

# Planning and Highways Committee

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**Tuesday 30 August 2016 at 2.00 pm**

**To be held at the Town Hall, Pinstone  
Street, Sheffield, S1 2HH**

**The Press and Public are Welcome to Attend**

## **Membership**

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Councillors Chris Rosling-Josephs (Chair), Peter Rippon (Chair), Ian Auckland, Alan Law, David Baker, Jack Clarkson, Michelle Cook, Dawn Dale, Tony Damms, Roger Davison, Dianne Hurst, Joe Otten, Zahira Naz, Peter Price and Zoe Sykes

## **Substitute Members**

In accordance with the Constitution, Substitute Members may be provided for the above Committee Members as and when required.

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## **PUBLIC ACCESS TO THE MEETING**

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The Planning and Highways Committee is responsible for planning applications, Tree Preservation Orders, enforcement action and some highway, footpath, road safety and traffic management issues.

A copy of the agenda and reports is available on the Council's website at [www.sheffield.gov.uk](http://www.sheffield.gov.uk). You can also see the reports to be discussed at the meeting if you call at the First Point Reception, Town Hall, Pinstone Street entrance. The Reception is open between 9.00 am and 5.00 pm, Monday to Thursday and between 9.00 am and 4.45 pm. on Friday. You may not be allowed to see some reports because they contain confidential information. These items are usually marked \* on the agenda.

Recording is allowed at Planning and Highways Committee meetings under the direction of the Chair of the meeting. Please see the website or contact Democratic Services for details of the Council's protocol on audio/visual recording and photography at council meetings.

Planning and Highways Committee meetings are normally open to the public but sometimes the Committee may have to discuss an item in private. If this happens, you will be asked to leave. Any private items are normally left until last.

Further information on this or any of the agenda items can be obtained by speaking to Martyn Riley on 0114 273 4008 or email [martyn.riley@sheffield.gov.uk](mailto:martyn.riley@sheffield.gov.uk).

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## **FACILITIES**

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There are public toilets available, with wheelchair access, on the ground floor of the Town Hall. Induction loop facilities are available in meeting rooms.

Access for people with mobility difficulties can be obtained through the ramp on the side to the main Town Hall entrance.

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**PLANNING AND HIGHWAYS COMMITTEE AGENDA  
30 AUGUST 2016**

**Order of Business**

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- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**  
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 1 - 4)  
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting** (Pages 5 - 12)  
Minutes of the meeting of the Committee held on 9 August 2016.
- 6. Site Visit**  
To agree a date for any site visits required in connection with planning applications prior to the next meeting of the Committee
- 7. Sheffield Retail Quarter Update** (Pages 13 - 206)  
Report of the Head of Planning
- 8. Tree Preservation Order 407: Land to the Rear of 183 to 273 Greystones Road** (Pages 207 - 216)  
Report of the Director of Development Services
- 9. Applications Under Various Acts/Regulations** (Pages 217 - 308)  
Report of the Director of Development Services
- 10. Record of Planning Appeal Submissions and Decisions** (Pages 309 - 310)  
Report of the Director of Development Services
- 11. Date of Next Meeting**  
The next meeting of the Committee will be held on 20 September 2016

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## ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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If you are present at a meeting of the Council, of its executive or any committee of the executive, or of any committee, sub-committee, joint committee, or joint sub-committee of the authority, and you have a **Disclosable Pecuniary Interest (DPI)** relating to any business that will be considered at the meeting, you must not:

- participate in any discussion of the business at the meeting, or if you become aware of your Disclosable Pecuniary Interest during the meeting, participate further in any discussion of the business, or
- participate in any vote or further vote taken on the matter at the meeting.

These prohibitions apply to any form of participation, including speaking as a member of the public.

You **must**:

- leave the room (in accordance with the Members' Code of Conduct)
- make a verbal declaration of the existence and nature of any DPI at any meeting at which you are present at which an item of business which affects or relates to the subject matter of that interest is under consideration, at or before the consideration of the item of business or as soon as the interest becomes apparent.
- declare it to the meeting and notify the Council's Monitoring Officer within 28 days, if the DPI is not already registered.

If you have any of the following pecuniary interests, they are your **disclosable pecuniary interests** under the new national rules. You have a pecuniary interest if you, or your spouse or civil partner, have a pecuniary interest.

- Any employment, office, trade, profession or vocation carried on for profit or gain, which you, or your spouse or civil partner undertakes.
- Any payment or provision of any other financial benefit (other than from your council or authority) made or provided within the relevant period\* in respect of any expenses incurred by you in carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.

\*The relevant period is the 12 months ending on the day when you tell the Monitoring Officer about your disclosable pecuniary interests.

- Any contract which is made between you, or your spouse or your civil partner (or a body in which you, or your spouse or your civil partner, has a beneficial interest) and your council or authority –
  - under which goods or services are to be provided or works are to be executed; and
  - which has not been fully discharged.

- Any beneficial interest in land which you, or your spouse or your civil partner, have and which is within the area of your council or authority.
- Any licence (alone or jointly with others) which you, or your spouse or your civil partner, holds to occupy land in the area of your council or authority for a month or longer.
- Any tenancy where (to your knowledge) –
  - the landlord is your council or authority; and
  - the tenant is a body in which you, or your spouse or your civil partner, has a beneficial interest.
- Any beneficial interest which you, or your spouse or your civil partner has in securities of a body where -
  - (a) that body (to your knowledge) has a place of business or land in the area of your council or authority; and
  - (b) either -
    - the total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or
    - if the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, or your spouse or your civil partner, has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

If you attend a meeting at which any item of business is to be considered and you are aware that you have a **personal interest** in the matter which does not amount to a DPI, you must make verbal declaration of the existence and nature of that interest at or before the consideration of the item of business or as soon as the interest becomes apparent. You should leave the room if your continued presence is incompatible with the 7 Principles of Public Life (selflessness; integrity; objectivity; accountability; openness; honesty; and leadership).

You have a personal interest where –

- a decision in relation to that business might reasonably be regarded as affecting the well-being or financial standing (including interests in land and easements over land) of you or a member of your family or a person or an organisation with whom you have a close association to a greater extent than it would affect the majority of the Council Tax payers, ratepayers or inhabitants of the ward or electoral area for which you have been elected or otherwise of the Authority's administrative area, or
- it relates to or is likely to affect any of the interests that are defined as DPIs but are in respect of a member of your family (other than a partner) or a person with whom you have a close association.

Guidance on declarations of interest, incorporating regulations published by the Government in relation to Disclosable Pecuniary Interests, has been circulated to you previously.

You should identify any potential interest you may have relating to business to be considered at the meeting. This will help you and anyone that you ask for advice to fully consider all the circumstances before deciding what action you should take.

In certain circumstances the Council may grant a **dispensation** to permit a Member to take part in the business of the Authority even if the member has a Disclosable Pecuniary Interest relating to that business.

To obtain a dispensation, you must write to the Monitoring Officer at least 48 hours before the meeting in question, explaining why a dispensation is sought and desirable, and specifying the period of time for which it is sought. The Monitoring Officer may consult with the Independent Person or the Council's Standards Committee in relation to a request for dispensation.

Further advice can be obtained from Gillian Duckworth, Director of Legal and Governance on 0114 2734018 or email [gillian.duckworth@sheffield.gov.uk](mailto:gillian.duckworth@sheffield.gov.uk).

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Planning and Highways Committee

Meeting held 9 August 2016

**PRESENT:** Councillors Chris Rosling-Josephs (Chair), Alan Law, Jack Clarkson, Michelle Cook, Dawn Dale, Tony Damms, Roger Davison, Dianne Hurst, Zahira Naz, Peter Rippon, Zoe Sykes and Bob Pullin (Substitute Member)

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**1. APOLOGIES FOR ABSENCE**

1.1 An apology for absence was received from Councillor David Baker and Councillor Bob Pullin attended the meeting as the duly appointed substitute. Apologies for absence were also received from Councillors Ian Auckland, Joe Otten and Peter Price but no substitutes were appointed.

**2. EXCLUSION OF PUBLIC AND PRESS**

2.1 No items were identified where resolutions may be moved to exclude the press and public.

**3. DECLARATIONS OF INTEREST**

3.1 The Chair, Councillor Chris Rosling-Josephs, declared a personal interest in agenda item 12 'Enforcement of Planning Control: The Crown Inn Public House, Hillfoot Road, Totley' (See minute 8 below) as he had spoken to a member of the public about the application but had not declared his view prior to the meeting.

**4. MINUTES OF PREVIOUS MEETING**

4.1 The minutes of the previous meeting of the Committee, held on 19 July 2016, were approved as a correct record.

**5. SHEFFIELD CONSERVATION ADVISORY GROUP**

5.1 The Committee received and noted the minutes of the meeting of the Sheffield Conservation Advisory Group held on 21 June 2016.

**6. SITE VISIT**

6.1 **RESOLVED:** That the Director of Development Services, in liaison with a Co-Chair, be authorised to make arrangements for a site visit in connection with any planning applications requiring a visit by Members prior to the next meeting of the Committee.

**7. APPLICATIONS UNDER VARIOUS ACTS/REGULATIONS**

7.1 **RESOLVED:** That (a) the applications now submitted for permission to develop

land under the Town and Country Planning Act 1990 and the Regulations made thereunder and for consent under the Town and Country Planning (Control of Advertisements) Regulations 1989, be decided, granted or refused as stated in the report to this Committee and as amended in the minutes of this meeting, and the requisite notices issued; the granting of any permission or consent shall not constitute approval, permission or consent by this Committee or the Council for any other purpose;

(b) (i) an application for planning permission for retention of service meter boxes on front elevation at 13 College Street (Case No. 16/02068/FUL) be refused for the reasons outlined in the report and (ii) the Head of Planning be authorised to take all necessary steps, including enforcement action and the institution of legal proceedings, if necessary, to secure the removal of the two service meter boxes and restore the building's frontage to its condition prior to the unauthorised works; and

(c) following consideration of representations from a representative of the applicant speaking in favour of the application, an application for planning permission for the erection of three dwellinghouses at the curtilage of Lyndon and Cobblestone House, 8 High Matlock Road and 10 High Matlock Road (Case No. 16/00610/FUL) be granted, conditionally.

## **8. ENFORCEMENT OF PLANNING CONTROL: THE CROWN INN, HILLFOOT ROAD, TOTLEY**

- 8.1 The Director of Development Services submitted a report informing the Committee of a breach of planning control in relation to the unauthorised use of Green Belt land at the rear of the Crown Inn Public House, Hillfoot Road, Totley and making recommendations on any further action required.
- 8.2 The report stated that the Planning Service received a complaint about a section of hedgerow being removed behind the public house and a large section of the natural vegetation being mown to allow tables and chairs to be placed on the adjacent field. The complaint was concerned with preparation of land within the Green Belt for use as a beer garden, which would spoil this part of the countryside.
- 8.3 The landlord of the Crown Inn had carried out the work himself and a visit to the site showed that a large section of hedgerow had been removed to allow 8 large, wooden outdoor pub tables with attached benches to be placed in the field, along with some children's play items. A large section of the field containing these items had been mown.
- 8.4 Following a discussion with a senior planning officer and the area team leader, a letter was sent to both the landlord and owners of the public house and the land requesting that all fixtures, fittings and furniture be removed from the field and the hedgerow restored to how it was previously. The letter also stated that the use was unacceptable within the Green Belt.
- 8.5 A Temporary Stop Notice was served on the land to prevent further unauthorised

- use for a period of 28 days. This was served personally on the landlord and by recorded delivery to the land owners.
- 8.6 Before the 28 day period had lapsed, the landlord breached the notice by allowing a large marquee to be placed on the land for the purposes of holding a wedding reception. The landlord had applied to the Licensing Service for an events notice a few days prior to the event taking place, in full knowledge that he would be breaching the Temporary Stop Notice.
- 8.7 The Crown Inn was also advertising on their Facebook page, an event for August Bank Holiday, which will more than likely take place on the field, involving live music, bouncy castles and a barbeque.
- 8.8 The Landlord of the Crown Inn, Jack Halsall, attended the meeting to make representations to the Committee. He stated that he had received a letter from the Council in June 2016 to cease the unauthorised use and at that point the tables had been removed. There were permitted development rights which allowed for the use of the Green Belt for 28 days, which the pub had used for the wedding. A Temporary Event Notice had been applied for and the Council had issued a certificate to allow this.
- 8.9 Mr Halsall added that the City Council had stated that the area in question was a local nature reserve/conservation area, which was incorrect. The Cricket Inn, which was 0.3 miles away had 40 benches outside on Green Belt land, so why was the Crown Inn not even allowed 10?
- 8.10 Catherine Hughes, a local resident, also attended the meeting to make representations to the Committee. She commented that the Landlord and Brewery were well aware that the area concerned was Green Belt land and therefore couldn't be used as a beer garden. It was unthinkable that the change to the Green Belt land could commence without Council permission. The area had been specifically referred to within the Totley Conservation Area and had been marked on local maps as important open space. It was also a view enjoyed by many walkers.
- 8.11 **RESOLVED:** That: (a) the Head of Planning be authorised to take any appropriate action including, if necessary, enforcement action and the institution of legal proceedings to secure the cessation of the use, the removal of all fixtures and fittings and furniture and the re-instatement of the hedgerow to prevent further encroachment onto the Green Belt at the Crown Inn, Hillfoot Road, Totley;
- (b) the Head of Planning, in liaison with a Co-Chair of this Committee, be authorised to vary the action in order to achieve the objectives hereby confirmed, including taking action to resolve any associated breaches of planning control;
- (c) any action, as outlined in (a) and (b) above, be suspended for a 6 week period to allow further discussions between the City Council, the landlord of the Crown Inn and interested parties, with a view to achieving a solution acceptable to all; and

(d) the Director of Development Services be requested to provide an update to the meeting of this Committee to be held on 20 September 2016.

**9. ENFORCEMENT OF PLANNING CONTROL: 126 BIRLEY SPA LANE**

9.1 The Director of Development Services submitted a report informing Members of a breach of planning control in relation to an unauthorised change of use to a fast food takeaway at 126 Birley Spa Lane.

9.2 The report stated on 5 April 2016 an application for planning permission to change 126 Birley Spa Lane from a retail shop (Use Class A1) into a hot food takeaway (Use Class A5) with ancillary seating area was received by the Local Planning Authority (Case No. 16/01299/FUL) and was a resubmission of a previously refused application (15/00705/FUL) for the same proposal.

9.3 On 27 May 2016 a complaint was received, from a member of the public, concerning the erection of a stainless steel flue on the rear of the property.

9.4 Planning permission was refused on 2 June 2016, because the proposed change of use was considered to result in an unacceptable concentration of hot food takeaways in the shopping area as well as being detrimental to the amenities and living conditions of occupiers of neighbouring properties.

9.5 Correspondence was entered into with the owner of the premises on 14 June 2016 explaining that because his application for planning permission (which included the siting of the flue) had been refused, this extraction system would have to be removed.

9.6 On 15 June 2016, a further complaint was received from a member of the public concerning a sign that had been fixed to the shop front that advertised it would be opening as a hot food takeaway in the near future.

9.7 On 8 July 2016 an additional complaint was received concerning the placement of a large shipping container on the hard-standing at the rear of this property.

9.8 **RESOLVED:** That (a) the Head of Planning be authorised to take any appropriate action including, if necessary, enforcement action and the institution of legal proceedings to secure the removal of the unauthorised flue, and shipping container, and prevent the unauthorised use of 126 Birley Spa Lane as an A5 Fast Food Takeaway; and

(b) the Head of Planning, in liaison with a Co-Chair of this Committee, be authorised to vary the action authorised in order to achieve the objectives hereby confirmed, including taking action to resolve any associated breaches of planning control.

**10. ENFORCEMENT OF PLANNING CONTROL: 142 DEVONSHIRE STREET**

10.1 The Director of Development Services submitted a report informing Members of a breach of Listed Building and Advertisement Control in respect of unauthorised



advertisements and painting of the shop front to a Grade II listed building at 142 Devonshire Street.

- 10.2 The report stated that a complaint, from a Conservation Officer, was received on 27 January 2015, concerning painting of the shop front without listed building consent.
- 10.3 On 16 February 2015 correspondence was entered into with the owners of the property informing them that because it was a Grade II listed building, listed building consent was required for works of this nature. They were also advised that the garish colour scheme painted on the shop front was unacceptable as it was at odds with the character of the wider building.
- 10.4 The business owner contacted the Local Planning Authority and explained that, whilst he had no intention of repainting the shop front in a more acceptable colour, he would be submitting an application for Listed Building Consent, even though it was reiterated that it was unlikely that this would be successful.
- 10.5 On 19 May 2016, representatives from the Local Planning Authority met with the business owner, and during this meeting, it was explained why the current colour scheme was unacceptable; and also that the advertisements he had attached to the building's façade and shop front were also not in keeping with the character of the building. He was also made aware of the options available to enable him to resolve this matter.
- 10.6 As a result of this meeting, the business owner confirmed that he would apply for the necessary consents and was given a period of 28 days in which to do so.
- 10.7 To date, no attempt had been made by the owner to either submit any formal applications or to rectify this matter, although officers remained willing to work with him to try to secure a solution that will see the restoration of the building's original character as well as trying to accommodate his wish to display the union flag in some form. In the absence of any willingness on the owner's part to resolve this matter, there was no option but to report this matter to the Committee.
- 10.8 **RESOLVED:** That (a) the Head of Planning be authorised to take any appropriate action including, if necessary, enforcement action and the institution of legal proceedings to secure removal of the unauthorised advertisements and the repainting of the shop front at 142 Devonshire Street in a colour scheme that was more in keeping with the original 19<sup>th</sup> century characteristics of the building; and
- (b) the Head of Planning, in liaison with a Co-Chair of this Committee, be authorised to vary the action in order to achieve the objectives hereby confirmed, including taking action to resolve any associated breaches of control.

## **11. ENFORCEMENT OF PLANNING CONTROL: 25 ARMSTEAD ROAD**

- 11.1 The Director of Development Services submitted a report informing Members of alterations to the raised decking within the rear garden of 25 Armstead Road which had been made to comply with the decision of the Planning and Highways

Committee on 7 June 2016 and to request that no further action be taken.

- 11.2 The report stated that Planning Application no. 16/00706/FUL for the retention of raised decking, a timber shed and reed fencing within the rear garden of 25 Armstead Road was refused and enforcement action agreed by the Planning and Highways Committee on 7 June 2016. At this time, the Committee decided that the decking should be reduced in height to ground level with a reduction in height of the reed fence so it didn't exceed the height of the original boundary fence. The timber shed was sited on the decking.
- 11.3 Since the Committee made its decision, the applicant had carried out works to lower the decking but had not lowered the entire deck to ground level. The reed fencing had been reduced in height to match the height of the original boundary fence and the timber shed relocated onto the lowered deck.
- 11.4 The garden to the rear of 25 Armstead Road slopes up from the back of the property. The original raised deck was built out 150mm above the highest ground level adjacent to the rear boundary of the site resulting in its front elevation being elevated 550mm above the original garden level. The deck was accessed via steps adjacent to the boundary with 27 Armstead Road. The works now carried out had secured a reduction in height of the front of the deck to 280mm above the original garden level with the rear part now below original ground level. As a consequence the upper access step had been removed.
- 11.5 The applicant had now contacted Planning Officers to seek their approval that the deck as lowered was now acceptable. The Planning Officer had visited the site and could confirm that whilst the raised deck and lowered reed fencing still allowed limited views over the rear of neighbouring property this was not at a level which officers considered required further action.
- 11.6 **RESOLVED:** That (a) this Committee agrees that (i) whilst the overall height of the decking had not been reduced in total compliance with its previous recommendation, that the lowered deck within the rear garden of 25 Armstead Road was now at a level that did not cause unreasonable overlooking of neighbouring property, and (ii) in addition, the retention of the timber shed on the lowered deck raised no overbearing or overshadowing concerns which would justify further action; and
- (b) this Committee agrees that, accordingly, no further enforcement action be taken.

## **12. RECORD OF PLANNING APPEAL SUBMISSIONS AND DECISIONS**

- 12.1 The Committee received and noted a report of the Director of Development Services detailing (a) the planning appeals recently submitted to the Secretary of State and (b) the outcome of recent planning appeals, along with a summary of the reasons given by the Secretary of State in his decision.

## **13. DATE OF NEXT MEETING**

- 13.1 It was noted that the next meeting of the Committee will be held at 2:00p.m on Tuesday 30 August 2016 at the Town Hall.

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## SHEFFIELD CITY COUNCIL Planning & Highways Committee

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**Report of:** Head of Planning

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**Date:** 30 August 2016

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**Subject:** Sheffield Retail Quarter (SRQ)

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**Authors of Report:** Dinah Hope (0114) 273 4374  
Mike Hayden (0114) 273 4188

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**Summary:**

To provide Members with an update on the progress of the SRQ and to seek a resolution to endorse the current proposals

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**Reasons for Recommendations:**

To confirm the general acceptability of the proposals submitted to date, whilst recognising that the scheme is likely to evolve in response to changing operator and occupier demand, the needs of the city centre and the outstanding concerns of the Local Planning Authority.

**Recommendations:**

That the Planning and Highways Committee endorses the principles of the current development proposed for the SRQ

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**Background Papers:**

Applications 15/02917/OUT, 15/02941/FUL and 15/02942/LBC (20-22 Cambridge Street), 15/02939/FUL and 15/02940/LBC (32 Cambridge Street) and 15/02938/FUL (demolition of non-listed buildings in the conservation area)

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**Category of Report:** OPEN

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# **SHEFFIELD RETAIL QUARTER – UPDATE AND RESOLUTION TO ENDORSE CURRENT PLANNING APPLICATION PROPOSALS**

## **Contents**

- 1. The Applications and Request for Endorsement**
- 2. The History and Background to Sheffield Retail Quarter**
  - The Unitary Development Plan
  - 2000 City Centre Masterplan
  - Supplementary Planning Guidance
  - The ‘New Retail Quarter’
  - 2008 City Centre Masterplan
  - 2009 Core Strategy
  - Sevenstone
  - Emerging City Centre Masterplan
- 3. The Application Site**
  - Existing Building and Uses
  - The City Centre Conservation Area and Other Heritage Assets
  - Other Relevant Planning History
- 4. The Development Proposals**
- 5. The Consultation Process and the Responses Received**
  - Pre-application Consultation
  - Consultation Responses to the Planning Applications
  - Representations from those with property interests in or near the site
  - Public representations received
  - Consultation and publicity for the revised proposals and responses received
- 6. Planning Policy Assessment**
  - General Planning Policy

Emerging Policy

Local Guidance

7. **Retail Assessment**

Quantitative and Qualitative Need

Proposed Retail Floorspace

Differences with the consented scheme

Retail Policy Context

Impact of the SRQ on the wider area

Conclusion

8. **Layout and Built Form**

Design Policy Context

The Parameters

Masterplan

Urban Design Code

Public Realm Design Code

Summary and Conclusion

9. **Built Heritage Assessment**

Heritage Policy Context

Designated Heritage Assets within the site Boundary

Designated Heritage Assets Outside the Site Boundary

Summary and Conclusion

10. **Highways and Transport**

Transport Policy Context

Car Parking Provision and Routes to the Car Park

Access for Public Transport

Cycle Routes

Servicing

Management of the Public Realm

Predicted Travel Demand and Traffic Modelling

Highways England

Interim Highway Works and Phasing

Highway Improvements

Conclusion

11. **Access and Facilities for Disabled People**

12. **Archaeology**

13. **Amenity Issues**

Noise

Microclimate

14. **Environmental Issues**

Air Quality

Ground conditions

Ecology

Sustainability

Trees and other vegetation

Drainage

15. **Socio-Economic Effects**

16. **Community Infrastructure Levy**

17. **The Endorsement Resolution**



## 1. The Applications and Request for Endorsement

### Applications

- 1.1 This report deals with all six of the applications submitted in relation to the proposals for the Sheffield Retail Quarter (SRQ) in August 2015. They are:

15/02917/OUT

The Outline planning application for a comprehensive retail-led mixed use scheme, including demolition of existing buildings and associated structures, the closure and alteration of highways, engineering works and erection of new buildings for retail (A1/A2), food and drink (A3/A4/A5), office floor space (B1) and residential accommodation (C3) with ancillary development including new and enhanced pedestrian routes, open spaces, car parking, vehicular access and servicing facilities.

15/02941/FUL and 15/02942/LBC

Applications for works to stabilise and repair Leah's Yard (20-22 Cambridge Street), a grade II\* listed building.

15/02939/FUL and 15/02940/LBC

Applications for the demolition of part of the former Sunday School (32 Cambridge Street), a grade II listed building, plus the retention, making good and stabilising of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk.

15/02938/FUL

Application to demolish non-listed buildings in the conservation area, including 78 - 82 Pinstone Street, 24 - 26, 28 (facade), 30, 32 -34 (rear), 36, 38 - 40 and 35 - 41 Cambridge Street, 2 - 4 and 10 - 16 Wellington Street, 4 - 8, 1 - 11 and 19 Charles Street, 31 Burgess Street, John Lewis Store, Barker's Pool and Multi Storey car park, 11 - 21 Barker's Pool, Barker's Pool House, Burgess Street and 14 Cross Burgess Street and for the retention of building facades at 30 - 42, 88 - 92 and 94 -104 Pinstone Street.

- 1.2 The main application is the one for outline planning permission (15/02917/OUT). Outline consent was sought because of the scale and complexity of the scheme, and the fact that it is likely to be delivered in phases over a number of years. Outline consent would secure the principles of the development, with detailed matters of appearance, landscaping, layout, scale and access (save for details of vehicular access to and from the site) reserved for subsequent approval.

- 1.3 The outline application is based on the identification of parameters, which in this case consider the key elements of the proposals including maximum floorspace areas, building heights and building lines. The setting of parameters or 'limits' for the development allows us to robustly assess its impacts (and provides a context for the accompanying Environmental Impact Assessment), whilst retaining sufficient flexibility to allow it to respond to what will be a changing economic, commercial and architectural context over the next 10 years. Reserved matters applications are required to detail the development that falls within these parameters.
- 1.4 Whilst the intention behind the submission of an outline application, and the identification of parameters, was to build in flexibility, details of an illustrative scheme, which sits within the parameters, was submitted. This illustrative scheme provides a vision for how the SRQ *could* be developed and brought forward within the defined parameters that will control it. However, it does not define the exact scale or appearance of the built scheme.
- 1.5 In addition, applications were submitted which would control, in detail, work to the listed buildings and to unlisted buildings within the conservation area which are required to deliver the scheme. These applications sought consent for:
- Repair and reinstatement works to the Grade II\* listed Leah's Yard (15/02941/FUL and 15/02942/LBC);
  - The partial demolition of the Grade II listed former Sunday School at 32 Cambridge Street, with the retention of the façade (15/02939/FUL and 15/02940/LBC); and
  - Demolition of various unlisted buildings within the Sheffield City Centre Conservation Area (15/02938/FUL).
- 1.6 The documents submitted in support of the above applications included:
- Planning Statement
  - Environmental Statement
  - Parameter Plans
  - The Design and Access Statement
  - The Plot Specific Design Codes
  - Urban Design Code
  - Public Realm Design Code
  - Transport Assessment, including draft Travel Plan
  - Retail Statement
  - Statement of Community Involvement
  - Heritage, Townscape and Visual Effect Assessment
  - Arboricultural Survey
  - Draft Construction Management Plan

- Drainage Strategy
- Energy and Sustainability Statement
- Flood Risk Assessment
- TV Reception Survey

1.7 As a result of discussions with Council Officers and the views expressed by consultees and the public, the application was formally amended on 24<sup>th</sup> February 2016.

The amendments, additional information and corrections are contained in the following documents:

- ES Addendum and Appendices A (Revised Access and Circulation Parameter Plan), B (Bat Report and Ecological Mitigation Strategy) and C (Flood Risk Assessment, Drainage Strategy, Arup Technical Note on Public Sewer Capacity and CSO and SRQ Porter Brook Monitoring);
- Revised Text for ES Archaeology Chapter;
- ES Non-Technical Summary Addendum;
- Revised Construction Environmental Management Plan;
- Transport Assessment Addendum and Drawings;
- Replacement Travel Plan Framework; and
- Revised Transport Access and Circulation Parameter Plan.

The significant amendments are identified in the relevant sections of this report.

### **Endorsement Resolution**

1.8 The following report deals with the planning aspects of the submitted planning applications in the usual manner, providing Members of the Planning Committee with full details of the submitted SRQ scheme and all the work undertaken to date. However, in recent months, it has become clear that the outline proposals contained within the submitted planning applications are likely to change in response to the operational requirements of the key anchor tenants. In addition, the Council has just appointed a new development partner, Queensbury, who are reviewing the masterplan and design for the whole scheme. Accordingly, officers understand it is likely that the masterplan will continue to evolve, resulting in the submission of a new suite of planning applications in 2017.

1.9 However, it is considered that much of the content of the current scheme is likely to be relevant and provide a basis for the evolution of the proposals for the SRQ. Moreover, a significant amount of work has gone into the submission and assessment of the above applications, which should help inform and assess future changes to the scheme.

- 1.9 On this occasion, therefore, Members of the Planning and Highways Committee are not being asked to determine the applications submitted. Instead, this report recommends a resolution to endorse the principles of the submitted scheme on which we have consulted, confirming the local planning authority's position on the principles of the development, including the quantum of floorspace, design, heritage impacts and transport implications, whilst recognising that the scheme is likely to evolve in response to changing operator and occupier demand, the needs of the city centre and the outstanding concerns of the local planning authority.

## **2. The History and Background to Sheffield Retail Quarter**

- 2.1 This section provides a brief overview of the background to the redevelopment of Sheffield City Centre and outlines the planning history of the 'New Retail Quarter'. It then describes the general context leading up to the submission of the current applications for the Sheffield Retail Quarter (SRQ). The detailed planning history of specific buildings will be discussed in more detail in later sections of this report.

### **The Unitary Development Plan**

- 2.2 The inadequacy of Sheffield's retail offer was recognised over two decades ago when, in 1994, the City Council commissioned a retail study (Hillier Parker) to inform the then emerging Unitary Development Plan (UDP). This study highlighted the now well-known difficulties that have arisen from the retail area's linear form, the split focus of shopping at either end and the weakness of the middle section along the Pinstone Street – concluding that significant new investment was required in a major new retail scheme to link these disparate elements (around Pinstone Street).
- 2.3 The UDP was adopted in 1998 and the 1994 study formed the basis of its retail strategy. The introduction to the UDP shopping chapter confirmed that the regeneration of the City Centre was one of the principal aims of the plan and Policy S1 (The City Centre and the Location of Major Shop Development) specifically stated that 'Major retail development will be promoted in Sheffield's Central Shopping Area where it would encourage regeneration of the City Centre and help to develop and consolidate its role as the principal commercial centre of South Yorkshire.' (In 2007 Policy S1 was one of a number of UDP policies that were superseded following consultation with the Secretary of State, and so it now ceases to apply).

### **2000 City Centre Masterplan**

- 2.4 In February 2000, the Government set up an Urban Regeneration Company known as Sheffield One to assist in the regeneration of Sheffield city centre. In December that same year, following approval by the City Council, Sheffield One published a City Centre Masterplan. A retail study was undertaken as part of the Masterplan which again identified the shortcomings of the existing centre and the need for a major new shopping development (Healy and Baker).

The main conclusions of the study were:

- a lack of quality shopping, particularly of high price fashion, flagship stores and medium space users;

- inadequate provision of leisure shopping (traditional shopping combined with a leisure expedition);
- a mismatch between the accommodation available to retailers and the size and configuration of accommodation that they require;
- a small primary area, relative to the Central Shopping Area as a whole;
- poor quality of premises occupied by anchor stores;
- the linear nature of the existing retail core, which perpetuates the functioning of two separate and poorly connected shopping districts;
- car parking is dispersed, small scale and poorly related to retail areas;
- the presence of barriers to pedestrian circulation between different quarters of the City Centre; and
- continuing development in competing centres that will make them more attractive than Sheffield City Centre.

2.5 Having rejected the 'do nothing' option of small, piecemeal, market led interventions, and an intermediate option of improving the link between the then Cole Brothers store to Pinstone Street and creating a small number of new, modern shop units, the 2000 City Centre Masterplan concluded that a major new retail development was the essential element of the City Centre regeneration programme.

'The regeneration of the City Centre will not succeed unless the retail core can be revitalised. Incremental change will not be sufficient to turn around years of under-investment. A step change is required to create the confidence to attract leading developers, investors and occupiers back into the City core.'

This more radical intervention promoted the development of a modern retail quarter, taking in Cambridge Street and relocating Cole Brothers to a larger store on fewer levels. Rather than an enclosed shopping centre, it recommended that the new retail quarter sit within the fabric of the City, that it include complimentary uses, such as residential, hotel and leisure uses, at the upper levels, and that it strengthen and improve links to Fargate and the Moor.

2.6 During 2001 a brief for potential developers was produced by Sheffield One and the City Council, as part of a three stage selection process to find a suitable development partner. Hammerson UK Properties Plc was selected towards the end of that year.

2.7 The Hammerson team considered that the area highlighted in the City Centre Masterplan was insufficient to provide the critical mass of between 60,000 and 90,000m<sup>2</sup> of retail floor space and enough car parking to meet the needs of the scheme. They therefore included a block of land to the west of the fire station taking the western NRQ boundary to Trafalgar Street.

## Supplementary Planning Guidance

2.8 In 2002 ‘Supplementary Planning Guidance for the New Retail Quarter’ was published by the City Council which explained the strategy for the redevelopment of Sheffield city centre. The vision was to develop a large retail led mixed-use development containing at least 65,000m<sup>2</sup> of retail floorspace. The SPG set out the Council’s requirements for the form and content of the New Retail Quarter and became a material consideration in deciding planning applications that come forward either in response to the NRQ Strategy or that could have implications for the realisation of the NRQ.

### The ‘New Retail Quarter’

2.9 Hammerson UK Properties Limited submitted an outline planning application for the ‘New Retail Quarter’ in October 2005 (ref. 05/03933/OUT) which sought consent for a ‘mixed use development comprising of refurbishment/change of use of existing buildings & erection of buildings for retail (use classes A1, A2, A3, A4 & A5), housing (use class C3), night club, health & fitness club, multi-storey car parking and ancillary uses including the closure and alterations of public highways, vehicular access, servicing facilities, formation of open space & associated landscaping.’

The proposals included 98,500m<sup>2</sup> (GEA) of new retail floorspace and a maximum of 278 residential units (one and two bedroom units). The overall floorspace approved was:

Use	Use Class	Max Floorspace (square metres)	Notes
Retail	A1 - A5	101,700	Minimum of 65,000m <sup>2</sup> and maximum of 98,500m <sup>2</sup> of new build floorspace plus a maximum of 3,200m <sup>2</sup> of refurbished retail uses.
Residential	C3	25,000	Minimum of 130 and maximum of 278 units, all of which are one bed and two bed units for private sale.
Leisure	D2	2,900	Maximum 2,900m <sup>2</sup> for a health and fitness club.
Other	Sui Generis	1,858	Maximum of 1,858m <sup>2</sup> for a night club.
Car parking	Sui Generis		Minimum of 2,000 car parking spaces and maximum of 2,200 for public use. An additional 1 space per residential unit.

2.10 The proposed development was divided into eight new development blocks and four retained buildings. The blocks and the proposed uses are summarised as follows:

- **Block 1** City Hall Block

Cafes and restaurants at ground floor level with a night club or restaurant to occupy the upper parts.

- **Block 2** Gateway Building  
A 'gateway building' to contain a major shop of up to three levels with further retail at lower ground and gallery levels.
- **Block 3** New Burgess Street East  
Proposed retail units to be arranged over ground, upper ground and first floors, with a basement extending up to Block 1. Residential accommodation in the form of maisonettes proposed above.
- **Block 4** Pinstone Street  
Lower three floors of retail (including a Major Space User) with a tower building of up to nine storeys above.
- **Block 5** South Square  
Up to four levels of retail use with a health club located on the upper floors. A 12 to 15 storey residential tower would sit above the shops and a service basement below.
- **Block 6** North Square  
Up to four levels of retail use including a service basement.
- **Block 7** Department Store  
Three and a half storey John Lewis department store with five levels of car parking above.
- **Block 8** Multi-Storey Car Park  
Ten level multi-storey car park with ground floor display windows.
- **Block A** The Citadel  
A retained Grade II listed building to be converted into either café, bar, restaurant or retail uses.
- **Block B** Palatine Buildings and Barker's Pool House  
Retained ground and basement level retail uses, and conversion of the upper floors to residential.
- **Block C** Leah's Yard and Sportsman Public House  
Three separate brick built properties (Grade II\* listed) retained for a mixed use development including shops and restaurants on ground floor with offices above.



- **Block D** Laycock House  
Four storey building retained for two storey shops with residential above.
- 2.11 The outline application was granted following the signing of a legal agreement on 6<sup>th</sup> November 2006.
- 2.12 The outline application was accompanied by an application for conservation area consent which was also submitted in October 2005 (ref. 05/03935/CAC). It sought the demolition of a number of non-listed city centre buildings in order to facilitate the development and was granted on 22 August 2006.
- 2.13 Listed building applications for the demolition of 32 Cambridge Street, a Grade II listed building, and for the stabilisation and repair of Leah's Yard (ref. 05/03934/LBC and 05/03936/LBC) were also granted as part of the original New Retail Quarter proposals.
- 2.14 A number of applications for the approval of reserved matters pursuant to the 2006 outline permission were approved in the late 2000s. These included:
- 08/01872/REM (Block 8)  
Erection of multi-storey car park (ten storeys) to provide 1,684 spaces – approved 2 December 2008.
  - 08/03391/REM (Block B)  
Alterations and extension to building to form 36 apartments with retail units (Use Class A1-A5) on ground floor – approved 31 March 2009.
  - 08/04855/REM (Block 3)  
Erection of a building to accommodate 2-3 levels of retailing (Use Class A1 - A5), 36 residential units on upper floors and related public realm and ancillary works – approved 22 September 2009.
  - 09/01509/REM (Block 6)  
Erection of a building to accommodate 3-4 levels of retailing (Use Class A1 - A5) with management suite and storage area on upper floors – approved 22 September 2009.
  - 08/03377/REM (Block 4)  
Retention of facade and erection of building for use as Class A1 - A5 – approved 25 September 2009.
- 2.15 In addition, a full planning application was submitted for the erection of a 79 bedroom hotel with retail units on the ground floor at 18 to 42 Pinstone Street, allowing the developers the flexibility to bring forward a hotel scheme

for Block B as an alternative to the approved residential scheme (ref. 08/0390/FUL). This application was granted on 31 March 2009.

### **2008 City Centre Masterplan**

- 2.16 While the original City Centre Masterplan concentrated on recovery, the 2008 City Centre Masterplan Review focused on economic growth and the continuing transformation of the city centre - with the New Retail Quarter remaining a key priority. The integration of the Retail Quarter with the New Business District, as well as existing retail areas such as Division Street/Devonshire Street, was highlighted as a strategic design principle.

### **2009 Core Strategy**

- 2.17 The 2004 Planning and Compulsory Purchase Act required local planning authorities to prepare local development documents to replace their local plans, unitary development plans and structure plans. The Core Strategy, which was adopted in March 2009, forms part of Sheffield's Local Development Framework and sets out for the period to 2026 the overall vision for the city.
- 2.18 The Core Strategy reiterates the need for a major regeneration initiative in the city centre to consolidate the shopping area and improve the range and quality of shops and facilities. Specifically, policy CS14 (City-wide Distribution of Shopping and Leisure Development) states that 'new shops and leisure facilities with city-wide and regional catchments will be concentrated in the City Centre Primary Shopping Area and immediately adjacent shopping streets of the City Centre, which will be strengthened through a major retail-led, mixed-use regeneration scheme, which will form the New Retail Quarter.'
- 2.19 Policy CS18 of the Core Strategy (Shopping in the City Centre) also describes how the New Retail Quarter will strengthen the Primary Shopping Area as the heart of a regional shopping centre and confirms that, 'within and adjacent to the Primary Shopping Area, development that might individually or cumulatively prejudice or delay the success of the regeneration of the Primary Shopping Area will not be permitted.'

### **Sevenstone**

- 2.20 In December 2011, permission was granted to extend the time limit for the implementation of permission references 05/03933/OUT, 05/03935/CAC, 05/03934/LBC and 05/03936/LBC under the name Sevenstone. Any applications for reserved matters approval subsequent to this application must be made by December 2016, when the permission is due to expire.

- 2.21 In July 2013 it was announced that Hammerson were withdrawing from their position as the Council's appointed Development Partner and therefore from the scheme.

### **Emerging City Centre Masterplan**

- 2.22 In the face of a much-altered economic landscape, a review of the City Centre Masterplan 2008 has been carried out and consultation on a new Draft City Centre Masterplan was undertaken in 2013.
- 2.23 In the new Plan, which is likely to be adopted in 2016, shopping will remain a major part of the City Centre's function but is likely to be consolidated, particularly within the identified SRQ core. It is also expected that the shopping experience will change in light of the increasing use of the internet and become part of a rounded experience alongside leisure, work and culture.

### **3. The Application Site**

#### **Existing Buildings and Uses**

- 3.1 The application site covers of an area of approximately 7.01 hectares and is bound by Pinstone Street, Furnival Gate, Charter Row, Rockingham Street, Wellington Street, Trafalgar Street, Devonshire Lane, Division Lane, Carver Street, Cambridge Street and Barker's Pool. The site is urban, with few trees or vegetation, and comprises of a broad mix of architectural types and styles.
- 3.2 The buildings fronting Pinstone Street are largely late Victorian. The block facing the Peace Gardens is striking and important to the setting of the Gardens as well as nearby listed buildings, including the grade I listed Town Hall. Those to the south of Cross Burgess Street are arguably less significant, though some have individual quality (particularly the former HSBC bank at the corner of Charles Street) and they continue the Victorian frontage. Most are in retail use at ground level with offices or apartments above.
- 3.3 The buildings on Burgess Street to the rear of the Pinstone Street range are more contemporary comprising largely of offices, a nightclub and a public house. Of note are the grade II listed Citadel at the junction with Cross Burgess Street and The Yorkshireman public house. The office and supermarket development that backs onto Burgess Street also features a mural by the artist William Mitchell. The 1972 mural comprises ten 3 metre high panels of abstract design arranged as a frieze. They were cast in-situ using Faircrete.
- 3.4 John Lewis's store fronting Barker's Pool was designed by David Allford of Yorke Rosenberg and Mardall in the 1960's. The former Cole Brother's Department Store and interconnecting multi-story car park has significant mass and reaches four storeys in height, with additional car parking accommodation on the roof. Its modernist aesthetic is not in keeping with the scale and grain of the older buildings in the Conservation Area, but it is generally considered to be a good building for its period and it balances the scale of the City Hall on the other side of Barkers Pool.
- 3.5 The western side of Cambridge Street is occupied by a terrace of two, three and four storey buildings. The lower two thirds of the street comprises of historic buildings including the listed Leah's Yard and Bethel Chapel Sunday School. These buildings vary in their state of repair and are generally in retail use (save for Leah's Yard which is vacant and undergoing emergency repairs). Behind these buildings is a single width lane called Backfields and a large vacant site used as a public car park. The recently extended St.

Matthews Church to the north is not within the site boundary but is noteworthy because of its quality and as a landmark in the area.

- 3.6 The block between Cambridge Street and Furnival Gate was constructed in the 1960s and comprises of a 12 storey hotel tower which sits on a 3 storey podium. The ground floor of the podium is largely in retail use with a car park and the now vacant hotel over. The former Grosvenor Hotel is the only existing tall building within the application site and the block possesses little architectural or townscape merit. A prior notification application for the demolition of the Grosvenor Hotel complex was granted in September 2015 (15/03138/DPN). Demolition is expected to commence in late 2016.
- 3.7 Charter Square is currently dominated by a roundabout, traversed via a subway, with areas of poor quality paving on the periphery. Trees planted when the subway was constructed provide the only notable area of greenery within the application site. In line with the ambitions of the City Centre Masterplan, the Urban Design Compendium and the Design and Development Framework Document for The Moor (2004), the Highway Authority have now committed to carrying out a scheme of works to improve pedestrian and cyclist connectivity across Charter Square.
- 3.8 The site of Telephone House, located on the apex of Charter Row and Wellington Street, has been incorporated into the application site, though the 15 storey tower was recently refurbished for use as student accommodation under office permitted development rights (13/04133/ORPN).
- 3.9 The area between Carver Street and Rockingham Street, the site of the former fire station, is now a surface level car park while the final block of land, up to Trafalgar Street, is also part used as a car park. This block also includes Select Works, an unlisted metal trades building which formed part of the Trafalgar Works complex. It is still used by small businesses.
- 3.10 Land to the west of Trafalgar Street is occupied by purpose built residential accommodation while Aberdeen Works, to the north of Devonshire Lane, has also been converted into living accommodation. Along with apartments to the north of Division Lane and to the south of Wellington Street, this means that there are a significant number of residential properties within close proximity of the application site.
- 3.11 Much of the Site falls within 'Character Areas' originally defined within the Sheffield City Centre Urban Design Compendium (2004):
  - Barker's Pool and Pinstone Street (both within the City Centre Conservation Area ) fall within the 'Fargate' and 'Town Hall / Peace Gardens' Character Areas respectively of the Heart of the City Quarter.

- Trafalgar Street, Rockingham Street, Carver Street, Backfields and Cambridge Street (which fall partially within City Centre Conservation Area) lie within the 'Holly Street / Westfield Terrace / Trafalgar Street' Character Area.
- The junction of Pinstone Street, Furnival Gate and The Moor (which lies just outside of the Conservation Area) lies at the extreme northern end of the 'Moor' Character Area.

### **The City Centre Conservation Area and Other Heritage Assets**

- 3.12 The City Centre Conservation Area, a designated heritage asset, covers almost half of the SRQ site, taking in Pinstone Street, Burgess Street, Charles Street and Cambridge Street and terminating at Backfields. It excludes the Grosvenor Hotel block.
- 3.13 Other designated heritage assets located within the red line boundary comprise:
- Leah's Yard (Grade II\*), 20-22 Cambridge Street; and
  - Former Bethel Sunday School (Grade II), 32 Cambridge Street.

