
Case Number	20/02631/FUL (Formerly PP-08680682)
Application Type	Full Planning Application
Proposal	Demolition of existing buildings and erection of a ten to twenty seven storey building providing 519 students beds (69 cluster flats and 45 studios) with associated facilities, servicing, access and landscaping
Location	Land bounded by Hollis Croft and Broad Lane Sheffield S1 3BU
Date Received	04/08/2020
Team	City Centre and East
Applicant/Agent	Zerum Consult Ltd
Recommendation	Grant Conditionally Subject to Legal Agreement

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

Yorkshire Water Proposed Diversion - 0005 Rev P01
Proposed Block Site Plan - 002 Rev P04
GA Plan - 00 - 2000 Rev P04
Landscape Plan - 2106 Rev P04
GA Plan OM Mezzanine - 200M Rev P04
GA Plan 01 - 2001 Rev P04
GA Plan 11 - 2011 Rev P02
GA Plan 26 - 2026 Rev P04
GA Plan 02-07 - 2002 Rev P04
GA Plan 08-09 - 2008 Rev P04
GA Plan 10 - 2010 Rev P04
GA Plan 12-13 - 2012 Rev P02
GA Plan 14-17 - 2014 Rev P01

GA Plan 18-25 - 2018 Rev P04
GA Roof Plan - 2105 Rev P04
Typical Rooms - N6860-LHA-ZZ-ZZ-DR-A-2130 Rev P02

M1 and M2 Accommodation - 2151
M3 Access Exceptional Accommodation - 2152

Elevations Sheet 1 - N6860-LHA-ZZ-ZZ-DR-A-2101 Rev P03
Elevations Sheet 2 - N6860-LHA-ZZ-ZZ-DR-A-2102 Rev P04
Elevations Sheet 3 - N6860-LHA-ZZ-ZZ-DR-A-2103 Rev P02
Elevations Sheet 4 - N6860-LHA- ZZ-ZZ-DR-A-2104 Rev P04

Facade Treatment Bay Type A - 2109 Rev P02
Facade Treatment Bay Type b - 2110 Rev P02
Facade Treatment Crown bays - 2120 Rev P02
Facade Treatment Cycle Store - 2121 Rev P02
Facade Treatment Ground Floor Level - 2108 Rev P02

Street Scene Sheet 1 - N6860-LHA-ZZ-ZZ-DR-A-2111 Rev P03
Street Scene Sheet 2 - N6860-LHA-ZZ-ZZ-DR-A-2112 Rev P03
Street Scene Sheet 3 - N6860-LHA-ZZ-ZZ-DR-A-2113 Rev P03
Street Scene Sheet 4 - N6860-LHA-ZZ-ZZ-DR-A-2114 Rev P03

Reason: In order to define the permission.

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

3. Development shall not commence until a Construction Environmental Management Plan (CEMP) has been submitted to and approved by the local planning authority. The CEMP shall assist in ensuring that all site activities are planned and managed so as to prevent nuisance and minimise disamenity at nearby sensitive uses, and will document controls and procedures designed to ensure compliance with relevant best practice and guidance in relation to noise, vibration, dust, air quality and pollution control measures.

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

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

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

- a. Details of the means of ingress and egress for vehicles engaged in the

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

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

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

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

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

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

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

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

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

6. No development shall commence until full details of the proposed surface water drainage design, including calculations and appropriate model results,

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

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

7. No development shall commence until detailed proposals for surface water disposal, including calculations to demonstrate a 30% reduction compared to the existing peak flow based on a 1 in 1 year rainfall event have been submitted to and approved in writing by the Local Planning Authority. This will require the existing discharge arrangements, which are to be utilised, to be proven and alternative more favourable discharge routes, according to the hierarchy, to be discounted. Otherwise greenfield rates (QBar) will apply.

An additional allowance shall be included for climate change effects for the lifetime of the development. Storage shall be provided for the minimum 30 year return period storm with the 100 year return period storm plus climate change retained within the site boundary. The development shall thereafter be carried out in accordance with the approved details.

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

8. Any intrusive investigations recommended in the approved Phase I Preliminary Risk Assessment Report (Ground Investigation Report, reference 18.05.2019, dated August 2018 by Listers Geotechnical Consultants Ltd.) and to include additional gas monitoring shall be carried out and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to the construction of any phase (excluding demolition). The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential

that this condition is complied with before the development is commenced.

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

Reason: In order to ensure that any contamination of the land is properly dealt with and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

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

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

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

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

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

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

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

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

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

14. Prior to that part of the development commencing, a sample panel of the proposed material palette for that phase shall be erected on the site and approved by the Local Planning Authority. The sample panel shall illustrate the colour, texture, bedding and bonding of all masonry and mortar finishes and the relationship of the proposed brickwork with the additional elements of the material palette (including the sizing and fixing of materials) for that phase. The sample panel shall be retained for verification purposes until the completion of part of such works.

Reason: In order to ensure an appropriate quality of development

15. Large scale details (in accordance with approved indicative facade treatment details where approved) 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:

- Bay Type A
- Bay Type B
- Crown Bays
- Cycle Store External metal screen
- Main Entrance
- Typical Ground Floor

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

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

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

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

17. Within 3 months of the commencement of any above ground works, an External Signage Strategy document shall have been submitted to and

approved by the Local Planning Authority.

Future proposals shall thereafter be in accordance with the approved strategy.

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

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

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

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

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

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

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

20. The proposed green/brown roof (vegetated roof system) shall be provided on the roof(s) in accordance with locations shown on the approved plans. Details of the specification and maintenance regime shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site. The green/brown roof(s) shall be provided prior to the use of the building commencing. The plants shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason: In the interests of biodiversity.

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

(a) The final design details for disabled people to enter the buildings - including the design details of ramps / treads / tactile paving / handrails etc.

and final details of gradients;

(b) Details of dropped kerbs and blister paving in accordance with 'Guidance on the use of Tactile Paving Surfaces' within the footway of Broad Lane on both sides of Garden Street and Hollis Croft.

(c) Details of the accessible parking spaces on Hollis Croft designed to DfT standards with dropped kerbs providing access to the footway located where they will not be obstructed by private vehicles.

The development shall not be used unless the agreed inclusive access and facilities have been provided in accordance with the approved details. Thereafter such inclusive access and facilities shall be retained.

