for the demolition of the grade II listed Edwardian wing of the former Jessop Hospital for

Women, subject to referral to the Secretary of State as set out in Circular 08/2009, Arrangements for Handling Heritage Applications - Notification to the Secretary of State (England) Direction 2009.

ORIGINAL REPORT

LOCATION AND PROPOSALS

The Application Site

The application site is bound by Brook Hill, St George's Terrace and Leavygreave Road. It comprises of the grade II listed Edwardian Wing of the former Jessop Hospital for Women, plus the cleared site to the east, which was formerly occupied by the 1940s St Georges Wing of the Hospital.

The hospital's earliest building, the grade II listed Victorian Wing, sits perpendicular to the Edwardian Wing fronting Leavygreave Road. It was restored in 2007/8 and is now occupied by the University's Department of Music. A new faculty building known as Jessop West, and a laboratory and office block called the Bio-Incubator Unit, have been built at the western end of the Hospital site adjacent Brook Hill roundabout.

On the south side of Leavygreave Road is a University owned surface level car park and the ICOSS building, an inter-departmental research facility dedicated to postgraduate research across the social sciences.

To the east of the application site is the grade II listed Church of St George. The stone built church (1821-25), now a lecture theatre and student accommodation, was built in the gothic revival style popular, throughout the nineteenth century, for ecclesiastical and university buildings. The boundary wall and gate piers to the Church of St George are also grade II listed structures. Beyond the church, on the eastern side of Mappin Street, is the University's Sir Frederick Mappin Building, a grade II listed building occupied by the Faculty of Engineering. The three to four storey red brick built Mappin Building, which has ashlar dressings and a slate roof, was built in three phases between 1902 and 1913 by Flockton and Gibbs in a Baroque Revival Style.

On the northern side of Brook Hill is a three storey brick built terrace with active uses at ground floor level and living accommodation over, plus a two to three storey brick built sheltered housing complex known as St George's Court.

Planning permission and listed building consent are being sought for the demolition of the Edwardian Wing of the former Jessop Hospital for Women and the construction of a five storey plus basement building to provide 19,725 square metres of educational floor space for the University of Sheffield's Faculty of Engineering.

The Jessop Hospital for Women

The Jessop Hospital for Women is considered to be the most prominent work of notable regional architect, John Dodsley Webster who was born in Sheffield in 1840. Known largely for his private homes and many church buildings until winning the commission for the Jessop Hospital in 1875, Webster went on to design a number of other medical buildings, including the Outpatient's Department of the General Royal Infirmary in Sheffield (1884), a Medical School on Leopold Street (1888), the Children's Hospital on Western Bank (1896) and an Isolation Hospital in Swallownest (1904).

The Jessop Hospital for Women was initially housed in an 18th century building which still stands on Fig Tree Lane. In 1874, the hospital were gifted a building on the current site by local steelmaker Thomas Jessop, who held many important civic posts including Master Cutler (1863) and Mayor (1863-64). A competition was held to build a new hospital and the contract was awarded to JD Webster.

Webster's design was influenced by the 'pavilion' plan – the hospital design advocated by Florence Nightingale in the mid nineteenth century designed to achieve maximum segregation and ventilation in order to limit the spread of infection – though he adapted the conventional pavilion form in favour of a 'corridor' plan, possibly because the primary function of the hospital was dealing with women's health issues, including maternity care, rather than accommodating patients with fevers and other diseases. When it was opened in July 1878, the Jessop Hospital became one of the first purpose built women's' hospitals in the country, combining the distinct specialist roles of a maternity hospital with that of a hospital for the diseases of women.

By 1898 the existing hospital facilities were no longer adequate. The following year the hospital acquired the neighbouring site, facing Brook Hill, and Webster was asked to prepare plans for an extension. The Edwardian Wing of the Jessop Hospital was completed in 1902.

An historical report commissioned by the University of Sheffield reveals that the Edwardian Wing is in fact two buildings, with separate ground floor entrances, a maternity ward block at the northern end and a new outpatients and dispensary at the southern end adjacent the Victorian Wing. It was built in this way to minimise the spread of infection and, it being a constrained site, it made sense to create one continuous elevation. The distinct buildings also account for some of the other peculiarities of the Edwardian Wing such as the differences in internal levels and misaligned corridors, which were joined together at a later date.

The University of Sheffield acquired the hospital site in 2001 following the opening of the new Jessop Wing adjacent to the Hallamshire Hospital.

The University of Sheffield's Faculty of Engineering

In the academic year 2011/2012 the University of Sheffield's Faculty of Engineering comprised of 752 members of staff and 3,726 students. In terms of student numbers, it ranked third in the UK behind Imperial College and

Manchester. Its growth plans could see it become the largest engineering faculty in the country.

The Faculty already has a strong reputation for applying its academic excellence to practical manufacturing problems, achieving a very high Manufacturing Readiness level (MRL), the index which calibrates the transfer of academic knowledge to practical application. Their Advanced Manufacturing Research Centre (AMRC) at Catcliffe, in collaboration with Boeing, specialises in advanced machining and materials research for aerospace and other high-value manufacturing sectors.

In terms of research, the Faculty is ranked third in the UK by volume and is world leading according to independent assessments by the Higher Education Funding Council for England (HEFCE). In 2010/2011 its research income was £39.3 million.

The Faculty's vision is to be the best engineering faculty in the UK and among the best in the world. To do this, the Faculty believes it must double in size by the academic year 2025/26.

The Faculty of Engineering has already grown by 38% in the last four years (29% in terms of income). Given its reputation, and with some of the constraints relating to university growth having been loosened (the University of Sheffield is now able to take a bigger proportion of students with the highest grades), continued growth seems likely, despite increasing competition and the introduction of higher fees.

In a review of their accommodation, the University identified a need for a further 40,000 square metres of teaching, research and staff space by 2025 in order to facilitate its expansion plans and the first phase of their strategy is currently under construction following the granting of planning permission for a seven storey building at the junction of Broad Lane and Newcastle Street to provide over 5000 square metres of accommodation for undergraduate teaching, post graduate and inter-disciplinary research (application 11/02653/FUL refers).

The University also identified a need to upgrade much of the Faculty's existing accommodation, a high percentage of which is in a poor condition. An application for the refurbishment of part of the grade II listed Mappin Building (12/02924/LBC refers) has recently been approved, and an application for alterations to the Sir Robert Hadfield Building (12/02919/FUL refers) is currently being considered with further applications expected in the near future.

This application comprises the next phase of the Faculty's expansion strategy, a purpose built specialist teaching facility.

Site Selection

It is the intention of the Faculty to concentrate academic research in the Sir Frederick Mappin Building, as the internal spaces suit their research laboratory requirements but can not be easily adapted for the kind of inter-disciplinary teaching facilities the Faculty also needs, such as large lecture theatres.

Understandably, the Faculty's two main functions – research and teaching – also need to be close enough to integrate efficiently. This limits the number of suitable sites for their new teaching accommodation, the New Engineering Building (NEB).

The Statement of Need identifies the sites considered by the University and explains why they were discounted. Some, such as the University owned site at the junction of Glossop Road and Clarkson Street (known as the Durham Road car park), are too distant from the Engineering Faculty and/or are committed to other uses. In the case of Durham Road, it is remote from the Faculty and an application is expected in the near future for the erection of a multi-storey car park.

Of those sites in close proximity to the Engineering Faculty, the 1300 square metre car park and compound on Leavygreave Road, to the south of the Victorian Wing of the Jessop Hospital, was considered to be too small to be useful and is also committed for development of the Faculty of Arts and Humanities.

To the immediate east of the Mappin complex, located between Newcastle Street and Rockingham Street, is a currently vacant plot often referred to as the Grunweg site. Planning permission was recently granted at the southern end of this site for a seven storey development of offices and student accommodation, though the consent has not yet been implemented (11/03919/FUL refers). The 3,900 square metre site was discounted by the University as it is in mixed ownership and not available within the necessary time frame – in order for the University's growth predictions to work, they have planned for the NEB to be available for the 2016/17 academic year. They also claim it is not of sufficient size to provide the facilities required by the Engineering Faculty and that teaching accommodation would then have to be split between it and the Jessop site, reducing the operational, financial and practical efficiencies which, they say, are integral to meeting the University's identified needs.

North east of the Faculty, between Broad Lane and Garden Street, is a vacant plot with consent for 5433 square metres of office/teaching space, 3575 square metres of residential accommodation and associated car parking (08/05439/FUL refers). However, it is understood that the current owners of this site intend to develop it in the near future.

The Mappin courtyard, the space at the centre of the Mappin complex, was identified in a Development Framework produced by Bond Bryan Architects in 2010, as a potential expansion site. The University state that the fact that the courtyard is occupied by buildings at basement level, which extend across the whole courtyard, rules out its use for the NEB. Supplementary information submitted with the planning application also refers to the creation, in the future, of an 'Engineering Heartspace' in this location. But this is known to be going between the listed Mappin building and its immediate neighbour, known as the Central Wing, and will not occupy any part of the courtyard.

On the basis of the above, the University concluded that the Jessop East site was the only site that could accommodate the University's growth requirements. This issue will be considered further later on in this report.

The Brief

The project brief, the University's vision for the NEB as defined in their planning application, is:

- to create a new city landmark which reinforces both the University's and the Faculty's identity;
- to optimise development potential;
- to build a flexible, adaptable, sustainable and efficiently designed building; and
- to deliver an innovative and inspiring learning, teaching and research environment.