The Salvation Army Citadel (Grade II) on Cross Burgess Street lies within the site boundary and adjacent to proposed Block A but does not form part of the planning applications currently being considered.

- 3.14 There are also a large number of non-designated heritage assets located within the site boundary. These are identified in Section 9 of this report.

### **Other Relevant Planning History**

- 3.15 In May 2011, permission was granted for the conversion of first and second floor office accommodation at Wellington House (37 to 41 Wellington Street) to 13 apartments (11/00557/FUL).
- 3.16 In January 2012, consent was granted for alterations and a three storey extension to St. Matthew's House, within the curtilage of the grade II listed St. Matthew's Church (11/02594/FUL). The works are complete and the site remains in use as a community based facility (Class D1).
- 3.17 An application for the demolition of existing buildings and the erection of a three and four storey retail and cinema complex on Block 1, The Moor (on the south side of Debenhams) was approved in March 2013. The development is currently under construction with the first phase, a new flagship store for Primark, due to open in late 2016.

3.18 Telephone House on Charter Square was given prior approval in January 2014 for the change of use of fourteen floors of the building from office (Class B1) to 342 residential units (13/04133/ORPN). Telephone House is now largely occupied.

## 4. The Development Proposals

### 4.1 Outline planning permission is sought for:

Comprehensive re-development scheme comprising a retail-led mixed use scheme, including demolition of existing buildings and associated structures, the closure and alteration of highways, engineering works and erection of new buildings for retail (A1/A2), food and drink (A3/A4/A5), office floor space (B1) and residential accommodation (C3) with ancillary development including new and enhanced pedestrian routes, open spaces, car parking, vehicular access and servicing facilities.

### 4.2 A total of 8 development plots are proposed, along with new pedestrian streets and areas of public realm. As previously described, the configuration of the buildings within each plot is controlled by the Parameter Plans and the Parameters Report, while detailed design can also be controlled by the Urban Design and Public Realm Design Codes.

### 4.3 Permission is sought for the following range of uses across the site:

- Residential (Use Class C3);
- Retail (Use Classes A1 – A5);
- Commercial (Use Class B1);
- Car Parking;
- Hard and soft landscaping and open space; and
- Public Realm.

### 4.4 The proposed maximum amount of floorspace (in square metres) by use is as follows:

	<b>Gross External Area (GEA)</b>	<b>Gross Internal Area (GIA)</b>
Retail (including anchor store) (A1/A2)	72,449	71,582
Retail (anchor store only) (A1/A2)	19,898	19,633
Retail (excluding anchor store) (A1/A2)	52,551	51,949
Food and Beverage (A3/A4/A5)	6,007	5,777
Residential (C3)	8,081	7,768
Office (B1)	38,323	37,038
<b>Subtotal</b>	<b>124,860</b>	<b>122,165</b>
Parking	70,815	69,831
<b>Total</b>	<b>195,675</b>	<b>191,996</b>



- A maximum of 78,456m<sup>2</sup> gross external area (GEA) of retail floorspace which will include a mix of A1, A2, A3, A4 and A5 uses. The flexibility provided for within the proposed parameters will allow for significant variation in unit sizes depending on the type and needs of the retailer. It is intended that A1 and A3 uses will be dispersed throughout the site, though precise locations are not defined at this stage.
- A retail anchor store (Use Class A1) with a maximum floorspace of 19,898m<sup>2</sup> (GEA). It is anticipated that this will be accommodated within Block M.
- Up to 38,323m<sup>2</sup> (GEA) of office floorspace (Use Class B1). This is likely to be accommodated within Block HJ.
- A maximum of 8,081m<sup>2</sup> (GEA) of residential floorspace (Use Class C3). The location, size and final layouts of these apartments will be determined at reserved matters stage.
- A maximum of 2,250 off-street car parking spaces within a multi storey car park (Block N) and at roof level on Block M. 5% of the car parking provision is identified as disabled and family parking spaces.
- Cycle parking, including the provision of a cycle hub.

#### 4.5 Key elements of the scheme include:

- The extension of Fargate to the west to form 'New Fargate', which in turn connects to a new public square and anchor store.
- A series of pedestrianised streets and spaces which are not enclosed and which repair this part of the city in a recognisably 'Sheffield Way'.
- The repair and restoration of Leah's Yard and its re-use as a key retail space within the SRQ.

#### 4.6 The current proposals differs from the previously consented Sevenstone scheme both in floorspace and in form - the desire now being to expand and improve Sheffield's retail offer in a way that integrates more closely with the existing city scape. Maximum retail floorspace figures have also reduced in the context of our changing shopping habits.

## **5. The Consultation Process and the Responses Received**

### **Pre-Application Consultation**

- 5.1 The submitted Statement of Community Involvement (SCI) details the pre-application consultation undertaken by the applicant prior to the submission of their applications. The pre-application consultation period ran for five weeks from 18 May to 19 June 2015 and a range of communication methods were used to provide information about the proposals and to allow people to offer their feedback. These methods included:

#### The Distribution of Information and Consultation Material

- A briefing pack sent to elected ward members, MPs, MEPs and over 200 key stakeholders.
- A consultation leaflet sent to nearby residential and business properties.
- Posters displayed around the site giving information about SRQ consultation events and social media channels.
- Unmanned exhibition stands set up in six locations around the city including Sheffield Hallam University, the University of Sheffield, Hillsborough Leisure Centre, Ponds Forge Leisure Centre, the English Institute of Sport and the Town Hall.
- 75 Community Access Points (CAP sites) set up around the city with A4 posters and leaflets. There were approximately 2 to 3 CAP sites in each of the city's 28 wards.
- A dedicated website providing information about the proposals and all associated consultation activities, including an inbuilt feedback form.
- An SRQ telephone information line and email address.

#### Consultation Events

- A stakeholder briefing event for the professional community.
- A press briefing event and press releases.
- Other stakeholder and local group events.

- A four day public exhibition (from Wednesday 3<sup>rd</sup> June to Saturday 6<sup>th</sup> June 2015). The exhibition, which included maps, indicative illustrations, a 'flythrough' video and a 3D model, was held in a marquee on Fargate.
- 5.2 3, 483 people attended the public exhibition and 283 people filled in the feedback form that was distributed at the exhibition. The SCI reports that the vast majority of people who gave feedback found the exhibition to be quite or very informative. The ten most frequently raised topics were (in order of frequency, with the most frequently raised topic first):
- Comments regarding cycling provision.
  - Safety for pedestrians and cyclists.
  - Support for independent shops and businesses.
  - Support for high quality retail.
  - Support for green space within the public realm.
  - Building design – support for distinctive character.
  - Conservation – support for protecting existing architecture
  - Support for high quality design.
  - Cost of parking.
  - Encouragement to deliver the scheme as soon as possible.
- 5.3 The SCI states that almost 800 written responses were received across all of the different response channels. A summary of the topics raised forms part of the Statement of Community Involvement.

### **Consultation Responses to the Planning Applications**

- 5.4 These are the responses of external consultees. Responses giving no comments are not referred to.

#### Historic England

In relation to the application for outline planning permission (**15/02917/OUT**) and the application to demolish non-listed buildings in the conservation area (**15/02938/FUL**), Historic England made the following comments:

Historic England consider that the heritage assets along Cambridge Street make a valuable contribution to the city centre conservation area and to the setting of the Grade II\* Leah's Yard, and that the proposed extension of Fargate would result in the demolition of most of these buildings, harming the special interest of the conservation area and Leah's Yard. They consider that the extent of change would result in a degree of harm to the designated heritage assets, which is neither necessary nor justified to deliver the public benefits set out in the applications.

They comment as follows:

‘The site straddles the south-western boundary of the City Centre Conservation Area and affects a number of heritage assets including Grade II\* Leah’s Yard (20-22 Cambridge Street) and Grade II former Sunday School (32 Cambridge Street). Leah’s Yard is one of the best surviving examples of a metal trades complex in the city centre, where many others have been demolished. The special interest of the conservation area is generated by nineteenth century buildings, a variety of streetscapes and ancient routes such as Fargate, Barkers Pool, Burgess Street & Cambridge Street.’

‘The western portion of the conservation area within the site reflects the nineteenth century expansion of Sheffield, defined by the laying-out and development of the ‘Devonshire grid’. The Goad Plan of 1896 indicates that the area contained a variety of building types resulting from the association with the metal trade industries. Domestic housing, public houses, places of worship and small industrial workshops and commercial premises were laid out rapidly resulting in the characteristic form of this part of the conservation area we see today.’

‘A good number of commercial and industrial properties remain and in particular Cambridge Street stands as testament to the variety of buildings formerly associated with this phase of the city’s development. Their distinctive character is strengthened by the retention of the historic street pattern and dense urban grain. On the west side there is a continuous streetscape of small-scale nineteenth and early-twentieth century properties from Leah’s Yard to Wellington Street: the Tap and Tankard Public House; the adjacent shop; the remains of the former chapel; the former Bethel Sunday School (Grade II) and Henry’s Café. These all make a positive contribution to the conservation area, being identified in the Council’s Statement of Special Interest (1996). They also provide part of the setting for Leah’s Yard and contribute to its significance.’

‘Historic England consider that the loss of the historic buildings on Cambridge Street and the fragmentation of this historic route, and that of Burgess Street through the insertion of Plot H/J, Plot B and Plot A/C would harm this part of the conservation area and the setting of the Grade II\* listed building, and they are particularly concerned about the loss of 24-26 Cambridge Street, the Tap and Tankard Public House and shop.’

Despite several meetings and correspondence on this matter, HE remain unconvinced that this harm is justified and they urge the applicant to revise the alignment of the relevant blocks and new street to reduce the level of harm to the nineteenth century urban grain. They go on to say that they are also concerned about the massing and height of a number of the proposed plots.

‘In particular the CGIs demonstrate our concerns regarding the relationship of Plots B, E & HJ with adjacent heritage assets and the obstruction of views within and out of the conservation area. Based on the level of information provided, it is not possible to ascertain the architectural quality of the replacement development. We consider the scheme should seek to make a clear and positive contribution to the local character and reinforce the distinctiveness of Sheffield City Centre.’

‘We acknowledge the Council’s long-term aspiration to develop shopping in this area, integrating it to the existing city centre retail offer. However, we are concerned by the extent of demolition of heritage assets and the loss of historic streets. The previous scheme retained more of Cambridge Street and its buildings, such that we did not object to it. The current scheme seeks to justify the demolition of the heritage assets on Cambridge Street to create New Fargate and to facilitate a visual and physical route from Marks & Spencer’s to the new anchor store. In our view this would rob Leah’s Yard of all of its surviving historic context and setting. New Fargate would also result in the total disintegration of the grid pattern of dense nineteenth century development which characterises this part of the conservation area and is a key component of its significance. The erosion of the character and appearance of this part of the conservation area is a harmful impact which is in our view neither justified nor necessary.’

‘In its present form the proposed development fails to take account of the opportunities to draw on the contribution made by the historic environment to the character and appearance of the conservation area and the setting of a number of designated heritage assets.’

‘The NPPF is clear that all possible steps should be taken to minimise any harm to heritage assets as set out in paragraph 129 of the NPPF. We are not convinced that the present scheme achieves this and we consider that there are less harmful ways of delivering the public benefit, most notably by retaining a greater number of the buildings along Cambridge Street in particular the Tap & Tankard and adjacent shop.’

Historic England advise that the local planning authority ‘needs to be satisfied that in its present form the applications have demonstrated that there is a clear and convincing justification for the harm caused by the scheme and that this is necessary to deliver public benefits in accordance with the NPPF.’ They oppose the applications in their current form and recommend that amendments are secured to minimise harm to the listed buildings and conservation area in order to meet the requirements of sustainable development as set out in the NPPF.

In relation to the listed building application for works to stabilise and repair the grade II\* listed Leah's Yard (15/02942/LBC), Historic England made the following comments:

'20 - 22 Cambridge Street (known as Leah's Yard) is an early nineteenth century range of workshops centred around a rear courtyard. The series of brick buildings were altered and adapted during the mid-nineteenth and twentieth centuries. The three storey block fronting Cambridge Street incorporated domestic accommodation on the upper floors with later shop units below. No 20 was altered to form a cart passageway. Leah's Yard is an important example of the courtyard metal trade workshops characteristic of Sheffield during the nineteenth century. The range was occupied by a variety of small scale works including silver plated goods; horn works cutlery and drop stamping for the silverware trade. The latter produced by Henry Leah & Sons from 1892 for a number of decades.'

'The workshop complex exhibits a small frontage to the west of Cambridge Street, formerly known as Coal Pit Lane, an historic routeway first recorded in the eighteenth century. A number of the premises located to the south of Leah's Yard reflect the dense urbanisation of the locality during the nineteenth century and contribute to the historic context of the listed building. Leah's Yard exhibits considerable evidential, illustrative historical and aesthetic values for its surviving fabric and provides a significant contribution to the physical and cultural fabric of the city.'

'Historic England welcomes in principle the proposed stabilisation and refurbishment of Leah's Yard. In accordance with para 131 of the NPPF this seeks to sustain and enhance the significance of the heritage asset. The premises have been vacant for a number of decades and are in a deteriorating condition. The schedule of enveloping works indicated on the submitted drawings is generally acceptable. We note that the application seeks to repair or replace fabric in a like for like manner salvaging and reusing existing materials where possible with some alterations. It is requested that further details are secured through appropriate conditions. This should include the following;

- a suitable recording condition;
- schedule of detailed envelope repairs which should include the protection of the building and how the most urgent structural conditions will be addressed;
- appropriate assessment of the condition of all historic joinery;
- methodologies for the repair and replacement of historic fabric including fixtures & fittings;
- a window and door schedule (including reinstatement of window details);
- details of the proposed shop front and signage.

‘The application proposes a number of alterations to the existing internal layout of the buildings. It is unclear from the information submitted why a number of staircases, walls and access to the basement are proposed to be removed in the absence of an end use. In addition it is proposed to reinstate the twentieth century shop units fronting Cambridge Street. It is unclear however what has determined the proposed shop front design, which does not seek to incorporate all of the existing historic fabric. We request that further consideration is given to address these issues and the plans be amended accordingly to retain these historic features.’

‘We note that an indicative drawing (A- 08201) is included in the submission which proposes a concept scheme for the reuse of Leah’s Yard. This follows an options appraisal included in the Design & Access Statement. Whilst it is understood that the application does not seek approval for the layout proposed, we have previously raised concerns regarding the number of openings proposed at ground and first floor from the proposed extensions. In addition we consider the proposed covering of the courtyard and removal of staircases, internal walls and historic features will cause a high degree of harm to the significance of the listed building and should be omitted.’

‘The Design & Access Statement provides a phasing plan regarding the overall development. Whilst the stabilisation of Leah’s Yard is included within phase 1 of the plan this covers a period of three years. The current condition of the listed building remains a concern and the timing of the works is too vague. We would wish this to be brought forward and the stabilisation of Leah’s Yard is undertaken during a shorter timescale within the first phase of the development. Historic England supports the repair and refurbishment of Leah’s Yard, however we would expect a further listed building consent application to be submitted for the proposed layout and associated alterations.’

Historic England therefore recommends that the application can be determined subject to the issues set out above being addressed to ensure the proposals constitute sustainable development as defined by the National Planning Policy Framework.’

In relation to the listed building application for the demolition of part of the former Sunday School at 32 Cambridge Street, plus the retention, making good and stabilising of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk (**15/02940/LBC**) Historic England made the following comments:

‘The former (grade II listed) Bethel Sunday School... was erected in 1852 to serve the earlier adjacent non-conformist Chapel. The building is rectangular in form reflecting the long narrow plot, built over three storeys with substantial

slate clad pitched roof. The principal elevations fronting Cambridge Street and Bethel Walk are modest in appearance. The building retains a number of historic windows on the upper levels, architectural detailing is controlled and utilises a traditional palette of materials including brick, ashlar and slate.'

'The principal elevation fronts Cambridge Street and was historically linked at an upper level to the Chapel. During the late nineteenth century, the ground floor appears to have been occupied by the adjacent horn works as a warehouse. This diversification continued into the twentieth century, operated by other metal trade manufacturers.'

'The Sunday School was later converted into a public house and underwent further alterations in the second half of the twentieth century. The Sunday School is separated from the partially concealed chapel by Bethel Walk. This historic alleyway affords glimpses of the north elevation of the listed building and allows the development of the plot to be fully understood. The building is one of a number of nineteenth century premises fronting the west side of Cambridge Street reflecting the dense urbanisation of the area with religious, commercial and metal trade workshops during this period.'

'The application proposes the substantial demolition of 32 Cambridge Street retaining the three bays of the east elevation (Cambridge Street) and two bays of the north elevation (Bethel Walk). Plans indicate that all floors, ceilings, existing roof structure, extension and remaining walls forming the south and west elevations are to be removed. Permission is also sought for temporary protection and shoring to the remaining structure. The former Sunday School will form part of a larger block identified as Block E with the corresponding outline application.'

'Following a visit to the building on 1 st October 2015 we agree that the Sunday School has incurred internal alteration. Nevertheless we consider that the assessment submitted does not sufficiently acknowledge the contribution the remaining historic fabric, structure, plan form or setting makes to the significance of the Sunday School. In addition the application does not provide acceptable details of the extensions proposed.'

'Historic England considers that the amount of demolition of the Sunday School would result in substantial harm to the significance of the listed building. This harm will require a clear and convincing justification and should be weighed against the public benefits of the scheme, as required by paragraphs 132 and 133 of the NPPF and whilst paying special regard to the statutory duty of the P (LB&CA) Act 1990.'

'Historic England welcomes the retention in part of the former Sunday School. We also acknowledge that the previous permission was to demolish the building in its entirety. The retention of the front element of the building will



assist the character of the street scene and is a significant improvement on the previous scheme.'

'We note the justification provided for demolition which is necessary to achieve substantial urban design and retail benefits. We remain concerned however that there is no occupier or end user for the building and the amount of demolition proposed is based purely on the speculative size of the retail unit and its functioning and arrangement with the remainder of Block E. We do not consider this is sufficient justification for the extent of demolition proposed and we urge the applicant to retain more of the historic plan form of the building in particular to ensure the Sunday School's relationship with Bethel Walk.'

'We remain concerned about the impact of the scale and massing of the proposed parameters for Block E and the relationship with the remaining structure of the listed building. We would prefer to see full details of the extension to the listed building rather than indicative drawings to fully understand the impact on the Former Sunday School.'

'Whilst we acknowledge the application is seeking to retain more of the Sunday School than the previous scheme; at present it does not seek to minimise the harm as required by paragraph 129 of the NPPF and as such the proposals amount to substantial harm. We consider that the level of detail provided in the scheme overall does not justify this harm and is therefore not in accordance with para 128, 132 & 133 of the NPPF. Historic England is unable to support the current proposals as we consider more of the north elevation should be retained to ensure its relationship with Bethel Walk.'

#### The Victorian Society

The Victorian Society considered the SRQ application (**15/02917/OUT**) at their Northern Buildings Committee. They **strongly object** to this application and consider that its implementation would cause substantial, irreversible and unjustified harm to the significance of a number of designated and non-designated heritage assets. They comment in detail as follows:

They note that the development site incorporates a large portion of the City Centre Conservation Area, which was designated in 1996, and reflect on the fact that a Conservation Area Appraisal might have informed a more sympathetic approach to the development of this scheme. They go on to make the following detailed observations:

'The west side of Cambridge Street includes a number of important historic buildings. Foremost among them is Leah's Yard, which is one of the most important city centre survivals of Sheffield's metal trades industry. Its significance is reflected in its Grade II\* listing. The former Bethel Chapel

Sunday School is also listed, at Grade II, and presents a handsome and elegant façade to Cambridge Street. Each of the other properties on Cambridge Street south of Leah's Yard possess charm and pleasing historic detailing and all are identified by the Council as contributing positively to the character and appearance of the Conservation Area. Their loss would therefore cause substantial harm to the significance of the Conservation Area. It would also obliterate the historic setting of Leah's Yard and the former Sunday School (which itself would be extensively demolished), causing substantial harm to the significance of both buildings.'

'Proposed plot H/J includes three buildings of particular note: the Pepperpot building and the former HSBC bank are impressive and important components of the townscape and occupy a prominent and critical location. Behind them, at 4-8 Charles Street and 35-41 Cambridge Street, stands another attractive and characterful building. The demolition of this building as proposed would be detrimental to the Conservation Area, and the substantial demolition of the Pepperpot Building and former HSBC buildings would erode the special qualities of the townscape in this part of the Conservation Area. The manner in which new structures are envisaged to wrap round retained facades on Pinstone Street would severely impair the dramatic qualities of buildings specifically designed to address their corner plots and which possess lively and dramatic rooflines.'

'The proposed Block G would entail the demolition of further notable buildings at 68-82 Pinstone Street, and the proposed building G3 would involve the demolition of the handsome boundary treatment at the rear of Laycock House. Again, such extensive demolition would deprive the Conservation Area of attractive structures which contribute to its significance and would therefore be detrimental.'

'We are also concerned at the proposed demolition of the Yorkshireman Public House, another positive contributor to the Conservation Area and a building which contributes to the setting of the Grade II-listed Salvation Army Citadel. In addition, 188 and 192 Rockingham Street are characteristic and appealing survivals of Sheffield's nineteenth-century cutlery industry. Their demolition would harm the setting of the Grade II-listed Aberdeen Works and would result in the loss of two non-designated heritage assets that contribute much to an understanding of Sheffield's development.'

'It is not merely historic buildings that would be demolished. The scheme would destroy a historic grid of streets that developed from the eighteenth century onwards. Both the Statement of Special Interest and the Heritage Townscape and Visual Assessment that accompanies the application

highlight the special character that is created by the present historic street layout.'

'All the buildings noted above possess qualities that render them worthy of retention. They are handsome, attractively detailed and characterful historic buildings. All have been identified by the Council as contributing positively to the character and appearance of the Conservation Area. Their demolition would strike at the heart of what makes the Conservation Area special and worthy of designation, and would cause substantial harm to its significance.'

The Victorian Society considers that the application falls well short of demonstrating the necessity of the proposed demolitions. They also **object** to the scale and architectural quality of the proposed new development.

'Firstly, the height and massing of the new blocks would be entirely out of scale with the Conservation Area and nearby historic buildings. Furthermore, part of any justification for new development would surely rely on detailed proposals for high quality works of sensitive contemporary architecture. The outline application fails to provide any detailed designs for the new buildings and we are therefore unable to assess the quality of any proposed replacements. This is a frequent issue with outline applications generally, and it is why many local authorities advise that outline applications for development within a Conservation Area are not acceptable in principle.'

'The Society accepts and indeed welcomes the principle of enhancing the retail offer of this part of central Sheffield. However, the approach must be sympathetic and it must be done in a way that makes a clear, positive contribution to the character of the local area. The most obvious way of doing this is to retain and repurpose those buildings which have been specifically identified as contributing positively to local character. The proposed site is large and there exist ample opportunities to develop certain plots within it that contain either poor quality buildings, or no buildings at all.'

'It is rare that the Society is notified of an application which would cause such a high level of unjustified harm. This is a fundamentally flawed scheme and one that represents a backward and blundering approach to the historic environment. It would strike at the very heart of what makes Sheffield's historic environment so special and both applications should be refused consent.'

#### The Twentieth Century Society

The Twentieth Century Society's Casework Committee expressed the following views:

'We are surprised and concerned to see a proposal which would involve such a high level of demolition within your City Centre Conservation Area, which

was designated in 1996. We **strongly object** specifically to two elements of this application, the demolition of the John Lewis department store located on Barker's Pool between Burgess Street and Cambridge Street and the loss of the William Mitchell abstract panels above the existing Co-operative supermarket on Burgess Street.'

'The John Lewis Store and attached multi-storey car park (formerly Cole Brothers), Barker's Pool, was constructed in 1961 -5 to the designs of Yorke, Rosenberg and Mardall. The store was identified in the Sheffield City Centre Conservation Area Statement (1996) as an 'unlisted building that contributes to the Character of the Conservation Area'. This is a landmark department store that was designed to be noticed, and the exterior remains remarkably intact. The Pevsner architectural guide describes the building as 'coolly confident' and states that it was 'innovative for its date in the incorporation at the rear of a ramped multi-storey car park communicating at each level with the store. Clad in the architects' hallmark white tiles with panels of brown mosaic to the window bays.'

The Twentieth Century Society consider that the loss of the John Lewis department store building would cause harm to the character of the City Centre Conservation Area, which is specifically resisted by national policy as set out in the NPPF, paragraph 132, and, as such they strongly object to the proposed demolition of this building.

With regard to the high relief mural of abstract design by William Mitchell, the Twentieth Century Society notes that it was commissioned in the late 1960s as part of a new office and supermarket development.

'Mitchell is a highly regarded artist and sculptor of public works, as recognised by the recent listing of his concrete mural at the Lee Valley Water Company Offices and the previous listing of nine other works by him, some independently of the buildings to which they are attached. The mural, arranged as a frieze, was constructed during the later period of Mitchell's first phase of practicing in Britain, following his work as a design consultant with the London County Council (1957-1965).'

'This work of public art is constructed from Faircrete, a new form of concrete developed at the John Laing Research and Development Headquarters. Faircrete holds its shape while wet and enables the artist to cut and form the piece with standard building tools. These panels are a first-rate example of his innovative approach to this material. In 1973 Mitchell used the same material in the construction of two murals sited in Northampton's administrative offices and the now listed Stations of the Cross murals for Bristol's Cathedral Church of St Peter and Paul (Public Sculpture of the North East of England, 2000, PMSA, p.109). If it is not possible to retain the mural in-situ, we strongly

recommend that it is re-sited elsewhere in the city, ensuring that it remains on public view.'

### Sheffield Conservation Advisory Group

SCAG considered the proposals for the Sheffield Retail Quarter at a special meeting on 29 September 2015. They made the following observations:

'The question that the Group has considered is whether the scheme would preserve and enhance the character and appearance of the City Centre Conservation Area, in which much of the scheme lies, and its impact on listed buildings in, and immediately adjacent to, the area, one of which is Grade I (Town Hall).'

'The Group considers that the proposals are an improvement on the previous schemes produced by Hammersons, although has reservations about aspects of the scheme as it currently appears. These are set out below. The Group is also conscious that the success of the scheme will depend in large measure on the detailed realisation of the individual blocks. But they take the view that it is essential that the overall form and massing of the development is subject to critical analysis at this stage, given that an outline permission will constrain the way in which the scheme can be integrated into the fabric of the city.'

'The Group's major concern is about the views of the development from key locations within the city centre and the relationship of new buildings to their immediate surroundings. The scheme proposals make much play of the view along Fargate and the proposed New Fargate from Marks & Spencers store to the new anchor department store to the north of the present Charter Square. The Group expressed concern over the views from the Peace Gardens and the Town Hall steps and the way in which the proposed height of buildings would dominate the frontages in Pinstone Street, including Town Hall Chambers.'

'A second major area of concern is with Cambridge Street. Apart from containing two listed buildings (Leah's Yard and the Sunday School), Cambridge Street has major historic significance in being until the nineteenth century a major turnpike route out of the city. It also retains the industrial character of the Devonshire Quarter and thus forms an important link between the city centre and its immediate surroundings. The Group considers that the proposals as they stand would result in a significant deterioration of the townscape of this part of the Conservation Area.'

'In addition to these general comments the Group has made the following observations about individual blocks:

- *Blocks A & C* - The Group strongly objects to the way in which the proposed new blocks would dominate the skyline above Palatine Chambers when viewed from Fargate, the Town Hall and the Peace Gardens.
- *Block B* - The Group considers the scale and massing of this block are appropriate for Barkers Pool, provided that the façade is in stone to reflect the stone frontages of the City Hall and the former Sheffield Waterworks Co. Building.
- *Blocks D & F* - The Group welcomes the proposed treatment of Leah's Yard. However, Leah's Yard was not designed to be seen in isolation and the Group is strongly of the view that as much of the frontage of Cambridge Street should be retained in order to maintain the context within which Leah's Yard is located. In particular, the Group opposes the demolition of the former Sportsman pub, whose scale and form is sympathetic to the historic character of Cambridge Street.
- *Block E* - The Group strongly opposes the treatment suggested for the Sunday School in Cambridge Street, which would effectively leave little more than a façade on Cambridge Street, dominated by the bulk of new buildings looming over it. The Group is also opposed to the demolition of 34 Cambridge Street, which would erode the character of the street.
- *Block G* - The Group welcomes the retention of the "pepperpot" building on the corner of Pinstone Street and Charles Street but are concerned about the scale and massing of new buildings proposed that would adjoin them. The Group also welcomes the retention of the listed Citadel Building in Cross Burgess Street.
- *Blocks M & N* - The Group felt concern at the way in which the development proposals would dominate the listed Aberdeen Works building. The Group recommended that the rooftop car park should be lower or consideration should be given to the provision of residential accommodation on the roof, with basement car parking.'

### Save Britain's Heritage

SAVE Britain's Heritage objects to the proposals, which they consider to fall short of respecting and conserving the designated and undesignated heritage assets within and neighbouring the site. They divide their concerns into two broad groups:

The loss of historic buildings and the harm caused to the Conservation Area and surrounding assets as a result of demolition; and

The harm caused as a result of the proposed designs and massing of the replacement buildings, which are over-scaled and fail to respond to their surroundings.

'We welcome the restoration of the Grade II\* listed Leah's Yard, which will add great value to the area, celebrating Sheffield's proud manufacturing heritage. However little else is to be retained across the rest of the proposed site, and the level of demolition can be considered to be substantial. Many of the buildings proposed for demolition are charming, identified as unlisted buildings that contribute to the character of the Conservation Area. As heritage assets their demolition would cause substantial harm. These buildings include all of Cambridge Street (within the Conservation Area), the island block between Cambridge Street, Pinstone Street and Charles Street, and part of the island block between Cross Burgess Street, Charles Street and Pinstone Street. The largest singular building within the application site proposed for demolition, the John Lewis store, is also a building which contributes to the character of the Conservation Area. This is a good example of a 1960s Modernist department store (built 1965), and an obvious local landmark. This loss would be significant.

The loss of these buildings will also cause harm to surrounding historic buildings, listed or otherwise. This will be particularly noticeable in the setting of Leah's Yard, depriving it of its historic context and therefore undermining its significance.'

SAVE considers that the City Centre Conservation Area will be harmed as a result of the demolition of individual buildings of merit, and as a consequence of the impact of the development on long views in and out of the conservation area, particularly in those parts of the city centre laid out with a grid plan, for example between Rockingham Street and Cambridge Street. They also state that buildings within the Conservation Area which abut the application site, such as St Matthew's Church with its prominent spire, will also be affected by the proposed development due to a loss of setting and therefore significance. They consider that the harm caused to individual buildings and the Conservation Area is contrary to national planning policy (NPPF), and the applications should therefore be refused.

SAVE suggest that the area could be enhanced by more organic development focused on restoration and the reuse of historic buildings, as opposed to large scale demolition and new build, including the creation of a new street pattern.

'There is ample space on the western side of the site for new development should this be desired. New development and historic buildings need not be in conflict or come at the expense of the other. Historic buildings and areas provide anchors to newer developments, contributing to a sense of place and

increasing the desirability of the area as a whole. There are a large number of negative examples of cities tearing up historic areas to replace them with new street plans and buildings of a larger scale.'

They warn that such approaches come with a high risk of such areas becoming 'outdated' and 'obsolete' and requiring further comprehensive redevelopment and upheaval in the future. They encourage the applicant to pursue an approach which retains a greater number of historic buildings and to allow development to progress step by step.

In addition to the harm caused by demolition, SAVE considers that the scheme, as a result of its massing, height, materials and design, will 'cause harm to heritage assets. The massing and height of the new scheme is detrimental, to both individual buildings and longer views in and out of the Conservation Area. In almost all of the CGI visuals showing outlined maximum scale and massing, the new buildings loom over the existing buildings or block views.'

It points to The Conservation Area Statement of Special Interest, which notes that:

'Buildings are predominantly no more than four storeys to eaves lines. Georgian and early 19th century buildings tend to be no more than three storeys. This homogeneity of scale has allowed functionally important buildings to stand out as landmarks. The spires of the cathedrals, the Church of St Matthew and the towers of the Town Hall and the Victoria Hall are all important landmarks which can be seen from a variety of spaces both within and beyond the Conservation Area' and advises that the proposed scheme threatens to entirely disrupt these characteristics. 'In particular several views of St Matthew's spire are obscured or blighted as a result of this application.'

To conclude, SAVE suggests that in their current form these applications should be refused and that the large size of the site means there is space to provide new buildings with larger floor plates, whilst still retaining and restoring a greater number of historic buildings than currently proposed. They advise that schemes which build upon an area's historic character and integrate new development into historic streetscapes are much more successful in the long term, and that such an approach would enhance Sheffield as a destination.

#### Sheffield Civic Trust

'We recognise that the scheme proposed is bold, creating new streets linked to new and existing public spaces. The scheme is shaping up with an emphasis on making streets, quality public spaces and conservation of historic buildings – these aspects are welcomed and supported by the Trust.'



‘The scheme clearly responds well to the feedback from retailers. The new Fargate, the square outside (the anchor store) and the linking street back to the Peace Gardens and Pinstone Street form a circulation route of desirable retail space. The challenge will be for this new development to fit well with the existing grain of the city centre and not appear as a new monolithic development.’

‘The city centre is made up of a mix of uses and to work well as a safe and lively place throughout the day and across the seasons a monoculture of single use must be avoided. This scheme has the potential to increase density and the mix of uses right at the centre of our city. The SCT considers it essential to achieve mixed use horizontally (in layers) as continental cities do to create a vibrant city centre.’

‘The importance of this development being ‘Sheffield like’ and not like any other city has come up in most conversations. ... How the designers meet this challenge will be key to the success of the retail quarter. It is understood that the proposals do not show the architecture of the developed scheme and that what we see on the model and 3d drawings is indicative. ...The proposal for an RIBA competition from The Sheffield Society of Architects and RIBA Yorkshire is a welcome one and the selection of a range of the best architectural talent as designers for the buildings would ensure variety and specific responses to Sheffield's identity.’

‘The illustration of the new square demonstrates the worry many have expressed as it looks like it could be a retail quarter in any British city.... It is dynamic but the reaction from Sheffielders is that it is not the image of their city. The quality of this crucial new square needs to build on the characteristics of our much loved public space – craftsmanship, quality materials and planting. The architectural backdrop needs to speak of or respond to Sheffield in some way. It is essential that all of the streets and public spaces within the new scheme’s layout are genuinely public space and not spaces which just have public rights of ways through them. It would be retrograde step if any streets which are currently completely open are downgraded to become managed quasi-public/private space and lose their open access.’

‘The design concept is reliant on the anchors of the large department stores. M&S is currently well integrated into Fargate, however the large store proposed at the end of new Fargate acts as a full stop that turns its back on Trafalgar Street and the area beyond, and will discourage pedestrian flow through this part of the site to Fitzwilliam Street, Devonshire Green and Division Street. The car park, potential bus/taxi drop off, service area and click and collect proposals behind this anchor store all have the potential to exacerbate this disconnection. The all-important sightline from Fargate to the

new (anchor store) has been questioned. Some were not convinced by the sightline when looking at the model. Perhaps the revealing of the store is a better townscape principal – i.e. the gently curving Oxford High Street and Gordon Cullen's work where experiencing the sequence of spaces and the staged revealing of a street or place makes for a better experience.'

'The long view along the new Fargate to the new anchor looks to be dominated by the revamped Telephone House. ... Accurate computer generated images and detailed studies are needed to convince SCT that this key view will work. The massing and external treatment of the new store will be essential to the success of the sight line and vista along the new Fargate.'

'If the existing John Lewis store is demolished then its replacement should have a sense of grandeur, civic pride and scale that its prominent position in Barkers Pool and opposite City Hall demands. It is important that this replacement building is given as much attention as the new 'anchor store'. It is also important that Barker's Pool does not feel downgraded or bypassed as the back of the new scheme.'

'There has been much discussion within the SCT about what retail will look like in 20/30 and even 50 years' time and how the retail quarter will respond to this. Currently the retail space proposed responds to the views and needs of potential tenants, but is the large floor plate, deep plan, narrow frontage space future proof ....? The current scheme has two strong anchor stores .... and a new circuit, drawing the city centre onwards the core and shortening the retail spine. This raises the issue of displacement. As the retail spine reduces in length what replaces the empty units on Castlegate? The displacement of shops with other sustainable uses needs to be planned and be integral to the current plans.'

'The retention of public buildings is an aspect of the scheme that has been universally welcomed. The new Fargate puts Leah's Yard at the centre of the scheme and the use of this space for food could work, and would bring a use to the courtyard space. However the value of this space on the new Fargate should not however exclude consideration of other uses. A cultural/creative/independent use for Leah's Yard, or other historic buildings might bring richness and broader appeal to the scheme.'

'The heritage of our city is about townscape, not just the buildings. The new quarter is being designed around a major store and new retail street, Fargate, rather than working with the historic street pattern. What results is a breakdown of the streets around the new department store and poor connectivity behind it. Is this a necessary sacrifice to make the development work and if so the effects on connectivity should be mitigated. ...

Conservation of historic street patterns would allow more retention of buildings and allow a more gradual renewal.'

'There was enthusiasm for good public transport links and for sorting out the circulation of buses within the city core. Questions have been raised about the facilities for cyclists and for convenient cycle and car parking for short visits.'

'The scheme moves the centre of gravity of the city centre away from the tram network so tram users will also find the city centre shops less accessible. The removal of buses from Pinstone Street would also make city centre shops less accessible to bus users. ... If major bus routes through Pinstone Street are to be removed, this could be an opportunity to reintroduce the 'FreeBee' bus service which uses smaller buses and could operate in a loop in and around the SRQ.'

#### South Yorkshire Passenger Transport Executive (SYPTTE)

In response to the original submission, SYPTTE confirmed their support for the proposals which they described as 'a great opportunity to transform Sheffield's retail and leisure offer, providing a vibrant, accessible, well connected space in the heart of the city.' They confirmed, however, that they consider it to be essential that the SRQ is highly accessible by all modes of transport, particularly public transport.

'Providing people with quick and convenient transport options including the bus and tram is critical, not least for those people who do not have access to a private car. The proposals include a range of options to develop bus routes that will service Sheffield's Retail Quarter.'

'SYPTTE looks forward to developing the detailed public transport arrangements for the SRQ .... High levels of public transport connectivity and quality of service are essential for social inclusion, accessibility and for commercial reasons: 'The Value of Bus Services', ATCO (2012 revised 2013) highlights that the average spend on a return shopping trip by bus is £30, and £26 for a return leisure trip. By securing public transport penetration, Sheffield will maximise the attractiveness of its offer, leading to greater economic return.'

'The heart of the city plays an essential role for economic growth and as seen with the recent markets move the expectation from residents of Sheffield is that they can continue to access these key attractors by public transport. Changes to the city centre highway network must compliment and mitigate any changes so that our collective objectives can be achieved.'

'The Pinstone and Leopold Street stops and interchange facilities are located within a high quality public realm which provides an attractive location for bus

users. The bus stops along Pinstone Street and Leopold Street are the high quality “Connect style” developed with the City Council to be attractive and in keeping with the heart of the city centre, with direct access to large employment sites and providing informal interchange between different bus services. It is envisaged that this facility/concept will retain an important role in serving the SRQ.’

‘As we enter into the preparation of more detailed proposals, the following principles should govern the design:

- Public transport penetration to the heart of the proposals
- High quality infrastructure
- Innovative PT and wayfinding information throughout the SRQ
- Pedestrian friendly space
- Sufficient kerb space at any relocated stop locations to accommodate the current bus network.’

‘SYPTTE welcomes the focus on making the whole area more accessible and pedestrian friendly. This will be facilitated through new, high quality public spaces, which will in turn improve the ease of public transport use and the overall travel experience. Stronger links to other areas in the city, such as The Moor, Devonshire Green and the Peace Gardens is also welcome.’

‘The new multi-storey facilities accessed from Rockingham Street provides a choice for visitors to the SRQ. SCC and SYPTTE must work together to ensure that alternative modes are highly attractive thus avoiding the negative impacts of car dependency.’

### CycleSheffield

CycleSheffield support the plans for Pinstone Street and Furnival Gate and believe that they will create an excellent walking and cycling environment. However, they are very concerned that traffic routes around the new car parks will introduce significant motor traffic onto residential and shopping streets which should not be dominated by the noise, pollution, disruption and danger which comes with large volumes of motor traffic. They note that ‘no protected cycle lanes have been provided on these streets in the plans and increased traffic will severely compromise routes which are currently pleasant and safe for walking and cycling. Cycle facilities must be of a standard where they are safe and pleasant to use by a parent and 8 year old child or a person riding an adapted cycle because of a disability.’

They note that many UK and European cities have become ‘destinations’ through reducing and removing motor traffic from their centres and state:

‘Whilst the core of the Retail Quarter itself looks to be a relatively pleasant and traffic-free place to spend time, we are concerned that this comes at the

expense of other areas in the city centre which will be damaged by these plans. The transport modelling for car parking and highway capacity within the planning application's Transport Assessment makes the assumption that only 2% of journeys to the Retail Quarter will be by bicycle. Sheffield's Vision for Excellent Transport aims for there to be 10% of all journeys to be made by bicycle within 10 years.'

CycleSheffield make the following, detailed comments:

'There are planned changes to roads outside the Retail Quarter site on Broad Lane, Charter Row/Fitzwilliam Street, West Street/Rockingham Street and Division Street/Rockingham Street. These changes all facilitate the movement of motor traffic and bus traffic into the Retail Quarter. The same considerations must be given to cycling. Any junction and road changes outside the core Retail Quarter site must include provision to make cycling safe, enjoyable and a realistic choice for both visitors to the Retail Quarter and the hundreds of people who will live or work in the Retail Quarter.'

'We fully support the aim to remove the uphill general traffic lane on Pinstone Street and replace it with pedestrian and cycle only access. These sorts of plans will create an environment that will give everyone the freedom to cycle and support Sheffield's aims of becoming a more bicycle-friendly city.'

'We fully support the plans to remove private motor traffic from Furnival Gate, making this a bus, bicycle and pedestrian only area.'

'We're concerned from plans we've seen that there will be restrictions in building to building width by the extension of Block H/J towards Furnival Gate. There is currently enough room to provide an excellent walking environment for walking, cycling and public transport with room for cycle paths on both sides of the roads, and plenty of space for people to walk without having to wander onto the cycle paths. However if block H/J is permitted to be built in the current location of the carriageway then there will not be enough room to create a good environment for all, hence the compromised one side only cycle provision plans for this are that we have been shown by Sheffield City Council.'

'The Charles Street/Pinstone Street junction is currently filtered so that only people walking or cycling can travel from Charles Street onto Pinstone Street. The planning application proposes to open Charles Street to motor traffic to facilitate access to the car park in block H/J. The car park capacity of 71 spaces means that the volume of motor traffic will be low. If access is from Charles Street then to protect the cycling and walking environment, we insist on the implementation of rising bollards, controlled by electronic passes limit the vehicles than can access this area.'

‘The changes planned at the junction of Charter Row and Rockingham Street mean that car traffic into the Retail Quarter car parks from this direction will only occupy one lane. This is an unmissable opportunity to create high quality protected cycle lanes along Charter Row by reallocating road space away from motor traffic and to cycling. This will be a huge contribution towards meeting Sheffield’s Vision for Excellent Transport aim of 10% of all journeys in Sheffield by bike by 2025 and 25% of all journeys by 2050.’

‘Plans for the new Retail Quarter will see additional traffic on Division Street leaving the multi-storey car parks. Traffic will drive up Rockingham Street, and be permitted to turn left onto Division Street or onto West Street. To introduce additional traffic onto these streets will damage the space and will make them less attractive places to live, to shop and to spend time. Division Street is currently heavily used by cyclists and pedestrians and must be protected as a key cycling and walking route.’

‘The proposal is for motor traffic travelling to the car parks from Broad Lane to turn right from Rockingham Street onto West Street and then left onto Westfield Terrace. West Street is a hub of pedestrian activity, especially between Rockingham Street and Westfield Terrace. Neither of these streets are appropriate for traffic to drive down to access car parks.’

‘Traffic leaving the car parks and heading south towards Charter Row will use the route along Wellington Street, and then will turn left onto Fitzwilliam Street. These streets are heavily used by cyclists, Wellington Street is a flat, direct and quiet route into the city from Broomhall, and Fitzwilliam Street is the most direct route from The University Quarter to the bottom of the Moor and beyond. By introducing significant volumes of motor traffic onto these routes without providing protected cycle lanes, the cycling environment will be less attractive and people will be less likely to cycle.’

‘We fully support having a Bike Hub within the Retail Quarter development. The location of the Bike Hub should be safe and convenient to get to by bicycle. Currently it’s placed in the main car park block, in the centre of many busy main motor traffic routes. This will make it very difficult to create good cycling links to the Bike Hub that are usable by everyone.’

The route from the bottom of Devonshire Green along Wellington Street past the Devonshire Cat and Bike Rehab will become one-way towards Fitzwilliam Street and will be used by traffic leaving the car parks. The plans show a contraflow cycle lane, but it is shown on the outside of on street parking next to oncoming traffic. It should be possible to cycle in both directions on Wellington Street protected from motor traffic, currently the plans only show a cycle lane in the eastwards direction.’

'In line with modern cycling design standards it is essential that the cycle lane on Wellington Street runs behind the car parking, between the parking spaces and the footway.'

'Cycle routes must be convenient if people are to choose to cycle rather than drive. The current plans show it not being possible for cyclists to continue directly along a flat route to the city centre from Wellington Street as the cycle lane stops when it reaches Trafalgar Street.'

'Traffic levels will increase at the junction of West Street and Rockingham Street. This is a crossroads which is crossed by thousands of people every day but only one arm has a signalised pedestrian crossing. All four arms of the crossroads must have signalised pedestrian crossings.'