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

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

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

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

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

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

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

25. The residential units shall not be occupied until details of a scheme have been submitted to and approved by the Local Planning Authority to ensure that future occupiers of the residential units will not be eligible for resident parking

permits within the designated Permit Parking Zone. The future occupation of the residential units shall then occur in accordance with the approved details.

Reason: In the interests of highway safety and the amenities of the locality it is essential for this scheme to be in place before the use commences.

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

The Travel Plan shall include:

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

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

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

27. Before any above ground works commence, or within 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.

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

28. Prior to the development being brought into use, full details of a management plan to control student arrivals/departures associated with moving in to/out of the accommodation shall be submitted to and agreed in writing by the Local Planning Authority.

Thereafter such management plan shall be adhered to.

Reason: In the interests of highway safety.

29. Prior to the construction of any phase of the development commencing, a detailed Inclusive Employment and Development Plan for that phase, designed to maximise opportunities for employment and training from the construction phase of the development, shall have been developed collaboratively with Talent Sheffield and submitted to and approved in writing by the Local Planning Authority.

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

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

30. No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority, identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy, or an alternative fabric first approach to offset an equivalent amount of energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources, or agreed measures to achieve the alternative fabric first approach, shall have been installed/incorporated before any part of the development is occupied, and a report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed/incorporated prior to occupation. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

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

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

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

32. No external doors or gates shall, when open, project over the adjoining public

highway.

Reason: In the interests of pedestrian safety.

33. Surface water and foul drainage shall drain to separate systems.

Reason: To ensure satisfactory drainage arrangements.

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

a. Be based on the findings of Noise Impact Assessment Report 27845/NIA1 by Hann Tucker Associates dated 6 July 2020

b. Be capable of achieving the following noise levels:

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

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

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

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

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

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

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

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

a) Be carried out in accordance with an approved method statement.

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

Reason: In order to protect the health and safety of future occupiers and users of the site it is essential for these works to have been carried out before the use commences.

36. Prior to the development being brought into use 4 bat boxes and 4 bird boxes

shall be installed on the building in line with the ecological enhancements recommended in Section 4 of the 'Building Inspection for Use by Bats and Nesting Birds' report, dated July 2020.

Reason: In order to ensure biodiversity net gain.

37. Prior to installation, full details of any proposed external lighting associated with the buildings hereby approved shall have been submitted to and approved by the Local Planning Authority.

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

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

Other Compliance Conditions

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. The applicant is advised that it has been identified that that Cadent and/or National Grid apparatus are present in proximity to the specified area. Therefore, the contractor should Plant Protection before any works are carried out to ensure the apparatus is not affected by any of the proposed works
3. The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at: www.gov.uk/government/organisations/the-coal-authority

4. The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CEMP should include, as a minimum:
 - Reference to permitted standard hours of working;
 - 0730 to 1800 Monday to Friday
 - 0800 to 1300 Saturday
 - No working on Sundays or Public Holidays
 - Prior consultation procedure (EPS & LPA) for extraordinary working hours arrangements.

- A communications strategy for principal sensitive parties close to the site.
- Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for;
- Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
- Vibration.
- Dust - including wheel-washing/highway sweeping; details of water supply arrangements.
- A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.
- A noise impact assessment - this should identify principal phases of the site preparation and construction works, and propose suitable mitigation measures in relation to noisy processes and/or equipment.
- Details of site access & egress for construction traffic and deliveries.
- A consideration of potential lighting impacts for any overnight security lighting.

Further advice in relation to CEMP requirements can be obtained from SCC Environmental Protection Service; Commercial Team, Fifth Floor (North), Howden House, 1 Union Street, Sheffield, S1 2SH: Tel. (0114) 2734651, or by email at eps.commercial@sheffield.gov.uk.

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

To arrange the dilapidation survey, you should contact:

Highway Co-Ordination

Telephone: 0114 273 6677

Email: highways@sheffield.gov.uk

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

The notice should be sent to:-

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

Telephone: 0114 273 6677

Email: highways@sheffield.gov.uk

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

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

7. Where highway schemes require developers to dedicate land within their control for adoption as public highway an agreement under Section 38 of the Highways Act 1980 is normally required.

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

If you require any further information please contact:

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

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

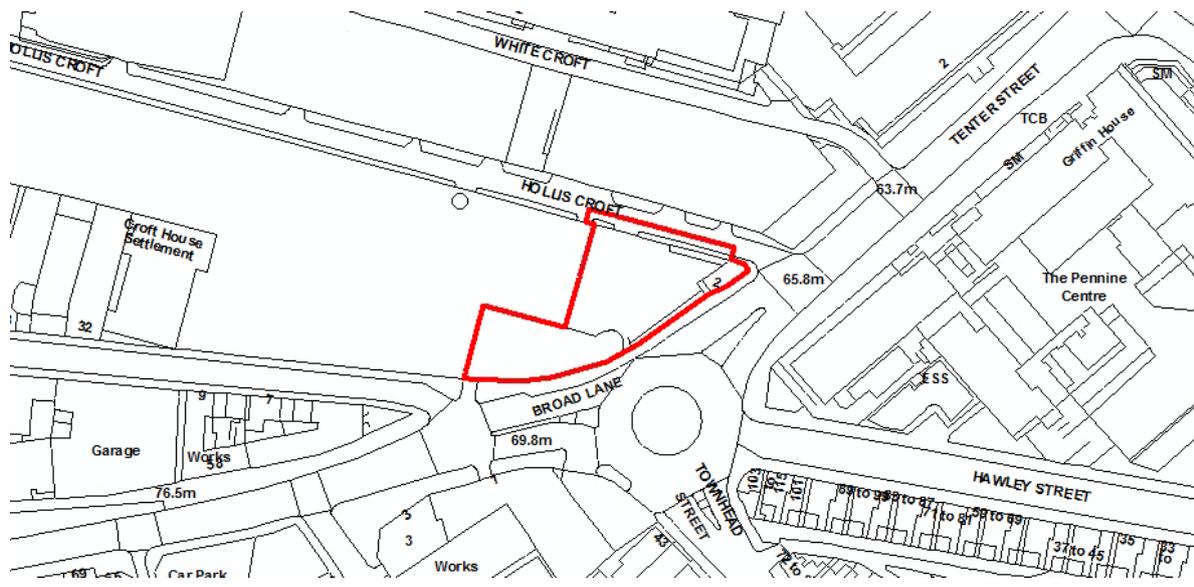
8. You are required, as part of this development, to carry out works within the public highway. You must not start any of this work until you have received formal permission under the Highways Act 1980 in the form of an S278 Agreement. Highway Authority and Inspection fees will be payable and a Bond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

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

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

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

Site Location



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LOCATION AND PROPOSAL

The application site relates to an irregular shaped site that has a prominent position of the Broad Lane roundabout which lies to the south. The site is bounded by Hollis Croft to the north and Garden Street to the south west. The site is characterised by a two-storey showroom/office building to the south west and a small three storey rendered building with pitched roof to the east in use as a sandwich shop at ground floor with offices above. The central part of the site is characterised by vehicular parking.