The Faculty's specific space requirements evolved significantly during pre-application discussions. However, they were informed by a number of academic and practical considerations:

- Engineering students have very high contact hours, typically 35 hours a week (Monday to Friday).
- As a result of the high contact hours, students need to move quickly and efficiently between venues. The venues, therefore, need to be close together.
- The optimal educational grouping, the number that can be taught or invigilated most efficiently, is 80 students.
- The Faculty, indeed the University, does not have the large lecture theatres that will be required to meet its growth requirements.
- The intensity of movement during turnover time means that intensively used spaces, such as the large lecture theatres and teaching labs, are better positioned on lower levels.

In response to the brief and Faculty's requirements, three options were developed:

- Option 1, a new building located at the eastern end of the cleared Jessop site, and the retention and refurbishment of the Edwardian wing.
- Option 2, a new building which integrates with the Edwardian wing by retaining its façade and roof.
- Option 3, the demolition of the Edwardian wing and erection of a stand alone new building.

Given its footprint, there are clearly limits to the size and type of accommodation that can be located within the Edwardian wing. Where required functions could be

accommodated - for example staff offices, administration, a cafe and exhibition space - the desired adjacencies (the placing of functions side by side to maximise staff and timetabling efficiency) were considered to have been compromised. The building's floor to floor heights and window openings do not suit those spaces with high mechanical servicing requirements and retention of the Edwardian wing clearly limits the site available for new-build. The architects' studies indicated that, in order to achieve a gross floor area of 19,500 square metres, a ten storey building would be required. This was considered to be unsuitable, both in terms of the character of the area and the functional complexities of moving high numbers of students vertically within a tall building. Reducing the height of the building to suit the context and functional restraints resulted in a significant loss of floor area, and so Option 1 was discounted by the applicant.

The applicant's design team concluded that, based on condition and character, the north, west and southern facades of the Edwardian wing warranted retention, along with the roofscape. To suit the new building's servicing requirements new floors would be needed, but it was felt that these would then clash with the fenestration of the Edwardian wing or result in a stepped floor arrangement with ramps to comply with building regulations and the Disability Discrimination Act (DDA), significantly reducing the efficiency of the design. As the ground floor of the Edwardian wing is elevated approximately 700mm above the external floor area, a ramped access would also be required to what would become a main entrance to the new building from the west, involving a modern insertion into the western facade. Furthermore, the retention of the roofscape restricts the mass of the new build as well as the location of cores, which limits the occupancy of the upper levels.

The applicant admits that these complexities are not individually insurmountable, but they result in a gross internal floor area of 17,300 square metres, 2,200 square metres short of the University's brief requirements. They therefore discounted Option 2.

Option 3 involves the demolition of the Edwardian wing and the erection of a stand alone new building providing 19,725 square metres of floor space. This is the only proposal that optimises development potential and fulfils the University's brief. Thus Option 3 forms the basis of this planning application.

The Proposal

The proposed New Engineering Building comprises of a five storey building, plus a basement, providing almost 20,000 square metres of floor space and has a maximum occupancy of 5500 people.

It comprises of two wings either side of an east west 'inhabited' atrium. The basement and ground floors provide large cellular, staff led teaching spaces including lecture theatres, teaching rooms and breakout/informal study spaces. The north and south wings, from the first to the third floor, are occupied by specialist engineering teaching laboratories. The fourth floor provides a variety of student led study environments, while the atrium comprises, at first floor level, of a study hall, with a range of enclosed teaching and study pods for between 6 and

160 students at second, third and fourth floor levels. The roof is largely occupied by plant.

The main entrance to the building is in the south east corner, from Leavygreave Road. Secondary entrances are located on the east and west facades at either end of the atrium. Access for servicing, deliveries and refuse management is from the area between the NEB and the Victorian Wing of the Jessop Hospital.

The facade of the NEB makes reference to the 'Cellular Automaton', a model studied in many fields of engineering that when represented graphically produces a series of cells of various sizes. Using a diamond shape, such a pattern has been incorporated into the facade, which comprises of a light bronze coloured anodised aluminium non-structural framework in-filled with glass panels of varying opacity from clear glass to solid panels. The historic context is referenced in the depth and layering of the facade while the framework was also considered to reflect the stone tracery of the windows of the Church of St. George (the use of a stone framework was ruled out on weight and cost grounds).

The facade of the building is lifted, or the diamonds within it are maximised and infilled with clear glass, in locations it was considered desirable to highlight, such as the building entrances or where it was felt internal activities should be on display.

The proposals include the formation of a plaza, or spill-out space adjacent the building's main entrance from Leavygreave Road, as well as improvements to the external space between Jessop West and the hospital site, including additional seating and the relocation of the existing bin, cycle and gas bottle stores.

RELEVANT PLANNING HISTORY

06/02382/FUL & 06/02383/LBC Consent was granted in November 2006 for the partial demolition of and extensions to the Victorian Wing to bring it into educational use with associated landscaping.

06/02383/LBC & 06/02577/LBC Also in November 2006, listed building consent was granted for the demolition of the St George's Wing, the 'T' shaped block to the Victorian Wing and other 20th Century infill buildings and additions to the former Jessop Hospital.

06/02523/FUL Planning permission was granted for the erection of a new faculty building for the Schools of English and Law and for the Department of History (Jessop West), again in November 2006.

06/04879/FUL & 06/04881/LBC In September 2007, planning permission and listed building consent were granted for the provision of an access ramp and steps to the Leavygreave Road entrance of the Victorian Wing.

09/01836/FUL & In September 2009, planning permission and listed

09/01837/LBC building consent were granted for partial demolition, alterations and a 3 storey extension to the Edwardian Wing to bring it into educational use with associated landscaping.

09/01928/FUL In August 2009, planning permission was granted for the use of the site of the former St George's Wing of the Jessop Hospital as a car park for a temporary period of 18 months.

10/03299/FUL & Planning permission and listed building consent were
10/03385/LBC granted in November 2010 for repairs and minor alterations to the roof of the Edwardian Wing, including the removal of dormer windows in the west elevation and a dormer window and door in the east elevation.

SUMMARY OF REPRESENTATIONS

English Heritage

In their consultation response, English Heritage note that the Jessop Hospital is significant as an example of a purpose built maternity hospital reflecting advances in women's healthcare provision in the late 19th and early 20th century. That the earliest building, dating to 1878, has been restored and refurbished for university use, and the later Edwardian extension, that is the subject of this application, dates to 1902.

English Heritage (EH) advise that government policy relating to development affecting heritage assets is set out in the National Planning Policy Framework, which states that great weight should be given to the conservation of heritage assets, that any harm or loss requires clear and convincing justification and that substantial harm to a grade II building should be wholly exceptional. EH state that, in their view, the demolition of the Edwardian extension amounts to substantial harm to the significance of the listed hospital complex and, as such, the local authority should refuse consent unless it can be demonstrated that this substantial harm is necessary to achieve substantial public benefits that outweigh this harm (NPPF para 133).

EH agree that there are clearly public benefits to be gained from the continued development of the engineering offer at the university, but that these need to be carefully balanced against the substantial harm to the significance of the Jessop Hospital that would result from the total demolition of the Edwardian Wing of the Hospital.

EH recommend that, unless the authority is satisfied that the case set out by the applicants delivers substantial public benefits that outweigh the harm to the significance of the Jessop Hospital which would result from the demolition of the Edwardian wing, this application should be refused on the grounds of non compliance with the requirements of the National Planning Policy Framework.

The Victorian Society

The proposals were considered by the Northern Buildings Committee of the Victorian Society at their October meeting. The Committee strongly object to the demolition of the 1902 block of the former Jessop Hospital which, they say, now comprises of two gothic revival wings of notable distinction. Constructed in red brick with stone dressings, the Committee state that the design of the 1902 block sympathetically takes its material and stylistic lead from the earlier entrance block. The use of stone mullioned windows, a double string course between first and second floors, incised lintels and machicolated eaves are attractive and some of the common features of both wings. They consider that the 1902 block does not slavishly imitate its neighbour; rather it adopts a similar idiom resulting in a harmonious and unified architectural ensemble. The Edwardian structure is a thoughtfully crafted and handsome building in its own right making a positive contribution to the character of the area. It is prominently located and the design and detailing of the north-west corner facing Broad Lane has, by its buttressed corner turret, clearly been attentively composed to provide interesting views from a variety of angles.

While the Committee consider that the demolition of the Edwardian block would be a great loss in itself, they also think it would cause substantial harm to the significance and special architectural interest of the former hospital as a whole, with half the historical buildings and all evidence of any expansion post 1878 obliterated at a stroke. They state that the loss of a handsome heritage asset would undoubtedly harm the character of the area more generally.

In addition to the loss of a listed building, the Committee are resolutely opposed to its proposed replacement which, they say, fails so spectacularly to respond to its context. They query how the design has evolved of its place, stating that the submitted plans present not so much a thoughtfully designed building, rather a gross and arbitrary exercise in pattern-making which, as a result of its style, proportion and close proximity, would be extremely damaging to the setting of the remaining hospital building.

The Committee praise the University's aspiration to provide the world's finest engineering department, but are not convinced that the only way to achieve this goal is to demolish the former hospital's Edwardian block. They note that the options appraisal shows that the building could be retained, that the remaining site is large and could accommodate a sizeable department building without resorting to the demolition of the listed structure, and that further space could be created by excavating down and by reducing the copious amount of open space within the central tract of the proposed building.