'It is essential that a signalised crossing is provided for people walking along West Street to protect them from traffic turning into Westfield Terrace. '

'Traffic levels will increase significantly on Rockingham Street. A key walking and cycling route crosses Rockingham Street at Portobello Street. It connects the city centre with the University area and provides a cycling route away from the dangerous tram lines of West Street. The junction of Portobello Street and Rockingham Street must be improved to that people can cross it safely on foot and on bike.'

'Under the current plans it will remain possible to drive right through Sheffield City Centre bypassing the ring road from Broad Lane to Ecclesall Road, and also in the opposite direction. It must not be possible to do this and these routes must be closed to keep them safe and attractive places to walk and cycle.'

### Highways England

Highways England (HE) reviewed the Transport Assessment (TA) prepared by Arup and found the following issues:

- An assessment year of 2019 is proposed but the TA states that the development will be fully complete in 2021. HE suggest that the assessment year should be when 100% of the development is occupied, i.e 2021 not 2019 as proposed.
- The TA states that no background traffic growth would be applied to the traffic model in the development of a 2019 scenario because the city centre network is already considered to be operating at capacity. HE do not accept this approach and advise that the Strategic Road Network (SRN) will experience growth. Therefore they suggest that traffic growth must be incorporated into the future year scenarios.

- Recent upgrades to the SRN (at junctions 33 and 34 of the M1) should be included in the traffic model.
- A TRICS exercise is recommended to back up the Retail Assessment footfall findings.
- HE recommends the use of Gross Floor Areas (GFA) in order to calculate the trips generated by the employment aspect of the proposed development and suggests that residential trips should also be included in the assessment.
- The method of calculating the trips generated by the development is questioned (i.e the area of SAAM zones rather than the density).

They also recommended a number of changes to the Draft Travel Plan.

On the basis of these concerns, Highways England issued a formal recommendation that planning permission not be granted for a period of 6 months.

Following further work to address the points raised, Highways England agree that any impact upon the Strategic Road Network (SRN) is unlikely to be severe.

#### South Yorkshire Police

South Yorkshire Police suggested that the scheme would benefit greatly from being designed and built to Secured by Design standards and that the nature of the development requires that safety and security are integral to its design.

They recommend that public open spaces are well overlooked, with as much natural surveillance as possible, and that landscaping should be kept low and trees carefully placed so as not to mask any CCTV/Lighting columns.

#### Barnsley MBC

Barnsley Metropolitan Borough Council has no objections to the proposed retail quarter. However, they note reference in the documentation to the Council's ability to identify sufficient land to meet future housing requirements and hope, accordingly, that the opportunity is taken to maximise the quantum of residential development that the retail quarter can accommodate.

#### Natural England

Natural England advised the Council that the proposal is unlikely to affect any statutorily protected sites.

#### The Coal Authority



In relation to the outline planning application (15/02917/OUT) The Coal Authority considers that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site.

In relation to the application at 32 Cambridge Street (15/02939/FUL) The Coal Authority initially requested further information regarding the ground conditions on this site, including the thickness of made ground and the composition of the rock cover over the recorded workings. Following submission of an additional Coal Mining Risk Assessment Report, The Coal Authority confirmed that they have no objection to the application.

As the proposals at Leah's Yard (15/02941/FUL) largely involve alterations to the existing building, with no operational development that could present risks to coal mining features, The Coal Authority confirmed that they do not object to this application.

#### Yorkshire Water

Yorkshire Water advised that the submitted Drainage Strategy is **not acceptable** to Yorkshire Water as currently shown. They query the stated discharge rate of surface water to the public sewer (of 844 litres/second) and request that the existing and proposed surface water discharge drainage is based on a 1 in 1 year storm (rather than a 1 in 2 year storm).

### **Representations from those with Property Interests in or Near the Site**

#### 5.5 Aberdeen Asset Management

Aberdeen Asset Management are a key stakeholder in the city centre through their land holdings at The Moor, which directly adjoins the application site. They are broadly supportive of the proposed development, though there are some elements which they consider require further investigation, including the quantum of retail development, the scale of some of the blocks and their relationship with The Moor, and connectivity between The Moor, Barker's Pool and New Fargate and between The Moor and New Charter Square.

Aberdeen Asset Management are carrying out a detailed review of the application and will issue full comments in due course.

#### Debenhams

Debenhams supports the general principles of the proposed development, but raised concern regarding the need to maintain suitable servicing arrangements to their store.

### **Public Representations Received**

5.6 14 representations were received from the public in response to the applications submitted (specifically in relation to applications 15/02917/OUT, 15/02938/FUL and 15/02940/LBC). The representations can be categorised as follows:

- those in support of the proposals with minor reservations (2);
- those with significant concerns (5);
- those with significant objections (5); and
- comments only (2).

#### Support with minor reservations

- It is important that the proposed development maintains the character of the City Centre Conservation Area and the setting of Listed Buildings.
- Although the retention of key historic buildings / facades is important, the area between the City Hall and Pinstone Street contains a lot of very ugly buildings.
- Support the renovation of the long-derelict Leah's Yard after 20+ years of dereliction.
- The Athol Hotel was re-faced in the 1920s-30s and the mock-Tudor frontage (a fashion of the interwar years for public houses) is out-of-keeping with the rest of Pinstone Street. Suggest a restoration of the original frontage.
- The Pinstone Street / Furnival Gate corner could use a 'feature' building on the Grosvenor Hotel site.
- The proposal includes a substantial pedestrian and cycle friendly shopping area. This will make the city centre a much nicer place to shop, eat out and socialise and is to be welcomed. As is a large central car park just on the edge of the area allowing easy access.
- It introduces more rat runs through the city centre turning currently quiet streets into much busier roads.
- Cycle lanes stop in the middle of nowhere. Cycle routes need to connect.
- There are several conflict points created between people driving, cycling and walking.
- The Trafalgar Street and Devonshire Lane junction is particularly dangerous for cyclists as they are coming straight on with traffic that is

turning left possibly across them and also traffic coming towards them turning right across them and to make it even worse the cyclist then has to get in with traffic coming from the left.

- The car park is surrounded by significant traffic flows on three sides when it would seem more preferable to get the traffic in as quickly as possible.
- The junction of Rockingham Street and West Street will be significant in terms of traffic coming in to the car park but there is no controlled pedestrian crossing on the North side.
- Wellington Street has a cycle lane running alongside parked cars facing into oncoming traffic. It would be much safer to have the cycle lane between the pavement and parking.
- The cycle hub does not have cycle routes leading to or from it. It would also be better located away from the main traffic flows.
- Need to create more straightforward traffic routes in and out of the car park.
- Car drivers should not be able to use the city centre as a rat run in order to avoid the ring road.
- Separate cycle routes should be sited away from the main car driving routes.
- The location of the cycle hub should be reconsidered.

#### Significant concerns

- Serious concerns over the handling of the level change between the end of New Fargate and the new square and the re-grading of Cambridge Street. As proposed, the level change into the new square consists of steps, escalators and lifts. Illustrations show the steps and escalators forming a major visual feature when viewed from the square. Cambridge Street would have only steps, with no alternatives. Neither proposal aligns with Council policy on accessibility, nor with the NPPF requirements for inclusive design. The Council's Accessibility Strategy states as one of the Key Features for an Accessible Environment (p5) that all access points to and into buildings or a site should be level or ramped, with steps not dominating the focus of key desire lines. This is restated in the Disability Design Standards Design Principles (dDS17), which also require that means of access be grouped together to provide one focus point for the

approach, so that providing a ramp at another location would not be acceptable. The Urban Design Compendium (p213) interprets this further and states that steps should not be used as the key focus of important desire lines as this creates a visual barrier to disadvantaged users, and repeats the policy requirement that stepped areas must ensure that a suitable alternative is provided for disadvantaged users in the form of a ramp. The steps in the proposal create a significant visual obstacle as seen from the new square, and there is no reasonable sloping alternative at all - routes via either Town Hall Square or Division Street are both more than 450 metres.

- Sheffield has previous experience of using escalators on outdoor pedestrian routes which, while initially effective for some users, proved unsustainable and were removed. Escalators and lifts are inevitably at risk of mechanical failure, vandalism and misuse. If they are included in the scheme, a condition should apply under which the applicant must require of the developer to keep operational at all times at least one lift and the "up" escalator in any given location, and to operate an appropriate monitoring, maintenance and repair regime for as long as these facilities remain in place.
- The entire frontages to Pinstone Street and Cambridge Street should be retained in any future redevelopment.
- Would like to see the 'positive' buildings refurbished and used by independent businesses such as speciality food retailers and real ale pubs. These 'start-up' business units would continue the 'Showcase Sheffield' scheme.
- Barkers Pool House on Burgess Street has an abstract concrete mural sculpted by William Mitchell, dated 1972. William Mitchell is an internationally renowned sculptor, responsible for amongst other things the Egyptian Hall at Harrods and several pieces at Liverpool cathedral. A condition should be applied requiring that the mural be preserved and re-used in a suitably prominent position.
- Concerned about the primacy of the car in the development and its impact on congestion, air quality, and carbon emissions. A key ambition seems to be ring fencing of the city centre with multi storey car parks.
- Cycling should have as much influence on the scheme as car parking. Sheffield is a compact city, and cycling to the city centre shops is completely viable to many, and would be to many more with

encouragement. The design of the cityscape has a key role to play in this respect.

- Appreciate the logic of extending Fargate, but the extension must distinguish itself from the original. It should be more hard edged and contemporary to avoid diluting the historical imprint of the whole.
- The buildings must be assertive in the right places as well as deferential. The corner block where the current John Lewis is particularly weak. Being deferential in height is not valid here and a dramatic corner landmark is required.
- Why not incorporate arcades at the lower storeys to provide rain shelter and a more convivial street level?
- Within an overall masterplan there must also be the mechanism to diversify the building stock. Design competitions for individual buildings, open to local design talent, would add diversity and break the hegemony of a single developer.
- The sustainability of buildings must be pinned down by planning constraints to avoid a generic dense mass of energy guzzling, artificially lit deep plan retail sheds.
- Landscape needs a bigger emphasis, the public realm design code document addresses some materials and character but doesn't seem to focus too much on the wider connectivity of proposals and providing a consistent and coherent identity to the centre.
- In order to avoid the failure of trees, as is happening outside the station, structural tree pits are required to provide adequate root zones and allow trees to establish with minimal impact on services.
- There seems to be very little SUD's considered at this stage.
- Heartened that the new proposal spares more historic buildings, but still disappointed in the lack of value attributed to more recent architecture. There is a strong case for the refurbishment of John Lewis - its presence on Barker's Pool is strong, and the new scheme risks diluting this public space. The relief sculpture by William Mitchell on Burgess Street must be saved.

#### Significant objections

- Still dismayed that the new proposals still surgically remove an unsung gem - 38 Carver Street. Built only in the early 1990s, it has a palazzo like confidence and dignified street presence and represents (as a counterpoint to the NRQ) the old way of developing a city plot by plot - which leads to diversity. Not afraid of symmetry, it is a building that is at once subtle but macho. It has some of the brash confidence of the 1980's about it, but none of the stylistic excesses.

It is also wrong to be demolishing buildings such as this for resource and environmental reasons. It is a heavyweight concrete construction and must have a design life of 250 years. There is an opportunity for the imaginative re-use of this building, this is not only the realm of Victoriana. Imagine, for example, an independent shopping complex, work units, cafes, all around an atrium winter garden. Smashing this down makes no sense at all.

- 88-92 Pinstone Street is a significant building contributing positively to the character of a Conservation Area. Built in 1884 for Charles Maleham, gunsmith, and Joseph Hardy, soon after the creation of Pinstone Street, it is one of the founding buildings in the longest continuous late Victorian frontage that survives in Sheffield. The entire facade is ambitious and imposing in character, in a style that is unusual in Sheffield.

The quality of the elevation to Charles Street is of the same high standard as that to Pinstone Street, creating a striking corner building that extended the town centre into the newly-created Upper Charles Street. This is also an aim for the Retail Quarter.

The proposals would demolish nearly half the facade, destroying its symmetry, truncating it abruptly after the corner elevation, and removing any sense of connection with Charles Street. This disconnection is confirmed by the proposed service entrance on the corner, which is inappropriate for such a prominent location and could easily be relocated to further up Charles Street. The demolition is driven by an unnecessary re-alignment of Charles Street, which reduces the footprint and depth of block G and is not explained.

- No attempt is made to justify the demolition. The Design & Access Guide states that "the existing HSBC Bank has been retained" (p213) and that "the key areas of the elevation will be kept" (p216), and the proposed demolition is not mentioned at all. This is obviously a long way short of the clear and convincing justification for any harm to a heritage asset required by NPPF paragraph 132. Developing a retail quarter on this scale will deliver significant public benefit, but no attempt is made to show that

substantial harm is necessary for this, as required by NPPF paragraph 133. It is unlikely that retaining the whole of the facade would have any significant impact to the public benefit.

- Object to the proposal demolish the Athol Hotel (78-82 Pinstone Street). The Design and Access guide on p216 describes retention of the "prominent streetscape stretching along from 2-104 Pinstone Street" as "vital to maintaining the character of this key area", but the applicant has identified the Athol Hotel for demolition. This is Sheffield's longest continuous run of late Victorian buildings that survives. The Athol Hotel is integral to this important historical survival, and removing it will create an unnecessary gap and cause significant harm to its character.

The hotel was one of the earliest buildings in the creation of the new Pinstone Street between 1884 and 1897, which may explain why its architecture is a little humbler than its neighbours. Its immediate neighbour is Laycock House, the last to be completed on this side of Pinstone Street (in 1896), and between them they illustrate how the scale of ambition had changed through the period of development.

It is possible that the applicant has been misled by the much later mock-Tudor cladding. The unclad portion corresponds with period photographs and drawings, and the apertures in the cladding area match the original exactly: there is no doubt that this is the original late nineteenth century building. There may be an opportunity to restore the character of the street still further by removing the cladding.

The building is identified as significant building contributing to the character of the area in both the Archaeology Report and the Urban Design Compendium. No specific justification is offered for its demolition, and no attempt is made to meet the requirements of planning policy (National Planning Policy Framework paragraphs 132 and 133). Permission to demolish should therefore be refused, and the applicant encouraged to retain and restore the surviving facade.

- The basic assumption behind this scheme is that Sheffield City Centre needs to attract more big chain retailers. Meadowhall is easily accessible with plenty of parking, do we need more of the same? Have you undertaken any research into economic benefits for the city as a whole of this policy? Do you have any evidence that more money comes into the city than leaves it for each of these chain stores? Why do you suppose that the wishes of chain retailers align with the needs of the people of Sheffield?

The applicant's own summary of the public consultation undertaken earlier this year indicates that nobody asked for more chain stores. Instead people asked for cycling provision, pedestrian safety, independent shops, high quality retail, green space, quality design and protecting the historic fabric - in that order.

- There are two (or three?) large additional parking structures proposed. There is already regular traffic gridlock in Sheffield, indicating that the streets are at or above their capacity for private cars. We can all agree that the city centre needs more people in order to thrive, but if we want to double or treble the footfall then this can only be achieved by improvements in public transport, cycling and pedestrian access - as there is marginal room for increasing the number of private cars on these streets. Adding more car parking is going to be both inadequate and excessive at the same time.

These car parking structures will have negative effects too, the traffic will cut Division Street in half, potentially killing an actual existing Sheffield retail success story. The junction of Rockingham Street and West Street is already a pedestrian disaster. This scheme will do something similar to Division Street.

- Each version of this scheme has progressively higher buildings, and there is no limit suggested in this latest application, presumably this is to allow a developer to build a 'signature' high-rise to cram in more floor space - this would be very unwelcome, St Paul's tower was clearly a mistake that Sheffield would do well to avoid making again.
- The scheme features a 'clever' idea of replacing the continuous street gradient with two levels connected by stairs and outdoor escalators. The escalators will be permanently broken and the stairs will form an effective barrier, this is not a clever idea.
- The 'long-vista' concept behind extending Fargate means extensive demolition on Cambridge Street: the entire 1820 Bethel Chapel, Bethel Walk, most of Bethel Sunday School and the rest of the Victorian buildings on Cambridge Street/Wellington Street - These buildings would grace any city centre, it doesn't seem like a good deal to me that we should lose these in favour of a dubious artistic 'concept'.
- There is a long stretch of Victorian buildings along Pinstone street that will be partially retained in this scheme, it is essential that the roof-lines of these buildings are also retained - Sheffield does not have a good track



record of doing this properly, the best way to do it is to not gut the buildings.

- The scheme proposes to fill-in Burgess Street and the bottom of Cambridge Street, apparently reducing the street frontage in the area, is this really the intent? A look at the existing map shows that the blocks in this area are already a bit on the large size, but successful shopping districts almost universally feature a network of narrow streets with shorter block lengths. This is a matter of balance, individual retailers will tell you they need large floor-plate units, but this is then negative for the street as a whole, as it implies larger blocks and greater distances between entrances.
- An alternative strategy for the retail quarter would be to: decide on the necessary demolition of bad buildings; place new street subdivisions for an increased density of shop fronts and public space; divide the blocks into a mix of small, medium and large plots; and sell them individually with pre-approved outline permission for development, e.g 'ground floor retail and up to five floors'. This would be an opportunity to incubate small and medium sized developers - of which there are many locally; it would attract businesses that want to build their own premises; it would produce income for the city council sooner rather than later; and it would avoid all the risk associated with grand masterplanned schemes which really do not have a good track record in this country - there is no reason to suppose that anything will be different this time considering all the dodgy ideas that have gone into this masterplan.
- I am writing to endorse the comments submitted by Mr Robin Hughes (16th August 2015 and 23rd August 2015) and to register my concerns over those aspects of the application for outline planning permission in respect of the Sheffield Retail Quarter which affect listed and unlisted heritage assets within the area of the proposed development. Specifically I object to the proposed demolition of the Athol Hotel (78-82 Pinstone St) and the demolition of significant parts of the facade of 88-92 Pinstone Street on the grounds outlined by Mr Hughes. I also note the references in published material relating to the SRQ (Introducing Sheffield Retail Quarter: A briefing pack for Elected Members and Stakeholders) to 'protecting historic building facades' which implies that the final development proposals will be facadist in nature and will result in the loss of the greater part of the listed and other buildings and the retention of no more than the frontages. Facadism is widely deplored within the heritage sector and also, I believe, by significant sections of the architectural profession as an inadequate response to the issues around the retention and reuse of buildings of historical and local significance. Even at its best,

it is inadequate in that it reduces distinctive buildings to little more than decorative adjuncts to new developments. As such it respects neither the integrity of the original structures nor the work of contemporary designers and architects. These proposals should therefore be redrawn to allow the retention and sympathetic reuse of the entirety of the buildings in question.

- Retention of the existing street plan would allow the retention of more of the area's historic buildings and their incorporation into the overall scheme, perhaps providing suitable accommodation for small scale, independent retail and other enterprises. A feature of the public feedback regarding the SRQ was strong support for such businesses, support also manifested in the overwhelming public hostility to the demolition of buildings on Devonshire Green, currently occupied by independent retailers.

Paragraph 126 (of the NPPF) clearly sets out the advantages of retaining and enhancing historically significant buildings and as such is directly relevant to the case of the SRQ which occupies one of the most prominent parts of the city centre. The loss of buildings of historic character from the area of the development would seem to run counter to the principles set out in this paragraph.

Paragraph 132 states that 'As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional.' This must be considered to apply to all of the Grade II and Grade II\* buildings within the proposed development area. Extending this principle, it should also be noted that paragraph 129 is of direct relevance to buildings outside the development area which will be affected by the construction of new buildings which, almost inevitably, will be much larger and designed on radically different principles to those presently standing.

- Object to the proposal to demolish all but the eastern and part of the northern elevations of the listed Bethel Sunday School (32 Cambridge Street). The applicant's submission fails to meet the requirements of the National Planning Policy Framework, paragraphs 132 and 133.

The proposed demolition is of considerably more than half the building. Few original internal features remain, so the architectural significance of the Sunday School consists entirely of its external shell. Of equal importance is the historical significance of its location adjacent to the Primitive Methodist chapel that predates it. To reduce these sole surviving elements to two small brick elevations can only be described as substantial harm. The applicant takes the view that only the elements visible from Cambridge Street are significant. These are a large part of the

streetscape value but they are considerably less than the whole significance of any listed building.

The applicant claims that retaining more of the Sunday School would be incompatible with their chosen retail plan. They consider the Sunday School only as part of a retail area within the proposed block E and examine the impact to their plan of retaining the fabric to various extents. They do not consider whether an alternative plan or use could better accommodate retention. This does not amount to the clear and convincing justification required by paragraph 132, only a demonstration that their specific choice of use and layout makes it hard to accommodate an existing building.

There is no doubt that the SRQ scheme as a whole will deliver substantial public benefits, but this is not sufficient to meet the requirements of paragraph 133. The applicant has to demonstrate that the harm is necessary to achieve such benefits, that is, that the benefits cannot be achieved without that harm. It is very unlikely that the benefits of the SRQ scheme as a whole would be significantly different if the building were retained.

Historic England's Good Practice Advice in Planning 2 paragraph 26 states that if there is any apparent conflict between the proposed development and the conservation of a heritage asset then the decision-maker might need to consider whether alternative means of delivering the development benefits could achieve a more sustainable result, before proceeding to weigh benefits against any harm. Other HE guidance is that public benefits may be achieved with less or no harm by alternative design or location. The applicant has explored this only minimally, and has made restrictive assumptions, for example that retaining the south elevation requires them to restrict the height of block E to the south and that floor levels within the Sunday School footprint must be the same as the rest of block E. They have not considered retaining the building as a distinct unit, ways to manage level transitions within block E to allow different floor levels, different subdivisions in the rest of block E, or creating a distinct leisure unit out of the Sunday School and the southeast corner of block E that would not need to share floor levels with the retail units.

The underlying assumption that the Sunday School must be fully integrated without level changes into an adjacent retail unit is so restrictive as to make it difficult to accommodate any existing building, and falls a long way short of the clear and convincing justification which national planning policy requires.

In the event that officers consider that the applicant has met the requirements, permission for this extent of demolition should be conditional on the applicant implementing exactly the internal layout for block E on which they have based their case.

### Comments

- Re-erect the Crimean Monument in the new retail quarter. As a piece of Sheffield's history its unrivalled in the city and would enhance the new development. The inscription on the monument reads:

‘This monument in memory of those natives of Sheffield who fell in the war in the Crimea was erected by public subscription ad 1863.’

Public subscription is the key phrase, its was paid for by the people of Sheffield (and others) to commemorate the fallen soldiers of Sheffield.

- Don't you think it should have weather protection over exposed street areas? One of the reasons that Meadowhall has been so astronomically successful is that it is accessible, free of parking charges (with parking right by the door) and free of weather constraints.

### **Consultation and Publicity for the Revised Proposals and Responses Received**

5.7 Following receipt of the revised information in respect of the outline application and the Environmental Statement in February 2016 (listed at paragraph 1.7), the following consultation and publicity was undertaken:

- All consultees (including statutory consultees) were re-consulted.
- Notices were published in the relevant local newspapers.
- Site notices were displayed.
- Letters were sent to neighbours and to those who had responded in relation to the original submission.

### Responses from Consultees to the Amended Proposals

5.8 Historic England

In relation to the amendments to the proposed scheme, including the addendum to the Environmental Statement and Transport Assessment, Historic England (HE) confirm that the additional information does not change their position and they remain unable to support the applications in their current form.

As set out previously, HE consider that the heritage assets along Cambridge Street make a valuable contribution to the conservation area and to the setting of the Grade II\* Leah's Yard. The proposed extension of Fargate

would result in the demolition of most of these buildings, harming the special interest of the conservation area and Leah's Yard.

HE consider that the extent of change would result in a degree of harm to the designated heritage assets which is neither necessary nor justified to deliver the public benefits set out in the applications, and that there are less harmful ways of delivering the public benefit of the scheme without causing this level of harm, as required by the NPPF.

Historic England continues to oppose the applications and urge that amendments are secured to reduce the considerable harm to the grid pattern of streets which contributes to the significance of the conservation area, the setting of Leah's Yard and Sheffield's irreplaceable heritage.

#### The Victorian Society

The Society consider that the amendments fail to address their fundamental concerns and they remain firmly of the view that the substantial level of harm that the proposals would cause to numerous designated and non-designated heritage assets has not been justified.

#### Cycle Sheffield

In relation to the amended proposals, CycleSheffield raised concern that the cycle hub is still in located in the car park. 'We believe locating the cycle hub inside the car park is a mistake because this area will be very busy with motor traffic, however, if it is located here then the cycle paths should be continuous entering/exiting it.'

They also reflected on the general quality of the cycling infrastructure proposals, concluding that it was poor, particularly at junctions. 'There are segregated cycle lanes where there is spare room, not where the roads are busiest. The cycle routes do not connect up well. Priority has been given to motor traffic rather than more vulnerable pedestrians and people on bikes.'

They then made a number of detailed comments to illustrate their concerns, including:

Wellington Street east bound – 'The cycle path up to Trafalgar Street has been moved so it is on the inside of the parked cars which is an improvement. However, it now appears to be on the inside of the pavement as well which is unusual. The design should really be pavement>cycle path>parked cars>road but it would be better if there was no on-street parking here. The cycle path should continue directly into the cycle hub. There is no crossing for pedestrians or cyclists on the shared use pavement over the entrance/exit from the car park. Cyclists will not be able to continue their journey at all

when they get to the end of the shared space pavement on Wellington Street at the junction with Rockingham Street (remember this is a designated cycle route through the development). There is no more cycle infrastructure after this junction on the designs/maps.'

Trafalgar Street between Division Street and Devonshire Lane – 'All motor traffic going south down Trafalgar Street will be turning left onto Devonshire Lane. However, people using the cycle lane going south down Trafalgar Street will be heading straight on. This creates a dangerous situation where people on bikes could be hit by cars turning left, especially as the junction seems to have a wide rather than sharp turning left.'

Charter Row turning into Rockingham Street – 'There needs to be a good way, with priority, for people both walking and cycling to get across both Rockingham Street and Charter Row junctions, this has been designated a primary cycle route. This road will be very busy with motor traffic accessing the car parks. A toucan crossing is required across Charter Row, not an un-signalised crossing, this is needed to link the cycle path going north on Charter Row with the segregated cycle lane on the other side of the road. Charter Row south of the junction with Rockingham Street will have too much traffic to expect people on bikes to use the road, it needs segregated lanes both going north and south. However, there are only segregated lanes north of this junction where there will be much less motor traffic.'

Junction on Eldon Street and Wellington Street – 'The cycle lanes along Wellington Street should be continuous, they should not finish at the junction with Eldon Street. The main road (Wellington Street) does not give way to the side road (Eldon Street) and there is no reason why the cycle lanes should either. This is a designated cycle route through the development and infrastructure for cyclists needs to be of a much higher standard, especially given how busy the road will be.'

Pinstone Street / Charter Row / Moorhead Junction – 'Pinstone Street is designated a primary cycle route. However, it is unclear how this will connect to Charter Row at the Moorhead junction. The cycle paths to / from Pinstone Street to Charter Row need to be continuous, this area will be very busy with pedestrians and separate, continuous cycle lanes are needed to prevent conflict.'

#### Highways England

Highways England confirmed that, whilst they could comment on the methodology adopted, in this instance they agree with the overall conclusion

that the impact of the proposed development on the Strategic Road Network is unlikely to be severe.

#### Rotherham MBC

Rotherham MBC acknowledged that the proposed development is supported by policies in the Core Strategy and that the development falls primarily with the Central Shopping Area. As such they raised no objections in principle to the proposed development.

#### Natural England

No further comments.

#### The Coal Authority

The Coal Authority made no further comments, but reiterated the recommendations outlined in their previous response.

#### Public Representations in Response to the Amended Proposals

- 5.9 1 additional representation was received from the public in response to the amended proposals.

'It appears from the revised text of the SRQ ES that there have been no direct contacts between ARUP and Ms D. Saich (SYAS) apart from an exchange of letters. This does not seem to be satisfactory given the extent of the proposed demolition of historic buildings and the potential for the survival of archaeological features and deposits within what is most probably part of the core of the medieval settlement.

I have grave reservations regarding the suitability of Ground-Penetrating Radar (GPR) as a tool for carrying out assessments of the survival of archaeological features and deposits prior to ground disturbance. While the technique is a useful one in some situations, the disturbed nature of the ground and the strong probability that there may have been phases of dumping and 'ground making' activities on the site during the 18th and early/mid 19th centuries means that important earlier features could be masked from the GPR data. Furthermore, areas of surviving archaeological strata and deposits may be small in extent (and so invisible on GPR plots) but nevertheless of considerable significance, as excavations in Norfolk Street (Upper Chapel) have clearly demonstrated with the identification of surviving elements of a medieval pottery kiln in a small 'island' of strata preserved under later wall footings.

Extensive trial trenching and test-pitting should be employed in order to determine the nature of any dumping on all or part of the site, the origin and date range of the dumped material (which may be of 18th or early 19th century date) and the extent to which it masks earlier features. The location and extent of trial trenching should certainly not be based solely on the results of a GPR survey alone (as suggested by ARUP) but should draw on a much broader evidence base and should be sufficiently extensive in nature to cover adequately the ground plan or footprint of any projected new buildings and of any subsurface works connected with the scheme.

My objections to the demolition of all listed buildings and of buildings identified as of specific local interest and character remain as stated in my earlier comments on the plans and I would draw the attention of all those involved to the emerging hostility towards 'facadism' from those concerned with the built heritage, archaeology and within the architectural profession. Sympathetic renovation and reuse of entire buildings should always preferred to the poor compromise represented by the retention of de-contextualised facades.'



## 6. Planning Policy Assessment

### General Planning Policy

6.1 This section provides a summary of the general planning context in which the applications for the SRQ are to be determined, specifically the national and local planning policies and guidance against which the current proposals should be tested. More specific policies and guidance, for example those covering detailed retail, design and heritage matters, are described and assessed in the relevant sections.

#### The National Planning Policy Framework

6.2 The National Planning Policy Framework (NPPF) was published in March 2012 and supersedes previous national planning guidance contained in various Planning Policy Guidance and Planning Policy Statements. The NPPF sets out the Government's approach to planning matters, and is a material consideration in the determination of planning applications.

6.3 The NPPF states that 'the purpose of the planning system is to contribute to the achievement of sustainable development' (paragraph 6) and that 'to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions' (paragraph 8).

6.4 The NPPF also advises that 'pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

- making it easier for jobs to be created in cities, towns and villages;
- moving from a net loss of bio-diversity to achieving net gains for nature;
- replacing poor design with better design;
- improving the conditions in which people live, work, travel and take leisure; and
- widening the choice of high quality homes' (paragraph 9).

6.5 In relation to decision taking, the Framework also makes it clear that this 'presumption in favour of sustainable development' means:

- 'approving development proposals that accord with the development plan

without delay; and

- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
  - any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
  - specific policies in this Framework indicate development should be restricted’ (paragraph 14).

6.6 In March 2014 the Government published the National Planning Practice Guidance (NPPG) which is a material consideration in relation to planning applications. The NPPG replaces a number of previous circulars and guidance to provide a simplified single source of guidance at the national level.

#### The Development Plan

6.7 The statutory development plan for Sheffield currently comprises of:

- Sheffield City Council Core Strategy (March 2009); and
- Saved policies from the Sheffield City Council Unitary Development Plan (UDP) (1998).

6.8 The Core Strategy describes the vision for Sheffield, which reflects the substantial changes still needed to regenerate the city. The vision – a city that is both transformed and sustainable – is embodied in a spatial strategy that identifies the city centre as playing a crucial role in the transformation of the city’s economy and in the development of Sheffield’s role as the core city for the city region. The city centre is seen as the focus for most new development of offices, shops, leisure, culture, higher education and other services, and the shopping area is expected to be transformed to help it fulfil its role more effectively as the most accessible location for regional services.

6.9 The Core Strategy seeks continued improvements to the environment and the design of the City Centre, to help attract investors and to cater for the needs of all groups of people, with a particular emphasis on safeguarding the distinctive historic character of the City Centre and buildings associated with the Sheffield metal trades (Chapter 4).

6.10 Specifically, policy CS14 of the Core Strategy (City-wide Distribution of Shopping and Leisure Development) states that:

‘New shops and leisure facilities with city-wide and regional catchments will be concentrated in the City Centre Primary Shopping Area and immediately

adjacent shopping streets of the city centre, which will be strengthened through a major retail-led, mixed use regeneration scheme, which will form the New Retail Quarter.

Meadowhall Shopping Centre will remain at around its present size and major non-food retail development will not occur outside the City Centre's Primary Shopping Area and District Centres and their edges.'

- 6.11 Policy CS18 (Shopping in the City Centre) also reinforces the vision for a core city that enriches the region through improvements to the layout of the central shopping area:

'Major non-food retail development will be concentrated in the Primary Shopping Area, extending from Moorhead to the north end of Fargate. This area will be strengthened as the heart of a regional shopping centre by the development of the New Retail Quarter, a major comprehensive retail-led mixed-use development.

Within and adjacent to the Primary Shopping Area development that might individually or cumulatively prejudice or delay the success of the regeneration of the Primary Shopping Area will not be permitted.'

- 6.12 The SRQ proposals, which involve extending Fargate to the west to form New Fargate and a series of connecting pedestrianised streets and spaces as well as the repair and restoration of Leah's Yard for use as a key retail space, are considered to support these long held strategic development plan policies. Moreover, the SRQ will make a significant contribution to promoting Sheffield as a major regional centre with a proportionate level of shops and services.
- 6.13 Some previously relevant strategic UDP policies were not saved following consultation with the Secretary of State in September 2007. Indeed many UDP policies, which were adopted in 1998, are considered to be increasingly out of date as the evidence which underpinned them is over two decades old. However, the following policies remain material in determining the submitted applications.
- 6.14 In terms of land use, the majority of the SRQ site lies (from Pinstone Street to Carver Street) within the Central Shopping Area as defined in the UDP. Policy S3 (Development in the Central Shopping Area) sets out the preferred and acceptable uses for the area:

**'Preferred Uses**

- Shops (A1)
- Offices used by the public (A2)
- Food and drink outlets (A3)

Housing (C3)

**Acceptable Uses**

Business (B1)

Hotels (C1)

Residential institutions (C2)

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Amusement centres

Car parks

Hostels'

It is noted that the land uses proposed in the development are mainly preferred uses and the remainder are considered to be acceptable.

- 6.15 The properties fronting Pinstone Street, Cambridge Street and Charles Street also lie within the city centre's retail core. Policy S2 (Development of Frontages in the City Centre's Retail Core) states that on the ground floor, shops (Class A1) are the preferred use and the only acceptable uses are other retail uses (Class A2 and A3) or amusement centres. Again, the proposals are considered to meet these requirements.
- 6.16 The remainder of the SRQ site, to the west of Carver Street, is allocated as part of a Business Area. Policy IB7 (Development in Business Areas) defines the preferred and acceptable uses:

**'Preferred**

Business (B1)

**Acceptable**

Small shops (A1)

Offices used by the public (A2)

Food and drink outlets (A3)

Warehouses (B8 excluding open storage) except in Manor Opportunity Area

Hotels (C1)

Housing (C3) at upper levels in the City Centre

Community facilities and institutions (D1)

Leisure and recreation facilities (D2)

Car parks

Hostels

Open space

Petrol filling stations on Strategic Roads'

- 6.17 This part of the SRQ contains a new anchor store, with car parking, and a multi storey car park. Car parks are an acceptable use but shops, other than small shops, are not acceptable unless they are located at the edge of the Central Shopping Area. This site is on the edge of the shopping area making shopping a generally acceptable use.
- 6.18 Policies S10 and IB9 set out conditions on development in shopping areas and business areas respectively. Policy S10 (Conditions on Development in Shopping Areas) states:
- 'In shopping areas, new development or changes of use will be permitted provided that it would:
- a. not lead to a concentration of uses which would prejudice the dominance of preferred uses in the area or its principle role as a shopping centre; and
  - b. not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions, including air pollution, noise, other nuisance or risk to health or safety; and
  - c. provide, where appropriate, an environmental buffer to shield sensitive land uses; and
  - d. be well designed and of a scale and nature appropriate to the site; and
  - e. comply with Policies for the Built and Green environment as appropriate; and
  - f. be served adequately by transport facilities and provide safe access to the highway network and appropriate off-street parking and not endanger pedestrians.'
- 6.19 The conditions in policy IB9 (Conditions on Development in Industry and Business Areas) are almost identical. However, of particular relevance is condition (a) of policy IB9 which, like the shopping policy, requires that the dominance of the preferred use in the business area is not prejudiced by a concentration of other uses.
- 6.20 Since the adoption of the UDP this business area has been subject to extensive new developments, largely residential developments. Consequently, the proportion of preferred uses is currently below the 50% required by the policy. However, Core Strategy policy CS17 (City Centre Quarters) (a) identifies a more mixed use function for the area with a role for retail and visitor facilities as well as offices.
- 6.21 While the proposals are contrary to Policy IB9, they must also be balanced against considerations which suggest that an exception should be made, including:
- The regenerative importance of the SRQ scheme to the City as a whole.

- The business area has been allowed to become more of a mixed-use area, in line with more recent policy guidance, and is already below the 50% threshold for preferred uses.
- While the proportion of the preferred use has declined since the UDP was adopted there has been significant development of office space in the nearby Heart of the City scheme, which the UDP allocates for shopping development.
- UDP land use policies only consider ground floor uses whereas there are a number of multi-storey office blocks in the policy area which mean that business floor space is much more significant than the figures suggest.

6.22 It is considered that these factors justify the further reduction of preferred land use in this case. Particularly as, in all other respects, the SRQ proposals are supportive of the UDP's land use policies.

### **Emerging Policy**

#### Pre-Submission Draft City Policies and Sites

6.23 Between 2007 and 2013, the Council were preparing the City Policies and Sites document (CPSD) to supplement the Core Strategy with further development management policies and site allocations. The pre-submission version of the document was produced in April 2013 and was consulted on between June and September 2013. However, instead of submitting the draft CPSD and the accompanying Proposals Map to the Secretary of State for examination (there was a risk these documents would have been found to be unsound due to the lack of a five-year supply of deliverable housing sites) the City Council decided to commence work on a new Sheffield Plan.

As the Council is no longer taking the CPSD forward to examination, its policies can only be afforded limited weight. However, it is partially consistent with the three criteria in paragraph 216 of the NPPF, which states that decision-takers may give weight (unless other material considerations indicate otherwise) to relevant policies in emerging plans according to:

- the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given);
- the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

There were no consultation objections either to the identification of Site P84 for the NRQ or the conditions on its development and the site identification and relevant policies are considered to be consistent with the NPPF.

### A New Sheffield Plan

- 6.24 The Sheffield Plan will be our statutory development plan for Sheffield, guiding the future of the city by setting out how and where development will take place up to 2034. The City Council have consulted on the first stage of making the Sheffield Plan (Citywide Options for Growth to 2034) which is expected to come into force in 2018.
- 6.25 This consultation document acknowledges our changing shopping habits and the way in which city centres are evolving to become destinations with a range of shopping and leisure activities. It also recognises renewed efforts to address the relatively small size of our city centre retail offer with the launch of the Sheffield Retail Quarter.
- 6.26 The Sheffield Plan will retain the approach of supporting its town centres, which includes the city centre.

### City Centre Masterplan Consultation Draft (May 2013)

- 6.27 The Masterplan document is a draft guidance document and, if adopted, will become a material consideration in determining planning applications. In its current draft format the document has limited weight. However, the proposed development accords with the Masterplan objective to provide a New Retail Quarter 'between Barkers Pool, The Moor and the Devonshire Quarter'.

### **Local Guidance**

#### Urban Design Compendium (2004)

- 6.28 The Sheffield City Centre Urban Design Compendium was approved by Cabinet in 2004, to be used as a guide in the preparation of planning applications and to be taken into account when they are being determined, with the aim of raising the quality of Sheffield's built environment.
- 6.29 The Heart of the City chapter, in which most of the SRQ site falls, draws attention to the then emerging New Retail Quarter (NRQ) proposals, stating that :

'Retail proposals include anchor stores and a variety of smaller shops, complemented by cafes, bars and restaurants.

Significant heritage buildings, such as Leah's Yard, and important historic streets will be incorporated as part of the redevelopment scheme....'

The streets and spaces of the NRQ will be defined by strong and cohesive contemporary architectural forms and spaces linked by high quality public realm design. The new urban form will be cohesive, legible and permeable and serve to link the surrounding city centre districts. The focus of the NRQ will be The Square – a vibrant new public space, surrounded by active frontages.’

- 6.30 The Compendium, which was intended to describe how the city can evolve to 2025, has some relevance. Particularly with regard to the identification of townscape character areas, the location of key vistas and views, and the identification of non-designated heritage assets – referred to as Unlisted Significant Buildings within the Compendium. Arguably, however, that relevance is decreasing in the context of the changing policy background.

#### Supplementary Planning Guidance for the New Retail Quarter (2002)

- 6.31 The SPG was adopted by the Council in July 2002. Its purpose was to guide those preparing planning applications for the NRQ and to be a material consideration in the determination of proposals coming forward for the NRQ or those which might have an impact on the realisation of the NRQ strategy. While it could be argued that much of the baseline information has been superseded, the SPG is consistent with the relevant UDP policies and well as the subsequent policies in the Core Strategy and the NPPF. It is therefore a material consideration that carries weight.
- 6.32 The SPG provides ten guidelines together with explanatory texts. Guideline 1 identifies the preferred location for the NRQ, whilst guideline 2 seeks to protect it.

#### Guideline 2: Protection of the New Retail Quarter

Outside the Central Shopping Area the Council will not permit major non-food retail development that may prejudice or delay the achievement of the Council’s re-development strategy for the New Retail Quarter.

Guidelines 3 to 7 set out design principles for the NRQ:

#### Guideline 3: Creating Primary Frontage to Build on Fargate

The New Retail Quarter should enhance and expand Sheffield’s position as a regional shopping destination. The New Retail Quarter should be retail led and include a variety of sizes and shapes of retail units. It should also incorporate a complementary mix of uses, including housing, throughout the site. These uses should be integrated with the development (subject to residential amenity and ensuring lively street frontages across the site).

#### Guideline 4: Mix of Uses



The New Retail Quarter should enhance Sheffield's position as a regional shopping destination. The New Retail Quarter should be retail led and include a variety of sizes and shapes of retail units. It should also incorporate a complementary mix of uses, including housing, throughout the site. These uses should be integrated with the development (subject to residential amenity and ensuring lively street frontages across the site).

#### Guideline 5: General Design Principles (Abbreviated)

The following design principles should be incorporated in any proposals that come forward for the New Retail Quarter.

- A totally enclosed shopping area would be unacceptable, although in certain areas protection from the weather may be both appropriate and desirable.
- Excellent architectural quality, with taller buildings located on key sites. The difference between individual buildings and the purposes they serve should be fully articulated in building design.
- Highest public realm quality.
- High quality public art and hard and soft landscaping should be integrated in the design process and the final product.
- A design that reflects the character of the City Centre, the areas listed buildings and where appropriate, the use of local building materials.
- A distinctive plan form should be created that links with the existing City Centre and its traditional street pattern;
- There should be lively frontages and elevations at street level across the whole of the area.
- Development should be at high, but varying densities – for sustainability and to create interest; and
- A crèche must be included within the scheme.

#### Guideline 6: Routes and Linkages

The scheme must be fully integrated and linked with other areas of the City Centre, including Fargate, The Moor and Division Street. The design of this integration should take account of the creation of pedestrian routes, visual links and the character of the surrounding area.

The design should take account of these principles:

- The creation of appropriate entry points into the area by the careful integration of hard and soft elements including public art to enhance the entrances and the routes from the entrance points into the centre and through it:
- Full integration of the new development area with the existing City Centre with all its edges.

- Full permeability throughout the development, creating attractive vistas and visual punctuation in the streetscape.
- Pedestrian primacy throughout the area including, where appropriate creation of new pedestrianised streets and routes.
- Public realm that serves a purpose and relates to the uses which border it and enhances the links between the City's different quarters; and
- Streets that are kept open to the general public even if covered – there should be no shopping precincts.

#### Guideline 7: Conservation Areas and Listed Buildings

The new Retail Quarter is partly within the City Centre Conservation Area. In considering proposals for development in the New Retail Quarter the Council has a statutory duty to have regard to the desirability of preserving or enhancing the character or appearance of the Conservation Area. In doing this the Council will take account of the comprehensive nature of proposals for development of the New Retail Quarter and how the development can make a positive contribution to the areas character and appearance.

In considering applications which affect a listed building or its setting, special regard shall be given to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Guidelines 8 and 9 Cover Transport and Car Parking:

#### Guideline 8: Transport and Car Parking Strategy

The council will promote a strategy for transport and parking in the City Centre as a whole. Transportation and car parking proposals in the New Retail Quarter should be compatible with and support strategy.

#### Guideline 9: Transport and Car Parking Principles

The following transportation principles should be incorporated into any proposals that come forward for the New Retail Quarter.

- Changes to highways and road layouts for the New Retail Quarter must not allow or encourage through traffic in the city centre.
- Vehicular access to the New Retail Quarter must be fully integrated with the city centre access loops and signing strategy.
- The development should be fully integrated with the bus and Supertram network and with the public transport strategy, including the proposed city centre midi-interchanges.
- Sufficient facilities must be provided to make the New Retail Quarter accessible for cyclists, pedestrians and people with disabilities.
- Facilities should be incorporated to provide an appropriate Shopmobility scheme.

- Car parking proposals should have regard to the Councils overall objectives of improving accessibility to the City Centre, and minimising the conflict between pedestrians, cyclists and vehicles. Innovative solutions and approaches to car parking within the wider city will be encouraged.
- Car parking should be of high quality and designed in accordance with 'Secure by Design' criteria.
- Routings and arrangements for servicing and delivery vehicles must be agreed with the City Council.
- The proposals should include fully integrated servicing provisions.

The final guideline reflects standard practice for any site with archaeological potential.

#### Guideline 10: Archaeological Findings

An initial desktop study is required to determine the likelihood of archaeological remains existing on the New Retail Quarter Site. This needs to be done during the design phase to ensure that important archaeological remains be incorporated within the scheme.