Planning permission has previously been granted on the site (ref 18/03977/FUL) for ground floor flexible uses with residential accommodation above. The development was part of a wider scheme which included the site on the opposite side of Hollis Croft (Site A). The site under consideration under the current application was named site 'B' in the previous scheme. Upon review of the scheme, the applicant did not consider the proposed development and use to be viable and as such is proposing an amended scale and design and to use the building as purpose-built student accommodation as opposed to C3 residential.

To the north of the site on the opposite side of Hollis Croft lies a series of buildings formerly used as workshops and showrooms and forming site A of the above-mentioned application. To the east of the site, on the opposite side of Tenter Street, is the former HSBC office complex which is now vacant whilst to the south on the opposite side of the Broad Lane Roundabout are a variety of land uses, including car garage, offices, sandwich shop and dwellings. To the west of the site lies the Hollis Croft Student Roost scheme, comprising over 900 student bedspaces and including a 17-storey tower adjacent to the application site.

Planning permission is sought for the demolition of existing buildings and the erection of a ten to twenty seven storey building to provide 519 student bedspaces with associated facilities, servicing, access and landscaping.

PLANNING HISTORY

20/02016/EIA - EIA (Environmental Impact Assessment) Screening opinion request for demolition of existing structures and erection of student accommodation between 10 and 27 storeys to provide approximately 519 student bed spaces (69 cluster flats and 45 studios) with ancillary facilities, amenity space and access – Environmental Statement Not Required

18/03977/FUL - Demolition of existing buildings and erection of mixed use development in two blocks (Plot A - 7-13 Storeys and Plot B - 8-24 storeys) comprising flexible commercial uses at ground floor level (Use Classes A1, A2, A3, A4, B1(a), D1 (restricted uses) and D2 (restricted uses)), and residential accommodation comprising 444 apartments, including 20 co-living cluster apartments, with associated facilities, servicing, access and landscaping – Grant Conditionally with Legal Agreement

18/03768/EIA: EIA (Environmental Impact Assessment) screening opinion for the demolition of existing buildings and erection of mixed use development

comprising co-living/student accommodation and ground floor commercial units – Environmental Statement Not Required

SUMMARY OF REPRESENTATIONS

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

No letters of representation have been received

PLANNING ASSESSMENT

Policy

National Planning Policy Framework

The National Planning Policy Framework (NPPF) sets out the Government's planning priorities for England and how these are expected to be applied. The key principle 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.

Policy Context

Paragraph 12 of the NPPF makes it clear that a presumption in favour of sustainable development does not change the status of the development plan as the starting point for decision making. Paragraph 12 continues that where a planning application conflicts with an up-to-date development plan permission should not usually be granted. The Development Plan comprises the Unitary Development Plan (UDP) and the Core Strategy.

Paragraph 213 of the NPPF states that policies should not be considered as out-of-date simply because they were adopted or made prior to the publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. Therefore, the closer a policy in the development plan is to the policies in the Framework, the greater the weight that may be given.

The assessment of this development proposal needs to be considered in light of paragraph 11 of the NPPF, which states that for the purposes of decision making, where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date, planning permission should be granted unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development.

- Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework when taken as a whole.

This is referred to as the tilted balance. In the context of this application in order to assess if the tilted balance applies, consideration will be given to how closely the proposal aligns with local policies and in turn how closely such policies align with the NPPF.

Land Use

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

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

It is considered that the proposed student use reflects the aims of creating a mixed-use area as identified in Policy CS17. The site is located in close proximity to the University of Sheffield's campus and will help to reinforce this link in the area.

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

This document was produced in 2004 and was intended to cover the period 2004-2014, as such it is out of date and it does not reflect the current focus for the area. The site lies adjacent to an area that has experienced a high volume of residential / student development in the recent past and so the overspill to the proposed site is considered to be a logical expansion.

Previously Developed Land

The proposal will make use of a sustainably located brownfield site in the city centre. Core Strategy Policy CS24 states that priority will be given to the development of previously developed sites.

This approach is reflected in paragraph 117 of the Framework, which promotes the effective use of land and the need to make use of previously developed or

'brownfield land'. Paragraph 118 (b) goes on to state that substantial weight should be given to utilising brownfield land within existing settlements.

CS24 can be offered significant weight as it promotes brownfield development which aligns strongly with the NPPF. As such it is concluded that the principle of developing this brownfield site is supported in policy terms.

Housing Land Supply

Core Strategy Policy CS22 relates to the scale of the requirement for new housing and sets out Sheffield's housing targets until 2026; identifying that a 5 year supply of deliverable sites will be maintained.

However, the NPPF (2019) at paragraph 60 now requires that where a Local Plan is more than 5 years old, the calculation of the 5-year housing requirement should be based on local housing need calculated using the Government's standard method. In line with the standard methodology the housing requirement is 2,124 homes per year, this is 699 homes per year higher than the figure in CS22. As such weight cannot be afforded to the figures set out in CS22.

However, CS22 states that a 5-year supply of deliverable sites will be maintained at all times and this is in accordance with the requirements of the NPPF. The most recent published monitoring data (May 2020) concludes that there is 5.1 year supply. This part of the policy is in conformity with the NPPF and so can be given significant weight.

Overall it is considered that the proposal is consistent with the aims of local and national policy as it will provide new homes.

Density

Core Strategy Policy CS26 requires that housing development makes efficient use of land and states that the highest densities will be expected in the city centre. It goes on to set a minimum density of 70 dwellings per hectare in the city centre.

This approach is reflected in the NPPF where paragraph 123 states that where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site. It then identifies that policies should set minimum density standards for city centres.

Policy CS26 can be offered significant weight as it aligns strongly with the NPPF, particularly with regards to the setting of minimum density standards.

The proposed scheme has a density of approximately 3460 dwellings per hectare. This is a very high density, well in excess of the minimum requirements. The scheme makes efficient use of land and helps to meet the Council's housing land supply of deliverable sites, which is afforded substantial weight as a material consideration. It therefore complies with both Policy CS26 and paragraph 123 of the NPPF.