The Committee feel that the case for the demolition of the Edwardian building is further weakened by the contrasting Jessop East and West sites, querying why it is that space on the Jessop East site is restricted to the point that valuable heritage assets are proposed for demolition while the recent Jessop West building occupies only a relatively small proportion of its site. They state that together, the two sites give no sense of an integrated plan involving the adjacent plots.

The Committee also point to the Victorian hospital's original wing as an excellent model for how to reuse the Edwardian block.

The Sheffield Sustainable Development and Design Panel

The Panel welcomed the opportunity to comment on these important proposals at their meeting on the 19th April 2012, and recognised the strategic importance of the scheme for the University and the city.

The extensive amount of work that had been undertaken to develop the two options was noted by the Panel, together with the numerous iterations as the design has progressed.

Notwithstanding this, the Panel was mindful of the rigorous requirements that need to be met to justify the demolition of the Edwardian Block, which it did not consider had been demonstrated. These are that the building is incapable of alternative use, not for this particular scheme but for any scheme, and even for an alternative owner after a period of marketing.

Whilst the Panel accepted the view expressed that the Edwardian block did not meet the requirements of the University this is not, however, sufficient in itself to justify the demolition and significant further analysis was necessary to respond to this issue.

There was a view expressed that a section of the building could be removed, which could be a viable compromise option.

The Panel acknowledged the demands of the brief, and how this had increased, but was similarly mindful of the comment that in any event even a building of this scale would not satisfy the long term requirements of the University.

There was a real concern expressed that the proposals were placing too great a demand on the site, suppressing the fine grain townscape of the area.

The Panel was not convinced about the approach to create one single volume, which it considered exaggerated the extreme scale of the building.

The atrium space had the potential to be a very exciting space running through the heart of the building, but the façade treatment suppressed the activity taking place within the building, and it was considered that some further design development was needed to express this internal animation.

The Panel noted the argument in relation to the introduction of a spill out space at the main entrance, located at the corner of Leavygreave Road and St George's Terrace, but was not convinced that this was necessary or appropriate in this location.

The Panel agreed with the assessment that the existing space between the historic buildings and Jessop West was in need of a greater focus and level of activity, and considered that this would form a more appropriate gathering and meeting space and resolve the lack of animation in the space. To this end there appeared to be a need for a clearer relationship between the atrium and this space.

The Panel largely welcomed the bold approach to the elevational treatment but this view was not unanimous. The mathematical approach to window dimensions linked to the needs of interior spaces has the potential to create a striking solution but, as stated above, the wrap approach exacerbates the massing by reinforcing the building as a single object. It was considered that greater articulation of the elevations might help to break down the form, helping to create a more sympathetic response to the site.

The Panel commended the design team on the approach taken to create a sustainable building, and the ambitious targets being set by the University. The range of elements being considered, such as the investigation of a carbon optimised façade and the development of an 'app' that students could access, reflected the function of the building, and the Panel felt that these measures needed to be developed further as the design progressed.

In conclusion, the Panel appreciated the requirements of the University and welcomed the options as a positive starting point in the redevelopment of the site.

Whilst the need for this amount of floorspace was understood, more work was required to accommodate this scale of development working on this site, and the Panel was mindful that significant further work would need to be done to justify the demolition of the Edwardian block.

Whilst the ambitions of sustainability and the façade treatment were applauded, the Panel was not entirely convinced by the wrap approach, which both emphasised the scale of the building and obscured the internal activity.

Conservation Advisory Group

The Conservation Advisory Group (CAG) considered the proposals at their meeting of 23rd October 2012. The Group deplored the proposal to demolish the Edwardian Building, which was not simply an extension to the Victorian building, but had been a building in its own right with a distinct contribution to the Hospital. Apart from its contribution as part of the historic hospital, the Edwardian wing made an important impact on the townscape of Brook Hill, which was all the more important because of the demolition of the 1930s St George's Wing. The Group considered the proposed replacement building to be unsatisfactory in both massing and detail in its relation to the setting of the Victorian wing of the hospital, which it would overwhelm, and the Grade II* St George's Church. The Group did not think that all the options, either for locating the new Engineering Building on another site, or for developing the site while retaining the Edwardian wing, had been properly explored. There appeared to be some inefficiencies in the use of space in the proposed building, which, if eliminated, could ensure the retention of the Edwardian wing. The Group also noted that since the beginning of the century, very few listed buildings had been demolished and none as important as the Jessop Edwardian wing. The Group requested the Chair to write to the Head of Planning, stating the Group's objections to the scheme and to request a meeting with the Chief Executive and the Executive Director of Place and this will have taken place before the date of this Committee.

At the time of writing, 134 further representations have been received in connection with the proposed development. They comprise 72 letters of objection, including an objection from the Chairman of the Hallamshire Historic Building's Society, and 63 letters of support. Supporters of the scheme include Angela Smith MP, Sheffield Chamber of Commerce and Industry, Members of the University and representatives of a number of Sheffield based businesses.

It is envisaged that further representations will need to be reported to Members in a supplementary report.

The objectors to the scheme raised the following concerns:

- The National Planning Policy Framework continues the presumption in favour of conserving heritage assets, stating that they are irreplaceable, any harm or loss requires clear and convincing justification and that substantial harm or loss of a grade II listed building should be exceptional. It also states that, where a development will lead to substantial harm to a heritage asset, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss.
- The Edwardian extension is a listed building and, though part of an entry which also includes the Victorian hospital, it is significant in itself, of architectural interest and historic importance.
- The Edwardian building makes a very positive contribution to the character of the local built environment and connects with nearby listed buildings and conservation areas to form a wider historic streetscape into which modern development has, for the most part, been sensitively introduced. Its loss would cause substantial harm to a heritage asset and have a significant negative impact on the historic environment.
- To justify demolition of the Edwardian Building, the University should not only demonstrate that their proposals produce substantial public benefit that outweighs the loss, but that their proposals are the only way to realise the benefits and can not, for example, be provided on another site or differently configured on this site. This they have entirely failed to do.
- The University's argument, that demolishing the Edwardian building does not amount to substantial harm, is nonsense. They base their case on the Victorian building being the only significant part of the former hospital. If this were so, the Edwardian wing would not have been listed. Including multiple buildings in a single listing does not somehow make them into a single building. Each building is an asset and the harm has to be assessed to that building individually, to the group value of the buildings and to the setting of the group.
- The University claim that, because the harm of demolishing the Edwardian Wing is less than substantial, it need only be weighed against the public benefits of the proposals. However, the harm is extremely substantial. But

if the University were to accept that the harm is substantial, it could not be outweighed by public benefit.

- The University claim that other development options (the retention of the Edwardian Building or its facade) do not deliver their specific objectives. But it is not sufficient to show that they cannot meet the specific objectives they have defined for themselves. Any developer could justify any demolition on those grounds.
- The listed buildings process was created to safeguard the unique architectural and social heritage of the British Isles. On presenting a listing application, the Central Government Office acts on the advice and recommendations of English Heritage whose expertise and competence in its application will be seriously undermined in future cases if this planning application for demolition is approved.

The two buildings that make up the site in question were born of a time when Sheffield was a major player in the world of industry due to the expertise of its entrepreneurs, and its multi-skilled workforce were second to none. Out of this history of success came names such as Brown, Mappin, Vickers, Groves and many more. Two in particular were: W. Jessop, benefactor of the Hospital for Women and M Firth, founder of Sheffield University. Surely with major advances in technology and engineering in the 21st Century, developers should have the ability to produce a design that could incorporate an example of the city's impressive heritage in a sensitive and respectful way.

- The University claim this is the only viable use for the site but they previously had another use for the building, which they considered to be viable. They have simply changed their minds about what they want to do. They may prefer to pursue that objective elsewhere, but it does not make it unviable on this site.
- It is inconceivable that, if this site were not available, the University would not find another site and propose a different scheme.
- Even given the value that we place on the University, they can not have free reign to do as they please. Heritage conservation is a public benefit too.
- The former hospital building is a fine example of Edwardian architecture, which is in short supply in Sheffield.
- Sheffield City Council has allowed far too many beautiful buildings to be demolished, often replaced by buildings of low aesthetic and architectural quality.
- Sheffield has relatively few listed buildings in comparison to other cities of similar size. To agree to the demolition of a building of such historical importance to the people of Sheffield seems unreasonable.

- The argument that the engineering complex needs to expand onto this specific site is nonsense. Other sites are available in the vicinity, on Broad Lane and down the hill towards Shalesmoor.
- The Jessop building could be refurbished for other uses and saved for future generations to enjoy.
- The Edwardian Wing is a good quality building that was made to last. It is not in danger of collapsing.
- The whole point of protecting heritage buildings is to stop large organisations with much sway and resources from riding roughshod over them.
- The opportunity to use some imagination to bring the Edwardian Wing back into proactive use seems to have been ignored in pursuit of what will be easier and cheaper.
- How future proof is the current proposal? Is it of sufficient size to meet anticipated demand 20 years from now?
- The design for the replacement building is ugly and unacceptable on a site where it will impact on at least three neighbouring listed buildings. The proposed metallic grid covering is especially egregious, having no relationship to any of the listed buildings affected.
- The proposed block will completely overshadow the Victorian Jessop building, which will be lost against its bulk. The back of the Victorian building will be obscured.
- The proposed building is squeezed onto every inch of the site and is arguably too big for it in footprint.
- The proposed building will contribute nothing positive to the cityscape and the loss of the existing building will mark a further loss of character and distinctiveness for the city as a whole.
- As a cultural and educational institution the University has a responsibility to the people of Sheffield that goes beyond simply following the cheapest and easiest path in its plans for expansion. It has a responsibility for setting standards that commercial developers should have to live up to.
- The Edwardian Wing was designed to complement its earlier sibling and the buildings share matching features such as the angled bays supported by elaborately carved stonework. The importance of both buildings is reflected in their shared grade II listed status.
- While the city has a dwindling stock of historic buildings, utilitarian boxes are in plentiful supply. The proposed engineering building is no exception.