#### **Housing Policy**

- 6.33 The proposed development is primarily retail led. However, up to 7,768m<sup>2</sup> of residential development is also proposed.
- 6.34 Housing is a preferred use in the Central Shopping Area (as defined by policy S3 of the UDP) and an acceptable use in the neighbouring Business Area (policy IB7).
- 6.34 The consented Sevenstone scheme proposed between 130 and 278 residential units, including a large residential tower. The Strategic Housing Land Availability Assessment (SHLAA) estimated that 150 new homes would be delivered as part of the new retail quarter and, depending on the size of the apartments, it is feasible that the maximum 7,768m<sup>2</sup> residential area would have capacity for in the region of 150 apartments.
- 6.35 Core Strategy policy CS26 (Efficient Use of Housing Land and Accessibility) seeks to make efficient use of land for new homes, and sets out a minimum density of 70 dwellings per hectare in the city centre. At the time of the full application being made, the density of new homes will be assessed, based on the blocks in which residential accommodation is located.
- 6.36 Currently we are not able to demonstrate a 5 year supply of deliverable housing land in Sheffield. The most recent available figure, from the SHLAA (Nov 2015), shows around a 4.7 year supply of sites. It is therefore important that housing delivery is maximised, including in higher density locations such as the city centre. That said, the Housing Requirement and Land Supply

Monitoring Report (Feb 2015) shows that 31% of the local plan housing supply is currently on large sites in the city centre, whereas we need to achieve a wide variety of new homes in a range of locations to meet the diverse needs of the city's population. Therefore, while it is important to maximise city centre housing delivery, in this instance, and given that the retail quarter is a retail-led scheme with a number of townscape constraints, it is considered that the focus does not need to be the delivery of a significant quantity of new homes above retail level. As such, the proposals are considered to include sufficient floorspace to deliver the number of homes that we expect based on the SHLAA assumption.

## 7. Retail Assessment

- 7.1 This section revisits the need for a major retail development in the city centre and looks at the quantum of floorspace proposed, including an explanation of the changes in floorspace compared with the previously approved Hammerson scheme. It then considers the retail policy context as well as the impact of the SRQ on the wider area, including its relationship with Meadowhall. Much of the information used is derived from the Retail Assessment which forms part of the planning application.

### Quantitative and Qualitative Need

- 7.2 As described in Section 2, the inadequacy of Sheffield's retail offer was recognised in 1994 when the City Council commissioned a retail study (Hillier Parker) to inform the then emerging Unitary Development Plan (UDP). The study highlighted the difficulties that have arisen from the city centre retail area's linear form, the split focus of shopping at both ends, and the weakness of the middle section along Pinstone Street. Meadowhall was also considered to have played a part in shifting the emphasis of retailing away from the city centre. The study concluded that a major retail scheme was required in order to link these disparate elements.
- 7.3 Over the last 20 years there has been significant investment and development in the city centre, including the Peace Gardens and other public realm improvements, the Millennium Galleries and Winter Garden, St Paul's Place and Leopold Square, however retail development has been limited and comprises largely of the redevelopment of Orchard Square and, more recently, of the Moor. The City has arguably suffered as a result of the delays in delivering a major retail scheme and, despite some changes in our shopping habits, the need for such a scheme is considered to remain high.
- 7.4 A retail study update undertaken by GL Hearn in 2014 on behalf of the Council indicates that, while there is 95,358m<sup>2</sup> of comparison goods floorspace located in the city centre, when compared to other centres Sheffield is underperforming in terms of the representation of different goods categories. In an article published in Property Week on 13 March 2015, Savills Research is quoted as stating:

*“compared with other similar locations, Sheffield city centre is under-supplied in terms of its fashion, electrical goods and homewares provision. Currently, this kind of supply accounts for 39% of retail units, versus 46% - 51% found in other benchmark city centre locations. Similarly, in the city centre there are only 362 ‘retail multiple units’ compared with the 644 in Leeds, which has a similar sized urban population.”*

- 7.5 The City Centre is noticeably lacking in a number of well-known retailers, particularly fashion stores, who are commonly seen in other major cities and to an extent at Meadowhall. The Retail Statement quotes research by Harper Dennis Hobbs which indicates that the overall offer of Sheffield city centre is currently aimed at a largely lower mid-market customer. Whilst analysis of Sheffield's retail offer in comparison to other cities (undertaken by Lunson Mitchenall) reports that the potential for Sheffield to attract new retailers to the city centre is extremely strong, largely due to the currently low proportion of retailing compared to national averages. For example, the national average for fashion within a town or city is 19.2% but Sheffield has only 7.4% of fashion based retailing. The national average for catering floor space is 21.4% with Sheffield lagging behind at 12.7%, and health and beauty has a national floor space of 7% whereas Sheffield has only 4%.
- 7.6 Fargate is the city centre's prime retail pitch and is considered to be the closest that the city centre comes to providing a mid-market fashion destination, with just over a quarter of the floorspace occupied by clothing retailers. The anchor retailer on Fargate is the three storey Marks and Spencer store. It is supported by mid-market brands such as H&M, Topshop and Next. However, the proportion of fashion floorspace is still relatively low when compared to other centres suggesting that Sheffield requires more space to encourage fashion retailers to expand or move in to the city. Many of the shop units on Fargate are also considered to be smaller than retailers want.
- 7.7 Nearby Orchard Square, which opened in 1987, functions as an extension to Fargate. Its redevelopment in 2008 facilitated the expansion of TK Maxx into a three level store. However, Orchard Square now has little room to expand.
- 7.8 The Moor is a purpose built pedestrianised value led shopping street to the south of the application site. Footfall is relatively high but it is disconnected, in terms of retail provision, from Fargate. Debenhams has a five storey store located at its northern end while the indoor markets recently relocated to its southern tip. The Moor Market, and adjoining retail units, formed Phase 1 of a redevelopment scheme by the then Moor's owners, Scottish Widows Investment Partners. Phase 2 is located next to Debenhams and is currently under construction. It will include Primark and four other retailers as well as seven restaurants and a nine screen cinema. The retail units are expected to open in late 2016 with the cinema and restaurants opening in early 2017. Phase 3 will see the redevelopment of the site opposite Debenhams and facing onto Furnival Gate.
- 7.9 The Devonshire Quarter is located to the north west of the application site. It comprises of two main streets (Division Street and West Street) which form

the primary thoroughfare between the University of Sheffield and the city centre. Retailers in the Devonshire Quarter are primarily aimed at the student market, while almost 50% of the floorspace is now devoted to pubs, restaurants and bars. The fashion offer is provided by small independent retailers.

- 7.10 Leopold Square, at the northern end of Pinstone Street, is a strong food and beverage destination. The attractive grade II listed buildings provide an attractive environment for restaurants and bars, but the square has a limited level of footfall during the day.
- 7.11 The Castle Market on Waingate marked the northern end of the city centre's historical retail pitch. Retail in the Castle Square area is heavily value led and has been in decline for many years. It is suffering still further as a result of the Moor re-development (the market moved to the Moor in 2013 and Primark are due to relocate there in 2016). The City Centre Masterplan (Consultation Draft, 2013) suggests that this decline creates the opportunity to transform the Castlegate Quarter, with a focus on showcasing the remains of the Castle (following the demolition of the Castle Market funding is being sought for initial archaeological investigations which will inform the form of future developments) and the area's role as the city's hotel and Riverside Business District. The designated Central Shopping Area will be consolidated in the new Local Plan, potentially terminating at the northern end of Fargate.
- 7.12 The 2013 Masterplan reported that, in the city centre as a whole, there were then 116 vacant shop units out of a total of 836 (13.8%). This was higher than both the vacancy rate for Yorkshire and NE (11.4%) and the national average (11.1%). The Masterplan states that *'this relatively high figure reflects the impact of delayed developments but is also reduced by the temporary effect of the Showcase initiative which has put over twenty vacant units back into use supporting smaller and start up enterprises'*.
- 7.13 However, within the central retail area, more recent data from CoStar indicates that the vacancy rate has been falling from a high of 10% in 2012 to a current figure of 1.5%. In terms of the length of time that floorspace has been vacant; this is currently 10.8 months compared to a five year average of 15.4 months. Moreover, rental levels are again steadily rising following a fall after a peak in 2013, indicating that retailer demand is now strong, but that they are being held back by the lack of appropriate accommodation.

### **Proposed Retail Floorspace**

- 7.14 The quantum of retail floorspace proposed as part of this application has been informed by extensive research into retailer demand by Lunson Mitchenall. They state that:

*'It is vital to build the quantum of retail space to achieve the critical mass of comparison retail and leisure space that is comparable with the cities of a similar population and density. We believe the total retail and catering floorspace should be between 70,000m<sup>2</sup> and 80,000m<sup>2</sup> GIA, including the department store. We believe this to be the optimum size for the SRQ to offer the breadth and styles of leisure uses for a city of the size and calibre of Sheffield.*

*The size is further supported by the known and potential retailer requirements we have compiled. The requirements total 169 retailers and caterers with an overall size requirement between 75,800m<sup>2</sup> and 105,000m<sup>2</sup>. Of these totals only 19 retailers are currently within Sheffield. This is an extremely low proportion in relation to other town and city centre developments and reflects the high proportion of retailers who have requirements by are not represented in the city at present.'*

- 7.15 The retailer requirements identified by Lunson Mitchenall in terms of the unit sizes are:

	<b>Unit Size square metres</b>	<b>Number of retail requirements</b>
Anchor store	20,000	1
MSUs*	4,000 – 6,000	1
MSUs	2,000 – 4,000	5
MSUs	1,000 – 2,000	9
MSUs	500 – 1,000	14
MSUs	200 – 500	65
MSUs	0 - 200	81

\*MSUs – Medium size units

- 7.16 Based on the above distribution of unit sizes, the scheme will comprise a total of 77,359m<sup>2</sup> (GIA) of retail and leisure (Food and Beverage) floorspace as set out below. This is in accordance with the level of floorspace identified by Lunson Mitchenall that is required in order to achieve a step change in the retail offer of Sheffield and provide a retail scheme that will enable the centre to compete with out-of-centre provision and other sub-regional centres.

	<b>Total (square metres)</b>
Anchor	19,633
Retail (excluding Anchor)	51,949
Food and Beverage	5,777
<b>Total</b>	<b>77,359</b>
<b>Total (excluding Food and Beverage)</b>	<b>71,582</b>



7.17 In addition to the additional floorspace requirements, Cushman and Wakefield’s Retail Study (2010) recognised that there is a qualitative need for a major new retail development scheme in Sheffield City Centre. In 2010 the city centre was attracting £830.4 million p.a of total comparison goods expenditure in the city, while Meadowhall drew £670.96 million, and the city centre comfortably outsells Meadowhall in the Homeware, Audio Visual and Chemists Goods sectors, yet Meadowhall dominates the two largest categories of Clothing/Footwear and Miscellaneous (those associated more with fashion). The fashion offer of the city centre, especially the quality end, is most in need of strengthening. Indeed, there are almost no high-end retailers represented in the city centre, save for those with concessions in existing department stores. The SRQ seeks to restore Sheffield’s fashion and higher value shopping sector.

**Differences with the consented Sevenstone scheme**

7.18 The following table provides a summary of the differences in retail floorspace between the consented scheme and the proposed scheme.

	<b>Proposed square metres</b>	<b>Consented square metres</b>	<b>Difference square metres</b>
Anchor	19,633	25,000	-5,367
Retail (excl Anchor)	51,949	65,000	-13,051
<b>Total</b>	<b>71,582</b>	<b>90,000</b>	<b>-18,418</b>

Retained shops (5,710m<sup>2</sup>) not included in the above table.

7.19 The current application proposes approximately 18,000m<sup>2</sup> less retail floorspace than the previously consented scheme. This is likely to be as a result of the general increases in on-line shopping as well as greater efficiencies in store planning and, while recent studies concur in relation to the reduced floorspace requirements, they are equally clear that retailer remains high.

7.20 G L Hearn’s 2014 retail study updates the retail turnover capacity and quantitative floorspace need assessment provided in the Sheffield Retail Study (2010), concentrating on comparison goods shopping need and floorspace potential for the City Centre. The Update (which was undertaken on the basis that a scheme comparable to the Sevenstone scheme is implemented) notes that:

*‘The updated retail capacity work shows that the need for additional floorspace in Sheffield has fallen back. In 2018, having taken account of updated commitments within and influencing non-food retailing in the City*

*Centre (including the NRQ), there is a negative capacity i.e. no need for additional floorspace. By 2021 and 2026, there is a need identified (10,877m<sup>2</sup> in 2021 and 30,556m<sup>2</sup> in 2026) but this is significantly below the levels that were forecast in the 2010 Sheffield Retail Study for the corresponding years which were 24,702m<sup>2</sup> (2021) and 59,679m<sup>2</sup> (2026).'*

- 7.20 Similarly GVA's 2012 report, Independent Assessment of the Retail Strategy for Homeware Retailing in Sheffield, determines that very limited weight can now be attached Cushman and Wakefield's 2010 capacity projections, and that a new assessment of sustainable capacity and retailer demand is required to underpin a new city centre strategy. Nevertheless, their analysis confirms that *'there is a need for new comparison floorspace in the Sheffield area (including homewares retailing), and specifically in the city centre. This capacity is supported by the evidence of retailer demand for new and improved representation.'*

### **Retail Policy Context**

- 7.21 Paragraph 23 of the NPPF (Ensuring the vitality of town centres) describes how local planning authorities should promote competitive town centre environments, including setting out policies for managing the growth of centres over the plan period. The Framework continues to support the principle of 'town centre first', and recommends that local planning authorities should, in aiming to meet their town centre's full retail needs, promote customer choice and a diverse retail offer, which reflects the individuality of the town centre; enhance existing markets and, where appropriate, create new ones; and, where town centres are in decline, plan positively for their future to encourage economic activity.
- 7.22 It is considered that these requirements are largely incorporated into Sheffield's Development Plan (the saved policies of the UDP and the Core Strategy) as the Retail Quarter has been a key aspiration for the City for many years. In particular, and as previously described, the proposals are supported by the following Core Strategy policies:
- Policy CS14 (City-wide Distribution of Shopping and Leisure Development), which promotes new retail development in the Primary Shopping Area and affirms the priority that is attached to the new retail quarter.
  - Policy CS17 (City Centre Quarters) which identifies the Heart of the City (including the New Retail Quarter) as comprising the prime office and retail streets and main civic, arts and cultural buildings, with high-quality public spaces. It says that 'shopping and visitor facilities, in particular, will be improved'.

- Policy CS18 (Shopping in the City Centre) supports the strengthening of the Primary Shopping Area (between Moorhead and the north end of Fargate), as the heart of a regional shopping centre by the development of the New Retail Quarter, 'a major comprehensive retail-led mixed-use development'.

7.23 As the proposal is situated within the Primary Shopping Area as defined by policy CS18, no sequential or impact test is needed.

7.24 Though it can only be afforded limited weight, the City Policies and Sites document (CPSD) contains development management policies and identifies sites for development. It identifies the New Retail Quarter site as P00084. In retail terms the site is required to:

- safeguard and regenerate this strategic location in the Primary Shopping Area as required by Core Strategy policy CS14.
- provide a city shopping area that is more consolidated and less linear, correcting an identified weakness.
- provide for the higher end of the retail market.
- promote linkages to other shopping streets, such as the Moor (through Charter Square) and Division Street, to strengthen the wider Central Shopping Area.

The proposals are considered to be consistent with the requirements of the CPSD.

7.25 The Draft City Centre Masterplan (2013) is consistent with the Development Plan. In retail terms, its vision for the City Centre sees shopping remain a major part of the City Centre's function but sees it consolidated, over the next decade, on Fargate, Pinstone Street, the Moor, Barkers Pool, Division Street and particularly in the identified 'NRQ' core.

*It also expects the Retail Quarter 'to restore Sheffield's fashion and higher values shopping sector in a series of new open streets and squares in the Heart of the City between Barkers Pool, The Moor and the Devonshire Quarter'.*

The planning applications are therefore consistent with the aims of the Draft City Centre Masterplan.

7.26 The Supplementary Planning Guidance for the New Retail Quarter (SPG) explains that the New Retail Quarter is needed to remedy the qualitative deficiencies that stop Sheffield competing effectively with other major cities in the region. The SPG also identifies the ideal location for new retail development – where it would consolidate the Central Shopping Area by joining the two disparate parts, Fargate and the Moor, and extend the existing

primary area at Fargate. The location of the current proposals conforms to these requirements.

- 7.27 As recommended by the Cushman and Wakefield Healy and Baker 2002 Study of Quantitative Need, the SPG advised that a net increase in retail floorspace of at least 65,000m<sup>2</sup> was needed to accommodate the uplift in turnover necessary to produce a step change in the city centre's market share. Although the proposed net increase in floorspace is now only 37,000m<sup>2</sup> (after demolition), circumstances have changed considerably since 2002. Shopping habits have changed, floorspace efficiencies have improved and recent assessments have concluded that limited weight can now be attached to earlier capacity projections. Moreover, Lunson Mitchell have researched retailer demand and concluded that the floorspace currently proposed is the optimum for the SRQ in order to achieve the required step change in retail offer and to offer the *'breadth and styles of leisure uses for a city of the size and calibre of Sheffield.'*

The proposals are therefore considered to conform to the aims and locational requirements of the SPG.

#### **Impact of the SRQ on the wider area**

- 7.28 As previously described, Sheffield City Centre has a range of distinct retail areas, each with its own character and concerns. Rather than compete, the proposed Retail Quarter seeks to integrate these different areas by improving the linkages between them and enhancing the overall retail provision of the city centre. Thus it is considered that the SRQ will have a positive rather than negative impact on existing shops in the city centre.

It may be argued that the development will attract existing spending which would have gone to existing shops. However, the SRQ aims to attract the types of retail businesses, such as fashion outlets, which are poorly represented at present. Those seeking such shops may currently go elsewhere.

#### **Fargate**

- 7.29 Fargate is currently the city's prime pitch in terms of retail supply. The proposed development will provide additional retail floorspace enabling some existing retailers to relocate to larger units. The Retail Statement notes that the retail offer of Fargate has already started to change with occupiers such as Paperchase and Pandora moving into the area, showing that there is both retailer demand and that Fargate is becoming more attractive to upper mid-market retailers. Given its location, and linkages to the proposed development, it is accepted that the Retail Quarter will be of benefit to existing and new retailers along Fargate.

### **The Moor**

- 7.30 The Moor is currently being redeveloped, footfall in the area is relatively high and the focus is on the lower mid-market brands. Its position in this retail market is strong and will be improved with the relocation of Primark in 2016. While there are currently no clear linkages to Fargate from the Moor, this will be improved as a result of the proposed development. Thus, due to the different market positions of tenants and the enhanced connections, it is considered that the proposed development will not have a detrimental impact on the Moor.

### **Orchard Square**

- 7.31 Orchard Square contains a relatively small number of retailers (19), with TK Maxx as a strong anchor. It currently operates as an extension to Fargate and so is expected to benefit from the increased footfall as a result of the proposed development.

### **The Devonshire Quarter**

- 7.32 Small independent retailers make up the offer in the Devonshire Quarter, supported by a good range of bars and restaurants. It seems unlikely that the scale and retail focus of the proposed development will significantly harm the Devonshire Quarter, provided the physical links between the two are enhanced and access routes to the new multi-storey car parks are managed so as to avoid harming the general amenities of the locality.
- 7.33 Elements of the Retail Quarter, such as the proposals for small retail and food and drink units in the grade II\* Leah's Yard, should complement and provide a suitable transition into the Devonshire Quarter both in terms of the retail offer and the reduced scale of development.

### **Leopold Square**

- 7.34 The setting of Leopold Square, a relaxed food and beverage destination with an historic backdrop, differs from the food and beverage offer within the proposed development. Thus it is expected that the two offers will complement, rather than compete with one another.

### **Castlegate**

- 7.35 The value led focus of the current retail offer of Castle Square is not expected to compete with the retail offer of the proposed development and it is considered unlikely that the area's problems will be exacerbated by the proposed development. Indeed, Castlegate is likely to see a reduction in its retail role as other uses are pursued through the emerging Local Plan and City Centre Masterplan.

## Meadowhall

- 7.36 Charles Maudsley (Head of Retail and Leisure at British Land), who wrote in Property Week on 20 March 2015 about Meadowhall, stated that:

*'More than 25 million shoppers step through its doors every year, it provides 1.5m sq ft of space, is ranked in the top five UK shopping centres and as one of only six super-regional shopping centres, it is unlikely to be replicated again.'*

- 7.37 Meadowhall first opened in 1990 and currently has a total gross lettable area of approximately 140,000m<sup>2</sup>. The centre is anchored by M&S, Debenhams and House of Fraser and contains a number of MSUs housing retailers including Primark, Next, H&M and BHS. Overall the centre currently has a mid-market focus accounting for approximately 40% of the overall floorspace. However, there is also good representation from premium brands (15%). The largest proportion of floorspace in the centre is accounted for by department stores (40.9%) followed by fashion retailers (33.4%).

- 7.38 Meadowhall is the sixth largest mall in the UK in terms of spend and it has a large catchment area, extending up to Leeds and south past Nottingham. The centre is a 15 minute drive from Sheffield city centre and has ample parking, with 12,000 free spaces. It can also be reached in 5 minutes by train from the city centre.

- 7.39 The Food Court (The Oasis) was redeveloped in 2011. Since this refurbishment took place a number of new brands have been attracted to the centre including Giraffe, Carluccio's and Wagamama. As a result of this, catering spend has increased by 35% (Property Week 20 March 2015).

- 7.40 Meadowhall is a huge success and an asset to the city and the wider region, but it has undoubtedly had a harmful impact on the city centre. The NPPF supports the principle of 'town centre first' and this is reflected in Sheffield's Local Plan. Specifically in policy CS14 of the Core Strategy which states that:

*'New shops and leisure facilities with city-wide and regional catchments will be concentrated in the City Centre Primary Shopping Area and immediately adjacent shopping streets of the City Centre, which will be strengthened through a major retail-led, mixed-use regeneration scheme, which will form the New Retail Quarter.'*

*Meadowhall Shopping Centre will remain at around its present size and major non-food retail development will not occur outside the City Centre's Primary Shopping Area and District Centres and their edges.'*

- 7.41 GVA's 2012 report, referenced above, also picks up on the sensitive relationship between the city centre and Meadowhall stating that, until the new

investment (in the retail quarter) is secured, it would be damaging to plan for any significant out-of-centre comparison retail development as it is likely to undermine retailer of investor confidence in the centre.

- 7.42 That said, analysts appear optimistic that, in the long term, the city centre (including the retail quarter) and Meadowhall can co-exist successfully. The GVA study notes that:

*'Sheffield city centre and the purpose built Meadowhall shopping centre provide different shopping environments and therefore it is not appropriate to directly compare the two offers.'*

While Lunson Mitchenall's contribution to the Retail Statement indicates that nationally, on average, 53% of retailers occupy space in both city centre and out of town locations, but that in Sheffield only 19% of retailers in the city centre are also in Meadowhall. It then advises that:

*'During the last 15 years retailer's attitude towards Sheffield City Centre has changed significantly. Retailers have become more experienced in understanding the dynamic between out of town and city centre retailing and the change in customer habits and attitudes to both styles of retailing. Many city centres have undergone major retail regeneration programmes, even though they have the presence of a strong out of town neighbour. Retailers have also realised the full potential of such a commercial opportunity and now many city centres happily coexist alongside their out of town neighbour.'*

### **Conclusion**

- 7.43 The current SRQ proposals respond to clear planning requirements to invest in city centres, enhance the regional role of Sheffield City Centre and provide the quantity and quality of retail floorspace that will deliver the required improvement in the City's retail offer.

Moreover, the submission meets the requirements in the SPG and is very much in line with retail policy at both a regional and local level. More particularly it will:

- Overcome the severance between the shops in Fargate and those on the Moor.
- Redress the balance between City Centre and out-of-centre locations in terms of scale and quality of retail floorspace.
- Reduce the leakage of expenditure to more distant centres: the SRQ will encourage people to return to the City Centre by providing high quality facilities nearer where people live and work.

- Attract retailers who are currently deterred from locating in the City Centre because of a lack of good quality appropriately sized premises in the Primary Shopping Area (Fargate) and because of an absence of similar retailers drawing shoppers to the City Centre.

As such, the proposed development is considered to be in accordance with the relevant retail policies of the development plan, the NPPF and other relevant material considerations.



## **8. Layout and Built Form**

8.1 This section considers the design policies relevant to the determination of the SRQ applications. It then describes the proposed 'parameters' or limits for development, the evolution of the proposed masterplan, as detailed in the Design and Access Statement and on which the parameters are based, and goes on to consider the details that will make up the building blocks of the consented scheme in the Plot Specific Design Codes, the Urban Design Code and the Public Realm Design Code.

### **Design Policy Context**

8.2 The NPPF advises that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (para. 56). It goes on to say that both 'planning policies and decisions should aim to ensure that all developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good architecture and appropriate landscaping' (para. 58).

8.3 In design terms, the Core Strategy is in line with the NPPF as it seeks to build upon the distinctiveness of Sheffield, with its hills and valleys and its industrial heritage. Policy CS74 (Design Principles) therefore expects high quality development that takes advantage of and enhances the distinctive features of the city, including its topography and other natural features, key views and vistas to landmarks and skylines into and out of the city centre, the townscape and landscape character of the city's districts and the distinctive heritage of the city, particularly the buildings and settlement forms associated with metal trades and the city centre. It advises that development should also contribute

to place making, be of a high quality, help to transform the character of physical environments that have become run down and are lacking in distinctiveness, and contribute towards creating attractive, sustainable and successful neighbourhoods.

- 8.4 The UDP contains several design policies which are relevant to the SRQ applications. Policy BE3 (Views and Vistas in the City Centre) deals with the protection of vistas of value:

'Development will not be permitted to damage the traditional City Centre skyline or views and vistas, which are important to the Centre's character. In particular, protection will be given to:

- a) Views into the City Centre from:

- (i) Pitsmoor Road
- (ii) Sheffield Parkway
- (iii) Park Hill
- (iv) Park Grange Road

- b) Views within and looking out from the City Centre:

(The following are relevant to the NRQ)

- (ii) towards the Town Hall along Division Street and Leopold Street
- (vii) from the City Centre across the Sheaf Valley'.

- 8.5 Policy expectations in respect of building design are contained in policy BE5 (Building Design and Siting).

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

#### Physical Design

- (a) original architecture will be encouraged but new buildings should complement the scale, form and architectural style of surrounding buildings;
- (b) in new developments comprising more than one building there should be a comprehensive and co-ordinated approach to the overall design;
- (c) all extensions should respect the scale, form, detail and materials of the original building;

- (d) in all new developments, design should be on a human scale wherever possible, and, particularly in large-scale developments, the materials should be varied and the overall mass of buildings broken down;
- (e) special architectural treatment should be given to corner sites in order to create a lively and interesting environment;
- (f) designs should take full advantage of the site's natural and built features;
- (g) the design, orientation and layout of developments should encourage the conservation of energy and other natural resources.

#### User Requirements

- (h) the design of buildings, landscaping and lighting should promote all aspects of personal safety and security, particularly at night time;
- (i) designs should meet the needs of users, particularly people with disabilities, elderly people, people with children, and women;
- (j) designs which reflect the varied ethnic and cultural traditions of the City's residents will be acceptable provided they do not conflict with the design principles set out in this Plan;
- (k) on shopping streets projecting canopies, colonnades and covered walkways may be provided for pedestrian use where they would be in keeping with the building and the street scene and provided they do not lead to a loss of safety or cause an obstruction.'

8.6 BE11 (Public Spaces) states that public spaces will be protected and enhanced where they make an important contribution to the character and appearance of the city centre or provide places for people to relax. Development within or adjacent to such spaces is required to respect the character of the space, in terms of function, scale, proportions and views, as well as the contribution which surrounding buildings make to the character of the space.

Those in the list adjoining the SRQ site are:

- Peace Gardens
- Barkers Pool
- Fargate
- Town Hall Square
- Pinstone Street
- Furnival Gate/Moorhead.

8.7 The Urban Design Compendium was approved by Cabinet in 2004 as a guide in the preparation of planning applications and to be taken into account when

they are being determined though, as previously discussed, its relevance is arguably diminishing.

- 8.8 The SRQ falls within the Heart of the City Quarter as defined in the Compendium. It identifies a number of distinct character areas in the Heart of the City Quarter on which the SRQ will impact, including:

Fargate

‘One of Sheffield’s most prestigious shopping streets and the busy thoroughfare at the top end is an important nodal point and a space with a civic quality’; and

Holly Street (Cambridge Street, Carver Street and Rockingham Street)

‘This area continues the historic grid of the Devonshire Quarter and contains a range of significant historic buildings. The spire of St. Matthew’s Church on Carver Street is an important landmark and there are impressive southerly views toward the surrounding hillsides.’

- 8.9 The Urban Design Compendium also sets out a number of principles to which development in Heart of the City Quarter should try to adhere, including:

‘Degree of Intervention

A large part of the quarter is contained in the City Centre Conservation Area and new development should be introduced sensitively. Outwith this area the degree of intervention will be Reinvention and Reconfiguration.

Activity

Active frontages lining all major pedestrian routes will ensure engagement with the street, and increase the perception of safety throughout the city centre. Introduce a coordinated public art scheme as an integral component of public space and street design.

Encourage a residential population to the city centre with high quality apartments in new development schemes and on the upper levels of existing shops or offices.

Architectural style and materials

Within the conservation area, natural materials such as stone, brick or slate will be preferred, as set out in the Council’s guidelines. The remainder of the quarter could support more contemporary influences. This could include traditional materials used in modern forms or more contemporary materials such as glass, stainless steel or coloured enamelled panels.

Ensure locally significant heritage sites and precincts, as identified within the City Centre Conservation Area, are conserved and enhanced in accordance with existing Council policy. Bring underutilised historic buildings back to life with innovative adaptive reuse schemes.

#### Building height

Within the Conservation Area, the height of new buildings should reflect the height of adjoining buildings, which is mostly 2-5 storeys. There may be scope for taller buildings to the south of the Conservation Area, providing it can be demonstrated that there will be no visual or amenity impact on the streetscape and that view corridors to important landmarks are not impeded.

There are many important city centre landmarks within the Conservation Area such as the Town Hall, City Hall and St. Marie's Cathedral, and views to these buildings should be protected.

#### Gateways

The Heart of the City comprises a number of important pedestrian gateway sites and spaces, such as Furnival Square, Charter Square and Division Street. There are also the important pedestrian links from the railway station to the city centre via Charles Street or Surrey Street. These should be designed to emphasise the sense of arrival into the city centre and enhance the pedestrian experience.

#### Public realm

Build on existing public realm improvements, using the Peace Gardens as an exemplar project. The outstanding design quality and craftsmanship of the Peace Gardens should be used as a benchmark throughout the Heart of the City. The Heart of the City quarter will adhere to material palette and street furniture suite for Primary Zones as set out in table 5.1 and 5.2 respectively.

Introduce an innovative lighting strategy to the Heart of the City, to extend the hours of use and highlight landmark buildings. Develop a consistent range of elegant lighting columns to illuminate all major pedestrian routes through the city and encourage imaginative lighting schemes for individual shop fronts.

Vehicular access into the Heart of the City should be minimised. Car parks should be of high quality and have positive pedestrian connection into the main retail area.'

#### **The Parameters**

- 8.10 As described in Section 1, the outline planning application forms part of a package of applications which are required in order to deliver the proposed development. Consent is being sought for outline planning permission, with

matters of appearance, landscaping, layout, scale and access (save for details of vehicular access to and from the site) reserved for subsequent approval, because this is considered to provide future developers with a degree of flexibility, particularly in relation to detailed design. The application also sets parameters against which the likely environmental effects of the development can be assessed and to which future reserved matters applications can adhere.

The Parameters Report and Parameter Plans provide details of the proposed development which will be fixed pursuant to any approval of the outline application. The reserved matters applications will be required to detail development that falls within these parameters.

- 8.11 The following parameter plans formalise the massing and siting of the proposed buildings:

SRQ-LDA-PA-10-DR-A-02301: Existing Site

This plan shows the site within the context of the wider city centre. The plan identifies listed buildings both within the site and in the immediate vicinity, along with the boundary of the Sheffield City Centre conservation area which bisects the site.

SRQ-LDA-PA-10-DR-A-02302: Outline Planning Application Area

This plan defines the planning application boundary based on Ordnance Survey Mapping. The total site area delineated by the red line application boundary is 7.14 hectares.

SRQ-LDA-PA-10-DR-A-02305: Demolition and Retained Buildings and Facades

This plan confirms the intention to partially clear the site of some existing buildings and structures by way of demolition. The plan also shows which buildings, structures and facades are to be retained.

SRQ-LDA-PA-10-DR-A-02307: Block Building Lines

This plan identifies the development plots at ground floor level and the boundaries within which new buildings and structures will be developed. This in turn defines the pedestrian routes and areas of public realm within the site. The plan also defines the limits of deviation in terms of the block building lines.

SRQ-LDA-PA-10-DR-A-02308: Proposed Level 00 Redevelopment Plot

This plan identifies the development plots at Level 00, as well as the limits of deviation in terms of the building lines. The plan demonstrates the existence of undercroft servicing in the northern part of the site.

SRQ-LDA-PA-10-DR-A-02309: Proposed Level 10 Redevelopment Plot

This plan identifies the development plots at Level 10, as well as the limits of deviation in terms of the building lines.

SRQ-LDA-PA-10-DR-A-02310: Proposed Level 40 Redevelopment Plot

This plan identifies the development plots at Level 40, as well as the limits of deviation in terms of the building lines.

SRQ-LDA-PA-10-DR-A-02311: Proposed Level 10 Pedestrian Circulation

This plan shows the proposed key pedestrian circulation routes within the site, as well as strategic pedestrian routes within the vicinity of the site and areas of public realm upgrades.

SRQ-LDA-PA-10-DR-A-02312: Minimum Street Widths

This plan sets out the minimum street widths within the site. This plan should be read in conjunction with Plans 02307 – 02310 which set out the building line deviations.

SRQ-LDA-PA-10-DR-A-02313: Proposed Site Levels.

This plan shows the proposed maximum finished site levels in metres AOD across the site. A limit of deviation of +/- 1m applies.

SRQ-LDA-PA-10-DR-A-02315: Maximum Building Heights

This plan sets out the maximum heights of the built form within each of the development plots. All levels are shown in metres AOD. The maximum height allows for external plant and equipment, window/façade cleaning and mansafe roof access equipment etc to be accommodated within the maximum height set. The heights given are also the maximum of the built form to be tested through the Environmental Impact Assessment.

SRQ-LDA-PA-10-DR-A-02316: Transport Access and Circulation

This plan shows the proposed vehicular access and circulation routes into and within the site. The points of vehicular access into the site are fixed and not subject to deviation.

SRQ-LDA-PA-10-DR-A-02317: Proposed Servicing Access and Circulation

The plan shows the proposed servicing access and circulation routes to and within the site, some of which will be time limited.

### SRQ-LDA-PA-10-DR-A-02318: Proposed Ground Floor Uses

This plan identifies the predominant ground floor uses along each of the principal elevations. The plan illustrates the proposed mixed use nature of the scheme and sets the principles for securing active street frontages.

### SRQ-LDA-PA-10-DR-A-02320: Possible Green Roof Location

The plan shows the potential locations for green and brown roofs.

### **Masterplan**

- 8.12 The parameter plans are informed by the masterplan or framework, which is described in detail in the Design and Access Statement produced by Leonard Design Architects (LDA) to support the outline planning application. The Design and Access Statement (DAS) explains how the masterplan for the site has emerged, how it is based on design principles that have been established within an illustrative scheme, and how it informs the parameters and design codes within which the proposed development is set. It is important to note, however, that the illustrative scheme represents only one way in which the site might be developed. Any number of future proposals could emerge within the rules that it sets.
- 8.13 The proposed masterplan differs from the previously consented Sevenstone scheme, which incorporated covered streets with two levels of shops and restaurants as well as basement servicing and car parking. The main aim of the new approach, as described in the DAS, is to create a mixed use development based around a series of public open streets and spaces which knit naturally into Sheffield's urban realm and repairs this key part of the city centre in a recognisably 'Sheffield Way'.
- 8.14 In order to produce the masterplan, a number of key options first had to be tested, including the optimum location of the department store. The new anchor department store creates a focus for the development and has the potential to draw footfall from established routes, but it also needs to be highly visible, accessible and serviceable. The anchor will help to create a critical mass of retail development, yet its bulk impacts on permeability through the site and must work alongside existing buildings and spaces of significance.
- 8.15 A number of locations for the department store were tested, including the current location of John Lewis on Barkers Pool (Option 1). However, retaining the department store in this location was considered to be a barrier to permeability from the east, did little to improve links between the Moor and Fargate and would require existing service routes via Pinstone Street, Cross Burgess Street and Burgess Street to be maintained limiting opportunities for public realm improvements.



- 8.16 Option 3 sited the department store at the junction of Pinstone Street and Barker's Pool. It was felt that this option restricted visibility to, and could hamper development of, the area to west of this plot and so would be unlikely to create the critical mass of retail development the city centre is considered to need. The DAS identifies that option 3 would also require significant and expensive excavations for servicing and car parking, and would complicate phasing and the maintenance of operations to the existing store.
- 8.17 A department store on the site of the Grosvenor Hotel (Option 5) was ruled out as it is remote from Fargate and difficult to establish a retail circuit around the rest of the site. Service traffic would also stifle public realm improvements unless significant underground servicing was relied upon.
- 8.18 Having noted the limit in scope for creating additional critical mass in the first 6 options, Option 7 seeks to optimise critical mass. A retail study prepared by Harper Dennis Hobbs in March 2015 had highlighted that Fargate was the most visited retail area in the city centre. The alignment of Fargate also provided a suitable opportunity for creating connectivity through the site. Option 7 therefore sites the department store at the intersection of Wellington Street, Carver Street and Rockingham Street with the following reported benefits:
- There is a direct sightline between M&S and the new department store along an extended Fargate;
  - Improved permeability through the west of the site and beyond to the Devonshire Quarter;
  - Easily legible as it is an extension of the existing street layout;
  - It creates opportunities for a critical mass of large units along 'New Fargate'
  - The new department store can be seen in views along Cross Burgess Street from the Peace Gardens and from Furnival Gate via Moorhead;
  - Access for cars and service vehicles can be achieved via existing routes;
  - Traffic within the site is minimised and there is significant potential for public realm improvements, including a major new public square (Charter Square);
  - No requirement for basement parking or significant excavations; and
  - Close proximity to car parking plot.
- 8.19 Option 7 therefore became the strategy that informed the development of the masterplan and, several iterations later, resulted in the proposed scheme, illustrated below:

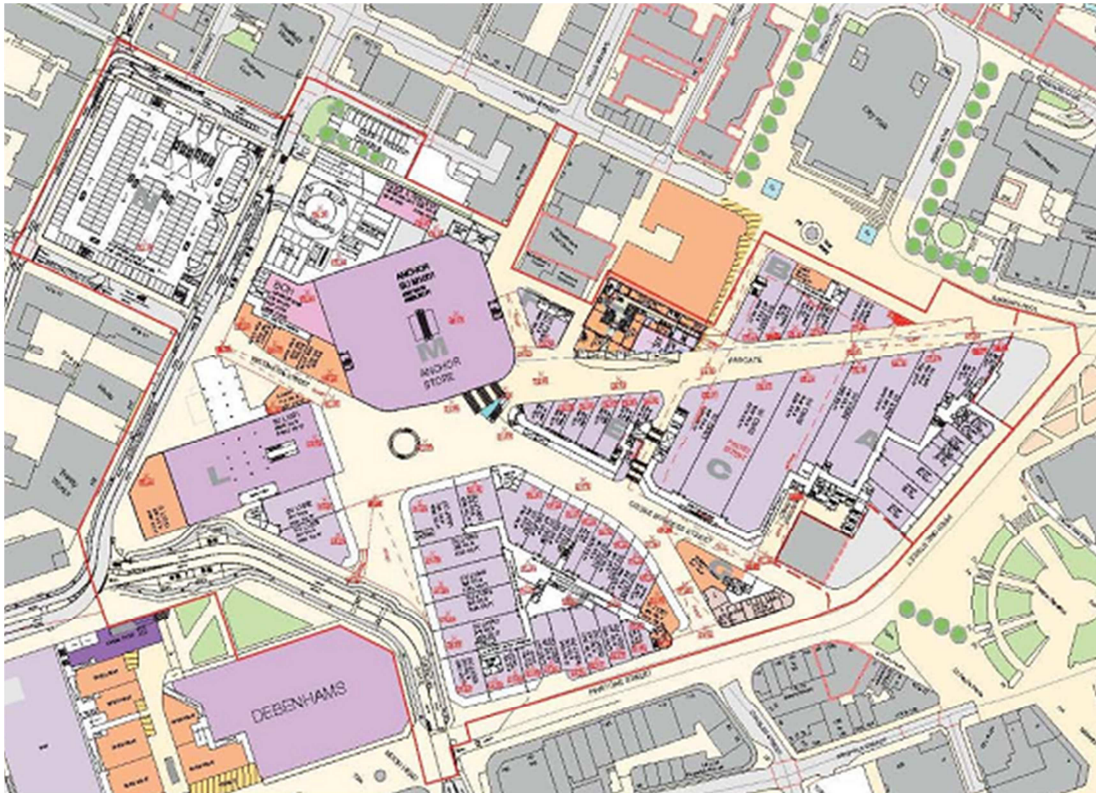


Fig 1: The Masterplan Proposals

In order to secure the design intent of the masterplan and each of the proposed blocks, whilst maintaining flexibility for designers and developers to adapt the block composition in the most appropriate way, design codes for each block have been prepared to supplement the Design and Access Statement and to elaborate upon the framework provided by the parameter drawings.

### **Block AC**

8.20 Block AC sits on a prominent site on the eastern edge of the SRQ development. It forms the gateway to the new scheme from Fargate and the Peace Gardens. It sits within the City Centre Conservation Area and its neighbours incorporate several key listed buildings and buildings of significance including:

- Citadel (Grade II listed);
- Town Hall Chambers;
- Pinstone Chambers; and
- 32 Cambridge Street (Grade 2 Listed)

Blocks A and C are connected, but whilst block C is fully new build, block A is a combination of new build and conversion. Both blocks are predominantly



Fig 2: Block AC

retail led (A1 and A3 uses) on the lower 3 levels, with 2 levels facing onto Pinstone Street and New Fargate. Retail units on to Cross Burgess Street are generally single level. The upper levels accommodate flexible accommodation blocks for commercial (office) or residential use (private or student accommodation) to suit market conditions at the time of development.

Phase 1 of Plot A would include the demolition of the Gaumont Building, Barkers Pool House, the link bridge to the JLP department store and the Lions Lair Pub. The Salvation Army Citadel, Pinstone Chambers and City Hall Chambers lie within the urban block but outside the line of development.

As a minimum, the historic facades facing onto Pinstone Street, including Palatine Chambers, would be retained. The existing roofscape could either be retained or replicated like for like. Further retention of the existing structure of Palatine Chambers could also be explored.

The detailed design of block AC should permit phasing such that plot C can be built on the site of the existing JLP store once the new anchor store is open for trading. The detailed design of plot A should allow for completion and occupation alongside the current JLP store and during the demolition works and construction of plot C.

Block AC bounds the south side of New Fargate. To provide continuity and an appropriately scaled enclosure to Barker's Pool, it seeks to replicate the scale of buildings along the existing Fargate retail areas. The vertical subdivision of

the New Fargate elevation of Block AC should also be in proportion with existing blocks along Pinstone Street, in particular Town Hall Chambers. Set-backs and building line breaks should be incorporated in response to phasing and daylighting requirements and in order to avoid a 'canyon effect' along New Fargate.

The parameter plans identify the maximum permitted heights to blocks generally. Block C maximum heights have been set to respect City Hall along Fargate and the Sunday School and the Citadel along its Cambridge Street and Cross Burgess Street façades. Similarly, block A should not dominate or exceed the maximum height of the Town Hall and retained Pinstone Street elevation (the illustrated scheme for Block A is set back further from Pinstone Street than Barkers Pool House to aid this). The block heights identified in the parameter plans account for service access and areas of lift overrun.

The Code states that the key elevations of block AC are the elevations to New Fargate, Cross Burgess Street, the block A elevation to Burgess Street and Cambridge Street. The elevations to block AC should reflect the mass, scale and proportions of adjacent blocks along Pinstone Street and Fargate while the retail podium and uses over should not read separately for either blocks A or C along Fargate, instead the New Fargate elevation should comprise a series of vertically articulated frontages which reflect site level changes.

It is expected that the predominant use of brick along Cross Burgess Street and Pinstone Street will be reflected in the elevational treatment of block C along Cross Burgess Street, Burgess Street and Cambridge Street while elevations along New Fargate should respond to the stone cladding of Town Hall Chambers.

### **Assessment of Block AC**

- 8.21 The proposals for block AC are generally supported. This site is important as an entrance into the SRQ and it is critical for local character and the setting of the nearby grade I listed Town Hall, that the Pinstone Street frontage is largely retained and that the elevation to New Fargate retains a civic feel.

It is considered that the distinctive setting of block AC, and the scale and character of the existing and retained buildings, potentially lend themselves to high end retail units with residential accommodation over.

The design code allows for the built form to step up in scale from the retained frontage of Pinstone Street along New Fargate, in accordance with rising land levels, and the height thresholds set are considered appropriate for the

location, relating to the scale and massing of the retained Pinstone Street frontage and nearby grade I listed Town Hall.

The elevation fronting New Fargate demands a response that relates to and sits comfortably alongside the retained façade of Town Hall Chambers. A façade study of the neighbouring frontages is included within the code and is considered to be a good starting point for the generation of detailed elevation designs at reserved matters stage.

A critical consideration for this block is the impact on views from the Peace Gardens, in particular the roofscape and built form that will sit behind the retained Pinstone Street frontage. The treatment of the upper floors of the residential component of block A in particular will demand high quality materials and detailing.