Mixed Communities

Core Strategy Policy CS41 promotes the creation of mixed communities by encouraging development of housing to meet a range of housing needs. CS41 (a) is relevant to this application and states that a mix of housing types and tenures will be achieved by ensuring that no more than half the homes in larger development should consist of a single house type. 'Larger developments' are defined as more than 60 new dwellings and a single house type is defined as one with the same number of bedrooms and of the same design or generally similar characteristics.

Part (c) states that purpose-built student accommodation should be provided as part of a mix of housing development, with a mix of tenures and sizes of unit on larger sites, primarily in the City Centre.

Part (d) of CS41 seeks to limit shared housing including hostels, purpose-built student accommodation and Houses in Multiple Occupation where the community is already imbalanced by a concentration of such uses or where the development would create imbalance.

The NPPF highlights the importance of communities and details in paragraph 8 the social objective 'to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations'

Paragraphs 60 and 61 go on to state that a housing needs assessment is required to determine the size, type and tenure of housing needed for different groups in the community.

The local policy seeks to promote mixed communities in line with the NPPF and as we currently have a 5 year supply of housing the local policy can be considered as in date and therefore given significant weight.

With regards to the specifics of CS41, the application proposes 519 bed spaces comprising of 69 cluster flats and 45 studios. This equates to 60% cluster flats and 40% studios and so is contrary to part (a) of CS41. Nevertheless, the 50% target is exceeded by only 10% and so is considered to be minor in this instance.

Furthermore, as the scheme is targeted towards students, a wider mix of unit sizes is unlikely to result in a more mixed community. It is therefore considered that this part of the policy should be given less weight.

In relation to part (c) there is no definition of what constitutes a 'larger site'. However, it could reasonably be considered to be one which could accommodate a number of different independent blocks to avoid conflict between residents e.g. between students and non-students. It is considered that at just 0.15 hectares that such development isn't realistically achievable on this site. It is however noted that when viewed in conjunction with Site A as approved originally through application 18/03977/FUL that site will remain in residential C3 use. As such in this instance the site would not be classes a 'larger site and so the proposal for solely student housing is not contrary to CS41 (c).

In relation to Part (d) the current density, including all permission is 19%. The proposal would raise this to 21% and so would be contrary to this part of the policy.

The applicant has submitted several market reports relating to the supply and demand of purpose-built student accommodation in the City. These suggest there is still the demand and market for additional student bedspaces. However, one of these reports is dated 2019 and the other is from the first quarter of 2020, as such they are not up to date and don't account for any impact of the coronavirus pandemic.

Nevertheless it is argued in this instance that as the percentage of shared accommodation in the locality will be just 1% above the 20% target that an exception can be made in this instance. It is highlighted that the site is in close proximity to Sheffield University Campus and so it is an appropriate location for student development.

Plans have been submitted showing how the development could be converted to one and two-bed apartments or a hotel, should the demand for student housing change.

This amounts to a sustainable building form which can be adapted to meet future demands.

On balance, it is considered that whilst not strictly in compliance with CS41, the deviation from the policy requirements is marginal and will not result in material harm in this instance.

Demolition of Buildings

The application proposes the demolition of all buildings on site, including 2 Broad Lane, where this was retained in the previous scheme as it fell outside the site boundary. The site contains no designated heritage assets, nor listed buildings and is not within a conservation area. Archaeological recording of the building at 2 Broad Lane will be undertaken prior to demolition. The demolition of the buildings to allow for the redevelopment of the site is acceptable.

Design

UDP Policy BE5 'Building Design and Siting' and Core Strategy Policy CS74 'Design Principles' set out the design principles for new developments. Policy BE5 requires development to incorporate good design, the use of high quality materials and encourages original architecture. New buildings should complement the scale, form and architectural style of surrounding buildings and the design should take account of the natural and built features of the site.

Core Strategy Policy CS74 states that high quality development will be expected which respects, takes advantage of and enhances the distinctive features of the city, its districts and neighbourhoods. It also states that development should contribute to place making and contribute to a healthy, safe and sustainable environment which promotes the city's transformation and helps to transform the character of physical

environments that have become run down and are lacking in distinctiveness. Development should also enable all people to gain access safely and conveniently, providing, in particular for the needs of families, children, disabled and elderly people and should contribute towards creating attractive, sustainable and successful neighbourhoods.

Core Strategy Policy CS76 'Tall Buildings in the City Centre' defines when tall buildings in the City Centre are appropriate. It is accepted that elegantly design and appropriately sited tall buildings can create landmark structures in areas of strategic importance. Tall towers are acceptable where they help to define identified gateway sites; mark a principle activity node or a key route; and support the vision for City Centre quarters.

Paragraph 124 of the NPPF highlights the importance of good design as a key aspect of sustainable development and creating better places to live and work. Paragraph 127 then goes on to set out a series of requirements including that development should add to the quality of the area; have good architecture, layout and landscaping; be sympathetic to local character and history; establish a strong sense of place and create welcoming and distinctive environments.

The key principles contained within the local design policies relate to providing developments that are high quality, well designed, distinctive and sympathetic to local character. These principles align closely with paragraph 124 of the NPPF and as such it is considered that they can be afforded significant weight.

Scale, Siting and Detailing

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

In comparison to the previous approval, the site now encompasses the site of the three-storey building at 2 Broad Lane and so has a slightly larger footprint. This is seen as a positive as it allows a more comprehensive development of the site and the opportunity to highlight the site frontage.

The scheme as presented in the application is the result of extensive pre-application discussions which have seen the scheme evolve positively in design terms.

The footprint of the proposed development wraps around the Broad Lane frontage and is set up to the back edge of Hollis Croft. This ensures that the predominant character of back edge of pavement development is reflected. The building is set away from the site boundary with the adjacent Student Roost development and a strip of land provided to increase the width of the adjacent pedestrian link to Hollis Croft.

The proposed development is split into three visually distinct blocks and steps from 10 storeys adjacent to Garden Street, to 27 storeys fronting the roundabout and back down to 10 storeys fronting Hollis Croft. The scale of the development adjacent to Garden Street achieves a good transition to the adjacent development and ensures an appropriate enclosure to the new pedestrian link through to Hollis Croft, provided as part of the adjacent development. Similarly, the scale adjacent to Hollis Croft, reflects the secondary nature of this route and sits comfortably next to existing developments.