- I was born at Jessops and so were my four children. I thought the building had been given to the people of Sheffield, as a hospital for women and now for students.
- There would be a considerable aesthetic loss if just one element of the Jessop building were left standing alone, isolated among modern efforts. It would be preferable to rehabilitate the building as originally planned, and with it the area facing St George's Church, to form a properly designed and architecturally coherent area that might act as a focus for what is now a densely populated and used part of the university campus.
- The University should lead by example, showing some of its architectural and engineering skills by creating a development that conserves this listed building.
- Jessop Hospital for Women is an important landmark. It should be protected for its national importance and because of the role it has played in the very life of the city. The new University building should be designed to respect and enhance the setting of the listed building, not destroy it. The aim of creating an internationally important faculty can readily be achieved while doing this.
- The area around Jessops used to be largely derelict but the University has since built extensively on the surrounding land. Passing by recently I saw little of any architectural merit in the new buildings and I believe that when their turn comes for demolition no one in this city will remember them at all. The Edwardian extension to the old Victorian Jessops building was built with the original in mind and their styles complement one another.
- Sadly Sheffield has a poor record of preserving its old buildings and every year we see more of the old city centre being lost, subsumed by yet another faceless modern monstrosity, designed without sensitivity for the area or any attempt to respect its surroundings. I urge the planners to keep this Edwardian building and for it to be preserved and put to use, not destroyed in the name of progress. Otherwise one day we will wake up and be shocked to see that we have a city centre which resembles nothing so much as a forest of variegated lego blocks.
- Sheffield is a city with great historic importance, and I encourage the Council to recognise that importance before it is too late.
- It is its heritage that gives the city its identity, its individual character and its pride as a community. The proposed replacement, conversely, will contribute to a homogenised and bleak skyline where all towns and cities look the same. It will destroy the essentially late Victorian and Edwardian character of the area.

- The Edwardian building adds real character to the campus and area. It is a testament to an important part of local history and is considered with fondness by local people.
- This is one of Sheffield's most beautiful buildings. I have lived here my whole life and have always admired it and have felt saddened to see it going to ruin over the last few years. Decisions to demolish are made far too easily and with little regard to history and our city's culture.
- Sheffield University has been unduly negligent in allowing this building to dilapidate to its current state and it should be made incumbent on them to implement immediate measures to halt any further degradation and to implement a timely programme of restorative works.
- Time and time again, developers have used the argument that a new building is of such exceptional design that it warrants the demolition of a listed building. This new design is certainly not exceptional enough to warrant the demolition of this listed building.
- In nine years of working within Local Authority historic environment advice services I have never seen such a brazen attempt to ride roughshod over the policies and legislation in place to protect our common cultural inheritance. It does the University of Sheffield's otherwise proud architectural heritage no credit to try. These proposals are clearly contrary to the National Planning Policy Framework and do not constitute sustainable development as described by that document which requires as a Core Principle that heritage assets should be conserved in a manner appropriate to their significance. This building constitutes the younger of two remaining phases of the Jessop Hospital for Women built by regionally significant architect JD Webster. The building is specifically described in the Listing description (serving to identify the designated property not to define what is significant about it) as being 'in a sympathetic style' to the older Victorian block. The building shares architectural detail with its earlier counterpart and is no less architecturally significant than it.

Arguments made within the heritage statement stating that this building is of lesser 'communal significance' than its earlier counterpart both ascribe a somewhat spuriously lower status to the gynaecological medicine practiced here than that of midwifery and have no basis within policy. 'Communal significance' plays no part in the definition of significance given in the NPPF nor within the criteria used by English Heritage to designate listed buildings and its use here is at best diversionary.

- No application for delisting of the building (or of this part of it) has been made in the years before this application has been made. Presumably the applicant is not confident that this route would be successful.
- Artists impressions submitted with the application readily confirm that substantial harm will result from the impact the proposed development will

have on the setting of any remaining part of the listed building by virtue of its scale and massing.

- The retention of the Edwardian wing of the Jessop building does not prevent 'all reasonable uses of the site' (para 133 NPPF) it merely slightly restricts the scale of development. Moreover a 'viable use of the heritage asset itself can be found ... that will enable its conservation' by incorporating it into the NEB complex.
- Whilst the expansion of the University Engineering Department is important, it is not clear that the extra 5% of space generated by the demolition of this building is going to critically impact on that expansion, nor on the broader reputation of the University which this development is intended to enhance.
- The applicant's supporting Heritage Statement argues that the 'utilitarian' nature of the building makes it less significant than its Victorian counterpart (also a 'utilitarian' structure if the same criteria are applied). It also notes: 'The physical condition of the building overall is poor to very poor. It requires an entirely new roof covering (on our assessment) and reconstruction of timber elements in large measure'. Repeated references are made throughout the Heritage Statement to the poor condition of the building. However the same statement also notes that the University acquired the building from the NHS in 2001. At the time it was a fully-functional hospital, with essential features such as a roof and timber elements presumably intact. For the building to be in this condition eleven years later suggests that the University has neglected appropriate maintenance over that time.
- As a graduate of Sheffield University's Engineering Department I feel ashamed and disgusted that it is contemplating demolishing this building. I feel so strongly about it that I would consider handing back my degree in protest if that were possible.

Supporters of the scheme made the following points:

- It would be right to demolish the Edwardian building because we have already conserved what is important in terms of architecture and memory (i.e. the Victorian building). To do so again, at great cost, will not add significantly to conserving architectural form and memory. However, it would greatly diminish what can be achieved on the site.
- Keeping the Edwardian building would limit the ambitions of the engineering department, which is intimately related to Sheffield's economic future. The demolition of the Edwardian building is in the public interest because it is in the public interest for the University to invest in engineering in order to secure that part of Sheffield's future that depends on advanced manufacturing.
- This is the most exciting proposal, not only for the future development of the University, but for the city of Sheffield. It will enable the Engineering

Faculty to compete at the very highest level and will have a significant impact on the regeneration of the city.

- The industrial heritage of Sheffield is recognised throughout the world. The vital element then, and now, is the ability to develop world class products. For this you need to produce world class engineers and to do this the University must be able to attract the best candidates. This requires world class facilities.
- The demolition of the Edwardian extension, to facilitate the University's expansion plans, gives a historical completeness to the site. Thomas Jessop helped build a great hospital using wealth created by Sheffield's metal industry. Now that this use is redundant, the University has the vision to use the same site to help the City compete in the metal industries of the future.
- This proposal will help to ensure that the University remains a respected and world leading institution.
- The growth of the Engineering Faculty will bring many more students to the city, offering both the immediate benefit of their contribution to the local economy and the further benefit of a growing supply of highly skilled professionals to support the development of the engineering and associated sectors.
- I was born at Jessops and the restored Victorian building will remain a lasting legacy. However, the Edwardian building is not as architecturally or historically important and does not offer the University the accommodation it requires to grow and succeed. The proposed building will benefit both the University and the local economy.
- This project will strengthen the city's engineering heritage by attracting further investment from major companies, building on the success that Rolls Royce and Boeing have brought to Catcliffe.
- There are already several innovative buildings around the Brook Hill roundabout and so this is a suitable place for a modern innovative design.
- The area already contains a mix of historic buildings and high quality modern development. The proposal to demolish the Edwardian wing of the former hospital and build the new engineering school is equally acceptable as the blend of development already exists.
- The existing wing is an eyesore.
- The inside of the Edwardian wing has no artistic or architectural merit, it is purely utilitarian inside and, what with steps up to entrances etc, it is not very practical either.

- The proposed design is very 21st century and exciting. The idea of showcasing some of the engineering projects through the use of glass walls will bring engineering to a much wider audience.
- Trying to incorporate the facade of the Edwardian wing in the new building would create access issues and reduce floor space.
- The Faculty of Engineering and the University have a vital role to play in supporting economic development, not just in Sheffield but also in the wider City Region.
- The current facilities for engineering and teaching research at the University of Sheffield are in need of significant improvement. This new engineering building represents an opportunity to bring these facilities up to date.
- Naturally, many people feel a strong sense of attachment to the former Jessop Hospital, which has played such an important role in the city's health and heritage. The architecturally significant original Victorian building has already been sensitively restored as the new home for the University's music department. The demolition of the significantly less remarkable Edwardian extension is a price we should be prepared to pay for this vital development.
- Land adjacent to the St Georges site is at a premium, and this site really represents the best solution to present day requirements.
- This development will create many jobs, both during construction and when it is finished.
- While the proposed building is very large, the height is appropriate relative to surrounding buildings.
- As a general principle, the loss of a listed building is regrettable, but the National Planning Policy Framework does not preclude it. It states that where a proposed development will lead to substantial harm to or loss of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh the harm or loss, or all of its 4 stated considerations apply. In this instance, the public benefits that outweigh the loss are: the creation of a well designed replacement building by a well regarded firm of architects which would complement and enhance its surroundings; the better use of the site, providing much better teaching and research facilities than could be achieved as a result of refurbishment of the existing building or façadism; the greater attractiveness of the University to prospective students, from home and abroad, for both engineering and other courses; the benefits accruing to the local economy, especially from foreign students; the generation of employment; the greater prestige of Sheffield as a University city and as one of the Russell Group of leading research Universities; and

the knock on effect of the redevelopment as a catalyst for further regeneration of this part of the city.