## 8.22 **Block B**

Triangular shaped Block B sits between Barker's Pool and New Fargate. It comprises of a new build, freestanding structure whose immediate context includes several architecturally and historically significant buildings and public spaces in the city centre conservation area, including:

- Barker's Pool (the block defines the southern edge of this prominent civic space);
- Grade II listed War Memorial;
- Grade II listed City Hall; and
- Grade II\* listed Leah's Yard.

The block also forms a new western edge to Cambridge Street.

The Code anticipates that block B will accommodate three levels of retail, food and beverage units and could accommodate a south facing roof terrace. The set back to create the terrace also improves visibility of the proposed new anchor store to the west.

The maximum height of block B is constrained by its relationship with the City Hall portico and by the scale of Cambridge Street and Leah's Yard. The prominent corner with Barker's Pool is likely to serve as the main retail entrance.





Fig 2: Block B

It is envisaged that the elevation to New Fargate and the corner with Barker's Pool will primarily comprise of glass to maximise active frontage and that shop fronts will be double height. Brick and stone will be used to reflect the character of the conservation area while the fenestration to the Barker's Pool elevation should be articulated vertically in response to the City Hall.

### Assessment of Block B

- 8.23 Block B has an important role to play in enclosing Barker's Pool and marking the beginning of New Fargate. It is restricted in height by its sensitive neighbours, but needs to be of the highest architectural quality with activity along all its edges.

The code allows for the entire ground floor frontage of Block B to be active, with A3 restaurant uses fronting onto Barkers Pool that would complement and add to the current offer in close proximity to the City Hall. Retail uses are proposed for the frontage onto New Fargate and above these sit an upper floor terrace associated with the A3 uses that provides a welcome opportunity to extend activity across the New Fargate frontage.

The height of Block B will be matched to the cornice line of the City Hall's entrance portico opposite. This limits the height of the frontage in order to maintain the visual primacy of the City Hall and ensure block B will not dominate Barkers Pool. This height restriction also limits any overshadowing that the building may cause to Barkers Pool.

The materials for Block B have been selected to reflect its sensitive setting and position at the gateway into the SRQ from the north east. It is considered that alongside the restrictions on scale and massing, and the positive inclusion of active frontages, the code will underpin the delivery of a block that meets the city's aspirations for a new retail quarter that integrates with the existing city centre and thus accords with the NPPF, Core Strategy and UDP requirements to enhance local distinctiveness and contribute positively to the special character of the conservation area.

### **Block DF**

- 8.24 Blocks D and F are located at the north western end of New Fargate, adjacent the proposed anchor store. Block D sits just within the city centre conservation area. Both blocks border the Devonshire Quarter to the west.



Fig 3: Block DF

Block D incorporates the grade II\* listed Leah's Yard, which is accessed from Cambridge Street. It is envisaged that Leah's Yard and its courtyard will be re-used as a number of small food and beverage units, while contemporary two to three storey extensions on the south side of Leah's Yard will create a retail frontage to New Fargate.

The Design Code for Block DF indicates that the proposals could incorporate a roof structure to shelter the internal courtyard. This is only likely to be acceptable if it has no load bearing requirements on the existing building and protects the character and appearance of this very significant range of listed buildings.

Block F is a freestanding new build block with adjacencies to Carver Street.

The scale and massing of D and F must respond to Leah's Yard. Essentially, the ridge heights of the existing building set the limits for the new build proposals. Moreover, these maximum heights are not intended to be used in full but will allow for replication of some of the site's historic features such as chimneys and pitched gables.

### **Assessment of Block DF**

- 8.25 It is considered that the appearance of block DF must very much reflect the historic character of the grade II\* listed Leah's Yard, the most significant of the listed buildings affected by the SRQ proposals. It is also considered that the re-use of Leah's Yard as an independent style food and beverage destination in the heart of the SRQ, and adjacent to the Devonshire Quarter, will make a positive contribution to the scheme which again reflects the city's aspirations, and the NPPF and UDP's requirements, to build on local distinctiveness.

The Block DF design code includes a worked example of how the form and massing of proposed extensions to Leah's Yard fronting New Fargate could be developed successfully, replicating the pitched roof forms and the composition and rhythm of openings evident within the existing historic built form. This is considered to be an effective and useful example that demonstrates a successful response to the sensitive location. It would provide a sound basis for detailed proposals to be developed that would enhance the setting of Leah's Yard and reinforce local distinctiveness.



## Block E



Fig 4: Block E

- 8.26 Block E sits at the convergence of the two new prime retail streets, New Fargate and Cross Burgess Street, and forms the eastern end of the New Square. The south east facing elevation of block E forms part of Cambridge Street and includes the grade II listed former Bethel Sunday School, 32 Cambridge Street. It is proposed to retain at least the front portion of the Sunday School.

Block E is largely new build and retail led on the lower three levels, with either office or residential accommodation over.

The Code notes that block E will have to overcome a significant level change between New Fargate and Cross Burgess Street and is likely to incorporate public vertical circulation zones at the end of New Fargate and along Cambridge Street.

While the scale of block E adjacent Cambridge Street should reflect the retained Sunday School frontage, the prominent corner adjacent Charter Square is a key nodal point that requires some definition and greater height. The blocks other two corners are also important visual markers.

Stone or stone cladding will dominate this block with brick used along Cambridge Street to compliment the retained Sunday School.

### **Assessment of Block E**

- 8.27 It is felt that marrying the different scale and character requirements at either end of block E will be a significant challenge and care must be taken to not overwhelm the retained Sunday School façade and the scale of Cambridge Street generally. The block code has been developed to introduce set-backs and lower elements close to the Sunday School in an attempt to address these concerns and limit the scale of built form fronting the narrowed retained section of Cambridge Street. These lower elements have also been introduced to maintain a view towards St Matthew's Church from Charles Street.

The prominent corner to Charter Square will be a focal point for the scheme as a whole and this must be reflected in the quality of the architecture. The vertical circulation requirements must be robust and simply treated. There is concern that they have the potential to detract the eye from or generate unwanted complexity in the design of the block E and the treatment of the adjoining New Square. It is considered that element of block E will need to be developed further at detailed design stage in order to address these issues successfully.

It is acknowledged that in addition to these detailed relationships, block E also needs to be considered in the wider context of the SRQ. It acts as a transitional block between the edge of the City Centre Conservation Area and the larger scale of buildings and spaces around Charter Square and Moorhead. In this regard, the proposed height parameters are considered to be appropriate.

### **Block G**

- 8.28 The triangular form of block G is bound by Pinstone Street, Cross Burgess Street and Charles Street. It lies within the city centre conservation area and incorporates Laycock House, a Victorian building of considerable character which is to be retained.

Block G will incorporate two levels of flexible retail/food and beverage accommodation, with three levels of residential accommodation on the upper floors of Laycock House. It is proposed that block G should read as a small cluster of separate but joined buildings in proportion to the context along

Pinstone Street. The maximum height of block G will be informed by the chimney height of Laycock House.

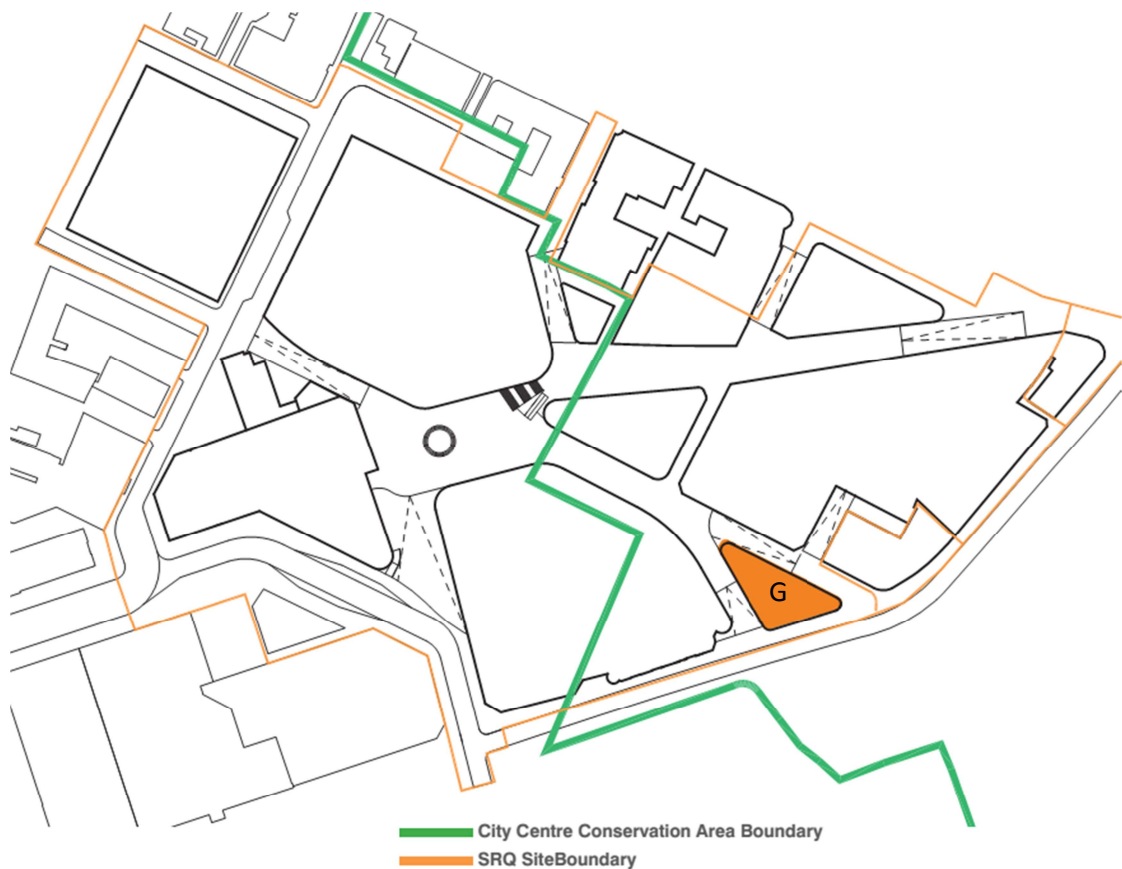


Fig 5: Block G

The Code expects the scale and proportion of openings, shop fronts and dormers of Laycock House to be continued along Pinstone Street but advises that the block to the rear would have a greater degree of design flexibility. The new build elements of block G should use materials from the existing palette of brick with stone detailing, slate roofs with lead trims, timber shop fronts and decorative ironwork.

### Assessment of Block G

- 8.29 The treatment of block G must reflect the scale and character of Pinstone Street whilst marking the approach into the SRQ from Charles Street with an appropriate response. On Cross Burgess Street the new build elements of the block must respond sensitively to the rear elevation and existing residential accommodation in the upper floors of Laycock House.

The code determines a height threshold that exceeds the height of the ridge to Laycock House. Although this height will have a marginal impact on the setting of the retained Laycock House, it is not considered excessive and it allows for sufficient internal volume to accommodate a viable amount of floorspace for the proposed uses and provides the presence required to mark transition into the development from Charles Street.

## Block HJ

- 8.30 Block HJ is a large block which sits across the south western boundary of the City Centre Conservation Area. It is bound by Pinstone Street, Furnival Gate, Cross Burgess Street and Charles Street and retains the Victorian frontage and roof scape of the former HSBC Bank and Pepperpot Buildings at 88 – 104 Pinstone Street.

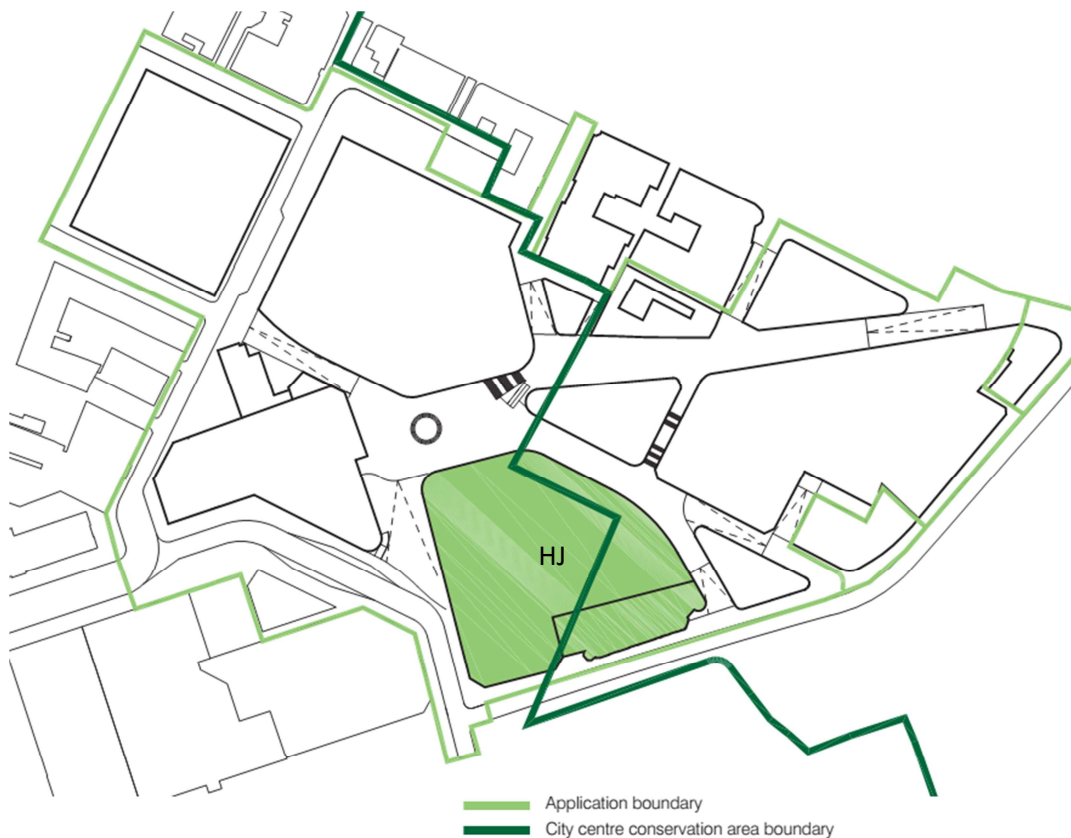


Fig 6: Block HJ

Block HJ is separated into two distinct parts – a two storey retail plinth with up to eight levels of office accommodation over. Access to the office floors is gained through an atrium facing onto the new public square. The office accommodation is split into two wings, one along Furnival Gate, the other along Cross Burgess Street. The atrium joins the two wings and holds the majority of the lift/ servicing provision. The upper level of the retained Victorian façade to Pinstone Street is likely to be in residential use.

To the south and west block HJ faces Moorhead and the new Charter Square, both of which provide opportunities for prominent marker buildings.

The massing of block HJ steps up to a pinnacle at the corner of the new public square, in close proximity to the former BT tower. The maximum height of the block is constrained, however, to respect the height of neighbouring blocks and in order to minimise overshadowing of the surrounding streets. Given its size, vertical breaks in the façade are required to prevent it from feeling slab-like.

### **Assessment of Block HJ**

- 8.31 The character and scale of the context differs from one end of this large block to the other and, as much of the Victorian range onto Pinstone Street is to be retained, it could prove difficult to reconcile the two. It is agreed that the use of vertical subdivision will be critical in order to break down the large mass of the office accommodation which sits over the retail podium, though this is helped in part by the atrium entrance which opens onto the New Square.

Given the use of the upper floors, its arrangement and the resulting prominence of the roofscape in long views, block HJ in particular will be expected to make good use of green roofs to soften its visual impact. It is also critical, due to the prominence of this block, that the built form steps effectively down the hillside with the prevailing topography to avoid the creation of a slab-like block on the city's skyline.

In developing the design of this block there is a need to ensure that the elevations respond successfully to their varied contexts. The design code has given consideration to this, setting out how the design of the block might be unified and legible, whilst incorporating variations to reflect the distinctive streets and spaces that surround it.

### **Block KL**

- 8.32 Block KL lies on the western fringe of the new public square, bound by Wellington Street, Rockingham Street and Charter Row. It is formed around the existing 16 storey residential tower (formerly the BT tower), replacing an existing multi-storey car park, and will accommodate three floors of A1 and A3 retail units, including a good sized MSU. The maximum height of the new retail accommodation is determined by the retained residential tower, while some minor variation in the new plinth is designed to give the MSU prominence.

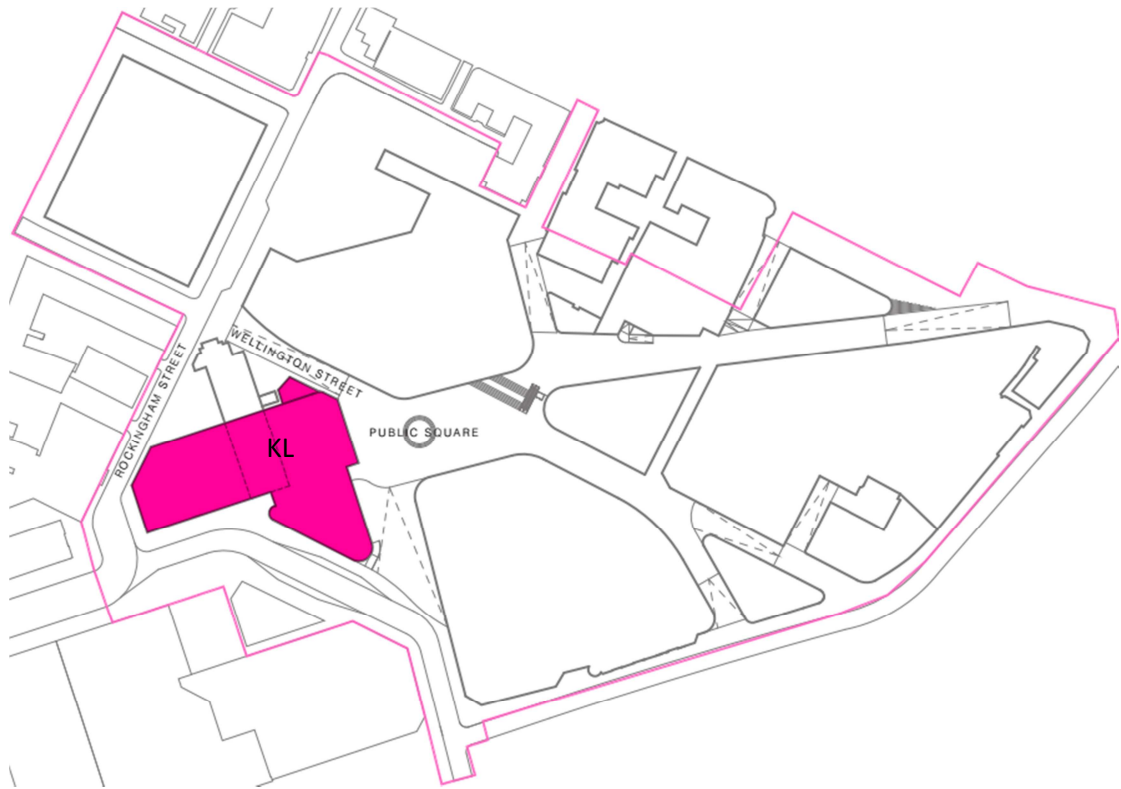


Fig 7: Block KL

### **Assessment of Block KL**

- 8.33 There is limited scope for change in this location but the new retail plinth will complete the new public square and improve links to the new developments at the top of the Moor. The lack of historic context allows for an imaginative architectural response to the existing tower, one that will clearly articulate the plinth from the existing tower and will incorporate a high proportion of active retail frontage onto the new public square and Furnival Gate/Charter Square to enliven these routes.

### **Block MN**

- 8.34 Blocks M and N anchor the proposed Sheffield Retail Quarter development and are situated at the western end of New Fargate, a block south of Division Street.

Block M is divided into a three storey department store adjacent the new public square, a multi-storey car park (with 6 levels) accessed from Rockingham Street and a series of retail/food and beverage units providing an



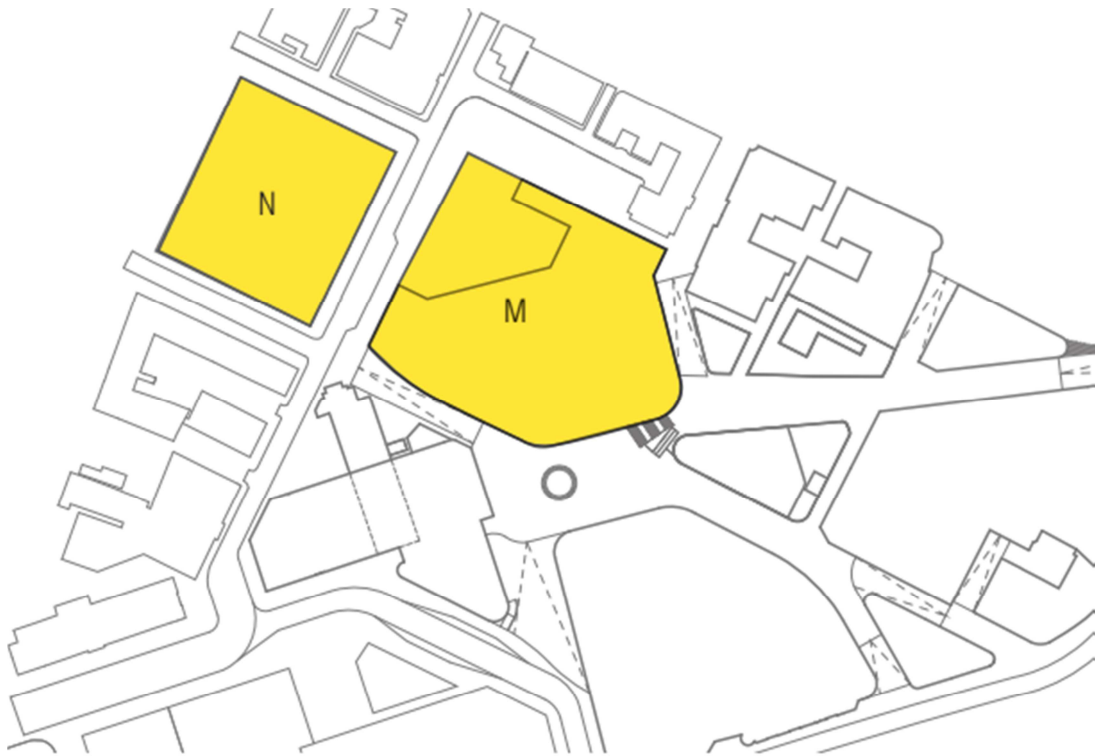


Fig 8: Block MN

active frontage to Wellington Street. As the site falls from north to south, the newly formed public square aligns with the lower ground floor of the anchor store. New Fargate aligns with the upper ground floor. It is expected that a cascade of steps will connect the upper and lower levels of the public square.

Block N comprises of 9 levels of car parking, with setbacks along Trafalgar Street and Devonshire Lane to acknowledge the smaller scale of neighbouring blocks, including Victoria Hall flats and the grade II listed Aberdeen Works to the north.

### **Assessment of Block MN**

- 8.35 Both M and N will be difficult blocks to articulate given their strong, simple forms, but articulation and visual interest will be required in order to break down their mass. Moreover, there are a number of sensitive neighbouring uses that require protection from overshadowing, noise and fumes.

The form of block M introduces a large set-back to the upper floors in order to acknowledge the historic street pattern and line of Carver Street. This setback also has the intention of minimising the impact of this block on the setting of St Matthew's Church to the north east. The projection of Block M across the historic street pattern is considered critical in terms of the wider delivery of the SRQ proposals as it allows the new anchor store to terminate

the view along New Fargate and it encloses the proposed new square: both of which are considered fundamental aspects of delivering the masterplan.

The form and massing of block N has been raised as a concern due to its relationship with and impact on the listed Aberdeen Works in particular. The code has been developed in order to respond to this concern by introducing a setback to Trafalgar Street that also reduces the impact on the existing residential accommodation opposite.

There is a flexibility built into the design code regarding the elevational treatment of block MN. However, the elevations demand the use of high quality materials and detailing that reflects their prominence and the principle role that both blocks play within the SRQ.

The scope for active frontage onto Rockingham Street, which separates M and N, is limited due to the location of the service yard, car parking and access routes. However, the main entrance into block N will be located at the corner of Rockingham Street and Wellington Street, with the expectation that active frontage for block M would be able to return partly onto the Rockingham Street elevation as indicated by the code.

- 8.36 The plot specific design codes described above add detail to the principles established within the Parameters Report and plans and reflect the masterplan concept. The vision for the SRQ is developed still further in the Urban Design Code and the Public Realm Design Code, though these documents also aim to retain flexibility for the delivery of the detailed scheme proposals at reserved matters stage.

### **Urban Design Code**

- 8.37 The SRQ site is extensive, and the submitted Urban Design Code identifies a number of distinctive character areas within it which will influence the form of and activities within the development so that a coherent transition can be achieved between the new and existing built form. The character areas are described as:

#### G1 Fargate/Barkers Pool

- Fargate is identified as a principle route and part of the medieval city planning structure of Sheffield that has remained principally unchanged.
- The majority of the area lies within the boundary of the City Centre Conservation Area.
- Street intersections have distinctive corner buildings which are characteristic of the area and aid wayfinding.



- Local stone is the primary building material, with more modern buildings using clay/ terracotta bricks, cast stone and metal cladding.
- Buildings vary subtly, creating a harmonious streetscene, and exhibit strong roofscapes.
- The topography of the area rises gently from Fargate towards Barkers Pool and Division Street beyond.

#### G2 Pinstone Street

- Pinstone Street sits at the confluence of various grids that were imposed on the city's structure during the 19th Century.
- Part of this area lies within the City Centre Conservation Area.
- Pinstone Street is a principal route and generally buildings are of uniform height.
- Red brick is the primary building material, with local sand/grit stone used for masonry detailing. Pitched roofs to historic buildings are covered in slate.

#### G3 Moor Head/Charter Square/Rockingham Street

- These streets are principally dominated by post war development of retail and office buildings.
- Furnival Gate and Charter Row are principal routes. Rockingham Street is a transport route.
- Corner marker buildings form an important part of the character of the area.
- Low canopies are prevalent, especially on the Moor.
- Buildings on the Moor and Charter Row are clad in natural and cast Portland Stone. Brickwork is the predominant material on Rockingham Street and Wellington Street.

#### G4 Cambridge Street/Carver Street/Burgess Street

- The Majority of this area is within the City Centre Conservation Area.
- The scale of buildings is representative of the historic fabric in the area.
- The area is peppered with lanes that are narrow in enclosure and more intimate compared to the streets. The lanes contribute towards pedestrian permeability.
- The sloping topography, from north to south, results in stepped built form along Cambridge Street.
- Red brickwork with stone detailing is the dominant material, with a clear hierarchy of fenestration on facades.

- 8.37 While new development will be expected to take into account the characteristics of these areas, the Urban Design Code advises that a series of more detailed principles should also inform the design of each block.

#### UD1 Routes and Spaces

- It is expected that there will be a strong hierarchy of routes and spaces with Principal Routes defining the primary movement through the site, while Connecting Routes and Lanes and new linkages will create permeability.
- The New Square is a civic space and must demonstrate the qualities of a successful public space, as seen in the Peace Garden and Winter Gardens.
- Background and Marker Buildings will help to create a harmonious streetscape.
- Existing and new streets offer corner opportunities where a distinctive approach will be encouraged.

#### UD2 Building Line

- Along Principle Routes, new building lines will not deviate unacceptably in relation to existing and retained buildings, especially in the conservation area and adjacent to listed buildings.
- A slight deviation in building line could be provided in order to achieve compliance with existing building's lines, a level threshold, minimal overshadowing, a distinctive corner opportunity or a stop-end to a view or vista.
- For Block B the new building line to the south of Barkers Pool will be fixed as any movement northwards may cause undesirable over-shadowing of this important civic space.

#### UD3 Entrances

- All entrances will be prominently marked and clearly distinguishable on the building frontage, and will have level access from the street.
- All entrances will also respond to routes and spaces, be located in prominent or corner locations, and be designed to avoid completely frameless glass doors and frontages.
- Where service entrances are visible on building frontages, they are to be well designed but discrete.

## UD4 Background Buildings

- The role of a background building is to create a harmonious townscape along Principle Routes and around new spaces, especially the New Square. Such buildings should allow for transitions in scale and avoid slab like forms that might have a detrimental impact on character.
- The overall scale of a building should be mitigated by using stepping or vertical breaks, a considered roofscape and link buildings.

### Specific Principles

**Block A and C:** To New Fargate the scale of these conjoined blocks must ensure that the skyline is modelled with the buildings stepping up with the slope, avoiding the flattening of the topography.

**Block B:** The scale of this block will ensure that a good enclosure is created to Barkers Pool, whilst providing a strong corner to New Fargate.

**Block E:** Scale and massing to Cambridge Street west should create an appropriate enclosure and relate to no 32 Cambridge Street, with this scale to be continued to New Fargate to respond to the scale of Leah's Yard.

**Block G:** On Pinstone Street, new massing should step with the topography and, to Charles Street/ Cross Burgess Street, should create a distinctive corner.

**Block J and H:** To Pinstone Street new massing should relate to and not dominate the retained Pepper Pot and former HSBC Bank buildings.

**Block K and L:** The tower is to be retained, hence the new podium will be designed to provide an appropriate base, allowing for good grounding and clear expression of the tower. Block K should read as part of the base of the tower whilst creating a strong edge to the new square.

**Block N:** To Trafalgar Street and Devonshire Lane scale will be controlled to a maximum street height to avoid harmful impacts on existing buildings.

## UD5 Marker Building

- The role of a Marker Building is to define a point of transition or change in the townscape as well as provide high quality ground floor activity to

create a sense of place, respond to new and existing public space and provide a distinctive skyline to help local wayfinding.

- Marker Buildings will be well designed and operate within the set maximum height envelopes, whilst reflecting the specific qualities of each block.

**Block B:** Block B has a primary position on Barkers Pool and is a signpost into New Fargate. The triangular plot is entirely within the Conservation Area. The grade II listed City Hall and War Memorial and the fine urban grain of Cambridge Street form an important part of the context. A unified approach to massing, scale and form is required to respond appropriately to this distinctive setting.

**Block M:** Block M has a primary position on the new square. It creates a strong edge to the New Square and should provide a striking stop end to the vista from New Fargate and Town Hall Square.

**Block J:** To the west it has a primary position on the New Square and is visible from Charter Row. To the east it has a corner location on Moor Head which reinforces linkages to the Moor.

**Block E:** Block E marks the intersection of various Principal Routes, with a prominent position on the New Square.

**Block K:** Block K has a prominent position on Charter Square/Row, and is important to connectivity with the Moor. The scale and massing of the block will relate to the podium of the tower at Block L.

#### UD6 New Square

- This is an important new civic destination that marks the intersection of 5 routes, creating high levels of pedestrian flow through the space.
- Buildings that form the edges of the New Square must provide sufficient enclosure, not overshadow the space, and create a distinctive and unified frontage to the space.

#### UD7 Topography and Setting

- The site has a distinctive topography, especially noticeable along the existing grid of streets. Generally buildings step along the streets to create level thresholds. This character should be reinforced to avoid a flattening the topography.

## UD8 Roofscape

- In a city of such marked topography, the roofscape is highly visible and makes a significant contribution to character.
- The roofscape of a building or block includes the structures that form the roof level, and include plant areas, stair, lift over runs and areas of accommodation within a roof.
- New roofscape, especially that which will be visible along Principal Routes, the New Square and adjacent to character buildings in the conservation area or listed buildings must be clutter free and easily read with high quality building materials and detailing.
- Areas of public realm will be completely free of roof covering.

## UD9 Enclosure and Continuity

- The level of spatial enclosure is a strong determinant of character and sense of place. Enclosure is measured as a ratio of building height to the width.

**Principal Routes:** These are wide streets that have buildings of a similar scale, creating a strong enclosure. Enclosure ratios of 1:1 will be achieved to these streets.

**Connecting Routes and Lanes:** These streets vary in width, but are vital in terms of providing connections within the site and to surrounding areas. Enclosure ratios will range between 1:1 and 1.5:1, though enclosure over this range will be an exception and will be assessed to avoid a canyon effect, especially in the Conservation Area and adjacent to listed buildings.

**Lanes:** The Lanes are narrower in width compared to gridded streets, with the heights of buildings along them creating a narrow canyon like character. Enclosure ratios will be closer to 1.5:1, but no greater than 2:1.

**Spaces:** New spaces should be well enclosed, however the massing of buildings should not result in overshadowing. Enclosure ratios will range between 1:1 to 1.5:1.

**New Square:** The new square will be well enclosed with buildings, creating a desirable space enclosure of 1:1. Beyond this, additional building height around the new square will be carefully located to reinforce marker locations.

**Canopies:** Canopies that project into the public realm will be avoided as a general rule. High quality canopies that reinforce residential and

commercial entrances and are designed to be an integral part of the building will be encouraged.

### UD10 Façade Characteristics

- Building frontages along Principle Routes will have a vertical emphasis, with façades set in structured bays, a clear window hierarchy and application of high quality building materials that will create a harmonious appearance and a clear rhythm that integrates vertical breaks to retain interest but avoids unnecessary repetition in the street scene.
- Building frontages along Connecting Routes will have a strong vertical emphasis, structured bays, clear window hierarchy and employ a limited palette of high quality materials. All façades to street frontages should be well grounded.
- Building frontages along the Lanes will have active ground floors, employ a limited palette of materials and exhibit a clear window hierarchy.
- New and existing building frontages will respond positively to new public spaces. Building design will incorporate entrances to the majority of the ground floor frontages to ensure activity and a palette of high quality materials.
- All the buildings that form an edge to the New Square will have defined ground floors with entrances that create clusters of activity, a clear facade structure and rhythm that responds to the new character of the space, whilst creating a distinct identity that is appropriate for the Character Area.
- Marker Buildings will be well designed, with individual responses to the design of the facades as set out below:

**Block B:** The frontage to City Hall must be designed such that there is a balance of solid to void in terms of fenestration. The corner terminates the vista from Fargate and creates a street frontage along New Fargate. The design approach on the corner should be continued along the street frontage to create a robust and grounded building.

**Block M:** The design approach taken for the corner must have a relationship with rest of the building and reinforce an overall monumental quality as seen in key views from Fargate.

**Block E:** The corner to Cross Burgess Street and New Fargate must be designed such that it is grounded across the level change, unifying the retail podium and the upper floors.

**Block J:** The building that fronts on to the New Square should be well grounded and the design approach continued along corners and street frontages.

- Background Buildings will be well mannered and of high design quality, helping to create a coherent streetscene with individual responses to specific locations, including opportunities for distinctive corners:

**Block G:** The corner that marks the intersection of Charles Street and Cross Burgess Street terminates the vista looking out from the New Square. The appearance of this corner must capitalise on the opportunity to create a distinctive, wayfinding corner.

**Block J:** The corner to Pinstone Street and Moor Head should be designed as a high quality distinctive corner, that responds to and may inform the design of the other corners.

**Block K:** The corner to Furnival Gate and Charter Row not only responds to views from The Moor, but is also a signpost to the New Square for pedestrians from the east and south. The design and appearance of this building must be simple and robust, yet reinforce its signposting function.

**Block M:** The corner to New Square that is level with New Fargate must be distinctive and identifiable in views from Fargate and New Fargate. The corner to the New Square that is level with the New Square should be designed to help visual connectivity from Wellington Street.

- Public Art plays an important role in Sheffield in helping to create a high quality and distinctive public realm that is owned and cherished by local people and visitors. There is a unique and exciting opportunity to integrate elements of the built form with the public realm, as well as opportunities for public art in facades and areas of glazing. The sloping site creates plinths and stall risers that, in places, are as much a part of the public realm as they are of the buildings. These offer opportunities for high quality art and craftwork linking to, contrasting with and developing themes in the public realm.

### UD11 Fenestration

- New windows on all frontages should be rectilinear, with regular vertically or horizontally proportioned openings. Round, square, triangular and rhomboid openings should be avoided.
- Fenestration to facades in the conservation area and adjacent to listed buildings should be informed by streetscene studies of the existing character.
- On Principal Routes and in the New Square, buildings should be sufficiently fenestrated and avoid blank elevations.

## UD12 Building Materials

- For all blocks, the use of materials should be limited to a total of 3 (excluding window glazing) with the primary material respecting the specific Character Area. It is possible for the entire block to be built/clad in the primary material if such a response was considered appropriate.

### **Fargate/ Barkers Pool**

Primary material: natural stone (masonry or cladding)

Secondary material: high quality brickwork, natural metal cladding (natural zinc, bronze, copper, stainless steel, aluminium and Corten) and glass used as cladding.

### **Pinstone Street**

Primary material: high quality brickwork, natural stone and glass used as cladding.

Secondary material: high quality brickwork, natural metal cladding and glass used as cladding

### **Charter Row/ Rockingham Street**

Primary material: a combination of high quality materials like natural stone and brickwork, high quality cast concrete, natural metal cladding and glass used as cladding.

Secondary material: high quality brickwork and natural metal cladding.

### **Cambridge Street/ Carver Street/ Burgess Street**

Primary material: high quality brickwork and natural stone, natural metal cladding and glass used as cladding.

Secondary material: high quality brickwork and the limited use of high quality natural cladding.

## UD13 Unacceptable Materials

- The following materials are considered to be of an inappropriate quality to be used as either primary or secondary materials, along Principal Routes or in the New Square:

Single ply powder coated composite metal cladding;

Timber cladding or timber boarding;

Render or imprinted brickwork;

Terracotta as rain-screen cladding or as masonry blockwork;

Ceramic tiles;



Concrete blockwork; and  
Cast stone where natural stone is specified.

#### UD14 Material Size and Fixing

- Cladding material and panel unit sizes will respond to the facade fenestration sizes as well as the scale and structure of the façade
- The fixing systems for cladding panels that are near to or at ground floor level will be high quality and discrete.

#### UD15 Solar Shading

- Solar shading, if required to minimise solar gain, should be a secondary element of the facade design, with the primary structure of the facade still dominating.

#### UD16 Balconies

- Balconies should be appropriately sized to allow use as an amenity space and should not project beyond the building line. The view of the balcony soffit from areas of public realm should be considered and a solid soffit wrapped in high quality material is preferred to timber slats or perforated metal.

#### UD17 Building Services

- Visible mechanical and electrical services should be integrated within the façade resulting in a unitised system.
- Visible roof mounted plant enclosures should be avoided on Principal Routes, adjacent Spaces and next to the New Square. In other areas roof mounted plant will be located such that it reads as part of the massing of the building, for example as part of the roofscape.
- Where service doors are visible on building frontages they are to be designed to be discrete.
- On retained frontages, within the conservation area and on listed buildings some of the building services may be visible for reasons of character, e.g. high quality external rain water goods.

#### UD18 Signage

- On Connecting Routes, Lanes and adjacent Spaces retail signage will be well defined in a clear zone within the main structure of the building. This zone will be grounded to reinforce the rhythm of the building and to acknowledge any stepping within the elevation.

- As a general rule, internally illuminated fascia signs will be avoided in the Conservation Area, with preference for halo lit signs.
- On Principal Routes and in the New Square, all shop front signage will be set behind the glazing.
- Vertical projecting signs will be an exception, and will only be considered as part of a wider strategy, e.g. for the narrow Lanes.
- Lighting for signage should be integrated within the signage design.
- Residential and commercial building signage should be high quality and located near to main entrance foyers. The façade design should allow for a designated zone for this signage that ties in with the rest of the building.
- Wayfinding street signs should be in prominent locations and executed in high quality materials.
- Connect Sheffield is a local wayfinding system with which the SRQ should integrate.

8.38 The rules defined in the Urban Design Code are considered to be logical and rational and should help create a new retail quarter that is grounded in its context and that reflects the often subtle but distinct character of Sheffield's city centre. While occasions may arise where circumstances dictate that it is appropriate for the rules to be relaxed, it is considered that overall they provide a strong basis for developing a strong sense of place that will help to achieve consistently good quality development across the SRQ.

### **Public Realm Design Code**

8.39 The SRQ represents one of the most significant changes to Sheffield's city centre in recent times and provides a huge opportunity to further reinforce the city's already established innovative approach to public spaces.

Given the nature of the outline planning application, detailed designs of public realm cannot be produced at this time. However, the public realm design code provides a set of overarching design principles which can be used to create a scheme which reads as one, yet sits comfortably within Sheffield's distinctive cityscape.

8.40 The Code advises that the public realm should contribute meaningfully to the city network and be far more than the spaces between buildings. It should also be of quality design and maintained to the highest standard.

It is expected that the public realm will be cohesive, legible and accessible at all times, actively building upon the existing public realm and using the Peace Gardens as an exemplar project. By integrating traditional craftsmanship and artistic qualities into the public realm, a sense of quality and richness can be evoked which will build on the city's cultural identity.

- 8.41 Sheffield's topography is one of its most characteristic features. The change in level between the northern and southern portions of the SRQ site provides an opportunity to celebrate the city's distinctiveness.

The initial public realm design concept is to emphasise the change in level between the 'upper' section around New Fargate and the 'lower' area south of Cross Burgess Street. The break between the two becomes a 'Pennine Edge', celebrating the escarpments of the upland landscape, incorporating the drama and revealing the views with which they are associated.

### Typology

- 8.42 All of the streets and spaces within the application site have been assessed on the basis of their type, character, function and use. The Public Realm Design Code identifies seven broad typology areas:

#### **New Fargate**

An urban high street in character, New Fargate will be read as a continuation of the existing Fargate and the activities associated with it. Views from Town Hall Square towards Block M should be reinforced with a high quality palette of materials and a public realm that ties into the design ethos of the existing public spaces across the city centre.

#### **New Square**

The New Square is the signature space of the SRQ and a key destination. It will add to Sheffield's remarkable collection of civic spaces and help to define the character of this part of the city centre.

The change in level between New Fargate and the main body of the space is the defining feature of the New Square and a dramatic termination of the Fargate civic spine. The level difference will become a focal point, providing opportunities for planting, seating, the celebration of materials and drama.

#### **Lower Barkers Pool**

Barker's Pool forms an important connection point between the established city and the new scheme. The treatment of the public realm will manage the transition between the lower and upper portions of Fargate and provide containment for the important civic space in front of City Hall.

The area is to be broken down into a series of green elements, a group of independent spaces which provide a green buffer and help strengthen the connectivity of retail on the strategic approach from Lower Fargate. The

treatment must be sufficiently permeable to support the wider area's use for seasonal events.

### **Pinstone Street**

It is vital that the SRQ forges a strong relationship with the Peace Gardens, as the established focal point for a variety of city centre activities, and unimpeded routes through to the cluster of leisure and commercial uses around it. There is potential for spill-out along the length of Pinstone Street, as well as within the key nodal point at the junction with Cross Burgess Street.

### **The Lanes**

The Lanes are the finer grain routes that provide a more intimate alternative to the bustle of the main, retail-lined streets. They follow the historic grid pattern and reflect the tighter townscape of this part of the city centre conservation area.

The Lanes provide a foil for New Fargate and Cross Burgess Street, adding variety to the network of routes and spaces and ensuring that a sense of the historic city centre streetscape is retained. They will be places to linger, where there is a greater opportunity to establish a relationship between buildings and their associated external environment.

Small unit sizes and coarser texturing will help to distinguish these routes from the main streets. The choice of unit size will acknowledge those of a traditional streetscape and the 'flowing' nature of the routes, which generally work with the slope

### **Charter Square**

With strong connections to the adjacent shopping areas and leisure uses on the Moor, Charter Square will become a lively, energetic space. The bustling metropolitan character of this portion of the city reflects the scale of buildings, the meeting point of different activities and the need to accommodate a variety of functions, including public transport and cycling.

The existing bus corridor will remain but the strong pedestrian movement within this space, together with the established footfall on the adjacent Moorhead, will give a strong pedestrian priority to the square and Furnival Gate.

### **Rockingham Street**

As a key route into the city centre from the west, Rockingham Street will form a busy corridor of activity including servicing, pedestrian movement and car park access. The environment needs to be functional, coping with complex

traffic movement, but must also reflect its role as an arrival point for large numbers of visitors to the city centre.

The pedestrian crossing on Wellington Street will serve as the main access point for people entering the area from the surrounding neighbourhoods and from the adjacent multi-storey car park. This space should remain simple with a strong rhythm of street trees and furniture. The palette of materials will be secondary reflecting the transport function of the space.

- 8.43 A matrix sets out the different treatments/conditions, surface materials and tree planting for example, that are considered to be appropriate in each of the individual typology areas.

### Public Realm Codes

- 8.44 Thereafter, a series of Public Realm Codes act as a guide for future development at the detailed design stage. The codes are broken down into six themes:

- Defining public spaces (codes PR 1.1 to PR 6.3). For example:

**Code PR 1.3** states ‘The public realm will incorporate significant areas of soft landscape, providing a foil for what will, by necessity, be a generally hard environment. The design of these areas will add to the richness of interest within a coherent public realm framework and provide a human scale within the cityscape.’

**Code PR 1.4:** ‘The development will provide a series of safe, high-quality and stimulating spaces which reinforce the area’s identity. The structure of such spaces will have a clear and simple hierarchy of gateways, routes and meeting spaces.’

**Code PR 2.2:** ‘Changes in material and pattern will conform to a logical datum point such as a new or established building line, street entrance, consistent edge of carriageway or pronounced built feature.’

**PR 3.3:** ‘Regular places for people to sit and rest should be provided throughout the public realm with well-designed street furniture. High quality, bespoke furniture should be used to create an environment that encourages people to stop and gather, so creating a vibrant, more interesting streetscape.’

**PR 4.5:** 'Power points and servicing will be provided throughout the main areas to provide the flexibility to stage events or introduce specialist/seasonal activities.'

**PR 5.2:** 'Public Art will be integrated into the Public Realm. Building on Sheffield's successful integration of Public Art into the design and material and craft quality of its streets and public spaces, this work should include repeated themes that reinforce the character of the different spaces and levels.'