The tower faces the roundabout away from the lower scale lanes and highlights the gateway location as supported in the urban design framework. The scale reflects that of nearby tall buildings on Tenter Street and Hollis Croft and will not appear out of keeping given this context. Further, it is highlighted that permission has previously been granted for a twenty-four storey tower in this location and therefore the precedent for a tall building has been set. The tower is well designed, creating a slim landmark feature in the local area.

The development includes an active frontage at ground floor to the base of the tower and Hollis Croft, helping to create visual interest and animation to the street scene.

The building is layered into three elements, a base, middle and 'crown' top, this element provides visual interest and will be visible from long range views, creating a landmark. The proposal includes an expressed frame which creates articulation and interest. Materials will be grey brickwork, this will contrast with the predominant red brick in the area, providing distinctiveness which is considered appropriate given the landmark status of the building. Metal accent panels, the cladding to the top and window frames will be a satin bronze finish, the appearance of this will vary depending upon the lighting.

Overall it is considered that the proposed design achieves a high quality development, appropriate for this prominent gateway location. The scheme complies with relevant national and local policies in this regard.

Impact on heritage Assets

The site is not within a Conservation Area but is located in close proximity to the Well Meadow Conservation Area (70 metres to the west of the site) and the City Centre Conservation Area (40 metres to the south).

Unitary Development Plan Policy BE16 "Development in Conservation Areas" requires development to preserve or enhance the character or appearance of a conservation area. The policy also relates to developments which would affect the setting of a Conservation Area or significant views into, or out of, the Area.

Chapter 16 of the National Planning Policy Framework 2019 (NPPF) Conserving and Enhancing the Historic Environment states that heritage assets are an irreplaceable resource which should be conserved in a manner appropriate to their significance.

Paragraphs 189-196 are relevant and advise that the significance of a heritage asset should be considered and that local planning authorities should take account of the

desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. The Framework goes on to state that great weight should be given to the heritage asset's conservation and that any harm to the significance of a designated heritage asset needs clear and convincing justification. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

It is considered that the principles of the local and national policies in relation to the conservation of heritage assets are closely aligned. However, the NPPF provides greater detail on how to assess and consider impact, including introducing the principles of 'substantial harm and less than substantial harm'.

The scale of the development is such that it will create a prominent feature which will be visible from views into and out of the conservation areas. Nevertheless, as aforementioned, this is considered a suitable location for a tower given it is a prominent gateway. The Development will not detract from the special features of interest of the conservation areas as set out in their appraisals.

It is concluded that the development will not be harmful to nearby heritage assets and complies with local and national policies.

Landscape

UDP Policy BE6 expects good quality landscape design in all new developments. This requirement is reflected in paragraph 127 (b) of the NPPF which states developments should be 'visually attractive as a result of good architecture, layout and appropriate and effective landscaping'. These policies align strongly and therefore significant weight can be attached to Policy BE6.

The site is a constrained city centre site located close to the back edge of the footway and therefore landscape opportunities are limited. The key landscape proposals include green/brown roofs and the expansion of the pedestrian route adjacent to the boundary with the student roost development on Garden Street. Full details can be secured by condition. The pavements surrounding the site will be upgraded in line with the urban design compendium.

The landscape proposals are considered to be acceptable and comply with the relevant policies outlined above.

Amenity

Policy IB9 (b) of the Unitary Development Plan states that development should not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions.

UDP Policy H5 states that planning permission will be granted for the creation of flats, bed-sitters and the multiple sharing of houses only if

- a) a concentration of these uses would not cause serious nuisance to existing residents; and
- b) living conditions would be satisfactory for occupants of the accommodation and for their immediate neighbours.

Paragraph 127(f) of the NPPF states the development should 'create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience'.

Policy IB9 (b) and H5 (b) are consistent with the aims of Paragraph 127 (f) of the NPPF and so can be offered significant weight. Part (a) of H5 does not conform with the NPPF's objective to significantly boost housing supply (paragraph 59) and so can be offered very limited weight.

Impact on Future Residents

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

Communal amenity space is proposed at ground floor level and at level 26. Floors 18 to 26 which provide studio accommodation have a small communal area on each floor. There is no external amenity space proposed. The type and extent of amenity space proposed is considered to be appropriate for this type of development in a dense urban setting. It is acknowledged that the character of the site and surrounding streets (i.e. shape, size and width) do not offer the opportunity to provide extensive on-site external facilities.

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

Impact on Existing Residents

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

The site is located immediately adjacent to the new Student Roost scheme on Garden Street/Hollis Croft. This development includes large buildings on the shared boundary some of which have windows overlooking the application site. The key issue to assess is whether the proposed development will be overbearing and result in an unacceptable loss of privacy to these windows.

There are windows on the west elevation of the Student Roost development (Block C tower) which overlook the application site. A separation distance of approximately 8 metres will exist between the new development and these windows. This distance is not dissimilar to other separation distances found within the local area and is considered acceptable from an overbearing aspect. No habitable room windows are proposed in the side elevation of the development facing west and so there will not be an adverse impact on privacy. It is highlighted that the relationship between the Student Roost tower and the proposed development is largely similar to that approved through the previous 2018 application.

The proposal will also be located in close proximity to a lower block (Block B) of the Student Roost development to the north of the site. An average distance of 12 metres will separate main windows in the side elevation of Block B from main windows in the side of the proposed development. This is considered acceptable for a City Centre site. Distances of between 3.5 and 5 metres will exist between the existing rear of the block and proposed development, however as there are no habitable room windows in the rear of the existing building there will not be an overbearing impact.

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

The application proposal includes two windows in each floor in the rear elevation facing north, one serving a bedroom and one serving a kitchen/living area for one of the clusters. There will be approximately 5 metres between these windows and the wall of the neighbouring building. Whilst this distance is minimal it only affects a small number of rooms and is the consequence of dense city centre living. On balance this aspect although not ideal is considered acceptable in the context of the overall scheme.

Daylight and Sunlight

A daylight and sunlight analysis has been submitted in support of the application and has been undertaken in line with BRE guidance contained in 'Site Layout Planning for Daylight and Sunlight, A guide to Good Practice' 2011. The use of this guidance is considered appropriate in the absence of any Local Authority policy or guidance on daylight or sunlight assessments.

The BRE guidance states 'The guide is intended for building designers and their clients, consultants and planning officials. The advice given here is not mandatory and this document should not be seen as an instrument of planning policy. Its aim is to help rather than constrain the developer. Although it gives numerical guidelines, these should be interpreted flexibly because natural lighting is only one of the many factors in site layout design.'