With regard to the 4 considerations: the nature of the heritage asset, with its lay-out and general configuration, prevents all reasonable uses of the site by a progressive University seeking 21st century teaching and research facilities; it is doubtful a viable use could be found in the medium term consistent with the University's ambitions; it is highly likely that conservation by grant funding, charitable or public ownership is demonstrably not possible; and the harm or loss is outweighed by the benefit of bringing the site back into use.

The Framework considers the economic role of sustainable development, which should be to contribute to the building of a strong, responsive, competitive economy. Sufficient land of the right type should be available in the right places and at the right times to support growth and innovation. The University's proposals meet these objectives.

The Framework also urges local planning authorities to plan positively for the location, promotion and expansion of clusters or networks of knowledge-driven, creative or high technology industries, and the teaching and research in a new engineering building with its state of the art learning space will complement the University's Advanced Manufacturing Research Centre (AMRC).

- The University takes its heritage responsibilities very seriously having more than 30 listed buildings within its trust, and has, in the past few years, invested millions in refurbishing several of them.
- Despite being born (at the Jessop hospital) I have no affinity with this building at all, and doubt whether many born and bred Sheffielders actually do.
- The University is a world ranking university and its continued success is vital to the economy of the city. The Engineering Faculty is in need of considerable investment to meet the challenge of delivering world class teaching and research.
- Careful evaluation has demonstrated that Jessop East is the only site capable of accommodating a significant building that meets the needs of the Faculty. It represents an investment in the city of £81 million.
- English Heritage has declined to call in the application for demolition, regarding this as a local decision to be taken by the City Council. If English Heritage had overriding concerns about the demolition it would have called in the application for its own decision. This is clear-cut case whereby the considerable benefits to Sheffield far outweigh the dis-benefits of losing the Jessop building. There is an overwhelming and over-riding case for granting planning permission and listed building consent to allow the new engineering building to proceed.

- The Royal Academy of Engineering recently found that the UK needs to increase the number of science, technology, engineering and maths graduates by 50% to maintain the country's engineering capability. In my own company the age profile of our engineering staff is biased significantly towards the upper end and we will need an influx of new engineering talent in the years ahead. There is a real and exciting opportunity to provide new engineers for the UK in which the city of Sheffield can play a significant part if the University's application is supported.
- The words 'Made in Sheffield' are recognised worldwide and are synonymous with quality in manufacturing and engineering. That is what the University are trying to achieve with this new building.
- Sheffield's companies have a long history of innovation from working with the University and benefitting from working with its graduates. We would like to see the excellence continue with development of the advanced manufacturing aspect of the University and the new engineering building represents an opportunity to bring the facilities up to date.

PLANNING ASSESSMENT

Land Use

The site lies within a designated Institution: Education Area in which education uses, as well as community facilities and institutions, are defined as the preferred use of land in Policy CF7 of the Unitary Development Plan (UDP). A wide range of other uses, including housing, offices, hotels and recreation facilities are also considered to be acceptable.

The Core Strategy acknowledges that the University plays a crucial role in the economic, cultural and social life of the city and the wider region, and that the siting of the University's campus on the edge of the city centre contributes to the centre's vitality. In order to maximise these benefits, Policy CS 20 of the Core Strategy (The Universities) states that provision will be made for the consolidation and expansion of their teaching and research operations within and adjacent to their existing campus.

The use of the application site for the provision of the NEB is therefore considered to be acceptable in principle.

Conservation Issues and the Demolition of the Edwardian Wing

The proposals for the NEB involve the demolition of the grade II listed Edwardian wing of the former Jessop Hospital for Women. Policy BE15 of the UDP (Areas and Buildings of Special Architectural or Historic Interest) states that buildings of special architectural or historic interest which are an important part of Sheffield's heritage will be preserved or enhanced and that development which would harm the character or appearance of listed buildings will not be permitted.

Similarly, Policy BE19 of the UDP (Development Affecting Listed Buildings) states that the demolition of listed buildings will not be permitted and advises that proposals for demolition are only likely to be approved in exceptional circumstances, where the Council is satisfied that it is fully justified, and necessary, and that there are no practicable alternatives.

The Core Strategy also reflects on the importance of the city's distinctive heritage and, in Policy CS 74 (Design Principles), states that high quality development will be expected to enhance historic buildings in the city centre.

Until 2010, Ministerial guidance for the protection of historic buildings was contained in PPG15: Planning and the Historic Environment (1994). In 2010, PPG15 was replaced by PPS5: Planning for the Historic Environment, and then this was replaced by the National Planning Policy Framework (NPPF) in March 2012.

The NPPF advises that, as heritage assets are irreplaceable, any harm or loss requires clear and convincing justification. The Edwardian Wing is a heritage asset as defined in the NPPF. It, together with its Victorian predecessor, benefits from grade II listed status and both wings are described in the list description. The applicant asserts that the Edwardian wing is not the 'principal listed building', but a later extension to it and thus concludes that the harm caused to the heritage asset by the demolition of the Edwardian wing would be less than substantial.

The NPPF advises that, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm need only be weighed against the public benefits of the proposal.

However, Members are advised that the Edwardian wing is not considered to be an extension, but a principle building in its own right, which was built to complement, not replicate, the Victorian wing. It stood visually separate from the Victorian wing, has an important plan form and provided additional functions. The list description describes the 1902 building as an addition not an extension, and refers to the Edwardian wing as the 'west front'. Its loss would result in substantial harm to the heritage asset in so far as half the listed building would be lost and its loss would detract from the setting of the remaining wing.

The NPPF states that substantial harm to or loss of a grade II listed building should be 'exceptional' and advises that, where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

If the applicant can meet the first of the tests (that substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss) then the subsequent four tests do not need to be applied. However, for completeness, we have given a brief overview on the viability of retaining the listed building for other uses below.

Following the refurbishment of the Victorian wing and a successful application for alterations and a 3 storey extension to the Edwardian Wing to bring it into educational use (now expired), we know the Edwardian wing is structurally sound (though its general condition has suffered due to a lack of maintenance and weather protection) and can be brought back into use, and that the cleared site to the east is developable, just not to an extent that fulfils the University's brief.

The applicant submitted a Valuation Report in support of their planning application which concludes that any form of development involving the retention of the Edwardian wing is not viable, and it is difficult to see how, in the current market, a residual development appraisal would produce a positive land value for the Edwardian wing in isolation. It may also be difficult for developers to secure finance for acquisition and refurbishment. However, that does not mean that the building has no commercial value and that, theoretically, a buyer could not be found who would buy it now on the basis of potential uplift in the future.

Of course, the ambitions of the University in relation to this site are well known. It is therefore questionable whether it would be worth going through a market testing exercise. What's more, the references in the Valuation Report to a restrictive covenant – preventing anything other than educational use – may be factually correct, but the point of a marketing exercise would be to determine whether there is a viable use for the property as an alternative to demolition.

The appraisal in the valuation report based on academic and office space, that includes the adjoining land, makes a minor loss of £16,375. It is considered that minor changes to some of the cost and value assumptions would result in a viable development option. It is also queried why the student housing appraisal does not include the adjoining vacant land. If it did, it is suggested that this option would also produce a viable development.

Conservation of the Edwardian wing through alternative grant funding, charitable or public ownership does not appear to have been considered and demolition is not considered necessary in order to bring the site back into use.

While PPS 5 has been superseded by the NPPF, the companion guide to PPS5, PPS5: Planning for the Historic Environment Practice Guide (2010) remains relevant and is also a material consideration when making planning and heritage consent decisions.

The Practice Guide notes that the difference between a heritage asset and other components of the environment is that a heritage asset holds meaning for society over and above its functional utility. It is this heritage significance that justifies a degree of protection in planning decisions.

Where substantial harm to, or total loss of, the asset's significance is proposed, a case can be made on the grounds that it is necessary to allow a proposal that offers substantial public benefits. However, for that loss to be necessary, there should be no other reasonable means of delivering similar public benefits, for example through a different design or the development of an appropriate alternative site.

A range of options have been explored with the University to see if the requirements of the brief could be met on the Jessop East site by either:

- full listed building retention;
- retention of the façade of the Edwardian wing; or
- full demolition.

It was made it clear that the Council would only consider full demolition if the University could demonstrate that the first two options were not feasible. The University have a very clear brief that requires 19,500 square metres of new space by the 2016/17 academic year or it will significantly impact on its growth potential and delivery of the most efficient functioning of the Faculty. This is a significant driver in considering whether alternative options on the site would be acceptable. Clearly, retention of the Edwardian wing limits the amount of development achievable on the application site. Discounted option 2, a new building which integrates with the Edwardian wing by retaining its façade and roof, resulted in a shortfall in gross internal floor area (GIFA) of 1,729 square metres. This equates to a loss of approximately 600 student study spaces through the loss of group study rooms and a reduction in lecture theatres and associated break out spaces of 9 to 5 and 10 to 7 respectively, and would have a significant impact on capacity and therefore the efficiency of operation of the Faculty which requires space for larger student groups across disciplines.