- Surface treatments and street furniture (codes PR 7.1 to PR 9.5). For example:

**PR 7.3:** 'The use of natural stone will provide durability and longevity against the demands of front-door servicing and collection arrangements for the adjacent units.'

**PR 7.7:** 'Paved surfaces should be simple, robust and complement adjoining architecture and street furniture. Changes in paving colour and texture should be restricted. Exceptions can be made for particular purposes - to highlight important entrances, denote ownership or impart interpretive information.'

**PR 7.8:** 'Where kerbs are made flush, the line of the kerb should be retained to provide visual delineation.'

**PR 8.3:** 'Where possible, seating will be incorporated into features to reduce clutter and obstructions from the street.'

**PR 8.7:** 'In high pedestrian flow areas inset tree covers should be used to reduce trip hazards and provide a clear uninterrupted paved space.'

**PR 9.5:** 'The materials that are used to construct the steps, walls and terraces should reflect those present in the surrounding area - sandstone, Ashlar and granite can be used with a variety of surface texture finishes.'

- Planting (codes PR 10.1 to PR 11.9). For example:

**PR 10.1:** 'Trees, planting, grass and water should be used to enhance the atmosphere and character of a space. Imaginative design principles can help integrate these soft elements into many of the harder areas.'

**PR 11.3:** ‘Larger, semi-mature trees should be used to provide instant impact within the landscape and wider streetscape.’

**PR 11.5:** ‘Tree species should be selected for their colour, variety seasonal interest, and sculptural form.’

- Lighting (codes 12.1 to 12.7).

**PR 12.2:** ‘Lighting should aid legibility by acting as way-markers and helping to create safe and comfortable spaces/ routes. Main desire lines will be illuminated to a minimum agreed standard, with scope for variation to establish a different ambience away from these routes.’

**PR 12.5:** ‘All lighting units should be robust and easily maintained for longevity. They will be drawn from a cohesive palette of street furniture.’

- Sustainability. This final theme runs throughout each of the first five sections. For example:

**PR 3.7:** ‘Sheffield endorses the aim of the Get Britain Cycling report to see cycle use increase to 10% of all journeys in 2025 and 25% in 2050. SCC are obviously aware that these levels of cycling will not be achieved without adequate cycle facilities and that these facilities need to provide a ‘step change’ in Sheffield’s current level of cycle provision.’

**PR 5.8:** ‘Consideration will be given to the re-use of elements of historical importance, and general public interest. The concrete relief by William Mitchell, currently sited on Barker’s Pool House, is to be carefully removed and re-sited within the new townscape.’

**PR 7.11:** ‘Local resources and sources shall be favoured when selecting materials for surfacing and other landscape elements within the public realm.’

**PR 7.12:** ‘Recycled materials should be used where appropriate.’

**PR 12.7:** ‘All lighting should minimise energy consumption, avoid light-spill pollution and adopt LED technologies where possible.’

- 8.45 As one of the key issues for the SRQ is to knit it as seamlessly as possible into the existing townscape, the Public Realm Design Code is considered to be an essential document which will be helpful in creating a high quality setting for the buildings and activities within the SRQ. While some more

detailed work will be required, the materials palette and principles the code establishes are considered to reflect the quality of the public realm delivered within the city centre in recent years.

### **Summary and conclusions**

- 8.46 The streets and spaces created by the proposed masterplan complement and expand the city's retail offer by establishing a new retail loop that fattens out the existing linear core. The layout works positively with existing levels, using the 5m level difference to create two retail planes that form a new public square where they converge, and it is considered that this layout has been well thought out and maximises the potential of the application site, while creating street based retail development that reflects the character of existing streets in the city centre.

The limits for development set by the parameter plans strike a balance between the requirement to deliver a viable quantum of development with the demands of the location within and adjacent to the City Centre Conservation Area and a number of important heritage assets. Inevitably, tensions arise between the scale and massing proposed for new build elements of the scheme and their impact on existing built form. This is particularly acute in the case of block N where the massing is considerably greater than the existing buildings surrounding it. However, block N is similar in scale to the neighbouring block M, leading it to be less incongruous overall and while car parking requirements limited the applicant's willingness to reduce the scale and massing of the multi-storey car park, some concessions have been made to reduce the height of the block to Trafalgar Street by setting the upper floors back from the street frontage.

The proposed layout, which builds upon the historic street pattern to create a series of open streets and spaces, is a particularly positive aspect of the proposals. However, to be fully successful, it is expected that those streets and spaces will remain open to the public 24 hours a day.

The Urban Design Code sets out the intent for the treatment of built form, an intent that promotes the use of high quality materials and contextual responses. It is considered that this should drive the detailed design of individual blocks to realise a scheme that creates a strong sense of place and positively reinforces the distinctive character of the city centre.

The developer has also set out the intent for the public realm which identifies an approach rooted in the high quality public spaces and streets already present within the city centre including Peace Gardens, Barkers Pool and the Heart of the City. This approach is welcomed.



## **9. Built Heritage Assessment**

9.1 The application site is sensitive in heritage terms. Approximately half the site is situated within the City Centre Conservation Area and there are two listed buildings and several non-designated heritage assets within the site boundary. There are further designated and non-designated heritage assets outside of the boundary whose setting may be affected by the proposed development.

This section first describes the current heritage policy context. It then considers each of the designated and non-designated heritage assets in terms of their significance and the contribution of setting to that significance. Finally, it considers the effect of the proposed development on those assets and their significance.

### **Heritage Policy Context**

9.2 Chapter 12 of the NPPF (Conserving and enhancing the historic environment) sets out the Government's policies relating to the historic environment.

9.3 Paragraph 126 requires local planning authorities to set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment. In doing so, the NPPF advises that 'they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.' In developing their strategies, local planning authorities should take into account:

- 'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- the desirability of new development making a positive contribution to local character and distinctiveness; and
- opportunities to draw on the contribution made by the historic environment to the character of a place.'

9.4 When determining planning applications, paragraph 129 states that local planning authorities 'should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.'

- 9.5 Paragraph 131 also advises local planning authorities to 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 positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
  - the desirability of new development making a positive contribution to local character and distinctiveness.'
- 9.6 Paragraph 132 notes that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.' It goes on to advise that substantial harm to or loss of a grade II listed building should be exceptional and that substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II\* listed buildings, should be wholly exceptional.
- 9.7 In paragraph 133, local planning authorities are advised to refuse consent for development that 'will lead to substantial harm to or total loss of significance of a designated heritage asset', unless it can be demonstrated that 'the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- the nature of the heritage asset prevents all reasonable uses of the site; and
  - no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
  - conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
  - the harm or loss is outweighed by the benefit of bringing the site back into use.'
- 9.8 Paragraph 134 deals with less than substantial harm and notes that 'this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.'
- 9.9 Paragraph 135 sets out the policy test for the effect of an application on the significance of a non-designated heritage asset and advises that 'a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

- 9.10 Paragraph 136 states that the loss of the whole or part of a heritage asset should not be permitted 'without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.'
- 9.11 Paragraph 138 advises that not all elements of a Conservation Area will contribute to its significance, but that 'loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area ... should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area ... as a whole.'
- 9.12 The Planning (Listed Building & Conservation Areas) Act 1990 is relevant to the SRQ applications. Section 16 (2) of the Act states that:
- 'In considering whether to grant listed building consent for any works the local planning authority... shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'
- 9.13 The same general duty is to be applied by the local planning authority when considering whether to grant planning permission for development which affects a listed building. Thus, Section 66 of the Act states that the local planning authority shall again have 'special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'
- 9.14 Section 72 describes the general duty with respect to conservation areas and states that 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area.'
- 9.15 The Unitary Development Plan (UDP) sets out the Council's general policy in relation to areas and buildings of architectural and historic interest in policy BE15. It states:
- 'Buildings and areas of special architectural or historic interest which are an important part of Sheffield's heritage will be preserved or enhanced. Development which would harm the character or appearance of listed buildings, conservation areas or areas of special character will not be permitted.'
- 9.16 Policy BE16 deals with development in Conservation Areas.
- 'In Conservation Areas permission will only be given for proposals which contain sufficient information to enable their impact on the area to be judged acceptable and which comprise:

- a) development, including erection of buildings and changes of use from originally intended uses of buildings, and built development in open spaces; or
- b) demolition of buildings, walls and other features; or
- c) proposals involving the felling or lopping of trees; or
- d) advertising;

which would preserve or enhance the character or appearance of the Conservation Area.

Buildings which make a positive contribution to the character or appearance of a Conservation Area will be retained.

These principles will also be material considerations in considering proposals, which would affect the setting of a Conservation Area or significant views into, or out of, the Area.

Redevelopment of sites which detract from a Conservation Area will be encouraged where it would enhance the character or appearance of the Area.'

9.17 Policy BE17 (Design and Materials in Areas of Special Architectural or Historic Interest) requires a high standard of design in Conservation Areas and the use of traditional materials. It also expects a sensitive and flexible approach to layout of new buildings, roads and footpaths.

9.18 Development affecting listed buildings is covered in policy BE19. It states:

'The demolition of listed buildings will not be permitted. Proposals for internal or external alterations which would affect the special interest of a listed building will be expected to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest. Proposals for change of use will be expected to preserve the character of the building.

Proposals for development within the curtilage of a building or affecting its setting, will be expected to preserve the character and appearance of the building and its setting.

The original use of a listed building will be preferred but other uses will be considered where they would enable the future of the building to be secured.'

9.19 It is worth noting here that the total preclusion of the demolition of listed buildings in BE19 does not reflect government policy. There would be little point for the national planning system to allow applications to demolish listed buildings if no listed building could be demolished. Indeed, this is reflected in the 'reasons for the policy' text that accompanies BE19, which says:

'National planning guidance is that there is a general presumption in favour of preservation of listing buildings except where a convincing case can be made out for alteration or demolition. Proposals for demolition are only likely to be approved in exceptional circumstances and where the Council is satisfied that it is fully justified, and necessary, and that there are no practical alternatives'. However, this discord with the NPPF results in a reduction in the weight that can be given to policy BE19.

- 9.20 Finally, in relation to the UDP, policy BE20 (Other Historic Buildings) encourages the retention of historic buildings which are of local interest but not listed.
- 9.21 Three further documents are considered relevant to the determination of the SRQ applications. They are Conservation Principles, Policies and Guidance (2008) and the Good Practice Advice notes 2 and 3 (2015), all produced by Historic England.
- 9.22 Conservation Principles Policies and Guidance is a guide to the assessment of significance. It describes the heritage values that can be attached to places as:
- Evidential value: the potential of a place to yield evidence about past human activity.
  - Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present.
  - Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place.
  - Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.
- 9.23 Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment advises, in paragraph 25, that:

'In deciding applications for planning permission and listed building consent, local planning authorities will need to assess the particular significance of the heritage asset(s) which may be affected by the proposal and the impact of the proposal on that significance... .'

It goes on to explain that 'if there is any apparent conflict between the proposed development and the conservation of a heritage asset then the decision-maker might need to consider whether alternative means of delivering the development benefits could achieve a more sustainable result, before proceeding to weigh benefits against any harm' (para. 26).

At paragraph 27 it states that:

'Substantial harm is a high test which may not arise in many cases. In those cases where harm or loss is considered likely to be substantial, then the LPA will need to consider the relevant NPPF tests.'

- 9.24 Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets sets out guidance on managing change within the settings of heritage assets. It considers the extent of setting and its contribution to the significance of heritage assets.
- 9.24 The fundamental issues with regard to heritage policy are that special regard must be given to the desirability of preserving the heritage asset or its setting (as required by sections 16, 66 and 72 of the Planning (Listed Building & Conservation Areas) Act 1990) and that any harm to or loss of heritage assets requires clear and convincing justification and that substantial harm or total loss should not be allowed unless substantial public benefits outweigh that harm or loss.
- 9.25 In this instance the extant planning consents are also considered to be a material consideration. Permission was granted in December 2011 to extend the time limit for the implementation of the Sevenstone applications (05/03933/OUT, 05/03935/CAC, 05/03934/LBC and 05/03936/LBC). However, any applications for reserved matters approval subsequent to this application must be made by December 2016, when the permissions are due to expire.

### **Designated Heritage Assets within the site Boundary**

#### Leah's Yard, 22 Cambridge Street

- 9.26 The applicant's Heritage, Townscape and Visual Effects Assessment (HTVEA) describes how Cambridge Street (formerly Coalpit Lane) was historically a metal and cutlery making area.
- 9.27 Leah's Yard, on the western side of Cambridge Street, began as a small shear and tool manufacturing complex. The houses at the front of the site (the oldest buildings in the complex which date from the early nineteenth century) were later converted to shops and offices. By 1850 the site was largely developed and is identified on the Ordnance Survey map as the Coalpit Lane Horn Works.

- 9.28 The arrangement of Leah's Yard, with several workshops around a central courtyard, was typical of the industry and in particular small craft workshops. The courtyard was accessed through a central cart entrance between the converted houses.
- 9.29 Steam power was introduced to the site during the nineteenth century and by 1892 it was occupied by Henry Leah, a manufacturer of die stamps for silverware. In 1905 there were 18 different small manufacturers on site (little mesters) all contributing to the elements of the cutlery trade.
- 9.30 The Leah family remained in part of the complex until the 1970s when they merged with Spear and Jackson. The site was sold on in the 1990s and the front range was used as shops in its last few years of occupation.
- 9.31 Leah's Yard was grade II\* listed on 31 May 1983. The condition of the building has deteriorated and it has been on Historic England's Buildings at Risk register for some time.
- 9.32 A structural appraisal (prepared by Arup in early 2015) was submitted with the SRQ applications. It concludes that there are many minor structural issues caused by the deterioration of the fabric and the ingress of water into the buildings, but that the most serious problems are:
- A failed timber beam and floors above the junction of ranges 1 and 5, caused by the prolonged exposure to water from a failed roof valley gutter (see range numbers in Fig X below).
  - The failure of a timber support system for a party wall within range 5, caused by overloading and deterioration of the timber support system.
  - The outward movement of the Cambridge Street Street elevation on range 5. Emergency shoring and propping was installed in May 2015.

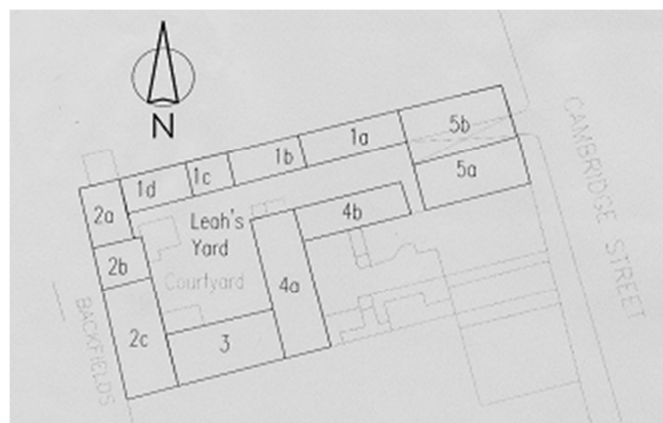


Fig 9: Leah's Yard plan and range numbers

In May 2015, the City Council carried out emergency repair and stabilisation works to the building.

### Significance

- 9.33 Leah's Yard is nationally important (grade II\* listed buildings are particularly important buildings of more than special interest). Its Heritage Value as described in the HTVEA is high. The site is also cited as a typical Sheffield works in the English Heritage publication 'One Great Workshop: The Buildings of the Sheffield Metal Trades'. It is a significant example of a complex of workshops developed piecemeal and altered for different aspects of Sheffield's cutlery and metal working trades.
- 9.34 The building is described in the submission as having particular evidential value as the existing buildings allow us to understand how the complex grew and was adapted over time. Indeed there are several internal features, including work benches and machinery associated with the metal trades industry, that enable us to understand and interpret just how it was used.
- 9.35 The buildings have historical value as surviving examples of a little mesters workshop, synonymous with Sheffield and the metal trades industry during the Industrial Revolution. Its central location is described as typical of the interconnected nature of independent manufacturers who worked in close proximity with larger, purpose built developments on the city fringe.
- 9.36 The HTVEA describes the building as having some architectural value, largely derived from its vernacular appearance and construction. It suggests that, as a collective, they form an architectural composition, but that the aesthetic quality or artistic value of the individual buildings is limited and has been further diminished by decay.
- 9.37 According to the HTVEA, as the complex was in private use and not generally accessible to the public, its communal value is limited to its links to a particular period and history.
- 9.38 The setting of Leah's Yard, in particular the layout of Cambridge Street and Backfields which follow the historic street pattern, contributes to its significance. The Tap and Tankard public house, which adjoins the southern elevation of Leah's Yard, also contributes to a general street composition. The exact date of the pub is not known and while alterations suggest it could pre-date parts of the Leah's Yard complex, it is not listed and the HTVEA does not consider it to be of individual merit.

### The Proposals and their Effects



- 9.39 Planning permission and listed building consent are sought for alterations to and the refurbishment of Leah's Yard, including stabilisation and repair works.
- 9.40 As previously described, it is envisaged that Leah's Yard will be re-used as a number of small food and beverage units, with contemporary two to three storey extensions on the south side to create a retail frontage to New Fargate. The Block Design Code also allows for an opening to be formed in the outer elevation of the southern range to create access from the courtyard onto New Fargate. In addition, and in order to facilitate the extension to Fargate, the Tap and Tankard and adjoining properties to the south are to be demolished, which will impact on the setting of Leah's Yard.
- 9.41 The re-use of Leah's Yard as a number of small food and beverage units is considered, subject to sensitive alterations, to be an acceptable use of the land in policy terms. It would also be a welcome and potentially vibrant addition to the city centre, appropriately situated between the extended Fargate and the Devonshire Quarter to the north.
- 9.42 It should be noted that, in 2001, planning permission and listed building consent were granted for alterations to Leah's Yard for food and drink purposes; including the erection of a glazed roof (00/01356/FUL refers). This was renewed under application 06/00932/FUL in 2006. The extant Sevenstone scheme examined a number of options for the future use and modification of the complex, including roofing over the courtyard, though they were not part of the formal application. As a result of pre-application discussions there are no proposals in the current application to roof over the courtyard as it was felt that this would significantly alter the character of the complex, specifically the courtyard space. However the Design Code for Block DF indicates that future proposals could incorporate a roof structure to shelter part of the internal courtyard, subject to the appropriate consents. This is only likely to be acceptable if it has no load bearing requirements on the existing building and protects the character and appearance of the listed building.
- 9.43 Paragraph 132 of the NPPF advises that the significance of a heritage asset can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. The existing premises have been vacant for a number of decades and are in a deteriorating condition. It is considered that the repair and refurbishment of Leah's Yard as proposed will not harm the significance of this important heritage asset and this view is largely shared, in principle, by Historic England. They welcome the proposed stabilisation and restoration of Leah's Yard, which they consider to be in accordance with the NPPF requirement to sustain and enhance the significance of the heritage asset. They also consider the schedule of proposed enveloping works to be acceptable and note that the application seeks to repair or replace fabric in a

like for like manner salvaging and reusing existing materials where possible. However, the application also proposes a number of alterations to the existing internal layout of the buildings, including the removal of a number of staircases, walls and access to the basement. In addition it is proposed to reinstate the twentieth century shop units fronting Cambridge Street. In the absence of an end user, Historic England requested that consideration be given to the retention these historic features, which we are happy to investigate and consider once a full planning application is received.

- 9.44 Concerns have also been raised in relation to the impact of the proposals on the setting of Leah's Yard, particularly the demolition of properties to the immediate south (i.e. 22 and 24 Cambridge Street). Specifically, while Historic England acknowledges the Council's long-term aspiration to develop shopping in this area, they are opposed to the extent of demolition of heritage assets and the loss of historic streets. The current scheme, they say, 'seeks to justify the demolition of the heritage assets on Cambridge Street to create New Fargate and to facilitate a visual and physical route from Marks & Spencer's to the new anchor store. In our view this would rob Leah's Yard of all of its surviving historic context and setting.' Historic England consider that this harmful impact is 'neither justified nor necessary' and advise that the local planning authority needs to be satisfied that the proposals have demonstrated that there is 'a clear and convincing justification for the harm caused by the scheme and that this is necessary to deliver public benefits in accordance with the NPPF.'
- 9.45 Cambridge Street was formerly known as Coal Pit Lane and first recorded in the eighteenth century. A number of the premises located to the south of Leah's Yard reflect the dense urbanisation of the locality during the nineteenth century and contribute to the yard's historic context. For this reason numbers 24 and 26 Cambridge Street (Chubbies Takeaway and the Tap and Tankard public house) were retained in the consented Sevenstone scheme. However, the surrounding area is fragmented and arguably dominated by the 1960s John Lewis store on the eastern side of Cambridge Street which does not relate to the listed building in scale, form or appearance and offers little in the way of animation to the street and, while the Tap and Tankard and its neighbours contribute to what remains of the historic townscape, they are of little architectural merit in their own right.
- 9.46 The demolition of numbers 24 and 26 Cambridge Street is proposed in order to achieve the urban design and retail benefits of a direct physical and visual link between the proposed anchor store and Fargate. In 2014, Sheffield City Centre ranked number 40 in Harper Dennis Hobbs' list of British centres by retail spend (well below Meadowhall at number 26) and did not even feature in their top 50 Vitality rankings (which measures the quality of retail offer rather than just size). It is generally accepted that the problem stems from the

historically long and fragmented nature of the city centre's retail offer. Therefore, in addition to creating additional retail floor area, the job of the SRQ is to create strong linkages between Fargate and the Moor. A strong link between Fargate and the anchor store is also considered to be essential in order to create the well-integrated, retail core that the city needs and is currently lacking.

- 9.47 The local planning authority accepts that the proposed development will unfortunately impact upon the setting of Leah's Yard. It also considers that that impact will be harmful. However, while Historic England consider that harm to be significant, the local planning authority are of the opinion that the degree of harm is less than significant and that it is outweighed by the public benefits that will deliver the vital improvements to the City's retail core. Moreover, new extensions to the south side of the yard will continue to provide a degree of context and prevent it from feeling stranded, and the retention of the alignment of the street, including properties to the north and 32 Cambridge Street to the south, will ensure the historic street pattern can be read and understood. In addition, proposals embodied in both the Urban Design and Public Realm Design Codes to upgrade the streets adjacent Leah's Yard to reflect the finer grain and historic character of the conservation area will provide an appropriate and much improved setting for the refurbished listed building. On this basis the current proposals are on balance supported, the significance and character of Leah's Yard will be retained and an important listed building will find new uses.

Former Bethel Chapel Sunday School, 32 Cambridge Street

- 9.48 The grade II listed former Bethel Chapel Sunday School was built in 1852 to serve the earlier chapel to the north (c.1832), which was set back from the building line of Cambridge Street with a small courtyard to the front.
- 9.49 The three storey brick built Sunday School is rectangular in form with a slate clad pitched roof. The principal elevations, which front Cambridge Street and Bethel Walk, are modest in appearance but are dominated by large, ordered windows, some of which are original.
- 9.50 The Sunday School was historically linked to the Chapel at an upper level but the link has long since been removed. During the late nineteenth century the ground floor may have been used by the adjacent horn works as a warehouse. It was later converted into a public house and underwent significant alterations in the second half of the twentieth century. Little of the historic interior now remains.
- 9.51 The Sunday School is separated from the partially concealed Chapel by Bethel Walk, an historic alleyway which allows glimpses of the north facing elevation of the listed building. The Sunday School is one of a number of

nineteenth century premises fronting the west side of Cambridge Street and reflecting the dense urbanisation of the area during the nineteenth century.

### Significance

- 9.52 The HTVEA suggests that the heritage value of the Sunday School is moderate. It is a simple building with no interior of note which is listed for its group value with the much altered and unlisted Chapel as well as for its historic associations (the neighbouring Primitive Methodist Chapel formed part of a major movement in English Methodism during the nineteenth and early twentieth centuries. The Primitive Methodists saw themselves as practicing a purer form of Christianity). The two buildings are no longer considered to constitute an obvious group.
- 9.53 The exterior of the Sunday School has aesthetic value but the interior is much altered. The HTVEA considers that the building retains limited evidential value from its former use as a Sunday School, though it makes a positive contribution to the setting of Leah's Yard and to the townscape character of the City Centre Conservation Area. The Sunday School's setting comprises of the Chapel and adjoining buildings on the western side of Cambridge Street. However, its setting has been compromised by the large extension to the front of the Chapel (to form the George Binns Ltd store, now Stone the Crows) and the uncharacteristic form of the John Lewis department store on the opposite side of Cambridge Street.

### The Proposals and their Effects

- 9.54 Listed building consent is sought for the demolition of most of the former Sunday School, plus the retention, making good and stabilisation of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk. Permission is also sought for the temporary protection and shoring of the remaining structure. The retained parts of the Sunday School will form part of proposed Block E.
- 9.55 Historic England (HE) accepts that the Sunday School has been significantly altered internally and they welcome its retention in part – acknowledging that the Sevenstone consent included its total demolition. However, they raise concerns about the extent to which the submitted assessment acknowledges the contribution the remaining building and its setting make to the significance of the listed building, and they consider that the extent of demolition would result in substantial harm to the significance of the listed building which again requires clear and convincing justification and should be weighed against the public benefits of the scheme (as required by paragraphs 132 and 133 of the NPPF) as well as our statutory duty to have special regard to preserving the building and its setting (LB and CA) Act 1990.

- 9.56 The extant consent to demolish the building in its entirety is a material consideration in determining the harm caused by the proposed demolition – in relation to the 2005 Sevenstone consent, the then English Heritage agreed that the loss of the Sunday School could be justified by the ‘extent to which the NRQ development would bring substantial benefits for the community’. So too are the extensive internal alterations to the school and the even more significant alterations and extension to the unlisted chapel, both of which are considered to have had a detrimental impact on the school’s significance, its setting and therefore its heritage value. For these reasons it is considered that the extent of the demolition proposed will result in harm to the significance of the listed building, but not substantial harm as now suggested by Historic England. The NPPF advises that a development that leads to less than substantial harm to the significance of a designated heritage asset need only be weighed against the public benefits of the proposal.
- 9.57 There has been an aspiration to deliver a step change in the retail provision of Sheffield City Centre for more than twenty years. The previously approved scheme, whilst still extant, is unlikely to be implemented given that Hammerson withdrew from their position as the Council’s appointed Development Partner in July 2013. Furthermore, the current scheme has been designed in collaboration with retailers to reflect new shopping habits and to ensure that it is deliverable and provides the range of units required to bring about the required change in retail provision which will allow Sheffield to compete effectively with other cities in the region. The current scheme is also considered to overcome the severance between the shops in Fargate and those on the Moor. Thus, it is considered that the proposed development will bring about substantial public benefits which are considered to outweigh the harm it causes to the grade II listed Sunday School.
- 9.58 That said, HE’s concern that the amount of demolition is based purely on the speculative size of the units and their arrangement within Block E is shared by the local planning authority. While it may be necessary to demolish all but the front and a small part of the side elevation, it may also be possible, within the parameters of the outline proposals and with a greater understanding of the needs of the future occupants, to retain more of the listed building. It is felt that options for preserving more of the remaining fabric of the Sunday School should be explored, notwithstanding the current proposals (submitted under applications 15/02939/FUL and 15/02940/LBC) for the demolition of part of the former Sunday School, plus the retention, making good and stabilising of the elevation fronting Cambridge Street and part retention of the elevation and roof fronting Bethel Walk.
- 9.59 HE are also concerned about the impact of the scale and massing of proposed Block E on the remaining part of the listed building and it is again accepted that balancing the urban design requirements of Block E will be

challenging. However, the retained lower portion of Cambridge Street is relatively narrow and the scale of development along the eastern edge of Block E is set at a level which reflects the retained façade. Along with the use of traditional materials, it is felt that this will sufficiently lessen the impact of the larger mass of Block E and retain the setting of the Sunday School.

### Sheffield City Centre Conservation Area

- 9.60 The Cathedral Conservation Area and The Town Hall Conservation Area were designated in 1969 and 1976 respectively. They were amalgamated and extended in 1996 to form the City Centre Conservation Area. It incorporates a high concentration of listed buildings (most notably the grade I listed Town Hall) and varies in character from the dense building form of the Cathedral Quarter built in the 18th century to the larger and wider streets of the Victorian core.
- 9.61 The western portion of the conservation area, which lies within the SRQ boundary, reflects the rapid late eighteenth and nineteenth century expansion of Sheffield. The area, which is laid out with regular gridiron street patterns, contains a variety of building types associated with the metal trade industries including domestic housing, public houses, places of worship and small industrial workshops and commercial premises.

### Significance

- 9.62 The Council produced a Statement of Special Interest for the conservation area in 1996. The Urban Design Compendium also denotes buildings which contribute to the Conservation Area's character.

However, in order to understand the contribution that individual and groups of buildings make to the significance of the conservation area, they have been divided into appropriate groups:

### **Pinstone Street North**

- 9.63 18-20 Pinstone Street and 30-42 Pinstone Street were built in the late 1800s after the widening of Pinstone Street for tramworks. They overlook the grade I listed Town Hall.

Numbers 18-28 were constructed in 1895 to the designs of notable local architects Flockton and Gibb. Numbers 30-32 were built at around the same time for Reuben Thompson, a proprietor of the horse bus, coach and cab company which also owned a yard to the rear.

While there is variety in the detailed design of the Pinstone Street frontage, the buildings share a common scale and rhythm and, along with Town Hall

Chambers, Pinstone Chambers and 44-46 Pinstone Street, which fall outside the application site, they form a striking architectural ensemble.

- 9.64 The HTVEA describes the heritage value of the northern Pinstone Street range as moderate. They have certain aesthetic value and, as they were constructed around the same time as the grade I listed Town Hall and share an intrinsic setting, they have historic value too. They are therefore considered to make a substantial positive contribution to the significance of the City Centre Conservation Area.

### **Pinstone Street South**

- 9.65 Numbers 68-76 Pinstone Street (Laycock House), 78-82, 88-92 (formerly the HSBC Bank) and 94-104 Pinstone Street are all red brick properties with stone detailing of a uniform scale. Laycock House was again design by Flockton and Gibb as shops with five 'better class dwellings' over. Its vertical proportions are exaggerated by a row of prominent chimney stacks. Number 94-104 (known as the Pepperpot building) also has an ornate roofscape featuring a distinctive turret and Dutch gabled dormers. These properties continue the Victorian frontage to the western side of Pinstone Street, albeit at a smaller scale than the range to the north. It is worth mentioning that the former Athol Hotel, a late nineteenth century public house with entrances on both Pinstone Street and Cross Burgess Street, dates from a similar period. However, its contribution to the character of the conservation area is diminished as a consequence of the mock tudor façade that was applied in the twentieth century.
- 9.66 The heritage value of this range of late nineteenth century buildings is described in the HTVEA as low though, as a group, they have aesthetic value and make a positive contribution to the significance of the City Centre Conservation Area. They also contribute to the setting of nearby listed buildings including the grade II listed Salvation Army Citadel on Cross Burgess Street and the Prudential Assurance Building on the eastern side of Pinstone Street.

### **Cambridge Street West and Wellington Street North**

- 9.67 Numbers 2 to 18 Cambridge Street are modern additions to the streetscape. They are considered to be of an appropriate scale and they follow the historic street pattern. However, they have no individual architectural merit.
- 9.68 The two and three storey red brick buildings at 24-30 Cambridge Street are unlisted significant buildings that contribute to the character of the conservation area as described in the Urban Design Compendium. This range includes the previously described Tap and Tankard and Chubby's Takeaway.

- 9.69 Number 34 Cambridge Street, to the south of the Bethel Chapel Sunday School (number 32) is a former industrial premises. The brick built exterior has been rendered while the interior has been integrated with number 32 for use its previous use as a public house.
- 9.70 Numbers 38 and 40 Cambridge Street (now Hentry's Café) has a glazed ground floor shop frontage that returns on Wellington Street. Like all other historic properties on the western side of Cambridge Street it is constructed from red brick with stone dressings. Its neighbours, 2-4 and 10-16 Wellington Street, maintain a similar elevational treatment.
- 9.71 The HTVEA considers the heritage value of the Cambridge Street and Wellington Street buildings to be low, though they have historic value derived from their association with the development of the street and its connection to fine metal and cutlery making. The retention of the historic street pattern, the dense urban grain and range of architectural styles, which reflect the variety of buildings associated with this phase of the city's development, are all considered to make a positive contribution to the significance of the conservation area.
- 9.72 The setting of Cambridge Street west is informed by the John Lewis department store opposite, described as making a neutral/negative contribution to the conservation area, and while the range forms an important part of the setting of the grade II\* listed Leah's Yard and the grade II listed Sunday School, the HTVEA considers that the heritage value of the group is diminished by loss of fabric and integrity, i.e the demolition of all but the façade of number 28 and inappropriate interventions including the modern interior at number 36.

### **Cambridge Street and Charles Street Junction**

- 9.73 Numbers 4-8 Charles Street and 35-41 Cambridge Street appear as one building with a unified design in red brick with ashlar dressings. However their heritage value is described as low and, while they have aesthetic value as part of the townscape and contribute positively to the City Centre Conservation Area, they are relatively plain buildings of little architectural note.
- 9.74 Though they have a relationship with buildings of the upper side of Cambridge Street, their setting is largely derived from Premier House and John Lewis to the north and the Grosvenor Hotel to the west.

### **Burgess Street**

- 9.75 Number 31 Burgess Street is a mid-nineteenth century public house adjacent to the grade II listed Citadel. It has been significantly altered, including timber and render applied to the exterior. Therefore, while it has some aesthetic



value in connection with the Citadel and communal value by virtue of its continued use as a pub, its heritage value is described as low.

- 9.76 Other than the Citadel, its setting comprises of the John Lewis department store and Barkers Pool House, both of which tower over number 31.

#### The Proposals and their Effects

- 9.77 Outline planning permission is sought for a comprehensive retail-led mixed use scheme, which includes the demolition of existing buildings and associated structures, the closure and alteration of highways, engineering works and erection of new buildings for retail (A1/A2), food and drink (A3/A4/A5), office floor space (B1) and residential accommodation (C3) with ancillary development including new and enhanced pedestrian routes, open spaces, car parking, vehicular access and servicing facilities (15/02917/OUT). In order to facilitate these proposals, full planning permission is sought to demolish non-listed buildings in the conservation area, including 78 - 82 Pinstone Street, 24 - 26, 28 (facade), 30, 32 -34 (rear), 36, 38 - 40 and 35 - 41 Cambridge Street, 2 - 4 and 10 - 16 Wellington Street, 4 - 8, 1 - 11 and 19 Charles Street, 31 Burgess Street, the John Lewis department store and multi storey car park, 11 - 21 Barker's Pool, Barker's Pool House on Burgess Street and 14 Cross Burgess Street and for the retention of building facades at 30 - 42, 88 - 92 and 94 -104 Pinstone Street (15/02938/FUL).
- 9.78 Paragraph 138 of the NPPF advises that the loss of a building which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm (para. 133) or less than substantial harm (para. 134) taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.
- 9.79 Historic England (HE) consider that the loss of many of the historic buildings on Cambridge Street and the fragmentation of this historic route, and that of Burgess Street, through the insertion of Plot H/J, Plot B and Plot A/C, would be harmful to this part of the conservation area and the setting of Leah's Yard. They are particularly concerned about the loss of 24-26 Cambridge Street, i.e. the Tap and Tankard Public House and adjoining shop.
- 9.80 HE are also concerned about the massing and height of a number of the proposed plots, in particular the relationship of Plots B, E and HJ with adjacent heritage assets and their impact on views within and out of the conservation area.
- 9.81 While HE acknowledge the Council's long-term aspiration to develop shopping in this area, they are concerned by the extent of demolition of heritage assets and the loss of historic streets. Specifically they consider that

the demolition of heritage assets on Cambridge Street would rob Leah's Yard of its surviving historic context and that New Fargate would result in the total disintegration of the grid pattern of dense nineteenth century development which characterises this part of the conservation area and is a key component of its significance. This, they say, is a harmful impact which in their view is neither justified nor necessary.

- 9.82 Your officers agree that the loss of a substantial number of unlisted buildings which make a positive contribution to the character and significance of the City Centre Conservation Area would have a harmful impact on the conservation area, as well as the setting of Leah's Yard (the latter was discussed at paragraphs 9.26 to 9.46). However, the proposed demolitions are not considered to cause substantial harm because the contribution these buildings make to the significance of the conservation area is constrained by the impact that the existing John Lewis department store, Premier House, the Grosvenor Hotel and other inappropriate interventions in the vicinity have already had on the character and appearance of the area. Moreover, efforts have been made to retain elements of the historic street pattern, including the central portion of Cambridge Street and the lower section of Burgess Street. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm need only be weighed against the public benefits of the proposal.
- 9.83 As discussed in Section 8, the planning application refers to the testing of several options for the layout of the SRQ, including the optimum location of the department store. The new anchor store must create a focus for the development and draw footfall away from established routes and, in order to achieve this, the new layouts need to be legible and easy to understand and move around.
- 9.84 The current alignment of Fargate, and its position as the city's prime retail pitch, provided an opportunity for creating a strong connection through the site. However, the alignment of New Fargate was fixed by the following geometries:
- Marks and Spencers, a large established freehold unit which forms an important anchor to the east of the SRQ.
  - Numbers 2-6 Pinstone Street, adjacent Town Hall Square, sit in a prominent location and have an attractive, late Victorian stone façade which makes a significant contribution to the streetscene and the setting of the grade I listed Town Hall.
  - Leah's Yard is a grade II\* listed building. It provides a northern limit of deviation for New Fargate.
- 9.85 These fixed points defined the route of New Fargate and helped to generate a

scheme which, as well as being legible and easy to navigate, overcomes the severance between Fargate and the Moor and provides a critical mass of new retail floor space, in particular the larger premises currently absent in the Primary Shopping Area.

- 9.86 It could be argued that a sizeable quantity of additional retail floorspace could be developed in a more organic way, by removing buildings of little character and utilising vacant land, while any buildings of character are retained. However, the opportunity for this to happen has existed for many years during which there has been negligible retail development and the position of Sheffield as a shopping centre has continued to decline.
- 9.87 HE's concerns about the relationship of Plots B, E and HJ with adjacent heritage assets and their impact on views within and out of the conservation area have been considered. It is generally accepted that a balance must be struck between the limits for development set by the submitted parameter plans, the requirement to deliver a viable quantum of development, and the impact of the development on the western fringe of the City Centre Conservation Area and a number of important heritage assets. On balance, and for the many reasons previously stated, Officers are satisfied that a scheme which will not detract from the Conservation Area is achievable and that the harmful impact of the proposed SRQ on the City Centre Conservation Area is outweighed by public benefits.

### **Designated Heritage Assets Outside the Site Boundary**

#### Town Hall

- 9.88 The grade I listed Town Hall was built between 1890 and 1897 to the award winning designs of E.W Mountford (1855-1908) in a competition judged by Alfred Waterhouse. It was opened by Queen Victoria.
- 9.89 The Town Hall was first extended in 1923. In 1977 additional space was provided in the form of the 'Town Hall Extension' (also known as the 'Egg Box') which was connected to the Town Hall by a glazed link bridge. The latter addition was demolished in 2002 to make way for the Heart of the City developments. The Town Hall overlooks the application site and the retained Pinstone Street facades.
- 9.90 The Heritage Value of the Town Hall is high and it has considerable aesthetic value both in relation to its grand civic exterior and the richly decorated interior. The scale of the building, and its asymmetrical tower, contributes to its standing as a focal point of the City Centre Conservation Area.
- 9.91 The Town Hall has historic value for its associations with Sheffield and the development of the City during the late nineteenth and early twentieth centuries, and it has particular communal value as a result of its civic use.

- 9.92 Aspects of the setting of the Town Hall which contribute to its significance include the strong and repetitive form of the Pinstone Street façade opposite, and the Peace Gardens, a modern and heavily used public space to the south-west on the site of the former St Paul's Church and garden. Town Hall Square, the space in front of the Town Hall, was formed by the road widening scheme of the late nineteenth century.
- 9.93 The proposed development will seek to improve both the physical and visual connections between Fargate and New Fargate, impacting on the appearance of Town Hall Square and the setting of the Town Hall. However, these changes should result in net improvements to the public realm and enhance the setting of the Town Hall.
- 9.94 Views of block AC will be seen from the Town Hall. However, the scale of development is restricted and any increase in height set well back from the Pinstone Street frontage. Subject to the use of high quality materials and detailing, it is considered that the proposals will not harm the setting of the Town Hall.

#### City Hall

- 9.95 The grade II\* listed City Hall, on the northern side of Barker's Pool, was designed by E. Vincent Harris and opened in 1932. The result of another competition, the brief was originally for one large and one small hall, but it was expanded to include a ballroom, bars and ancillary accommodation.
- 9.96 The Heritage Value of the City Hall is described as high. It is built in a Classical Revival style and considered to be a fine example of inter-war civic buildings. Its communal value is also considerable given its civic function.
- 9.97 The principal elevation of the Hall fronts Barker's Pool, a public square containing the grade II listed First World War memorial. The square, including the memorial, is considered to provide an attractive and appropriate setting for the Hall and the existing John Lewis store adequately encloses the square to the south. However, numbers 11-21 Barker's Pool (formerly the Odeon cinema) and 2-6 Cambridge Street are not considered to contribute to the setting of the City Hall.
- 9.98 The proposed development, which skirts the south side of Barker's Pool, will impact on the setting of City Hall. However, block B remains parallel to, and ties in to the cornice line of, the City Hall thus maintaining its visual primacy and protecting its setting from harm.

#### Salvation Army Citadel

- 9.99 The grade II listed Salvation Army Citadel, which opened its doors in 1894, was one of four Salvation Army halls in Sheffield. It was designed by the

architect William Gilbee Scott in a castellated style, and contained a large theatre-like auditorium with tiered seating and balconies. The Citadel was renovated in the 1950s and continued to be used by the Salvation Army until 2000, since when it the building has been vacant.

- 9.100 The Heritage Value of the Citadel is described as moderate. The principal elevation to Cross Burgess Street is attractive and heavily detailed, in contrast to the plain and undecorated Burgess Street return.
- 9.101 To the west, the setting of the Citadel is poor – a busy junction opposite the entrance to the John Lewis' car park and loading bay. To the east it is intrinsically linked to Pinstone Chambers, which was developed by the Army as shops and offices, and it faces the return elevation of Laycock House to the south.
- 9.102 The residential element of block A is potentially 2 storeys higher than the highest point of the Citadel. However, the new buildings should not be over dominant as they are separated from the rear elevation of the listed building by a service yard. Moreover, it is considered that the removal of traffic and the pedestrianized streets, as well as the intention to return the retail frontage of block C along the retained section of Burgess Street, will improve the presence and setting of the Citadel.

#### St Matthew's Church

- 9.103 The grade II listed St Matthew's Church and railings (1854-1855) were designed by Sheffield based practice Flockton and Son. The stone built church, which is located between Carver Street and Backfields, just outside the application site, was an important centre for missionary and charity activity in Sheffield in the second half of the 19<sup>th</sup> century. It has a relatively simple Gothic exterior and a rich and interesting interior including many Arts and Crafts fixtures and furnishings.
- 9.104 To the south the church adjoins St Matthew's Hall, a brick built former Clergy House and Sunday School which is described in the Urban Design Compendium as a significant building which contributes to the character of the area. The Hall forms an integral part of the setting of the church. Modern buildings to the north and west however, do little to improve the setting of the church's principal elevation.
- 9.105 The rear elevation of the church forms a group with the grade II\* listed building that forms the rear of Leah's Yard. Their relatively intimate scale is appropriate given the narrow width of Backfields, while the recent three storey extension to the rear of St. Matthew's Hall is considered to be a sympathetic addition to the streetscape.

- 9.106 The Heritage Value of St Matthew's Church is described as moderate. The church and its spire have aesthetic value, though it is the church's interior that contributes most to its significance. It has some historic and communal value given its connections to the nineteenth century and wider charitable activities.
- 9.107 Land to the south of St Matthew's Hall is currently in use as a surface level car park. Proposed block F, though separated from the Hall, will reinstate some much needed context. Furthermore, the Design Code for block F indicates that its height and appearance will be influenced by Leah's Yard. On this basis it is felt that the proposed development will contribute positively to the setting of St Matthew's Church.

#### War Memorial

- 9.108 The grade II listed War Memorial was built in the 1920s to commemorate the 5000 Sheffield men who lost their lives in the First World War. It comprises of a 27 metre high steel post topped with a bronze crown on a bronze base with life-size figures of soldiers. The Heritage Value of the memorial is described as moderate. It shares the setting of the City Hall, as described above, and forms an integral part of Barker's Pool.
- 9.109 Subject to the continued and appropriate enclosure of Barker's Pool, it is considered that the proposed development will not impact on the significance or setting of the War Memorial.

#### Aberdeen Works

- 9.110 Aberdeen Works were purpose-built silver and electro-plate works built for the manufacturer Francis Howard. The red brick building range has a U shaped plan around a narrow courtyard accessed from Division Street. The main range, which dates from 1883, faces west onto Trafalgar Street. The eastern range backs on to a row of early nineteenth century single aspect houses on Canning Street. The Works were grade II listed in 2007.
- 9.111 The setting of Aberdeen Works is protected to some extent by adjoining buildings to the north, east and south which make up the remainder of the block. Further afield, the context is a mix of old and new, but includes a grade II listed range of former houses (now shops) to the immediate north-west (105 to 125 Devonshire Street).
- 9.112 Block N of the proposed development, the multi-storey car park, is located to the south of Devonshire Lane. It comprises of 9 levels of car parking but incorporates setbacks along Trafalgar Street and Devonshire Lane designed to mitigate the effects of such a large mass on the neighbouring residential buildings and on views from the courtyard of Aberdeen Works.

9.113 The current proposals will impact on the setting of Aberdeen Works. It is considered that the set-backs, which did not feature in the extant Sevenstone scheme, do mitigate to a degree the impact of Block N by reducing the mass seen from the courtyard and bringing the immediate built form down to a scale similar to the existing office accommodation at the eastern end of Devonshire Lane. However, longer views will be more adversely affected and so, despite attempts to mitigate its impact, it is considered that block N will cause harm to the setting of Aberdeen Works.