It is highlighted that the numerical targets given within the guidelines are designed to be applied to suburban locations. Flexibility may therefore be reasonably expected

in relation to city centre development where higher density development is expected and obstruction of natural light to existing buildings is often unavoidable

This approach is reflected in The NPPF which details that sites should achieve appropriate densities (paragraph 122 and 123) and that in order to ensure that a site is used efficiently, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).

The National Planning Practice Guidance (NPPG) – Making Efficient Use of Land (published November 2016 and updated October 2019), paragraph 007 states

“All developments should maintain acceptable living standards. What this means in practice, in relation to assessing appropriate levels of sunlight and daylight, will depend to some extent on the context for the development as well as its detailed design. For example, in areas of high-density historic buildings, or city centre locations where tall modern buildings predominate, lower daylight and sunlight levels at some windows may be unavoidable if new developments are to be in keeping with the general form of their surroundings.”

The submitted report assesses the impact of the development on several adjacent buildings, namely, the student scheme on Hollis Croft, the development approved on the opposite side of Hollis Croft (site A, 18/03977/FUL) and the Pennine Centre to the east of the site.

The assessment has been carried out using the extant planning permission as a baseline for the site. This method as described in section F2 of the BRE guidance allows consideration of the site’s history.

The BRE guide provides three methodologies for daylight assessment, namely The Vertical Sky Component (VSC); The No Sky Line (NSL); and The Average Daylight Factor (ADF).

VSC is a spot measurement of the availability of light from the sky in the existing and proposed situation. If VSC is greater than 27%, it can be considered that sufficient light from the sky is entering the window. If VSC is both less than 27% and less than 0.8 times its former value, occupants will notice a reduction in light.

NSL is a measure of the distribution of daylight at the working plane within a room. If a significant area of the working plane lies beyond the NSL (i.e. it received no direct sky light) then the distribution of daylight in the room will be poor and supplementary electric lighting may be required. An NSL of at least 80% would be considered satisfactory and a reduction of 20% would be deemed to not be noticeable.

Overshadowing (or loss of sunlight) is analysed using Annual Probable Sunlight Hours (APSH). This is a measure of how much sunlight the window can receive with or without the new development. Guidance recommends that a good level of sunlight will be achieved where at least 25% of APSH is provided, of which 5% should be in

winter months. BRE guidance states that only windows within 90 degrees of due south need to be assessed in relation to sunlight.

Hollis Croft Site A (18/03977/FUL Consent)

Over 90% of windows which were assessed will see a reduction in VSC levels. In many cases this is quite significant ranging between a 20% and 43% reduction in 42% of cases and in some instances taking the VSC to as little as 6%. With regards to NSL, 133/155 (85%) of windows will have a reduction in NSL in comparison to the approved scheme. In many cases the reduction is significant, with 38% of reductions over 20%.

A total of 80 windows have been assessed in relation to ASPH, of these 77 percent will see a reduction but this is considered to be significant in only 18% of cases).

Hollis Croft Block B

In comparison to the previous approval the VSC and NSL levels are reduced in Hollis Croft Block B in 70/87 windows (80%) and 54/66 (81%) respectively . The worst reduction in VSL is 21.4% but the average is around or below 5% with a betterment in some cases. The greatest reduction in NSL is 15.6 % but generally much lower than this and mostly around or below 5% with a betterment in some cases.

A total of 14 windows have been assessed in relation to ASPH, none of these will see an adverse impact in comparison to the previous approval.

Hollis Croft Block C

In comparison to the previous approval the VSC and NSL levels are reduced in Hollis Croft Block B in 218/265 windows (82%) and 185/207 (89%) respectively . The worst reduction in VSL is 29.3% but the average is generally much lower than this. The greatest reduction in NSL is 31% but generally much lower than this.

In relation to ASPH no windows will see a significant adverse impact in comparison to the approved scheme.

Pennine Centre Block 3, 4 and 5

Block 3 VSC all but 13 windows will have a reduction in VSC, however the reduction in levels are generally quite minimal. NSL affected very marginally with all windows still achieving levels in excess of the 80% target levels.

Block 4 and 5 VSC and NSL affected to such a minor extent as to be considered negligible.

ASPH has only been calculated in relation to 12 windows in the development as these are the only ones within 80 degrees of due south, of these, no windows will see a significant reduction in levels.

It is noted that some of the windows did not meet VSC or NSL target values with the consented scheme and that the proposal will reduce levels even further, albeit it marginally in the majority of cases.

It is considered that any form of meaningful dense development on this site would give rise to an impact on the windows in adjacent properties. It is highlighted that the BRE guidance relates to suburban developments and promotes flexibility in applying the guidelines. In this instance flexibility can be justified given the City Centre location where dense development can be expected. Indeed, the impact on sunlight and overshadowing is a consequence of high density city living, which is one of the City's key planning objectives and brings wider sustainability benefits. This includes re-developing vacant / underused brownfield land, regenerating City Centre Quarters and minimising the development of greenfield sites.

The adverse impacts are acknowledged and are a negative aspect of the proposals, however it must be recognised that this is not a suburban location and that if the impact on sunlight/overshadowing were to be given too much weight in a City Centre this would prevent high density development and the efficient use of land and would be contrary to paragraphs 122 and 123 of the Framework.

On balance, it is considered that, whilst the development will cause harm to daylight and sunlight on adjacent sites and this will be marginally greater than the previously consented scheme, this is outweighed by the positive aspects of the scheme.

Noise

Paragraph 180 (a) of the NPPF requires the mitigation and reduction to a minimum of potential adverse impacts resulting from noise from new development and to avoid noise giving rise to significant adverse impacts on health and the quality of life. A noise impact assessment report has been submitted with the application.

The development has the potential to give rise to noise and disturbance during the construction phase, this will be limited to daytime hours only and will be controlled by conditioning a Construction Environmental Management Plan. Nevertheless, as with all development, some level of noise during demolition and construction will be inevitable.

The residential nature of the new development will ensure that no new significant noise sources are introduced into the local area.

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

In summary it is considered that the development will not give rise to unacceptable noise disturbance in the local area and will provide future residents with a suitable noise environment. The development is therefore in accordance with paragraph 180 (a) of the NPPF.

Contaminated land

Paragraph 178 of the NPPF requires that planning decisions take account of ground conditions and any risks arising from land instability or contamination.