It could be argued that a slightly smaller building and more phased expansion of the Engineering Faculty, along with the planned improvements to its existing accommodation would also offer substantial benefits. However, significant weight must be given to the operational needs of the Faculty if it is to fulfil its vision and potential to be a world class engineering faculty as set out earlier in this report.

It is accepted that the new building needs to be in close proximity to the Engineering Faculty, as a result of the high contact hours, and that the University owned Jessop East is the largest vacant site in the vicinity. However, the University needed to make it clear that there were no other suitable sites that could meet their specific growth and locational requirements. They looked at a number of potential sites within their core campus and in adjoining areas. From the comprehensive analysis carried out by the University it is clear that the Jessop East site is the only one that is available, suitably located and of the right size to meet the requirements of their brief for the reasons set out below.

Sites at Durham Road and in Hounsfield Quarter to the west of the ring road were discounted because they were either required/committed or too distant from the Mappin building.

The 'Grunweg' site, to the immediate east of the Mappin complex, is currently vacant but in mixed ownership. The 3,900 square metre site was discounted by the University due to its ownership complexities, their programme (they have planned for the NEB to be available for the 2016/17 academic year) and its size, claiming that if it could be acquired, they would have to split teaching accommodation between it and Jessop East. The Grunweg site is ideally located adjacent to the Engineering Faculty but is not owned by the University and it is accepted that it is not available within the time frame required. To our knowledge no alternative means of acquiring the site were pursued (compulsory purchase for example for which a strong case could have been made and which could have been completed within an 18 month time frame) but it is acknowledged that it would have been very difficult to deliver an operational new faculty building by 2016/17 and that the risks inherent in negotiating purchase through multiple owners or obtaining the site through CPO would be too great given the demanding space pressures the University faces and the need to move their expansion plans forward quickly.

The development potential of the Mappin courtyard, the space at the centre of the Mappin complex, was considered. Having been identified in a University commissioned Development Framework as a potential expansion site, it has been discounted because it is occupied by buildings at basement level.

It is clear that the University campus is already intensively developed with many existing buildings already earmarked for refurbishment or redevelopment to enhance the overall teaching and research environment and to help to meet the engineering faculty's requirements for up to 40,000 square metres of new space by 2026. It is worth noting that the New Engineering Building is part of a more complex puzzle and unlocks opportunities for the University to enhance other parts of its estate, which has too high a percentage of buildings in poor condition.

It is therefore concluded that:

- There is not scope within the Jessop East site to meet the full needs of the University's brief to deliver 19,500 square metres of new faculty space by 2016/17, if the Edwardian extension or even just its façade is retained.
- There are no other alternative sites suitably located, available in the required timeframes and of sufficient size to meet the University's specific requirements.

Even though these tests have been passed it still needs to be demonstrated that the demolition of the Edwardian wing is necessary to achieve substantial public benefits that outweigh that harm or loss.

Impact of Demolition and New Build on the Setting of the Victorian Wing and Other Listed Buildings

The NPPF states that the significance of a heritage asset can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Similarly, the Practice Guide points out that a heritage asset may be affected by direct physical change or by a change to its setting.

The applicant admits that there will be harm to the setting and significance of the Victorian wing as a result of the removal of the 'later extension', whose details and materials reinforce and complement those of the Victorian building. Setting is the surroundings in which an asset is experienced. The Victorian and Edwardian wings of the former Jessop hospital have an historic and aesthetic connection that amplifies the experience of the significance of each. They are within one another's setting. Demolition of the Edwardian wing would therefore cause considerable harm to the setting of the Victorian wing.

The applicant states that, despite the increased scale of development, the design of the new building successfully mitigates its impact on the setting of the Victorian wing, and that the detailed design has been developed to specifically respond to the style, appearance and colour of the Victorian range, adding interest to its setting, and that no material harm is caused as a result of the design of the new building.

The colour of the cladding was indeed chosen with regard to the hue of adjacent buildings, its neutral tone should sit comfortably beside its historic and contemporary neighbours, but the building's style and appearance are not a response to the character of the Victorian wing. In order to meet the specific requirements of the University brief the NEB entirely fills the application site, terminating at the height of the Bio-Incubator building to the west. The resultant mass has then been wrapped in a sophisticated cladding system which, whilst appealing in its own right and deliberately designed to reflect its engineering function by reference to the Cellular Automaton, does not relate physically to the solidity, variation in form, scale or mass of the Victorian wing. Rather, it manages to make the Victorian building appear out of place. It is concluded, therefore, that the setting of the Victorian wing would be harmed as a result of the scale, mass and design of the proposed NEB. This will therefore need to be weighed in the final assessment against the wider public benefits of the proposals.

The applicant claims that the setting of the grade II listed Church of St George is at least preserved and that the NEB is lower than the St George's wing of the hospital before it was demolished. It is questionable whether an assessment should be made against a building that is no longer there and instead should be made in the current context. The applicant, in their Design and Access Statement, note that the scale of the surrounding area is diverse but that there is a common band of height of between 15m and 25m surrounding St. George's church. Whilst we accept that the scale of surrounding buildings is significant and that the NEB will be lower than the demolished St. Georges wing, it could be argued that the setting and significance of the church would be harmed as a result of the scale and appearance of the new building, particularly in views from Broad Lane and Bolsover Street. Conversely, the new building could be considered to improve the

setting of the Church by enclosing St. George's square, which is currently bound by a vacant site and hoardings.

It could also be argued that the proposals will have an adverse impact on some views of the grade II listed Church of the Nazarene, the spire of which will be read against the backdrop of the NEB.

Other Design Considerations

Policy CF8 of the UDP (Conditions on Development in Institution Areas) requires new development in Institution Areas to be well designed, of a scale and nature appropriate to the site, while Policy BE5 (Building Design and Siting), states that original architecture will be encouraged, but that new buildings should complement the scale, form and architectural style of surrounding buildings.

Policy CS 74 of the Core Strategy (Design Principles) states that high quality design will be expected to take advantage of and enhance the distinctive features of the city and that good design should support economic and physical regeneration and should not be traded off against economic benefits.

The University's brief refers to their desire to create a landmark building and this they have achieved. The New Engineering Building is a statement of the scale and significance of the Engineering Faculty within the University and it will form a new focal point within the campus. However, while delivering a building that provides visual interest and responds positively to key views is highly desirable, the need for a new landmark building was questioned from the start. It is appreciated, however, that there are a number of landmark buildings across the campus that make a strong contribution to the city's townscape and that the University has a specific driver in their brief to "create a city landmark and strengthened University and Faculty identity." The submission documents make it clear that architecturally the University intend the faculty to be highly visible, memorable and distinctive, celebrating the importance of engineering in the history of the city and within the university. When you put that within the context of their vision to be the best engineering faculty in the UK and among the best in the world, the desire to have a landmark building to reflect this aspiration can be understood.

Nevertheless, the Church of St George is a landmark structure set in space and should arguably remain dominant in townscape terms. The new building should enclose the space around the church and provide definition to the adjoining circulation routes, which it does to some extent, but it should not compete for attention.

With the exception of the historic buildings and road pattern, the range of architectural styles, forms and layouts in the area surrounding the application site has created an incoherent townscape. In early pre-application negotiations, the need to bring an element of cohesion to the area was discussed and, rather than set out to add to the eclectic nature of the townscape, the new development had

the potential to create a sense of unity, forming tangible links with the other faculty buildings. However, the reasons why the applicant wants such a striking building are acknowledged.

In their Design and Access Statement, the applicant explains how the NEB responds to the urban and contextual constraints of the site and draws inspiration from the wide palette of styles and materials prevalent in the area. However, it is difficult to discern the influence of the context on the form or appearance of the proposed building. The tracery of the windows in St George's Church may have inspired the pattern, but that is not apparent, nor does it connect the building to its environs. Utilising styles, forms and materials from the surrounding townscape would have helped to develop a degree of coherence, although we do accept that new forms can make a positive addition to the townscape and that the applicant was keen to develop a striking and distinctive modern addition to the townscape. We therefore need to judge how well this specific design has been articulated.

The adopted design approach has produced a large, simple form of uniform height that relies upon variations within the outer skin to create visual interest. As previously described, the facade has visual merit in its own right and the 'cellular automaton' inspired repeating pattern gives it a flexibility that allows it to respond to the building's internal and external activities as well as the environmental requirements of maximum daylight penetration, shading and resistance to thermal gain. What's more, the Council has worked closely with the applicant to ensure that the scale and pattern of the openings, and nature of the infills, introduces variety and responds to the particular context on each side. For example, ground level glazing at the junction of St George's Terrace and Broad Lane forms a shop window, a space that will enable the Faculty to assert its presence by displaying objects associated with engineering. However, the result is a building that is broadly similar in all elevations.