#### 105-125 Devonshire Street

9.114 The grade II listed buildings at 105-125 Devonshire Street, which have a three bay side elevation on the western side of Trafalgar Street, were built as 10 three storey houses circa. 1840. All now have ground floor shop fronts facing onto Devonshire Street and the central block is raised and has a central pedimented window at first floor level.

9.115 The setting of these buildings is primarily formed by Devonshire Street but, as with nearby Aberdeen Works, block N will be seen in views of the listed building from the junction of Trafalgar Street and Devonshire Street. Again, the setbacks that have been incorporated along the Trafalgar Street frontage will mitigate the impact of block N and so its impact is not considered to be harmful.

9.116 A number of other grade II listed buildings lie just beyond the boundary of the SRQ, including Carmel House at 49-63 Fargate, the former Waterworks Offices at 2-12 Division Street, and the former Prudential Assurance Building at 87-89 Pinstone Street. However, it is considered that they are generally sufficient distance from the application site to avoid any direct impact on their significance or setting. However, many of them will benefit from the improved connections and public realm enhancements that will occur at the periphery of the application site.

#### **Summary and Conclusion**

9.117 As previously described, the NPPF states that, as heritage assets are irreplaceable, 'any harm or loss should require clear and convincing justification.' It goes on to advise that local planning authorities should refuse consent for development that 'will lead to substantial harm to or total loss of significance of a designated heritage asset', unless it can be demonstrated that 'the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site;
- and

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

9.118 Where development leads to less than substantial harm, the NPPF states that 'this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.'

9.119 In relation to conservation areas, the NPPF is clear that the 'loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area ... should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area ... as a whole.'

9.120 The applicant asserts that the wider economic benefits of the SRQ are justification for the scale of change and that the retention of the heritage assets identified for removal would unacceptably compromise the amount and configuration of shop units required to support this major city centre retail scheme. They also suggest that the proposals have the following heritage benefits (taken from the Planning Statement):

- The proposals incorporate the refurbishment and eventual reuse of the Grade II\* listed Leah's Yard in Cambridge Street. The building has Category D status on the Historic England *Heritage at Risk Register* and the proposals will arrest the continuing decline in its condition.
- The former Bethel Sunday School located on Cambridge Street will be partially retained. Consent for the demolition of the entire building was granted under the 2005 NRQ application. The proposals realise a viable use for this building, in a vital new setting, retaining elements of primary significance in an appropriate context.
- The proposals include the retention and integration of locally identified unlisted significant buildings that contribute to the character of the area, such as the Pepperpot building and Laycock House. This will be accompanied by the provision of a high quality hard landscaping scheme throughout the SRQ that, in conjunction with highway reconfiguration, will facilitate the pedestrianisation of some areas. In turn, this will lead to a net enhancement to the character and appearance of the Sheffield City Centre



Conservation Area, and to the way it functions, meeting wider objectives of good urban design.

- Finally, the removal of existing areas of poor townscape quality and replacement with development of high quality will enhance the setting of surrounding heritage assets. In particular, the Grade II\* listed City Hall and the Grade I listed Town Hall will be improved by urban design benefits to the surrounding environment and provision of sensitively designed development adjacent.

9.121 These assertions are generally supported, as is the analysis that has defined the scale and layout of the current proposals. The proposed development is both necessary and sustainable and will bring about substantial economic and social gains and many positive improvements in the quality of the built environment in the city centre.

9.122 Regard has also been had to the desirability of preserving the heritage assets affected by the proposals and Officers are reasonably content – subject perhaps to further discussions relating to the extent of demolition of the listed Sunday School – that the proposals limit harm to the significance and setting of the many designated and undesignated heritage assets affected by the proposals and that the opportunity the SRQ scheme presents to secure the refurbishment and re-use of the grade II\* listed Leah’s Yard is a significant benefit. It is considered that the impact of the development on the significance of Leah’s Yard as a result of the demolition of adjoining buildings is harmful, but does not amount to significant harm and, in any case, is outweighed by substantial public benefits that outweigh that harm.

9.123 Those same demolitions will undoubtedly have a negative effect on the character and appearance of Cambridge Street and cause harm to the City Centre Conservation Area. However, the Conservation Area covers a large area of the city centre and, in the context of the submitted proposals, it is considered that the degree of harm caused to the significance of the Conservation Area as a whole is within acceptable limits. Furthermore, the effect of the proposals on the setting of listed buildings in or close to the site has been assessed and it is concluded that none will be adversely affected.

9.124 It is concluded that the harm to and loss of heritage assets is unfortunate, and that opportunities to minimise that harm and loss will be sought wherever possible, but that the benefits to the City of the currently proposed SRQ scheme outweigh the injury to the City’s heritage and adequately meet the requirements of the NPPF.

## 10. Highways and Transport

- 10.1 The City Centre Masterplan, the Urban Design Compendium and the Design and Development Framework Document for The Moor (2004) all make reference to the City's long held ambition to improve pedestrian links between the Moor and surrounding areas. In particular, the Design and Development Framework for The Moor describes the need, at Charter Square, to improve accessibility, subordinate traffic and create a sense of place. With the demolition of the Grosvenor Hotel due to commence in late 2016, the Highway Authority have now committed to carrying out a scheme of works to improve pedestrian and cyclist connectivity across Charter Square.
- 10.2 Whilst this is a positive step, which also reflects the long term aims of the SRQ proposals, this committed scheme makes some changes compared with the baseline condition assessed in the Transport Assessment (TA), which was based on the current layout of Charter Square. It is important to note that the baseline for any future assessment will be the committed highway authority scheme, though the end result of the highway and transport proposals are expected to remain broadly the same.
- 10.3 The outline planning application for the SRQ includes a TA which examines the predicted travel demand, movement patterns and potential transport impacts arising from the proposed SRQ development. The TA, as originally submitted, was based on a scenario whereby buses were to be removed from Pinstone Street and re-routed through the city centre via Rockingham Street and Arundel Gate, thus allowing for the option to pedestrianise Pinstone Street at some point in the future. In addition, the proposals sought to achieve vehicular access to both the multi storey car park and the anchor store car park (in blocks M and N) from both the north and south.
- 10.4 Following a period of consultation and assessment it became clear that the relocation of buses from Pinstone Street, and the desire to achieve maximum vehicular accessibility to the car parks, raised a number of potentially significant issues including concerns from public transport providers and harmful environmental impacts on parts of the Devonshire Quarter, in particular some of the residential streets surrounding block N. In order to address these issues the proposals have been revised and the applicant has submitted an addendum to the TA, dated 19<sup>th</sup> February 2016, which retains buses on Pinstone Street and relies on Rockingham Street to provide access to the SRQ car parks. The amended proposals route cars to the anchor store and multi-storey car parks via Rockingham Street from the north, and to the multi-storey car park only via Rockingham Street from the south.

- 10.5 Against these changes, this section considers key national and local transport policies, proposed car parking provision and routes to the new car parks, access for public transport, cycle routes, servicing, the management of the public realm, travel demand and traffic modelling.

### **Transport Policy Context**

- 10.6 Chapter 4 of the National Planning Policy Framework (NPPF) discusses how development should promote sustainable transport, stating that ‘all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment’. It goes on to establish a number of principles that plans and decisions should take account of, including whether:
- ‘The opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
  - Safe and suitable access to the site can be achieved for all people; and
  - Improvements can be undertaken within the transport network that cost effectively limits the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe’ (para.32).
- 10.7 The NPPF states that developments should be located and designed where practical to:
- ‘Accommodate the efficient delivery of goods and supplies;
  - Give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
  - Create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
  - Incorporate facilities for charging plug-in and other ultra-low emission vehicles; and
  - Consider the needs of people with disabilities by all modes of transport’ (para. 35).
- 10.8 Transport features in a number of the objectives identified in Sheffield’s Core Strategy, objectives which are intended to help manage the tensions between the need for mobility and choice on the one hand and those of minimising congestion and promoting good health on the other. The following policies are the most relevant to the SRQ.
- 10.9 Policy CS 51 (Transport Priorities) states that the strategic priorities for transport are:
- Promoting choice by developing alternatives to the car;

- Maximising accessibility;
- Containing congestion levels;
- Improving air quality;
- Improving road safety; and
- Supporting economic objectives through demand management and sustainable travel initiatives.

10.10 Whilst aiming to reduce the distances that people need to travel, the Core Strategy recognises that it is also important to plan for those trips that still need to be made by promoting sustainable modes of travel and managing demand for travel patterns that would otherwise be unsustainable. Policy CS53 (Management of Demand for Travel) advises that the increasing demand for travel in all parts of the city will be managed by:

- promoting good quality public transport and routes for walking and cycling to broaden the choice of modes of travel;
- making best use of existing road capacity through the use of variable-message signing and Intelligent Transport Systems;
- implementing Travel Plans for new developments to maximise the use of sustainable forms of travel and mitigate the negative impacts of transport, particularly congestion and vehicle emissions;
- active promotion of more efficient and sustainable use of vehicles through car clubs, car sharing to increase vehicle occupancy and incentives for using alternatively fuelled vehicles. These will be associated with new residential and commercial developments and particularly in the City Centre;
- managing public car parking to reduce long-stay commuter parking in favour of short-stay and providing long-stay park-and-ride facilities near the edge of the main urban area;
- creating Controlled Parking Zones to manage traffic levels in constrained locations and encourage the use of more sustainable modes of travel, with priority to:
  - i. the City Centre;
  - ii. the Peripheral Residential Parking Zone around the City Centre, incorporating Broomhill, Sharrow, Broomhall and Crookesmoor;
  - iii. the eastern end of the Lower Don Valley, including Atlas and Carbrook;
- applying maximum parking standards for all new developments to manage the provision of private parking spaces.

10.11 Policy CS54 (Pedestrian Routes) seeks to encourage trips made on foot by seeking improvements to the pedestrian environment, with access into the city centre a priority.

- 10.12 Cycling is a sustainable and growing form of travel for short to medium length journeys in the city. CS55 (Cycling Routes) seeks to increase the number of cyclists and improve safety by developing a cycle network with emphasis on employment locations, including the city centre.
- 10.13 The Core Strategy also notes that, in order to achieve a more accessible City Centre and support its economic transformation, larger, higher quality car parks are needed to provide the level of accessibility and security required to encourage people to visit the City, stay longer and boost the economy. Policy CS57 (Park and Ride and Car Parking in the City Centre) seeks to increase short-stay parking provision in the City Centre to 9,500 spaces. Pricing policies will be implemented to favour short-stay over long-stay parking.
- 10.14 Policy CS60 (Transport in the City Centre) aims to manage the transport network into and within the city centre to support the development of its core city functions. In addition to providing a range of public transport improvements and additional short stay parking spaces, the policy seeks to help people find their way around the city centre by extending the Connect Sheffield project to all areas, including the new retail quarter.
- 10.15 Finally, policy CS61 (Pedestrian Environment in the City Centre) promotes further improvements to the pedestrian environment by establishing Pedestrian Priority Zones in areas including the new retail quarter.

### **Car Parking Provision and Routes to the Car Parks**

- 10.16 Two multi-storey car parks are proposed to serve the SRQ, one attached to and serving the anchor department store to the east of Rockingham Street (with a capacity of 828 spaces) and one on the western side of Rockingham Street (with a capacity of 1332 spaces) serving the rest of the SRQ and the city centre generally. Disabled and parent and child parking spaces are mixed in with this provision at 6% of the overall total.
- 10.17 On weekdays it is estimated that 500 parking spaces will be required for the proposed office uses. 69 dedicated parking spaces are proposed in a basement car park beneath Block H/J, accessed via Pinstone Street. The remaining weekday office demand (431 spaces) would be accommodated in the stand-alone multi-storey car park when shopping demand is lower.
- 10.18 No car parking provision is being made for the residential elements of the scheme. Residents with cars would be expected to use the existing city centre car parks.
- 10.19 Seventeen (17) Click and Collect parking spaces are proposed in a small car park to the immediate north of the anchor department store, accessed via Rockingham Street.

- 10.20 In total, up to 2250 car parking spaces are proposed within the SRQ. This figure was derived from a combination of footfall data from other similar scale/type shopping centres (specifically the modal share of that footfall that travels by car) along with interrogation of the computer database TRICS, which holds empirical survey information of traffic generation and parking provision for different types of development. The level of proposed car parking is very similar to that approved in the extant Sevenstone consent and, takes into account the loss of 1268 existing car parking spaces (in car parks and on-street). Officers therefore consider that the proposed number of parking spaces falls within acceptable limits.
- 10.21 Access to both multi-storey car parks will be restricted to the amended routes by the imposition of Traffic Regulation Orders and junction geometry. The simplified access routes will not only be easier to navigate, but they take traffic away from the more sensitive noise and air quality receptors on local routes, including Trafalgar Street, Westfield Terrace and Devonshire Lane, in order to reduce the impact of the development at these locations.
- 10.22 A key element in the success of the routing strategy will be the implementation of a coherent network of traffic direction signs, including Variable Message Systems (VMS). Signing to the two SRQ multi-storey car parks will need to be developed in conjunction with signing to existing city centre car parks, in order direct motorists to the most the appropriate site.

#### **Access for Public Transport**

- 10.23 As previously described, the revised proposals retain existing bus services on Pinstone Street. Therefore key routes serving the SRQ will be via West Street for both trams and buses, with bus services also running along Pinstone Street, Charter Row, Arundel Gate and Eyre Street. The proposals involve building upon the Highway Authority scheme for Charter Square through the implementation of bus gates to provide a two-way route for buses, taxis and cyclists only. It is felt that removing the private car from Charter Square will further enhance the public realm and improve pedestrian and cycle connectivity between the SRQ, the Moor and Pinstone Street.
- 10.24 The existing taxi rank at Barkers Pool will be retained and is well located to serve the SRQ. The TA suggests that a new rank should be provided on Union Street. Some taxi routes would be revised as a consequence of the SRQ, but not significantly.
- 10.25 The Institute of Highways and Transportation recommends maximum walking distances should not exceed 400 metres. The combination of trams, buses and taxis will ensure that users of these modes of travel have good access to the city centre, with all parts of the SRQ within 400 metres of a bus or tram stop. Moreover, the pedestrianisation of a number of streets in the SRQ will

improve the pedestrian experience by creating a safer and more attractive environment.

- 10.26 In addition, while the SRQ will be easily accessible by public transport, it is acknowledged that a large number of trips to the site will be made in cars. The SRQ Travel Plan will seek to ensure that visitors and staff to the site are fully aware of the travel choices available to them and that the maximum opportunity is taken to promote sustainable travel options.

### **Cycle Routes**

- 10.27 No 'streets' within the SRQ will exclude cyclists, though owing to a combination of footfall and the physical geometry of the streets, some will be more attractive for cyclists to use than others. This is consistent with the Council's aspirations for city centre cycling.
- 10.28 It is envisaged that commuter movements for cyclists though the SRQ along a north-south axis will be provided via Trafalgar Street. For cycle commuter movements along the east-west axis, the route is provided via Division Street, Barkers Pool and Surrey Street. A route is also available along Charles Street, Cross Burgess Street and Wellington Street. The revised planning application submission has simplified the routes for customers driving to the two multi-storey car parks, which in turn has reduced the amount of vehicular traffic on most of the above-mentioned cycle routes. Primary cycle routes will also be improved/provided along the southern edge of the SRQ from Charter Row, through Charter Square to Moorhead, where the options will be to turn north onto Pinstone Street or to continue to Furnival Square.
- 10.29 The drawings (preliminary designs) contained within the original planning submission were the subject of a Stage 1 Road Safety Audit (RSA1) which highlighted a number of cycling safety concerns (and offered potential solutions). CycleSheffield also raised a number concerns through the consultation process which focus on maintaining the continuity of cycle routes and avoiding conflict hot-spots with vehicles and pedestrians. Most of the original drawings have been superseded by the revised planning submission, which triggers the need for an updated RSA1 and while more work is required in order to develop the detailed proposals, preferably with the involvement of CycleSheffield, the proposed strategy of high quality primary routes around the edge of the SRQ, secondary commuter routes through the site and access to all areas for cyclists, is considered to be sound.
- 10.30 Cycle parking will be provided throughout the SRQ as well as in a Cycle Hub, currently located within the western multi-storey car park. The hub will provide secure long stay parking as well as other facilities including showers, changing rooms and lockers. There is also potential for a cycle repair facility. Vehicular traffic heading to and from both multi-storey car parks will be heavy

at times, which is not ideal for cyclists accessing the hub. It is considered that further thought needs to be given to the location of the hub.

### **Servicing**

- 10.31 The SRQ's main service yard is located under the proposed department store and is accessed via Rockingham Street. Service vehicles will approach and leave the yard via Charter Row, avoiding the approach from the north as the topography of the West Street/Rockingham Street is unsuitable for HGVs and slow moving vehicles setting off from the traffic lights would disrupt bus and tram services along West Street.
- 10.32 From the main service yard, corridors will be constructed to trolley goods to a large proportion of retail units, leaving blocks B, D, F and G to be serviced from on-street. The TA advises that on-street servicing would take place outside of peak pedestrian periods and would likely follow the existing restrictions on Fargate.
- 10.33 Until details are known about the actual occupants of blocks B, D, F and G, it is difficult to anticipate the number of daily off-peak deliveries. However, based on the TA survey data and the gross floor area of the blocks, it is considered that up to 20 vehicles might be expected and dwell times would be approximately 30 minutes. In these circumstances a pre-occupation planning condition would be attached to a positive recommendation requiring full details of the servicing strategy to be submitted for approval by the local planning authority. The strategy would have to ensure that the number of service vehicles entering the SRQ to deliver from on-street does not exceed the number of designated spaces at any one time. It would also specify suitable mechanisms for the developer, police and Sheffield City Council to monitor and enforce the approved strategy.
- 10.34 As a result of the amendment to retain buses on Pinstone Street, the servicing arrangements for nearby buildings on Pinstone Street and Surrey Street, including the Town Hall, would be unaffected by the SRQ. Their delivery vehicle routes and on-street servicing arrangements would remain the same.
- 10.35 Vehicles delivering to existing premises along Division Street can currently leave the area via Cambridge Street and Wellington Street to Charter Square. The SRQ results in the closure of Cambridge Street, severing this exit route. Backfields is an alternative route, but it may not be particularly suitable for larger delivery vehicles. The plans currently submitted indicate a turning-head by the War Memorial outside the City Hall, for use by delivery vehicles and other traffic to turn and head westbound along Division Street. Your officers (and the RSA1) consider that vehicles turning and reversing in this location, where there is a high concentration of pedestrian activity and a commuter cycle route, would be unsafe. Delivery vehicles in particular can have blind spots when reversing. Further work is therefore required in order to find an



alternative solution. This might entail creating a delivery exit route via Holly Street.

### **Management of the Public Realm**

- 10.36 The development will entail the demolition of a large number of existing buildings within the site boundary. Some of the new buildings will encroach into what is currently adopted public highway. Where this happens, those sections of highway will need to be formally stopped-up.
- 10.37 The application proposes that the public realm surrounding the new buildings also be stopped-up. The pros and cons of whether the public realm should remain adopted public highway or effectively be privatised are still being weighed up and this report does not attempt to conclude the matter. If, however, the public realm is retained as adopted highway, public access to the SRQ site can be maintained 24 hours a day, 7 days a week and the local authority and police force can continue to enforce Traffic Regulation Orders which allow permeability through the development by pedestrians, cyclists and on-street service vehicles (and penalise any abuse). In this instance the developer would be asked to enter into a maintenance agreement in order to secure the upkeep of the public realm, similar to the ones covering the Peace Gardens, Fargate, Barkers Pool and Sheaf Square.
- 10.38 If the decision is taken to stop-up and privatise the streets within the application site, a legal agreement will be required in order to ensure public access is maintained at all times. Without such an agreement, it would be possible for the landowner to restrict access to the SRQ (similar to Meadowhall closing at night-time). Restricting permeability for pedestrians and cyclists would significantly increase travel distances and journey times. In addition, stopping up would significantly diminish the powers of the local authority and police force on issues such as on-street servicing. If servicing took place in inappropriate areas, at inappropriate times, or in a manner that might compromise health and safety, the landowner would be responsible for taking appropriate action.
- 10.39 Unlike the Sevenstone scheme, the current proposals seek to build upon the historic street pattern to create a series of seamless open streets and spaces. This is considered to be a particularly positive aspect of the proposal. However, to be fully successful, it is considered that those streets and spaces should remain open to the public 24 hours a day.

### **Predicted Travel Demand and Traffic Modelling**

- 10.40 Vehicular activity on the city's highway network was been modelled for a number of years using Aimsun, a real-time micro-simulation of how traffic builds up and dissipates. The software produces a visual representation of the road layout, with different types of vehicle (i.e. buses, trams, circulating

traffic not directly linked with a development proposal and trips generated by a development proposal) represented by coloured dots which are seen to move through the network. Tables can be abstracted from the model giving, for instance, journey times along selected routes (sub-paths). This is the modelling tool that has been used to test the implications of additional trips on the highway network associated with the SRQ.

- 10.41 The number of trips generated by the proposed development was determined using both the Retail Impact Assessment and TRICS (a national database of trip rates for developments in the UK). These trips were then assigned to the network along the new routes proposed as a result of the SRQ, to build a 2015 base model. It should be noted that the 2015 base model did not include the now committed Highway Authority scheme for Charter Square. If it had, the journey times referred to in the SRQ TA, and included in this report, would have been different (less of a step change) as some of the changes to the way traffic circulates in the city centre would have already been delivered.
- 10.42 The 2015 base model was then assessed against two comparator models:
1. 2021 Do Minimum – This scenario was developed from the 2015 base model, but includes the following 3 committed developments: the University of Sheffield Master Plan; the City’s ‘Grey to Green’ project, and; the Bridgehouses Traffic Improvement Plan.
  2. 2021 Do Something (SRQ) – This scenario was developed from the 2021 Do Minimum Scenario, but also includes changes to the highway network and additional traffic associated with the SRQ.
- 10.43 The periods modelled were the weekday AM peak hour (0800 – 0900 hrs) and the weekday PM peak hour (1700 – 1800 hrs). In both instances the base models were developed using real traffic count survey information. Modelling of the Saturday peak (0900 – 1000 hrs) is developed from less certain base conditions as there is no real traffic count survey information available. Instead, the weekday AM trip pattern for 0900 – 1000 hrs was factored by 70% as a ‘best estimate’ of likely traffic conditions at the weekend.
- 10.44 The following are a small selection of the journey time comparisons between the Do Minimum and Do Something scenarios.
- Bus Sub-Path 1** (Starting at Gell Street, east along West Street, right onto Leopold Street, along Pinstone Street, left onto Furnival Square and left along Arundel Gate to Castle Square) weekdays:
- Do Minimum AM Peak 13 minutes 16 seconds;
  - Do Something AM Peak 12 minutes 45 seconds;
  - Do Minimum PM Peak 12 minutes 55 seconds; and
  - Do Something PM Peak 14 minutes 23 seconds.

**Bus Sub-Path 3** (Starting at Castle Square, west along High Street, left onto Leopold Street, along Pinstone Street then, under the Do Minimum scenario, left to Furnival Square, U-turn back to Charter Square, then down Charter Row. Under the Do Something scenario turn right from Pinstone Street to Charter Square (which has a Bus Gate), before again heading down Charter Row) weekdays:

- Do Minimum AM Peak 9 minutes 40 seconds;
- Do Something AM Peak 6 minutes 12 seconds;
- Do Minimum PM Peak 7 minutes 36 seconds; and
- Do Something PM Peak 6 minutes 39 seconds.

10.45 A total of 7 bus sub-paths were tested. The micro-simulations involve 12 replications for each scenario in each modelling peak, and the average journey time every 15 minutes for all vehicles travelling on each sub-path was collected for each replication. All of the data was sense checked to ensure that any anomalies are not included in the analysis.

10.46 The analysis for buses between the Do Minimum and Do Something scenarios shows very little change in journey times during the weekday AM Peak, though a saving of 3 minutes 29 seconds is made on Sub-path 3 as a consequence of removing the U-turn from Furnival Square. For the weekday PM Peak, as a result of the increase in traffic generated by the SRQ and signal timing changes made to accommodate development trips, some bus journey times are predicted to increase. As seen above, Sub-path 1 rises from a journey time of 12 minutes 55 seconds to 14 minutes 23 seconds, an increase of 1 minute 28 seconds. Sub-path 2 increases by 2 minutes 6 seconds. These are the two largest jumps. The other bus sub-paths vary in increased in journey times at the PM Peak between 30 seconds and 1 minute.

10.47 The scale of the increased journey times for buses during the PM Peak is not considered to be unreasonable given the evening trip generation associated with the SRQ. For the AM Peak, journey times generally remain the same, or are reduced.

10.48 In relation to journey times to and from the two main multi-storey car parks:

**Shoppers accessing the two multi-storey car parks Sub-Path 1** (Leave Brook Hill Roundabout via Broad Lane, turn right onto Rockingham Street, access the car parks):

- Weekday Do Something AM Peak 3 minutes 42 seconds;
- Weekday Do Something PM Peak 4 minutes 17 seconds; and
- Saturday Do Something AM Peak 5 minutes 58 seconds.

**Shoppers accessing the western multi-storey car park Sub-Path 8** (Leave Moore Street Roundabout via Charter Row, turn left onto Rockingham Street, access the car park):

- Weekday Do Minimum AM Peak 1 minute 9 seconds;
- Weekday Do Something AM Peak 0 minutes 44 seconds;
- Weekday Do Minimum PM Peak 0 minutes 45 seconds;
- Weekday Do Something PM Peak 1 minute 17 seconds;
- Saturday Do Minimum AM Peak 0 minutes 48 seconds and
- Saturday Do Something AM Peak 1 minute 11 seconds.

**Shoppers leaving the two multi-storey car parks Sub-Path 4** (Leave both car parks via Rockingham Street, head north to join Broad Lane for destinations to the east or west. The northbound exit is the only route available for the department store car park):

- Weekday Do Minimum AM Peak 7 minutes 29 seconds;
- Weekday Do Something AM Peak 1 minute 46 seconds;
- Weekday Do Minimum PM Peak 1 minute 39 seconds;
- Weekday Do Something PM Peak 2 minutes 6 seconds;
- Saturday Do Minimum AM Peak 3 minutes 33 seconds and
- Saturday Do Something AM Peak 2 minutes 17 seconds.

**Shoppers leaving the western multi-storey car park Sub-Path 10** (Leave via Wellington Street, turn left onto Fitzwilliam Street, right onto Charter Row and Moore Street Roundabout):

- Weekday Do Minimum AM Peak 1 minute 42 seconds;
- Weekday Do Something AM Peak 1 minute 54 seconds;
- Weekday Do Minimum PM Peak 4 minutes 5 seconds;
- Weekday Do Something PM Peak 8 minutes 58 seconds;
- Saturday Do Minimum AM Peak 1 minute 20 seconds; and
- Saturday Do Something AM Peak 1 minute 50 seconds.

10.49 The analysis of sub-paths to and from the car parks appears to reinforce the fact that the busiest times are during the Weekday PM and Saturday AM. However, and despite revisions which route all car park traffic to Rockingham Street either via Brook Hill Roundabout or Moore Street Roundabout in order to remove development trips from some of the more sensitive streets, the local highway network appears able to accommodate the SRQ traffic, with some congestion at peak times. That said, it is accepted that the results are a worst-case scenario and that, with efficient travel planning, the spikes of peak

activity associated with the SRQ could be spread more evenly. Moreover, if the retail offer (and complementary uses such as the bars and restaurants) extends beyond the traditional peak periods, it would help to dissipate rush-hour queues and delays. Variable Message Signs (VMS) can also be used to spread the pressure by guiding motorists to the nearest city centre car park (not just the SRQ car parks).

10.50 In relation to journey times on selected stretches of the IRR:

**Sub-Path 26** (Covers the southbound section of the inner ring road from Park Square to Granville Square):

- Weekday Do Minimum AM Peak 2 minutes 1 second;
- Weekday Do Something AM Peak 2 minutes 6 seconds;
- Weekday Do Minimum PM Peak 1 minute 59 seconds;
- Weekday Do Something PM Peak 2 minutes 23 seconds;
- Saturday Do Minimum AM Peak 1 minute 41 seconds; and
- Saturday Do Something AM Peak 1 minute 41 seconds.

**Sub-Path 24** (Covers the westbound section of the inner ring road from Granville Square to Bramall Lane):

- Weekday Do Minimum AM Peak 1 minute 49 seconds;
- Weekday Do Something AM Peak 3 minutes 35 seconds;
- Weekday Do Minimum PM Peak 2 minutes 1 second;
- Weekday Do Something PM Peak 5 minutes 17 seconds;
- Saturday Do Minimum AM Peak 0 minutes 56 seconds; and
- Saturday Do Something AM Peak 0 minutes 60 seconds.

**Sub-Path 11** (Covers the northbound section of the inner ring road from Bramall Lane to Brook Hill Roundabout):

- Weekday Do Minimum AM Peak 3 minutes 34 seconds;
- Weekday Do Something AM Peak 6 minutes 7 seconds;
- Weekday Do Minimum PM Peak 6 minutes 49 seconds;
- Weekday Do Something PM Peak 9 minutes 7 seconds;
- Saturday Do Minimum AM Peak 2 minutes 9 seconds; and
- Saturday Do Something AM Peak 3 minutes 20 seconds.

10.51 The analysis of journey times for traffic on the inner ring road between the Do Minimum and Do Something scenarios highlights additional congestion in the Granville Square area and along the southern and western sections of the

IRR, more so in the PM Peak than the AM Peak. However Saturday journey times appear largely unaffected.

- 10.52 The SRQ scheme generates a significant volume of traffic on the wider highway network, including the IRR. As the proposals seek to restrict movements through the city centre, at Charter Row and Rockingham Street, more traffic is directed to the IRR, particularly Granville Square. That said, it is understood that trip generations for the modelled peak hours were intentionally high in order to robustly assess the highway network's performance.
- 10.53 The trip generation used for the Transport Assessment is 'median' week, which is derived from average and peak week data. In reality, the level of peak hour development trips might not materialise. Road users may change their travel pattern in order to avoid peaks of congestion and, if the retail offer extends beyond the PM Peak, it would help spread the spike in activity on the highway network.
- 10.54 Sheffield Retail Quarter will result in more trips and the analysis shows that this may result in increased congestion during the PM Weekday Peak on some sections of the IRR, Rockingham Street and Wellington Street. However, the submitted Transport Assessment has demonstrated that the predicted car trips to the SRQ can broadly be accommodated on the local highway network and, whilst some routes will experience an increase in the volume of traffic, others will see a reduction (e.g. Charter Square).
- 10.55 The access principles for the SRQ now correspond with the principles established for the previously approved Sevenstone scheme and are considered to be an acceptable balance between efficient and legible routes to the two multi-storey car parks, combined with wider accessibility to the city centre by public transport, walking and cycling.

### **Highways England**

- 10.56 Highways England have reviewed the Transport Assessment and undertaken their own further analysis which revealed that during the morning peak, the impact is limited on the M1 junctions due in part to the distribution of traffic, but more so because the retail element of the development has limited traffic generation during the AM Peak. During the evening peak Highways England note that the impact would be higher, but that traffic leaving the development would be heading towards the M1 junctions and joining the backs of existing queues on the local highway network. They therefore raised no concerns regarding the PM Peak.
- 10.57 On a Saturday during both the morning peak (0900 – 1000 hrs) and afternoon peak (1300 – 1400 hrs), Highways England note that retail trips passing through the M1 junctions would be significant, but that the majority of these trips would be diverting from existing shopping destinations in and around the

Sheffield area. They are therefore not considered to be new trips passing through the M1 junctions.

- 10.58 Highways England concluded that the impact of SRQ traffic on the Strategic Road Network (M1 junctions) is unlikely to be severe. They therefore raise no objection to the proposals as amended.

### **Interim Highway Works and Phasing**

- 10.59 Given its size, the delivery of the SRQ will be in phases. Once completed, changes to the way different modes of travel permeate the City Centre will be significant. During construction, access will need to be maintained to the existing John Lewis customer car park and service bay and to other commercial premises affected by the proposals. However, the means of achieving this are still being considered. It would be usual to condition the phasing and interim highway works, though it must be pointed out that significant consultation will be required in order to maintain adequate access throughout the construction period.

### **Highway Improvements to Accommodate the SRQ**

- 10.60 The principles for accessing the SRQ have been established and generally accepted by Officers but, as described, additional work is required to update the TA and develop the preliminary highway design, ensuring that no user groups are inadvertently excluded from the scheme. The required highway improvements should aim to:
- Create legible routes to and from the multi-storey car parks (and service yard off Rockingham Street).
  - Create high quality cycle routes both through and around the SRQ and review the location of the cycle hub.
  - Remove private car through movements from Charter Square and enhance pedestrian connections to the Moor.
  - Provide controlled and un-controlled pedestrian crossings throughout the scheme (and toucan crossings where appropriate).
  - Establish the prohibition of driving (except servicing) within the SRQ, or the stopping-up of highways with legal agreements ensuring 24/7 public accessibility.
  - Improve pedestrian connectivity between Fargate and Barkers Pool.
  - Provide new Variable Message Signs (VMS) and review the VMS network for all city centre car parks.
  - Suitably alter to the timings of traffic lights around the IRR and within the city centre.
  - Introduce effective Travel Plans.
  - Provide new taxi rank(s).

This list is not exhaustive. Further discussion with user groups and an updated Road Safety Audit may see the scope of works fluctuate.

### **Conclusion**

- 10.61 Initial modelling has shown that the predicted SRQ traffic can broadly be accommodated on the local highway network, with little or no impact on the Strategic Road Network, and amended vehicular access arrangements have reduced the impact of this traffic on the surrounding areas to acceptable limits. Moreover, Officers are supportive of the proposed improvements in pedestrian and cycle connectivity, though the latter needs further consideration along with the location of the cycle hub and mechanisms for securing 24 hour access to the public realm.



## **11. Access and Facilities for People with Disabilities**

- 11.1 The proposed development comprises of a mixed use scheme based around a series of public open streets and spaces which are intended to knit naturally into Sheffield's existing urban realm. In doing so, the design must resolve large variations in levels across the site in order to achieve a high level of inclusive design and improve accessibility for pedestrians, especially those that are less able-bodied, and cyclists.
- 11.2 According to the Access section of the Design and Access Statement, the design is based upon the following aims:
- To maximise access to all parts of the development, its facilities and services for people who are residents, visitors and members of staff regardless of disability and required by local, regional and national policy.
  - To ensure that appropriate standards for accessibility are met at the outset and as part of mainstream inclusive design wherever possible.
  - To design inclusively means designing beyond the minimum requirements of the Building Regulations Part M to ensure that all people, regardless of age, sex or ability can use and enjoy the built environment.
  - To address the anticipated, substantial increase of older people in proportion to the working-age population in the near future and their needs.
  - To meet the aims of the Equality Act (2010), where applicable.
  - To follow design guidance given in relevant British Standards and other currently published good practice guidance about meeting the needs of disabled people.
- 11.3 The levels vary significantly across the application site, up to 13.5m in certain points. In general the layout of the masterplan has been designed to work with the levels and use ramped streets to connect the buildings and public spaces. The main area where this is not achievable is at the intersection of New Fargate with the new public square. Steps are proposed in this location, in conjunction with mechanical vertical circulation (lifts and escalators), to ensure that transition across the level change can be achieved by all at all times.
- 11.4 Vehicular traffic will be excluded from the main routes through the scheme with the exception of limited access for servicing, refuse collection and the emergency services.
- 11.5 Proposals to re-route buses from Pinstone Street to Rockingham Street were abandoned. However, the site will be well served by the existing bus routes

to the north, east and south – with additional bus stops likely on the new Charter Square.

- 11.6 Two new car parks will provide easy access to the proposed retail quarter. Public parking spaces for the disabled are proposed at a rate of 5% and a further 1% for parents with children. The UDP guidelines require the provision of only 1.5% of spaces to be laid out for people with disabilities. On the other hand BS 8300 guidance suggests 6% of the spaces should be made available for retail and leisure developments. Due to their size disabled parking spaces mean that the total number of parking spaces is reduced. Increasing the amount of spaces for the disabled would reduce the total amount still further or result in an increase in the massing of the car parks, neither of which is considered to be desirable. The proposed provision, being much closer to the BS standard than that of the UDP, is considered to be acceptable in this case.
- 11.7 It is envisaged that the city's existing Shop Mobility scheme will be relocated to the ground floor of the new multi-storey car park.
- 11.8 Provision will be made for public wc's across the site, including one changing place (i.e. a WC, changing/shower bed with hoist).
- 11.9 All routes into and through the SRQ will be step free, with the exception the intersection of New Fargate and the new public square as previously described, and on Cambridge Street (between New Fargate and Cross Burgess Street). On Cambridge Street the steps required to deal with the level changes will be supplemented by a public lift. All building entrances at street level will have level thresholds and each entrance to common areas will have at least one pair of automated doors. The Access Statement reports that where it is necessary to include revolving doors for security reasons, an automated pass door will be provided immediately adjacent.

## 12. Archaeology

12.1 Chapter 12 of the NPPF (Conserving and enhancing the historic environment) sets out the Government's policies relating to the historic environment. It does not distinguish between buildings, archaeology or landscape, but treats them collectively as heritage assets. However it clarifies, in paragraph 139, that 'non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.'

12.2 Chapter 8 of the submitted Environmental Statement (ES) assesses the impact of the proposed development upon known and potential archaeological assets (consideration of the archaeological potential of the standing buildings is considered in the Heritage, Townscape and Visual Effects Assessment). The assessment updates the baseline studies that were undertaken for the Sevenstone applications, though the South Yorkshire Archaeological Service (SYAS) confirmed that no archaeological work has been undertaken within the proposed development site since the 2005 ES, other than the evaluation and building recording work carried out in relation to the retail quarter itself.

12.2 The ES confirms that there are no designated archaeological assets within 500 metres of the development site. Within the site boundary there are the following non-designated archaeological assets (or find spots):

- a find spot of a roman coin hoard;
- a find spot of a post medieval cistern;
- a find spot of an undated well and wooden pipework; and
- the site of the Edge Tool Works.

There are a further 92 non-designated assets within 500 metres of the development site, the majority of which relate to the post-medieval industrial history of this part of Sheffield, though three records relate to earlier activity in the area and indicate the potential for pre-industrial archaeology remains to be present within the application site. These are:

- Bronze Age cinerary urns found in the vicinity of Bank Street in the early 19<sup>th</sup> century;
- A roman road running east-west, approximately 175 metres to the north; and
- Possible prehistoric features in Broad Street.

12.3 As part of the pre-planning works for the previous retail quarter application, 104 fieldwork events were undertaken to investigate below ground archaeological remains. An investigation in the area of the former Trafalgar and Kangaroo Works concluded that, while significant disturbance had taken

place in the northern part of this area, the central and southern areas had experienced minimal disturbance and that evidence of the former works was well preserved and of high significance. Other investigations revealed features relating to post medieval residential and industrial activity, including cellars, cobbled surfaces, walls and dump deposits. These findings concur with the conclusions of the Archaeological Desk Based Assessment produced by ARCUS in relation to the 2005 applications. It suggested that the potential for prehistoric, Roman or medieval deposits was relatively low and that twentieth century structures will have impacted on the archaeological deposits relating to the urbanisation and industrialisation of Sheffield, though there is good potential for some multi-phase archaeological remains dating from the 18<sup>th</sup> Century onwards .

- 12.4 The submitted ES concludes that, as ground works for the proposed SRQ are likely to be comparable to the Sevenstone scheme, the impact of the proposed development upon archaeological remains ranges, as before, between a Minor Adverse and a Moderate Adverse effect. In addition it is considered that the impact of the development on the triangle of land occupied by Telephone House that did not form part of the 2005 application will be Slight Adverse as the construction of the standing buildings will have impacted significantly on any archaeological remains.
- 12.5 The SRQ proposals will require the removal of most of the surviving archaeological remains from across the site. While this is unfortunate, the benefits of the scheme are considered to outweigh the losses, subject to appropriate mitigation. The proposed mitigation, as amended, involves an initial period of detailed research, followed by an assessment of the potential for the survival of below ground archaeology in conjunction with SYAS. Areas identified as experiencing Moderate Adverse effects, and areas where geophysical techniques and trial trenching have established archaeological potential, detailed archaeological investigations would be carried out after the demolition of existing structures and prior to the commencement of construction. Each area of investigation would be the subject of a site specific Written Scheme of Investigation (WSI), with clearly developed research objectives.
- 12.6 Following the completion of all on-site recording, the results will be analysed and a detailed report submitted to the Local Planning Authority. Given the scale and nature of the development proposal, it is also likely that a more general publication will be needed, to ensure that the results are made widely available.

## 13. Amenity Issues

### Noise and Vibration

- 13.1 The proposed development site covers a sizeable area and, in places, existing residential properties that could be significantly affected by noise and vibrations resulting from the demolition and construction phase of the proposed development, as well as noise from the operational phase, including traffic noise.

#### Demolition and Construction

- 13.2 The Environmental Statement (Chapter 13) assesses the likely effects of the development with respect to noise and vibration. While the methodology is well established, and involves establishing the baseline conditions through noise surveys carried out at representative locations around the site, initial concerns were raised in relation to the Noise Report (Appendix F of the ES). In particular there were concerns that problems with the method of the baseline survey, the use of this data to calculate noise thresholds, and the prediction of construction phase noise levels, had compounded to underestimate the severity of noise impacts in sensitive locations. As a result, there was concern that the recommended mitigation measures were not wholly adequate.
- 13.3 The ES addendum addresses these areas of concern and concludes that significant construction noise effects are likely at a number of nearby locations, specifically the following residential properties:
- Victoria Hall, 61 Eldon Street;
  - The Point, 1 Division Lane;
  - 35 Wellington Street; and
  - Cambridge Court, 43 Carver Street.
- 13.4 Severe impacts are also identified at the recently converted Telephone House (now student accommodation) where, as a result of the demolition of the podium, residents are likely to be subject to significant air and structure borne noise as well as disturbance from vibration.
- 13.5 Residential accommodation is the most sensitive of the neighbouring land uses and a degree of disturbance is inevitable given the scale of the proposed retail quarter. However, construction and demolition noise should not be an issue during the most sensitive evening and weekend periods, subject to appropriate controls. Other mitigation measures will also be required as part of a programme to be agreed, and is likely to include the use of site hoardings

and acoustic screens, avoiding the use of vibratory piling and, for particularly problematic activities, daytime re-housing.

### Operational Noise

- 13.6 The mix of uses proposed as part of the SRQ are generally acceptable town centre uses that do not raise any significant or unusual noise related concerns. However, controls will be required to ensure that the living conditions of existing and proposed residents are not adversely affected by plant and equipment associated with the operational phase of the development.
- 13.7 Plant and equipment will need to be designed to ensure that the total plant noise rating level (including any character correction for tonality or impulsive noise, in accordance with BS4142: 2014) does not exceed the LA90 background noise level at any time when measured at positions on the site boundary adjacent to any noise sensitive use. Noise levels at new residential properties within the site boundary will be limited to similar levels.
- 13.8 The design of commercial/licensed premises should be capable of restricting noise breakout from the building to the street to levels not exceeding the prevailing ambient noise level by more than 3dB when measured:
- i. as a 15 minute LAeq, and;
  - ii. at any one third octave band centre frequency as a 15 minute LZeq.
- 13.9 Where residential accommodation is proposed adjacent to commercial/licenced premises, noise breakout should also comply with the following:
- a. bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours);
  - b. living rooms and bedrooms: Noise Rating Curve NR30 (0700 to 2300 hours);
  - c. other habitable rooms: Noise Rating Curve NR35 (0700 to 2300 hours); and
  - d. bedrooms: LAFmax 45dB (2300 to 0700 hours).

Noise Rating Curves should be measured as an LZeq at octave band centre frequencies 31.5Hz to 8kHz.

### Traffic Noise

- 13.10 In the original ES, significant residual traffic noise impacts were predicted on three local roads - Westfield Terrace, Trafalgar Street and Devonshire Lane – all of which were access routes into the proposed SRQ car parks and all of which were bound, to varying degrees, with existing residential

accommodation. In particular the impacts at Trafalgar Street (+7dB) and Devonshire Lane (+9dB) were considerable.

- 13.11 Amendments to the car park access arrangements have resulted in less severe impacts on sensitive receptors than the previous proposals to the degree that mitigation is unlikely to be required.

### **Microclimate**

- 13.12 The SRQ proposals involve erecting buildings of large footprint and several storeys in height in close proximity to existing buildings. This may have a potentially dramatic impact on the microclimate and the level of amenity currently enjoyed by some existing buildings.

### Sunlight, Shadowing and Daylight

- 13.13 Sunlight and daylight availability and shadow studies were carried out for the proposed development in order to assess the impact of proposals on existing properties outside of the site as well future occupiers within the development and to verify that amenity areas, both within and outside of the development, are not overshadowed.
- 13.14 The assessment of sunlight and shadowing was undertaken in accordance with BS 8206: Part 2: 2008 - Lighting for buildings: code of practice for daylighting (BS 8206) and BRE report 209: 2011 - Site layout planning for daylight and sunlight: a guide to good practice (BRE 209) and a 3D computer models were used to compare the existing and proposed scenarios.
- 13.15 The Vertical Sky Component (VSC) is a measure of the daylight received on the outside of a window (or where a window could be placed). BRE 209 deems that daylight availability will be adversely affected by development if the VSC is both less than 27% and less than 0.8 times the former value.
- 13.16 Sunlight assessments calculate the annual probable sunlight hours (APSH) available at the centre of a window. The APSH is the number of hours in a year that a window can be expected to receive direct sunlight, taking account of external obstructions and the likelihood of cloud cover throughout the year. If a window can receive more than one quarter of APSH, including at least 5% during the winter months between 21 September and 21 March, then the room will still receive adequate sunlight.
- 13.17 In relation to outdoor amenity areas, BRE 209 proposes that at least half of an area should receive at least two hours of sunlight on 21 March and that if, as a result of development, an amenity area does not meet this criteria and the area which can receive two hours of sun on 21 March is less than 0.8 times its former value, then the loss of sunlight is likely to be noticeable.