A phase I contaminated land desk study has been submitted in support of the application. It is recommended that further gas monitoring be carried out and a supplementary ground gas report submitted to the Local Planning Authority for approval. Conditions are recommended to deal with this issue. An adequate assessment of contamination has been undertaken in line with paragraph 178 of the NPPF. Further work is required to better understand the contamination and the coal mining legacy, this will be secured by condition.

Wind Impacts

It is commonly acknowledged that tall buildings can have an adverse impact on the local wind microclimate, resulting in a detrimental effect on pedestrian comfort levels and in the most severe cases, in wind safety issues.

In order to fully consider the impact of the development a wind assessment has been submitted with the application. The assessment is based upon a Computational Fluid Dynamics Model (CFD) and seeks to assess pedestrian comfort levels in relation to the local wind climate.

The model has assessed the local wind climate as it is it will be with the proposed building. The results are presented in line with the Lawson wind comfort criteria. The Lawson criteria identifies seven different wind environments based upon wind speed and identifying the activities which could be comfortably carried out in each of the areas. In order of the highest wind speeds to the lowest, these wind environments are classed as unsafe for all; unsafe for frail; uncomfortable; fast (business walking); pedestrian leisure walk/strolling; pedestrian standing/entrances and outdoor seating.

Three scenarios have been tested in the model, namely the existing site with existing surroundings, the proposed site with existing surroundings and the proposed site with approved developments.

The results indicate that in the scenario of the proposed development within the existing surroundings all areas within the immediate locality will be suitable for sitting or standing with the exception of a small area to the north of Hollis Croft which will be suitable for leisure walking only. This is adjacent to one of the former entrances to the now disused building, however it is not the only entrance and permission has been approved for demolition and redevelopment of this site.

In relation to the scenario of the proposed development plus planned approved development, the surrounding wind environment would primarily be suitable for sitting or standing. There are however two small areas which would be suitable for leisure walking, one of these is on a thoroughfare and so is in line with the principle use.

The other however is adjacent to the entrance to the approved Site A entrance on the opposite side of Hollis Croft (18/03977/FUL). This is one category windier than

expected during the winter only (summer wind comfort is acceptable) and is classed as a minor adverse impact. Whilst not ideal, the entrance will not be unsafe and it is anticipated that a similar impact would have occurred with the previously approved scheme. The wind assessment submitted in support of the previous approval was not however as detailed and simply classified the areas as safe or unsafe.

Whilst a building of this scale would generally be required to be assessed in a wind tunnel, an exception was made in this case as a result of the extant planning permission for a tall building and the fact that only very limited impacts were identified in the CFD modelling.

In light of the above it is considered that the development will not have a harmful impact on the local wind climate and complies with relevant policies.

Archaeology

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

Paragraph 189 of the NPPF requires that due regard is had to archaeological assets. The national policy strongly reflects the local policy in this instance and therefore significant weight can be afforded to Policy BE22.

An archaeological desk based assessment has been submitted. This recommends that archaeological trenching is carried out targeting the former 18th to 19th century residential and commercial properties within the site boundary to assess for any below ground archaeological remains. South Yorkshire Archaeology Service have also recommended that archaeological recording of the existing building at 2 Broad Lane which dates from the 19th century should be undertaken. Further archaeological site investigations are considered necessary but can be conditioned as part of any approval.

In light of the above, the development is considered acceptable with regards to Policy BE22 and relevant guidance in the NPPF.

Biodiversity/Ecology

UDP Policy GE11 requires that the natural environment is protected and enhanced. The design, siting and landscaping of development should respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value.

Paragraph 170 of the NPPF states that development should minimise impacts on and provide net gains for biodiversity. The local policy requirement to protect and enhance the nature environment strongly reflects the relevant policy in the National Framework and so can be offered substantial weight.

A desk based ecological survey has been carried out and found no evidence of protected species including birds. The site was found to be unsuitable for protected or notable species due to a lack of semi-natural vegetation within and adjacent to the site.

The buildings on site were found to have negligible or low potential for roosting bats. However in line with guidance a further bat emergence survey was carried out, this found no evidence of roosting bats within the buildings.

The report makes a number of recommendations to enhance biodiversity including green roofs and inclusion of bird and bat boxes, these can be secured by condition to ensure compliance with paragraph 170 of the NPPF.

In summary the development will not have an adverse impact on protected species and will provide ecological enhancement through the provision of green roofs.

Air Quality

Core Strategy Policy CS66 states that Action to protect air quality will be taken in all areas of the city. Further action to improve air quality will be taken across the built-up area, and particularly where residents in road corridors with high levels of traffic are directly exposed to levels of pollution above national targets.

Paragraph 181 of the NPPF states 'Planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement'.

An Air Quality Assessment has been carried out for the scheme. This demonstrates that there is the potential for air quality impacts during the construction phase due to dust emissions from demolition, earthworks, construction and trackout activities. The use of good practice and control measures will provide suitable mitigation and reduce potential impacts to an acceptable level. Such control methods can be secured through condition.

Dispersion modelling has been undertaken and indicates that predicted air quality impacts in sensitive locations will not be significant. The assessment shows that pollution levels at the site are below the relevant air quality threshold levels and so will be suitable for the end users.

It is concluded that the development will not have a harmful impact to air quality during demolition and construction subject to mitigation which will be controlled through a condition. Furthermore, air quality will be acceptable for end users. The development complies with the relevant national and local policies in this regard.

Sustainability

A key objective of local and national policy is the pursuit of sustainable development.

The NPPF details three overarching principles of sustainable development; an economic objective; a social objective and an environmental objective.

In economic terms the development will see the redevelopment of an underused brownfield site, this will create jobs through construction and management of the completed development. The scheme will increase the number of residents in the local area which will boost the local economy.

In social terms, the development will provide an increased variety of accommodation within the area. As the site is conveniently located close to a wide range of services and facilities development in this location will ensure that residents' social and community need are well catered for.

In environmental terms, the proposal will replace vacant commercial and industrial buildings with high quality residential development that will enhance the built environment on a busy city centre route and support the provision of high density development in City Centre. The site is located in a highly sustainable location within close proximity to a range of services, amenities, education establishments and places of work. Additionally, the site is easily accessible by a range of high frequency public transport links including, bus, tram and train. The development will regenerate a brownfield site and will be resilient to climate change as it lies within a low risk flood zone.