The scale of development is generally considered to provide an appropriate, civic-scale level of enclosure to Broad Lane, a major vehicular route, and the new building will help to enclose St George's square to the east, simply through its presence. However it does not follow that it forms an entirely fitting side to the square. The NEB does not share a common architectural vocabulary with the cluster of engineering buildings on the opposite side of the square in terms of form, materials, detailing, articulation, relationship with the public realm, sense of solidity or appearance. As such, there will be little to connect the new and existing family of buildings within the new engineering faculty or to reinforce its identity, which was also a requirement of the brief. However, the desire of the University to have a building that is new, distinctive and different – a landmark building to represent engineering in the 21st century – is acknowledged.

The intensity of the proposed development is likely to reinforce the role of Leavygreave Road as a major pedestrian route and, with a new entrance from the west, the NEB will increase use of the existing space between it and Jessop West. New interventions in the landscape and the removal of the existing bin, bike and gas bottle stores will enhance the quality and feel of this space while the lifting of the façade of the building to reveal the teaching space within will bring some much needed life to the square. However, the scale of the new building is considerable

relative to the space it is enclosing and, unless the external space is carefully designed, it feel oppressive.

There will always be an element of subjectivity when assessing compliance with design policies CF8 and BE5 of the UDP and policy CS 74 of the Core Strategy. It is clear that the specific space requirements of the University's brief have tested the capacity of the site to its full extent. Officers have worked with the applicant in the full knowledge of these constraints and have sought amendments to the design to achieve an acceptable solution, such as how the building touches the ground or lifts in specific locations, the scale and pattern of the openings and the detailed choice of materials and finishes. The solution provides for the accommodation needs of the Engineering Faculty whilst seeking to mitigate the subsequent demands it places on the site. The massing and wrap approach has unfortunately remained fixed and there is no doubt that these elements combined create an imposing building. However, it is acknowledged that result is subjective, perhaps best illustrated by the comments of the Sheffield Sustainable Development and Design Panel, who largely welcomed the bold approach to elevational treatment, but who also recognised that this view was not unanimous.

Economic Impact and Public Benefit

One of the key challenges facing Sheffield, as identified in the Core Strategy, is the economic transformation of the city through the growth of sectors such as advanced manufacturing and sustainable technologies. Sheffield's ambition is to have an economy that matches the best cities in Europe. To do so it aims, amongst other things, to:

- create the conditions for a balanced, diverse and sustainable high growth economy;
- provide for modern and high technology manufacturing and knowledge based services, including links with the universities and opportunities for the creation of dynamic business clusters;
- create environments that will attract business investment; and provide land for education and training facilities for developing a skilled workforce.

The Core Strategy acknowledges the important role that the University plays in the economic life of the city and the role it will play in achieving economic transformation by helping people fulfil their potential through learning and enterprise, enabling them to take jobs in the new economy, and as a result of its close links with innovative businesses.

In March 2011, the government published 'Planning for Growth' a ministerial statement setting out the Government's commitment to reforming the planning system to promote sustainable growth and jobs.

It directs local planning authorities to consider fully the importance of national planning policies aimed at fostering economic growth and employment, as well as the range of likely economic, environmental and social benefits of proposals; including long term or indirect benefits such as more robust local economies.

In determining planning applications, local planning authorities are obliged to have regard to all relevant considerations. They should ensure that they give

appropriate weight to the need to support economic recovery and treat applications that secure sustainable growth favorably.

The NPPF reinforces the planning systems role in building a strong, responsive and competitive economy, stating that significant weight should be placed on the need to encourage economic growth.

In support of their planning application, the applicant submitted a report on the Economic Impact of the Development of the Jessop East Site by Oxford Economics, which quantifies the economic impact of the NEB on Sheffield and the wider region (Yorkshire and the Humber). The report indicates that the bulk of the direct economic benefits of the development will accrue within Sheffield's administrative border through two channels, a one-off boost from the construction of the project, followed by the benefits from its permanent operational effects (largely generated through the revenue from tuition fees and the subsistence spending of students), and estimates that:

- The activity associated with the construction of the project will generate a total of £23.9 million for the Sheffield economy and create 449 jobs.
- The operational effects of the scheme will contribute £20.6 million to Sheffield's economy and create 623 jobs.
- In total, therefore, the project will contribute a total of £44.5 million to Sheffield's Gross Domestic Product (GDP) and create 1072 jobs. This figure rises to £46.6 million and 1128 jobs at the regional level.
- When you include the indirect benefits to local businesses through associated supply chain purchases, and the induced effects of the project as a result of the increased spending of the additional employees, the project is expected to generate £55.2 million for Sheffield's GDP and support 1335 jobs. These figures rise to £66.0 million and 1556 jobs at the regional level.

In addition to these economic benefits, the project will generate less quantifiable effects including the training of approximately 1559 additional engineers a year, many of whom will enter into full time employment in the local area, and the research conducted by the academics employed as a result of the expansion of the Engineering Faculty. This research will, in many cases, support the work of the Advanced Manufacturing Research Centre at Catcliffe, which specialises in translating research into practical application.

Significant weight must therefore be placed on the NEB's role in supporting the growth of advanced manufacturing and knowledge-based industries in the local area and promoting growth in the local economy, as required by the NPPF. However, it must be weighed against NPPF advice that substantial harm to or loss of a grade II listed building should be 'exceptional' and that local planning authorities should refuse consent where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss.

Planning for Growth refers to 'sustainable growth' as a requirement of a favourable determination, reinforcing the need to consider the combined economic, social and environmental dimensions of a development, rather than each in isolation.

It is clear from the detailed evidence submitted by the University and the range of responses in support of this application that the University will play a critical role in the future economic success of Sheffield and the city region. The expansion of the Engineering Faculty, in many ways the flagship faculty of the University, will bring significant wider benefits in terms of the educational offer and attractiveness of the city. These must be given substantial weight in determining this application.

Sustainability

Policies CS 63 (Responses to Climate Change), CS 64 (Climate Change, Resources and Sustainable Design of Developments) and CS 65 (Renewable Energy and Carbon Reduction) of the Core Strategy set out the Councils' objectives for reducing the impact of climate change.

Policy CS 63 provides an overall statement of actions proposed including giving priority to development in the City Centre and other areas that are well served by sustainable forms of transport, promoting high density development in locations that are well served by sustainable forms of transport, designing development to increase energy efficiency and reduce energy consumption and carbon emissions, generating renewable energy, reducing flood risk and encouraging biodiversity.

Policy CS 64 requires all new buildings to achieve a high standard of energy efficiency, to make the best use of the natural features of a site by exploiting solar energy, natural light, and ventilation, to use resources sustainably by minimising water consumption and maximising water recycling, to re-use existing buildings where possible and use sustainable materials. It also requires new developments to achieve a minimum BREEAM (BRE Environmental Assessment Method) rating of Very Good.

In addition, policy CS 65 requires all significant developments to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

The application site is located on the edge of the city centre and is well served by public transport. The NEB will be a very high occupancy building and will be open 24 hours a day, thus it uses land efficiently. However, the net energy demands will also be higher than a typical university building and so its design incorporates many energy saving and generating features.

A low or zero carbon energy strategy was developed which includes connection to the city's district heating network, a gas-fired combined heat and power plant (CHP) to generate electricity and heat, plus the installation of free cooling chillers. It is expected that these three technologies combined will provide for the majority of the building's energy consumption.

The façade of the building will achieve very low U-values as approximately 40% of the façade will be triple glazed and the remaining 60% will be single glazed with a sealed insulated panel behind. Each façade has a different glazing ratio as a

function of its relationship with the sun path, so the south facing façade has the least amount of glazing, followed by the east and west elevations and then the north, which has the most. The triple glazing has a solar reduction coating to reduce glare, helped by internal roller blinds of varying density.

The building's floor plates are deep plan in places to support their academic functions, though the highly glazed façade, central atrium and 3 to 3.8 metre floor to ceiling heights facilitate generally good daylighting. Nevertheless, lighting energy will form a significant proportion of the building's energy consumption. Where required, localised, efficient, artificial task lighting will be used in study spaces to reduce background lighting to a minimum, in addition to low energy LED lamps and automatic lighting controls.

The building will be largely mechanically ventilated as a result of its high density loads and proximity to main roads. However, the atrium will be naturally ventilated, and where possible, energy efficient mechanical systems will be used to minimize fan powers or recover waste heat. As the nature of the building use also generates large heat gains, laboratory spaces will be cooled through the use of chilled beams, assisted by the free-cooling chillers.

Low water consumption fittings will be installed into the building to reduce the capacity for wasting water and approximately 50% of rain water collected from the roof will be re-used (to flush toilets).

The building design is adaptable to accommodate changes in user requirements through raised access floors (in specific areas), flexible data and power distribution, light weight partitions and moveable furniture.

The building specification proposes the use of robust materials to avoid frequent replacement and efficient detailing to reduce the extent of material or energy heavy elements, for example a concrete frame which has voids within it to reduce the amount of concrete, and a taped and jointed partition system to avoid full plaster skimming.

A BREEAM assessor has been involved in the design of the building from early stages and a pre-assessment indicates that the development can achieve a Very Good rating.

The design team set themselves the target of designing for a 2050 climate and breaking new ground in how occupants learn from their building. A Smart Building network will be used to communicate how the building is working and allows occupants and the public to access data about how the building is coping with its environment. The University aspires to use the smart technology to allow the building to respond intelligently to how it is being used

Despite its high energy demands, the proposed engineering building responds positively to the Councils' objectives for reducing the impact of climate change and is considered to comply with policies CS 63, 64 and 65 of the Core Strategy.

Landscape

The landscape proposals focus on improvements to the space between the application site and Jessop West, and on the formation of a plaza on Leavygreave Road, in front of the new building's main entrance.

The decision to re-design the external environment between the proposed development and the Jessop West building in an attempt to create a more enjoyable and better-used space is welcomed. The removal of inappropriate structures, such as the gas and bin stores, and the relocation of the cycle parking facilities, will open up the space and while the loss of trees is usually resisted, in this instance the existing specimens have very low crowns which interrupt views across the space and undermine any sense of unity.

The proposal, as amended, to create raised planters that can be used to provide informal seating, in the same manner as they do in the Peace Gardens and Tudor Square is also welcome, as is the decision to use a form that echoes the pattern of the lattice. A further advantage of the planters is the breaking-up the existing paving pattern, which is overpowering.

Further work is required, however, to the main space in order to resolve detailed elements, such as the profile of the raised beds, plant species, materials and the integration of public art. It is, for example, considered that this space would benefit from the incorporation of some vertical elements, be it trees, shrub planting or art work.

To provide spill out space to what is the main 24 hour entrance to the building, the NEB has been set back from the back edge of the footway along Leavygreave Road. The intention is to create a pleasant outdoor space, and to accommodate changes in level, by creating an amphitheatre style sunken seating area to the west of the plaza. However, it is understood that the proposals are not yet resolved and, in terms of priority, this is secondary to the resolution of the square adjacent to Jessop West.

Access

Level access is provided at each entrance point to the building, which has been designed with equal access in mind.

Five existing accessible parking spaces are situated within the square to the west of the application site. They are intended to serve the New Engineering Building in addition to the Jessop West Building, the Victorian Wing and Bio-Incubator Unit. While the level of provisions falls slightly below the Council's guidelines, it is considered to be acceptable given the restrictions of the site and its proximity to a University owned surface level car park on the south side of Leavygreave Road.

In addition, 50 cycle hoops will be provided in close proximity to the building.

It is concluded that the proposals are acceptable in access terms.

Residential Amenity

Policy CF8 (Conditions on Development in Institution Areas) requires new development in Institution Areas to protect residential amenity.

The NEB is located approximately 20 metres from the nearest residential accommodation on the northern side of Broad Lane. While the dominant noise source affecting these properties during the daytime is road traffic, the substantial plant provision on the roof of the new engineering building has the potential to impact upon the amenities of residents and established uses in the vicinity, particularly at night. As such, the design of the building has been developed to achieve plant noise criteria recommended by the Environmental Protection Service which, in this instance, is a limit of at least 5dB below existing background noise levels at any nearby noise sensitive receiver.

Highways

Policy CF8 (Conditions on Development in Institution Areas) requires new development in Institution Areas to provide safe access to the highway network, while Policy CS 61 of the Core Strategy (Pedestrian Environment in the City Centre) seeks to establish a Pedestrian Priority Zone, a high quality environment which prioritises the safe, convenient and comfortable movement of pedestrians, along Portobello to serve the University Campus.

The University's Estates Strategy 2010-2015 also refers to making improvements to the public realm along the central spine of the campus.

In addition, the application site lies adjacent a Signed Cycle Route which runs along Leavygreave Road, Portobello and Victoria Street and forms part of a strategic east-west route around the north of the city centre. This links to an Advisory Cycle Route which continues west, along Leavygreave Road, across Upper Hanover Way and onto Hounsfild Road.

Given the focus for pedestrian and cycling improvements along the centre of the University campus, and the predicted increase in student number using this route as a result of the proposed development, it is considered that further assessment of the existing pedestrian and cycle facilities is required, with particular emphasis on the crossings to Upper Hanover Way.

RESPONSE TO REPRESENTATIONS

English Heritage have expressed the view that the demolition of the Edwardian extension amounts to substantial harm to the significance of the listed hospital complex and, as such, the local authority should refuse consent unless it can be demonstrated that this substantial harm is necessary to achieve substantial public benefits that outweigh this harm.

They have subsequently confirmed that, as the demolition of the Edwardian wing, with its imposing frontage, constitutes the demolition of a principal wall and a substantial part of the interior, it will require referral as set out in Circular 08/2009, Arrangements for Handling Heritage Applications - Notification to the Secretary of State (England) Direction 2009, if the Council are minded to grant the listed building application.

SUMMARY AND RECOMMENDATION

Planning law requires that applications for planning permission and listed building consent must be determined in accordance with the local development plan, unless material considerations indicate otherwise. The site is identified in both the UDP and the Core Strategy for education use and so the proposed development is considered to be acceptable from a land use perspective.

The proposals involve the demolition of a listed building, and the demolition of the listed building has to be fully justified. The NPPF is clear that heritage assets are irreplaceable and that any harm or loss should require clear and convincing justification. It goes on to say that substantial harm or loss of a grade II listed building should be exceptional. Officers worked with the applicant to assess whether options to retain the Edwardian extension, or as a minimum its façade, were at all possible. It was made clear that demolition of the listed building would only be accepted if:

- There is not scope within the Jessop East site to meet the full needs of the University's brief to deliver 19,500 square metres of new faculty space by 2016/17, if the Edwardian extension or even just its façade is retained.
- There are no other alternative sites suitably located, available in the required timeframes and of sufficient size to meet the University's specific requirements.

Officers are satisfied that the only way to deliver the specific requirements of the University's brief is by demolishing the listed Edwardian building and that no alternative sites were available in the necessary timescales and of the right size and location to meet the Faculties needs.

The Edwardian wing is structurally sound and can be brought back into use, and the cleared site to the east is developable in isolation. The site has not been marketed, though the value of such an exercise is questionable, and some of the appraisals in the Valuation Report may produce viable development options subject to minor changes to some of the cost and value assumptions or, in the case of the student housing appraisal, the inclusion of the adjoining vacant land. Moreover, the development will result in substantial harm to the significance of a designated heritage asset. The University must therefore demonstrate that the harm, in this instance the demolition of the Edwardian wing and impact on the setting of the Victorian wing, is necessary to achieve substantial public benefits that outweigh that harm.

The design of the new building is a striking and has a number of positive features including:

- the level of enclosure it provides to Broad Lane and, less successfully, to St George's Square, which gives definition to the road and strengthens the urban fabric;

- its distinctive façade, which is interesting in its own right and contributes to the building's ecological credentials but arguably lacks empathy with its environs;
- its positive response to the Council's objectives for reducing the impact of climate change;
- the reinforcement of Leavygreave Road as a pedestrian route;
- and the boost of activity it will bring to the existing space between it and Jessop West.

However, it is considered that the proposed building does not respond successfully to the nature of the site and the scale, form and architectural style of surrounding buildings, in particular the Victorian wing of the Jessop Hospital. Furthermore, the requirements of the brief have resulted in a simple form of uniform height that relies upon variations within the outer skin to create visual interest. Yet the building is broadly similar in all elevations.

Conversely, the economic benefits of the proposed development are undoubtedly substantial. The project will contribute a total of £44.5 million to Sheffield's Gross Domestic Product (GDP) and create 1072 jobs. This figure rises to £46.6 million and 1128 jobs at the regional level. And when you include the indirect benefits to local businesses and the induced effects of the project as a result of the increased spending, the project is expected to generate £55.2 million for Sheffield's GDP and support 1335 jobs, rising to £66.0 million and 1556 jobs at the regional level. In addition, the project will train approximately 1559 additional engineers a year, while the research conducted by the academics employed as a result of the expansion of the Engineering Faculty will support the work of the Advanced Manufacturing Research Centre at Catcliffe, which specialises in translating research into practical application.

Economic transformation is one of the key challenges facing Sheffield, as identified in the Core Strategy, which also acknowledges the important role that the University plays in the economic life of the city and in helping people to fulfil their potential through learning and enterprise.

The Ministerial Statement 'Planning for Growth' directs local planning authorities to consider in full the importance of national planning policies aimed at fostering economic growth and employment, and the Council are obliged to give appropriate weight to the need to support economic recovery and treat applications that secure sustainable growth favorably. The NPPF also reinforces the planning system's role in building a strong, responsive and competitive economy, stating that significant weight should be placed on the need to encourage economic growth. The key issue is whether the NEB's role in supporting the growth of the Faculty of Engineering, which will support advanced manufacturing and knowledge-based industries in the local area and promote growth in the local economy, outweighs the substantial harm caused as a result of the demolition of the Edwardian wing, a grade II listed building with a particular significance to the people of Sheffield, and the impact of the demolition and erection of the NEB on the setting of the Victorian wing.

In view of the Faculty of Engineering's position as a world leader and their ambitions to be the very best, the inadequacy of their existing accommodation and the need to make swift improvements in order to benefit from the current opportunities for growth. And in light of the impact of the development on the local

economy, in particular on the growth of the advanced manufacturing and sustainable technology sectors which are key to the economic transformation of Sheffield, it is therefore recommended, on balance, that Members grant planning permission for the New Engineering Building subject to the proposed conditions. It is stressed that this decision has not been taken lightly, and that the loss of the grade II listed building is very much being treated as exceptional because of the significant public benefits that the NEB will bring to the University, the Faculty of Engineering, the city and economy of the wider city region.

It is also recommended that Members grant listed building consent for the demolition of the grade II listed Edwardian wing of the former Jessop Hospital for Women, subject to referral to the Secretary of State as set out in Circular 08/2009, Arrangements for Handling Heritage Applications - Notification to the Secretary of State (England) Direction 2009.

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