Core Strategy Policies CS64 and CS65 provide local policy requirements in relation to achieving environmental sustainability. As this is also a key theme in the NPPF, the policies are considered to be compatible and therefore significant weight can be given to these local policies.

Core Strategy Policy CS64 'Climate Change, Resources and Sustainable Design of Development' expects all new buildings to be energy efficient and to use resources sustainably.

Core Strategy Policy CS65, relates to renewable energy and carbon reduction and requires that all significant developments should provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

An energy report has been submitted with the application. This details how energy consumption will be reduced through the efficient use of the building fabric and efficient lighting and heating/cooling and ventilation plant. Furthermore, low carbon energy will be provided by air source heat pumps.

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

The scheme will also be required to achieve BREEAM very good standards in line with Policy CS64, this can be conditioned.

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

Flood Risk and Drainage

Paragraph 155 of the NPPF states that 'inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere'.

The site is located in Flood Zone 1 on the Environment Agency's Flood Map and is therefore not considered to be at risk of flooding.

Core Strategy Policy CS67 'Flood Risk Management' seeks to ensure that all developments significantly limit surface water run-off and utilise sustainable drainage systems where feasible and practicable.

The NPPF details at paragraph 165 that major development should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. Policy CS67 and paragraph 165 of the NPPF are considered to closely align and therefore significant weight can be attached to the local policy in this instance.

The drainage report submitted with the application assesses a number of methods of drainage in line with the drainage hierarchy. Infiltration has been discounted owing to the nature of the soils/bedrock which are incompatible with this method. It is proposed to discharge to the public combined sewer in Hollis Croft, a CCTV drainage survey is required to prove this is the existing drainage route. On site attenuation is proposed in the form of below ground and blue roof attenuation.

Discharge rates from the site will be reduced by 30%.

The plans have been amended in line with Yorkshire Water comments to show the public sewer within the site to be relocated onto the public footpath. The developer will need to formally apply to Yorkshire Water to alter/divert the public sewer.

It is considered that suitable conditions could be attached to any approval to ensure suitable on site drainage is achieved. It is concluded that the development complies with the relevant policies in this regard.

Public Art

Policy BE12 encourages works of public art in places which can readily be seen by the public as an integral part of the development.

Public Art will be integrated into the ground floor cycle store. Initial concepts suggest the integration of metal perforated panels, the design of which will be developed further and secured via condition.

Access

Policy BE5 'Building Design and Siting' of the UDP requires that designs should meet the needs of users, particularly people with disabilities.

The NPPF, in paragraphs 91, 92 and 124, encourages a high standard of design and inclusivity for all members of communities using a development.

Mobility housing provision for residential development (Use Class C3) has been superseded by the Technical Housing Standards (20150, which removed the requirement for mobility housing from the planning process in cases where Local Authorities do not have an up to date relevant policy in place, as is the case in Sheffield.

However, it remains necessary to provide accessible flats in developments for shared accommodation such as this one. The development will provide 13 no. accessible studios (2.5%) with a further 13 (2.5%) being capable of conversion if required. This is less than the standards recommended in Building Standards.

However the applicant has submitted a letter from Homes for Students who operate and manage student accommodation across the UK. In Sheffield they manage 1628 bed spaces, of which 37 are accessible rooms, however currently zero students require these facilities. Another letter has been submitted by Fresh Property Group who manage 17,000 bed spaces across the UK, of these 360 are accessible rooms, with only 8 students occupying these rooms (0.04%). In light of this the level of accessible accommodation is considered to be acceptable.

The scheme will comply with other relevant accessible requirements including level access and door widths etc.

The scheme is considered to provide an acceptable standard of inclusive design and complies with relevant policies in this regard.

Highways

Policy IB9 (f) of the Unitary Development Plan expects development to be adequately served by transport facilities, provide safe access to the highway network and appropriate off street parking.

Paragraph 108 of the NPPF states that in assessing applications it should be ensured that:

- a) Appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location
- b) Safe and suitable access to the site can be achieved for all users; and

- c) Any significant impacts from the development on the transport network (in terms of capacity and congestion) or on highway safety, can be cost effectively mitigated to an acceptable degree

Paragraph 109 of the NPPF states that new development 'should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe'.

Paragraph 110 goes on to state that priority should be first given to pedestrian and cycle movements and second to facilitating access to high quality public transport.

The site is located in a highly sustainable City Centre location within walking distance of a wide range of services, amenities and educational and employment opportunities. Furthermore, the site offers easy access to a range of high frequency transport routes including buses and trams. A secure cycle store will provide 225 cycle spaces. This level of provision is acceptable and will encourage travel by this sustainable mode.

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

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

The Council has reviewed the situation and as a result, will be implementing parking controls on highways in the St Vincent's and Kelham Island Quarters. In facilitating the parking controls, a financial contribution will be secured from significant developments within the St Vincent's and Kelham Island Quarters of the City, given that the adverse impact on parking would be as a direct result of such developments. This will help off-set the harmful effects of the development on the highway network.

Given the 'car free' nature of this proposal, the proposed development needs to contribute towards the implementation of the CPZ scheme, as per other recent large scale developments in the St. Vincent's Quarter. A financial contribution was secured for both sites A and B through application 18/03977/FUL and this has been paid. Following further discussions, the applicant has indicated their agreement to pay a financial contribution to cover the increase in bedspaces proposed in the current scheme in comparison to the last.

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

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

Waste collection and servicing will take place off Hollis Croft.

In summary it is concluded that the development will not have an adverse impact on the local highway network and complies with the relevant national and local policies afore mentioned.

Affordable Housing

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

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

CIL

The development is CIL liable and the application site lies within CIL Charging Zone 4. The expected charge for student development will be £30 per square metre subject to index linked inflation.

SUMMARY AND RECOMMENDATION

It is considered that the local and national planning policies are closely aligned in this instance and therefore the tilted balance does not apply to this application. The proposed redevelopment of the site for residential purposes is in accordance with relevant national and local policies.

The proposal will provide the high density redevelopment of a sustainably located brownfield site. The design of the scheme is considered acceptable and will create a high quality, visually distinct tower that will create a local landmark.

The development will provide future residents with acceptable living conditions and will not have an unacceptable detrimental impact on the living conditions of existing residents.

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

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

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

In light of the above it is recommended that permission is granted subject to the listed conditions and to the completion of a legal agreement with the following Heads of Terms.

HEADS OF TERMS

Contribution of £14,074.76 towards the provision of the Kelham/St Vincent's Traffic Management Scheme.