- 13.18 The assessments indicate that, for future users of the proposed development, good daylighting (in excess of 5% VSC) should be achievable in 99% of the locations analysed, but that residual effects will be felt by a small number of users and mitigation may be required in these locations to prevent any significant detrimental impact.
- 13.19 The assessments also suggest that the impact of the development on sunlight availability to surrounding buildings will, in many cases be negligible. However, moderately adverse impacts will be experienced at Cambridge Court on Division Street, 45 Division Street, at Rockingham Court on Devonshire Lane, Canning Street and at 87 to 107 Pinstone Street, while the illustrative scheme would have a major adverse impact on Star House at the junction of Division Street and Carver Street, St Matthew's Church and St Matthew's House and Backfields.
- 13.20 These results suggest that blocks M and N of the illustrative scheme have the most harmful impact on surrounding buildings and that opportunities to minimise that harm, including reductions in height if necessary, should be sought wherever possible.
- 13.21 Finally, the assessments reveal that the proposed development will have a negligible impact on the public open spaces surrounding the development, with all of the areas considered meeting the targets proposed by BRE Report 209.

## Wind

- 13.22 Built development can enhance wind and affect the usability of the spaces around buildings, potentially causing unpleasant or even dangerous conditions. Therefore, a qualitative assessment of the environmental wind conditions around the proposed SRQ site was undertaken. The criteria used to describe windiness are known as the Lawson Criteria.
- 13.23 The acceptability of windiness is subjective and depends on a number of factors, most notably the activities being performed in the area being assessed. The Lawson Criteria describe acceptability for particular activities in terms of comfort and distress (or safety).

Fig 10: Lawson's Comfort Criteria

Criteria	Description
Sitting	Reading a newspaper and eating and drinking
Standing or short term sitting	Appropriate for bus stops, window shopping and building entrances



Walking or Strolling	General areas of walking and sightseeing
Business Walking	Local areas around tall buildings where people are not expected to linger

13.24 The comfort criteria are used to describe frequent wind conditions. They are the limiting criteria for comfort and so, for sensitive activities such as regular use for external eating, the conditions should be well within the 'Sitting' category.

13.25 The distress criteria define wind that most people would find so uncomfortable that they couldn't reasonably conduct normal outdoor activities until the wind event has passed.

Fig 11: Lawson's Distress Criteria

Distress Criteria	Description
General Public Access	Above which the less able and cyclists may at times find conditions physically difficult
Able-bodied Access	Above which it may become impossible at times for an able bodied person to remain standing

13.26 The assessment found that the areas most affected are those surrounding the taller blocks KL and HJ. The existing tall building within block KL, known as Telephone House, is directly exposed to the prevailing winds from the south west and it deflects some of that prevailing wind to ground level (downdrafting). This results in increased windiness around the western corner of block KL and affects the junction of Wellington Street and Rockingham Street. Thus, windiness at the proposed pedestrian crossing near the junction of Rockingham Street and Wellington Street will be 'Strolling', which will be uncomfortable at times for pedestrians standing near the crossing.

13.27 Block KL features an entrance near its western corner. Conditions at this entrance will be in exceedance of the acceptable 'Standing' criteria and local mitigation is therefore recommended.

13.28 Windiness along Wellington Street (in the passage between blocks KL and M) will be 'Standing' to 'Strolling' and generally suitable for walking use. Additional landscaping is likely to be required on Wellington Street to improve conditions for good weather use.

- 13.29 The south-western side of block HJ also causes local downdrafting of the prevailing south-westerly winds. These winds will be channelled along the passage between block KL and block HJ. It was found that wind conditions in the passage would be acceptable for walking use.
- 13.30 The proposed public square is generally sheltered from the prevailing winds from west and southwest. While there is more exposure along the southern boundary, and landscaping in the Square would be beneficial, the assessment concludes that suitable conditions for regular outdoor seating could be achieved with local mitigation.
- 13.31 The remaining blocks of the proposed development (A-F) are of similar height to each other and therefore do not present unusual aerodynamic features. Wind conditions around these blocks will be in the 'Standing' to 'Strolling' range and generally acceptable for the use of the surrounding areas.

## 14. Environmental Issues

### Air Quality

- 14.1 The National Planning Policy Framework (NPPF) sets out national policies and principles on land use planning. It states that ‘the planning system should contribute and enhance the natural and local environment by preventing both new and existing development from contributing to or being put at unacceptable risk from, or adversely effected by unacceptable levels of soil, air, water or noise pollution’ (para 109). It also advises that ‘planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan’ (para 124).
- 14.2 The SRQ site lies within a city wide Air Quality Management Area (AQMA) which was declared in 2010 due to exceedances in the annual mean and 1 hour mean nitrogen dioxide (NO<sub>2</sub>) objectives and the 24 hour mean particulate matter (PM<sub>10</sub>) objective.
- 14.3 An Air Quality Assessment (AQA) was undertaken as part of the 2015 Environmental Statement (ES) submitted with the SRQ planning applications. The assessment focuses on concentrations of nitrogen dioxide (NO<sub>2</sub>) and particle matter (PM<sub>10</sub>) less than 10 microns in size, which are largely produced by motor vehicle engines and construction dust, and which the Government has identified for control in order to protect health, as detailed in the Air Quality (England) Standard Regulations 2010.
- 14.4 The SRQ will impact on local air quality as a result of the dust generated during demolition and construction and as a result of an increase in traffic movements in the local area. The construction effects of the SRQ have been assessed using the qualitative approach described in the latest Institute of Air Quality Management (IAQM) guidance. The assessment found that, without mitigation, and as the site lies in close proximity to a number of sensitive receptors, the proposed development site would be classed as high risk and would adversely affect local air quality. However, the assessment concludes that, subject to the implementation of a range of mitigation measures, there should be no significant residual effects during the construction phase of the development. The necessary mitigation measures include:

#### Site maintenance

- Site layouts will be planned so that, as far as possible, machinery and dust causing activities re located away from sensitive receptors;
- the erection of solid screens or barriers around dusty activities or the site boundary;
- where there is a high potential for dust production, specific operations will be fully enclosed;
- site run-off will be avoided;
- site fencing, barriers and scaffolding will be kept clean using wet methods;
- stockpiles will be covered, seeded or fenced to prevent wind-bourne pollution;
- sand and other aggregates will be stored in bunded areas and not be allowed to dry out.

#### Vehicles, machinery and travel

- All vehicle engines will be switched off when stationary;
- the use of diesel or petrol powered generators will be avoided and mains electricity or battery powered equipment used where practicable;
- a maximum speed limit of 15 mph on surfaced and 10 mph on un-surfaced roads and work areas will be imposed;
- vehicles entering and leaving the site will be covered to prevent the escape of materials during transport.

#### Operations

- Only cutting, grinding and sawing equipment fitted with suitable dust suppression techniques will be used;
- an adequate water supply will be installed on site for dust and particulate matter suppression;
- chutes, conveyors and skips will be covered;
- drop heights will be minimised;
- scabbling (roughening of concrete surfaces) will be avoided if possible; and
- burning of waste material will be prohibited.

14.4 The operational impact of the SRQ on air quality is largely a consequence of the increases in traffic. The originally submitted AQA, which was based on the scenario where buses relocated from Pinstone Street to Rockingham Street and vehicular access was provided to both the multi storey car park and the anchor store car park from both the north and south, reported slight increases in predicted mean NO<sub>2</sub> concentrations at almost all receptor locations, though they continued to fall below the annual mean objective of 40 µg/m<sup>3</sup>.

14.5 In this original scenario, some currently quiet streets in and around the SRQ would have experienced extremely high increases in road traffic including

buses and, in some places, regularly queuing car park traffic. This brought into question the results of the AQA, which predicted that the development would have a negligible impact on levels of NO<sub>2</sub> and PM<sub>10</sub>. These concerns were compounded by the lack of receptors in some of the more sensitive locations and caused Officers to question whether the sizeable difference between the actual monitored levels and the predicted levels could be explained by general improvements in the emissions of vehicles alone. In addition, and in light of what is now known about the performance of Euro6 diesel vehicles, we are minded to think that the 2019 emissions factors used in the assessment scenarios were slightly optimistic and that the actual concentrations of NO<sub>2</sub> might have been higher.

- 14.6 As it became clear that the relocation of buses from Pinstone Street and the desire to achieve maximum access to the car parks raised a number of significant issues, including potentially harmful environmental impacts on parts of the Devonshire Quarter, the proposals were revised and the applicant submitted an addendum to the ES. The new assessment incorporates the amended scenario, which retains buses on Pinstone Street and relies on Rockingham Street to provide access to the SRQ car parks, added further receptors (on Trafalgar Street, Devonshire Street and Pinstone Street) and used 2014 emissions factors and background concentrations (i.e a worst case assessment).
- 14.7 Unlike the previous assessment, the amended results predict that concentrations of NO<sub>2</sub> will improve in all but 2 receptor locations and all predicted NO<sub>2</sub> concentrations are again below the annual mean objective of 40 µg/m<sup>3</sup>. The revised SRQ scheme therefore appears to show significant improvements in air quality compared to the original results.
- 14.8 However, it is generally acknowledged that roadside concentrations of NO<sub>2</sub> have not been falling, or have been increasing in recent years, despite reports that emissions of NO<sub>x</sub> (NO<sub>2</sub> and nitric oxide) are falling. There is also continuing uncertainty about the performance of, in particular, Euro 6 cars. This calls for caution and the need for mitigation measures to be considered, particularly as the site falls within an Air Quality Management Areas. Environmental Protection UK (EPUK) also suggests that 'even where pollutant concentrations are predicted to be below objective / limit values, it remains important that appropriate mitigation is included in the scheme design and that, as far as is practicable, developments should be air quality neutral'.
- 14.9 It is therefore considered that a range of mitigation measures should be considered as part of the operational stage of the SRQ. These may include:
- Reserving, by signage, 5% of car parking spaces for Zero emissions vehicles, such as electric and hydrogen, and 10% of spaces for petrol hybrid vehicles.

- Providing a capital contribution of £5,000 per annum for a period of 5 year to facilitate ongoing diffusion tube monitoring within and around the periphery of the proposed development.

### **Ground Conditions**

- 14.10 Section 12 of the originally submitted Environmental Statement examines the site's ground conditions in respect of historical land uses, geology and hydrology. It reflects on the fact that, at the turn of the 19th Century, local industries were involved in metal working and cutlery making, and the area was home to forges, electroplating works and tool works. During the 1930s a number of garages and petrol storage areas emerged, presumably to facilitate the local industries, until bomb damage during the war led to the clearance and redevelopment of much of the site. The latter half of the 20<sup>th</sup> Century saw a move towards light industrial and commercial uses. However, many of the historical land uses will have left their mark on ground conditions, including the potential for unexploded bombs.
- 14.11 The site's solid geology comprises Carboniferous Middle Coal Measures, a series of mudstones, sandstones, ironstones and coal measures, and there are two geological faults crossing the site. The southern part of the site has been mined to varying degrees and a number mine shafts have been recorded. It is therefore likely that drilling and grouting of the workings will be necessary in some areas in order to stabilise the ground before the construction of new building foundations, particularly those areas where the worked coal seams are very shallow or large multi-storey buildings are proposed. As previously reported, The Coal Authority considers that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site.
- 14.12 The bedrock beneath the site is classified as a Secondary A aquifer, the designation given to bedrock containing permeable layers capable of supporting water supplies at a local, rather than a strategic scale. Groundwater quality testing identified elevated concentrations of the inorganic contaminants cadmium, chromium, copper, nickel, selenium, sulphate, magnesium, chloride, nitrate and ammonia. The removal of soils contaminated by past industrial uses should improve the quality of the ground water which runs from the site.
- 14.13 The Environmental Protection Service (EPS) consider the Environmental Statement to be satisfactory. There are minor changes in the planning application boundary between the current application and the Sevenstone consent and no ground investigations exist for the newly incorporated areas. In addition, previous ground investigations were limited by existing buildings

and infrastructure. Therefore, further intrusive investigation will be required prior to development.

## **Ecology**

- 14.14 An Ecological Impact Assessment (EclA) was undertaken in order to assess the potential impact of the proposed development on the ecology and nature conservation interest of the site and the surrounding area. Its findings comprise Chapter 10 of the Environmental Statement.
- 14.15 While the SRQ site has limited botanical diversity, it was determined that the development would result in the significant loss of trees and shrubs, including 34 broadleaved trees. However, this loss has been mitigated for within the proposed landscape plan which includes the reinstatement of trees and shrubs on a 2:1 basis.
- 14.16 A Preliminary Ecological Appraisal was undertaken and, of the 30 buildings assessed for their bat roost potential, one was deemed to be of high potential and a further 10 were of moderate potential. The remainder had low or negligible potential. A subsequent bat survey recorded a variety of species – common pipistrelle, noctule and soprano pipistrelle – and three buildings were confirmed as common pipistrelle day roosts. Foraging activity was also recorded, though this was limited to vegetated areas and quiet courtyards.
- 14.17 European Protected Species Licenses will be required from Natural England before work can be carried out on the buildings where bat roosts have been identified. Appropriate mitigation will also be required, which is likely to include the provision of bat boxes, appropriate landscaping and controls on noise, vibration and uplighting.
- 14.18 Suitable habitat for common nesting birds (e.g. blackbird) was observed on site in the form of scrub, shrubs and broadleaved trees and a total of 15 species of birds were recorded during the site surveys. Of these, 10 were confirmed as having breeding territories within the site boundary. Species with the most breeding territories within the survey area were the pigeon, house sparrow and carrion crow. The house sparrow is a Species of Principal Importance.
- 14.19 While there is potential for Black Redstart to breed on site, and they have been recorded as recently as 2013, no black redstarts were seen or heard within the site during the 2015 surveys. Legislation requires that breeding Black Redstarts should not be disturbed.
- 14.20 To minimise harm to breeding birds, it is proposed to incorporate features into the development that are suitable for a variety of breeding birds to nest. In addition, site clearance and demolition works will be undertaken, where

possible, outside of the bird nesting season. Where this is not possible, pre-start checks for breeding birds will be carried out.

### **Sustainability**

14.21 Section 10 of the NPPF (Meeting the challenge of climate change, flooding and coastal change) states:

‘Planning plays a key role in helping shape places to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development.’

14.22 It advises that, in determining planning applications, local planning authorities should generally expect new development to comply with adopted Local Plan policies on local requirements for decentralised energy supply and to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

14.23 Action to reduce the impact of climate change is also a key part of the overall vision of the Core Strategy. Policy CS63 (Responses to Climate Change) provides a statement of actions proposed:

Action to reduce the city’s impact on climate change will include:

- a. giving priority to development in the City Centre and other areas that are well served by sustainable forms of transport; and
- b. promoting higher densities of development in locations that are well served by sustainable forms of transport; and
- c. promoting routes that encourage walking, cycling and the use of public transport; and
- d. designing development to increase energy efficiency and reduce energy consumption and carbon emissions; and
- e. promoting developments that generate renewable energy; and
- f. reducing the volume of waste disposed of in landfill sites and generating energy from waste.

Action to adapt to expected climate change will include:

- g. locating and designing development to eliminate unacceptable flood risk
- h. giving preference to development of previously developed land where this is sustainably located



- i. adopting sustainable drainage systems
- j. encouraging environments that promote biodiversity, including the city's Green Network
- k. designing development to minimise the relative heating of urban areas.

14.24 Policy CS64 (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings to be energy efficient and to use resources sustainably. It states that:

'All new buildings and conversions of existing buildings must be designed to reduce emissions of greenhouse gases and function in a changing climate. All developments will be required to:

- a. achieve a high standard of energy efficiency; and
- b. make the best use of solar energy, passive heating and cooling, natural light, and natural ventilation; and
- c. minimise the impact on existing renewable energy installations, and produce renewable energy to compensate for any loss in generation from existing installations as a result of the development.

All new buildings and conversions of existing buildings must be designed to use resources sustainably. This includes, but is not limited to:

- d. minimising water consumption and maximising water re-cycling;
- e. re-using existing buildings and vacant floors wherever possible;
- f. designing buildings flexibly from the outset to allow a wide variety of possible future uses;
- g. using sustainable materials wherever possible and making the most sustainable use of other materials;
- h. minimising waste and promoting recycling, during both construction and occupation.'

14.25 Policy CS65 (Renewable Energy and Carbon Reduction) seeks to secure the generation of energy from renewable sources, stating that:

'Where appropriate, developments will be encouraged to connect to the City Centre District Heating Scheme. Shared energy schemes within large developments or between neighbouring developments, new or existing, will also be encouraged.

All significant developments will be required, unless this can be shown not to be feasible and viable, to:

- provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy; and
- generate further renewable or low carbon energy or incorporate design measures sufficient to reduce the development's overall predicted carbon dioxide emissions by 20%. This would include the decentralised and renewable or low carbon energy required to satisfy (a).

The renewable or low carbon energy technologies must be operational before any new or converted buildings are occupied.'

14.26 The submitted Energy and Sustainability Statement demonstrates how the proposals have considered future climate change, the sustainable use of resources and low and zero carbon energy sources. It describes how the philosophy for keeping the energy demands of the development low has been, in the first instance, to reduce the energy demand of each of the blocks before looking at efficient strategies to satisfy the remaining energy demand. The designs therefore take into account the following:

#### Thermal modelling

Each of the building types has been assessed using computer based thermal modelling software to identify opportunities for reducing energy demand at an early stage.

For example, where large shop fronts are required for commercial reasons, the designs allow for relatively large areas of planar glazing. However, as the thermal and solar characteristics of planar glazing are not as efficient as comparable office or residential glazing systems, maximum height limits are recommended.

#### Thermal Envelope Performance

As a significant proportion of the development's energy demands will result from energy transfer through the thermal envelope of each building, the development seeks to deliver thermally efficient facades. U-values are proposed that are below the targets set by Building Regulations (Part L) alongside appropriate levels of glazing that will reduce the energy required to offset heat losses in winter and heat gains in summer.

#### Building Services

A range of strategies have been developed dependant on the needs of the future tenants. A Tenant Fit-Out Manual will be produced for each space type describing the minimum requirements that will allow the development to achieve Part L and a BREEAM rating of Very Good.

- 14.27 While improving the thermal performance of the building fabric will reduce energy demand, it is envisaged that some space heating will still be required. At this stage it is proposed to heat the office and retail units using either air source variant refrigerant flow (VRF) systems or by connecting to the district heating network (Veolia). Residential properties could also be heated via the Veolia network, but the required infrastructure may not be suitable or attractive to developers. Electric heaters are proposed as an alternative, provided the thermal performance of the residential fabric is high, as the infrastructure and metering strategies are far simpler than the equivalent hot water heating systems.
- 14.28 It is envisaged that mechanical cooling will not be required in residential areas, but some building types will experience internal gains that exceed the limits of passive cooling measures. Where required, energy efficient mechanical cooling systems will be provided.
- 14.29 The design seeks to make effective use of natural daylighting but it will not be possible to eliminate the requirement for natural daylighting. The Statement suggests that the use of high efficiency LED lighting in internal landlord areas and for external street lighting will result in a notable reduction in energy demand.
- 14.30 The installation of sub-meters, along with automatic computer based Building (Energy) Management Systems (BMS), has also been shown to achieve significant operational energy savings as they allow users to pinpoint areas of excessive energy consumption and address the causes accordingly. It is envisaged that sub-metering networks and Building Management Systems will be used to monitor and manage energy consumption.
- 14.31 In addition, it is proposed that:
- Natural ventilation is proposed within residential units, and potentially some offices.
  - The air handling units that serve the proposed mechanical ventilation systems will incorporate heat recovery devices.
  - Water consumption will be minimised at the point of use, and
  - Rainwater harvesting will be considered for use in office accommodation.

#### Materials

- 14.32 The development will promote the use of sustainable materials and the structures, which are typically steel frames with composite steel and concrete floors, reinforced concrete foundations and reinforced concrete basement substructure, will be designed as efficiently as possible to minimise section sizes and reduce the quantity of raw construction materials consumed.

It is proposed that all timber used on the development will come from a sustainably managed source, all concrete reinforcement will come from recycled stock, and an average of 50% cement replacement is proposed (using Pulverised Fuel Ash and Ground Granulate Blast Furnace Slag).

#### Recycling and Waste Management

- 14.33 The masterplan sought to minimise waste from the start with a strategy which minimises excavations and balances cut and fill requirements across the site as far as possible.

Where practical construction waste will be re-used where practical (e.g as backfill) and the remaining waste will be separated and recycled in order to reduce the amount sent to landfill.

#### Renewable Energy and Carbon Reduction

- 14.34 The Assessment describes how baseline energy demand calculations established the total estimated annual energy demand for the proposed development to be 27,672 MWh (megawatt hours). This results in total annual estimated carbon dioxide emissions for the development of 10,367,335 kgCO<sub>2</sub>.

A range of potential low and zero carbon energy sources have been considered for use within the proposed development:

- Photo Voltaic (PV) Panels. In the UK typical PV outputs are 130 kWh/m<sup>2</sup>. To deliver the 10% energy requirement would require a typical PV installation of 21,286 m<sup>2</sup> and a footprint of approximately 64,000 m<sup>2</sup> once shading and spacing has been taken into account. This is equivalent to half the overall SRQ site. It is therefore not considered practical to use PVs to generate the 10% energy requirement, though some PV zones are likely to be provided with an indicative area of 166m<sup>2</sup>.
- Sheffield District Heating Network. The proximity of the district heating network infrastructure means this is considered to be a viable energy source for heating and domestic hot water for the office, residential and the department store uses. As the district heating system generates heat partially from waste there is a carbon saving when compared with natural gas. An estimated 40% of the developments energy usage could be provided by utilising the district heating network.
- Gas fired combined heat and power (CHP). CHP could be accommodated within the development to deliver 27% of the predicted energy. However, utilising the district heating network is considered preferable due to difficulties the general retail elements would have complying with Part L of

the Building Regulations, the logistical complications of operating a site-wide CHP, the visual impact of flues and the associated emissions.

- Air Source Heat Pumps. Air source heat pumps could heat the retail units and offices, delivering up to 46% of the predicted development energy use.

14.35 The assessment concludes that the following range of low and zero carbon energy sources would be appropriate, with an estimated energy contribution that comfortably exceeds the 10% required by policy CS65.

Area	LZC Estimated Annual Energy Output		
	Type	kWh	% of Development Total Estimated Energy Consumption
Retail: General	Air Source Heat Pumps	6,595,629	23.8%
Retail: Anchor/ Department Store	Sheffield District Heating Network	3,337,610	12.1%
Retail: Food and Beverage	Air Source Heat Pumps	1,245,071	4.5%
Offices	Sheffield District Heating Network	4,444,560	16.1%
Residential	Sheffield District Heating Network	3,262,560	11.8%
Retail: General	PV Panels	21,580	0.08%
Offices (LEED Requirements)	PV Panels	41,600	0.15%
<b>Total</b>	-	<b>18,948,609</b>	<b>68.5%</b>

Fig 12: Estimated Energy Output and Carbon Emissions

## Trees

14.36 The Arboricultural Survey submitted with the application identifies that the number of trees within the red line boundary is rather limited, though a significant group of trees can currently be found adjacent the underpass at Charter Square and also around the perimeter of the car park off Rockingham Street.

14.37 47 trees were surveyed. They included Swedish Whitebeam, Silver Birch, Norway Maple, Hornbeam, London Plane, Oak, Turkey Oak, Ash, Cherry, Turkish Hazel, Laburnum and Silver Maple. Of these, 17 trees have been categorised as B (moderate quality and value), 1 tree has been categorised as a U (requires removal) and the remaining 25 trees have been categorised as C (low quality and value). Generally, the tree population surveyed was considered to have moderate amenity value.

- 14.38 British Standard guidance (BS5837:2012) suggests that category A and B trees should be retained where possible, and that category C trees can be retained, but it is generally accepted that they should not influence the proposed layout of new development.
- 14.39 It is highly likely that all existing trees within the red line boundary will be lost as a result of alterations to the highway and the proposed SRQ layout. While this is unfortunate, it is accepted that the amenity value of the existing trees is relatively low and their setting is generally dominated by highway. Furthermore, the Public Realm Design Codes makes it clear that trees are expected to play a significant role in the detailed treatment of the streets and spaces that define the proposed SRQ.
- 14.40 The following tree related Public Realm Codes will guide future development at the detailed design stage:

**PR11.1:** 'Tree planting locations will be carefully considered to pick up sight lines and focus views, as well as providing a more human scale within the townscape helping reinforce simple direct routes for cyclists and service/emergency vehicles.'

**PR.11.2:** 'Trees & structured planting will be used to visually contain defined spaces and break up potentially windy micro-climates.'

**PR.11.3:** 'Larger, semi-mature trees should be used to provide instant impact within the landscape and wider streetscape.'

**PR.11.4:** 'Trees should be used to create maximum impact without creating a visual barrier. This is particularly important in the spaces surrounding civic or significant buildings, where care should be taken not to obscure the grand historic architecture or important visual retail connections.'

**PR 11.5:** 'Tree species should be selected for their colour, variety seasonal interest, and sculptural form.'

**PR.11.6:** 'Tree planting can define a space both visually and physically, and can provide prominence to entrances and terracing.'

**PR.11.7:** 'Tree species should vary in response to location, scale and function.'

**PR.11.8:** 'The position of trees should be carefully considered and should help soften the hard outline of a building or emphasise the importance of a space creating a focal point. Trees should be considered where:

- there is a setback in the building line;
- the scale of the street is such that trees can be used as a space forming element, defining movement and change in use;

- there are pedestrianised areas;
- the urban fabric of the street is disjointed and trees can be used as a linking and unifying element.'

**PR.11.9:** 'Tree species should be selected for their hardiness to the urban setting and the restrictive growing conditions on site e.g. salt tolerance and drought resistance species.'

### **Drainage**

14.41 Yorkshire Water advised that the originally submitted Drainage Strategy was not acceptable. They queried the proposed discharge rate of surface water to the public sewer (of 844 litres/second) and requested that the existing and proposed surface water discharge drainage is based on a 1 in 1 year storm (rather than a 1 in 2 year storm).

Since that time an updated drainage strategy report and flood risk assessment have been submitted to Yorkshire Water and, whilst they are not yet willing to revise their stance because further investigations are required to confirm that drainage to a public sewer is viable, both Yorkshire Water and the Lead Local Flood Authority seem happy with the principal of discharging surface water to the combined sewer and applying a 30% reduction in existing discharge rates based on a 1 in 1 year storm.

## 15. Socio-Economic Effects

- 15.1 Chapter 14 of the Environmental Statement looks at the impact of the SRQ on a range of socio-economic issues such as employment, community infrastructure, deprivation and the economy. It shows that a series of beneficial socio-economic effects are likely to occur as a result of the proposed development.
- 15.2 The SRQ will represent one of the most significant construction projects in Sheffield. It will therefore have a beneficial impact on the local construction sector, generating employment and reducing income deprivation in the short term. It is estimated there will be net employment generation of around 1,219 new full time equivalent (FTE) jobs during construction across Sheffield.
- 15.3 In the longer term employment will be generated through the provision of new commercial floorspace. The ES suggests that, in total, the development could create in the region of 4,779 jobs, more than half of which are expected to be taken by local people. We know that there is capacity in the local labour market (illustrated by a local claimant count rate that is slightly higher than the national average) and the population is well educated, and includes a young student population that will benefit from short term, flexible jobs.
- 15.4 To further enhance the employment opportunities for local people, it is expected that an employment and training strategy will be developed with the city council, covering both the construction and operational phases of the development.
- 15.5 Existing community infrastructure and local amenities would be affected by a permanent and significant change in population. Approximately 100 to 150 new residential properties could be created as part of the SRQ proposals, therefore no significant change in population is expected and no new community infrastructure facilities are proposed as part of the scheme.
- 15.6 A calculation has been done to estimate the number of new school pupils which are likely to result from the development. It suggests that there could be 58 new dwellings with 2 or more bedrooms, generating 1.74 pupils per school year. This represents 12 primary, 9 secondary and 4 sixth form school pupils. However, this is considered to be an over-estimate, given that the future residents of the SRQ are less likely to be families with school-aged children. Therefore, the number of new school places required is likely to be fewer than the above figures, supporting the view that existing educational facilities are sufficient to meet any additional demand.
- 15.7 Recreation and leisure facilities are also affected by changes in population. However, with no significant increase in population expected, it follows that



there will be no significant change to the recreation and leisure resource and no new provision is proposed as part of the scheme save for a series of high quality public open spaces where people can meet and which will be designed with a degree of flexibility that will enable them to host gatherings and events.

- 15.8 There is potential for disruptive activities (e.g. construction) to affect some aspects of the local economy in the short term. However, it is considered that the city centre is likely to be resilient to disruption and that the economy will, in the long term, benefit from increased spending, increased business rates and council tax contributions and a potentially significant increase in Gross Value Added (GVA), Sheffield's contribution to the GDP, as a result of the increase in the value of the goods and services.

## **16. Community Infrastructure Levy (CIL)**

- 16.1 The Council approved the CIL Charging Schedule on 3 June 2015 and it came into effect on 15 July 2015. The Schedule adopts a matrix approach, setting out differing CIL rates for new housing, retail, hotels and student accommodation.
- 16.2 As per the Schedule, Major Retail Schemes, which includes superstores and retail warehouses with a floorspace of 3,000 square metres and is considered to apply to the SRQ, are charged at a rate of £60 per square metre. The CIL charge will apply to the whole of the net additional retail and residential floorspace. The figures will be confirmed at reserved matters stage.

## **17. The Endorsement Resolution**

17.1 As previously described, the purpose of this endorsement resolution is to confirm the general acceptability of the proposals submitted to date, recognising that the scheme is likely to evolve in response to changing operator and occupier demand, the needs of the city centre and the outstanding concerns of your officers.

17.2 Officers therefore recommend that the Planning and Highways Committee endorses the following principles of the development proposed for the SRQ in applications 15/02917/OUT, 15/02941/FUL and 15/02942/LBC (20-22 Cambridge Street), 15/02939/FUL and 15/02940/LBC (32 Cambridge Street) and 15/02938/FUL (demolition of non-listed buildings in the conservation area):

### **1. Retail Need**

That the proposed scheme:

- Responds to national planning policy requirements to invest in city centres and the objectives of the Sheffield Core Strategy to enhance the regional role of Sheffield City Centre.
- Addresses the current inadequacy of Sheffield's retail offer, in particular the difficulties that have arisen from the city centre's historically linear form.
- Would provide the quantity and quality of retail floorspace required in order to improve the City's retail offer.

### **2. Anchor Store**

The replacement of the existing department store at Barker's Pool with a new store to meet 21<sup>st</sup> century retailing needs as a key part of the scheme is supported, both to anchor the new Sheffield Retail Quarter and maintain the future vitality and viability of the city centre as a whole.

That the final position of the store is not fixed and could be altered in response to the operational needs and master planning requirements of the scheme and the trading requirements of the occupier.

### **3. Quantum and Mix of Development**

The proposed mix of retail, leisure and office floorspace is considered to be acceptable.

The inclusion of up to 38,323m<sup>2</sup> of office floorspace (use class B1) within proposed block HJ is supported and reflects the ambitions of the draft City Centre Masterplan to expand the Central Business District.

The proposals include sufficient floorspace to deliver an appropriate number of homes, in accordance with the Sheffield Strategic Housing Land Availability Assessment and the ambitions of the City Centre Masterplan.

#### **4. Layout and Built Form**

The format of the outline planning application, based on parameters or limits for development, supported by a series of plot specific Design Codes, an Urban Design Code and a Public Realm Design Code, provides a sound yet flexible basis for developing the City's retail quarter.

The limits for development set by the parameter plans strike a reasonable balance between the requirement to deliver a viable quantum of development against the constraints of the location, apart from where further work is recommended to mitigate any potential harm caused by the upper limit of development on existing built form.

The intention to build upon the historic street pattern to create a series of open streets and spaces that reinforce the distinctive character of Sheffield City Centre is welcomed.

The commitment to deliver a high quality public realm that reflects the quality of the existing public spaces within the city centre is welcomed.

#### **5. Heritage**

Although the proposals are harmful to some heritage assets, the harm is less than substantial such that the benefits to the City outweigh the injury to the City's heritage and adequately meet the requirements of the NPPF.

Where harm is caused – to the setting of the grade II\* listed Leah's Yard, as a result of the loss of a significant proportion of the grade II listed Bethel Chapel Sunday School and as a consequence of demolitions on the western fringe of the City Centre Conservation Area – opportunities to minimise that harm should be sought wherever possible.

Retention of the Victorian frontages facing onto Pinstone Street is supported as a particularly positive feature of the outline proposals.

The benefits of the SRQ are considered to outweigh the loss of archaeological remains, but that loss should be mitigated by thorough investigations and detailed reporting of remains during the implementation of any subsequent development.

## **6. Highways and Transport**

The predicted SRQ traffic can broadly be accommodated on the local highway network, with little or no impact on the Strategic Road Network.

The proposed vehicular access routes into the SRQ are acceptable and good public transport links appear to be maintained.

Pedestrianised streets and spaces will be expected to remain open to the public 24 hours a day.

The cycling strategy comprising high quality primary routes around the edge of the SRQ, secondary commuter routes through the site and access to all areas for cyclists, is sound, subject to further work on the location of the cycle hub.

Notwithstanding the Highway Authority's commitment to improve Charter Square, subsequent proposals for Charter Square, including removal of the private car, are fully supported subject to satisfactory alternative servicing and access arrangements for the existing businesses and residents affected.

The intention to maximise access for all people to all parts of the development and to design inclusively (beyond the minimum requirements of the Building Regulations Part M) is fully endorsed.

## **7. Environmental Impacts**

The EIA and supporting documentation, as amended, provides a sound basis for assessing the impact of the development on the local environment and attempting to minimise the harm it could cause.

## **8. Sustainability**

It is acknowledged that the proposed development could comfortably exceed the local policy requirement to provide a minimum of 10% of predicted energy needs from decentralised and renewable or low carbon energy.

Given the scale, nature and location of the retail quarter, and its significance for Sheffield, it is expected that, as the detailed design of the proposals evolve, every effort will be made to minimise its carbon footprint.

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## SHEFFIELD CITY COUNCIL

### Planning & Highways Committee Report

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**Report of:** Director of Development Services

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**Date:** 30<sup>th</sup> August 2016

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**Subject:** Tree Preservation Order

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**Author of Report:** Julie Watson, Urban and Environmental Design

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**Summary:** To seek confirmation of Tree Preservation Order Nr. 407 at land to the rear of 183 to 273 Greystones Rd Sheffield.

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#### **Reasons for Recommendations**

To protect trees in the interests of the amenity and biodiversity of the local environment.

#### **Recommendations**

Tree Preservation Order Nr. 407 should be confirmed unmodified.

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**Background Papers:** A) Tree Preservation Order 407 (includes Order plan)  
B) General Location Plan  
C) TEMPO evaluation (T10)

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**Category of Report:** OPEN

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REPORT TO PLANNING AND HIGHWAYS  
COMMITTEE

30<sup>th</sup> August 2016

TREE PRESERVATION ORDER NR. 407

land to the rear of 183 to 273 Greystones Rd SHEFFIELD. S11 7BT

1.0 PURPOSE OF REPORT

1.1 To seek confirmation of Tree Preservation Order Nr. 407.

2.0 BACKGROUND

2.1 Tree Preservation Order Nr. 407 was served on 8<sup>th</sup> March 2016 to protect a group of trees to the rear of the property at 183 Greystones Rd. In the interests of ensuring that all parties affected by the order were informed, Sheffield City Council served this order to all surrounding dwellings and attached it to lighting columns opposite the site on Greystones Road and opposite Hornby Court. A copy of the Order is attached as Appendix A, and a location plan as Appendix B.

2.2 At the end of 2015 a Pre-Application enquiry was received followed by a full planning application in March 2016; both showing an arrangement of 10 dwellings that would have seriously compromised the survival of mature trees on the rear site boundary. The recommendation from the Landscape Officer was to refuse the application because of the encroachment of the proposed buildings into the Root Protection Area [RPA] of the tree group in question. An earlier Planning Application in 2014 for 4 dwellings had been approved.

2.3 The tree group comprises a mix of Ash, Beech, Cherry, Holly and Sycamore of mixed ages. They are visible from Greystones Road and Greystones Close and are part of the former gardens of the large traditional stone house, outbuildings and cottages on Greystones Road. In addition they have been identified as a valuable badger habitat.

2.4 A Tree Evaluation Method for Preservation Orders (TEMPO) assessment was carried out on site by the Landscape Officer together with a Tree Officer from the Parks and Countryside's Trees and Woodlands service, and is attached as Appendix C. This assessment produced a clear recommendation for protection on amenity and ecological grounds.

2.5 The tree group was deemed to be under threat from the proposed development above and therefore it was considered expedient that a Tree Preservation Order should be made to secure their retention in the interests of amenity.

3.0 OBJECTIONS TO TREE PRESERVATION ORDER

3.1 No objections to the proposed TPO have been received.

4.0 EQUAL OPPORTUNITIES IMPLICATIONS



4.1 There are no equal opportunities implications.

## 5.0 ENVIRONMENTAL AND PROPERTY IMPLICATIONS

### 5.1 Environmental Implications.

Preservation of these trees will ensure that their amenity value will continue to benefit the area and control can be exercised over their future management. Protection of the trees is consistent with the Council's policies to protect and enhance the City's green environment.

### 5.2 Property Implications

It has been demonstrated that the Order does not prevent reasonable development of the property.

## 6.0 FINANCIAL IMPLICATIONS

6.1 There are no financial implications.

## 7.0 LEGAL IMPLICATIONS

7.1 A local authority has a duty to ensure that, where appropriate, adequate provision is made for the preservation or planting of trees when granting planning permission for any development. This may be achieved by the imposition of conditions.

7.2 Where it appears to a local authority that it is expedient in the interests of amenity to make provision for the preservation of trees or woodlands in their area, they may for that purpose make a Tree Preservation Order (TPO) (section 198, Town and Country Planning Act 1990).

7.3 A TPO may prohibit the cutting, topping, lopping or uprooting of the trees which are the subject of the order. It may also prohibit the willful damage or destruction of those trees. Any person who contravenes a TPO shall be guilty of an offence and liable to receive a fine of up to £20,000.

7.4 A local authority may choose to confirm a TPO it has made. If an order is confirmed, it will continue to have legal effect until such point as it is revoked. If an order is not confirmed, it will expire and cease to have effect 6 months after it was originally made.

7.5 A local authority may only confirm an order after considering any representations made in respect of that order. No such representation has been received.

## 8.0 RECOMMENDATIONS

8.1 It is recommended that Tree Preservation Order Nr 407, land to the rear of 183 to 273 Greystones Rd., should be confirmed unmodified.

**Tree Preservation Order**

**Town and Country Planning Act 1990**

**The Tree Preservation Order No 407 (2016)**

**Land to the rear of 183 to 273 Greystones Road, Sheffield, S11 7BT**

The Sheffield City Council, in exercise of the powers conferred on them by section 198 of the Town and Country Planning Act 1990 make the following Order—

**Citation**

1. This Order may be cited as Tree Preservation Order No 407 (2016) – Land to the rear of 183 to 273 Greystones Road, Sheffield, S11 7BT

**Interpretation**

2. (1) In this Order “the authority” means the Sheffield City Council.  
(2) In this Order any reference to a numbered section is a reference to the section so numbered in the Town and Country Planning Act 1990 and any reference to a numbered regulation is a reference to the regulation so numbered in the Town and Country Planning (Tree Preservation)(England) Regulations 2012.

**Effect**

3. (1) Subject to article 4, this Order takes effect provisionally on the date on which it is made.  
(2) Without prejudice to subsection (7) of section 198 (power to make tree preservation orders) or subsection (1) of section 200 (tree preservation orders: Forestry Commissioners) and, subject to the exceptions in regulation 14, no person shall—  
(aa) cut down, top, lop, uproot, wilfully damage, or wilfully destroy; or  
(bb) cause or permit the cutting down, topping, lopping, uprooting, wilful damage or wilful destruction of,  
any tree specified in the Schedule to this Order except with the written consent of the authority in accordance with regulations 16 and 17, or of the Secretary of State in accordance with regulation 23, and, where such consent is given subject to conditions, in accordance with those conditions.

**Application to trees to be planted pursuant to a condition**

4. In relation to any tree identified in the first column of the Schedule by the letter “C”, being a tree to be planted pursuant to a condition imposed under paragraph (a) of section 197 (planning permission to include appropriate provision for preservation and planting of trees), this Order takes effect as from the time when the tree is planted.

Dated this 8<sup>th</sup> March 2016

EXECUTED AS A DEED )  
By Sheffield City Council )  
whose common seal was )  
hereunto affixed in the presence of )

*[Handwritten Signature]*  
Duly Authorised  
Signatory



**SCHEDULE**

**Specification of trees**

**Trees specified individually**

(encircled in black on the map)

<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
	None	

**Trees specified by reference to an area**

(within a dotted black line on the map)

<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
G1	Fraxinus Excelsior (Ash) 11 No. Fagus Sylvatica (Beech) 12 No. Prunus sp. (Cherry) 5 No. Ilex Aquifolium (Holly) 2 No. Acer Pseudoplatanus (Sycamore) 3 No.	OS Grid Ref: SK 3217 8534  As shown on the plan A3/UED/808/407

**Groups of trees**

(within a broken black line on the map)

<i>Reference on map</i>	<i>Description (including number of trees of each species in the group)</i>	<i>Situation</i>
	None	

**Woodlands**

(within a continuous black line on the map)

<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
	None	





**NOTES / REVISIONS:**

**Notes:**

The use of this data is in agreement to the following statement:

I, the undersigned, Sheffield City Council, All rights reserved in Chapter IV of the Copyright, Designs and Patents Act 1988 have been generally assessed

a. All dimensions to be checked on site

b. Report any discrepancies or omissions to the Landscape Surveyor

c. This document is to be used in conjunction with the Surveyor's Report

d. This data is based on Ordnance Survey material with the permission of Ordnance Survey on behalf of the Crown copyright and database rights Ordnance Survey 100018119 2011

Trees on site excluded from the order

G1  
Group of trees enclosed in a dotted black line comprising:

- 11 no Ash - Fraxinus sylvatica
- 12 no Beech - Fagus sylvatica
- 5 no Cherry - Prunus sp.
- 2 no Holly - Ilex aquifolium
- 3 no Sycamore - Acer pseudoplatanus

<b>SHEFFIELD CITY COUNCIL</b>	
DEVELOPMENT SERVICES	
URBAN AND ENVIRONMENTAL DESIGN	
ORDER NO:	Tree Preservation Order No 407
DATE:	Land to the rear of 183 to 273 Greystones Road
SCALE:	1:500
Drawn by:	Checked by:
Date:	Issue:
Project No:	A3JUED/808/407
DATE PLANNED:	

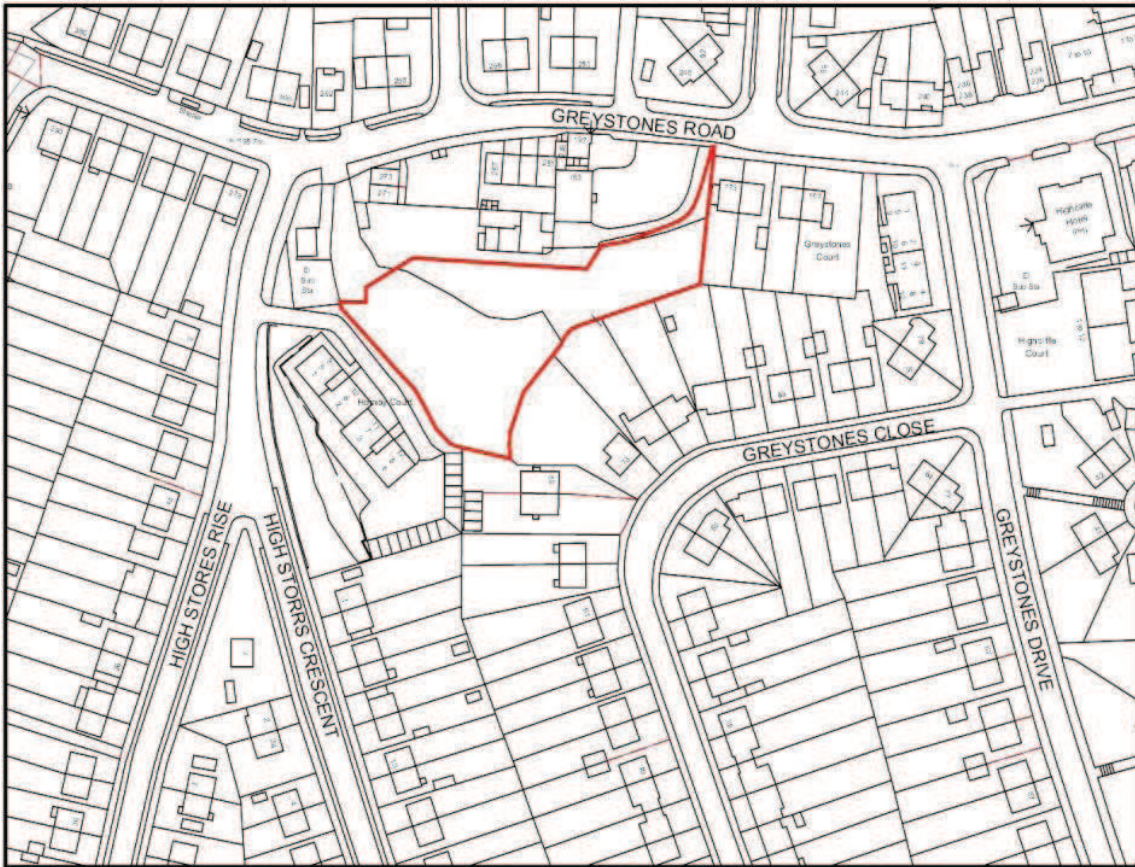
Duty Authorised Signatory

16-587-2251

**APPENDIX B**

**GENERAL LOCATION PLAN**

Land to the rear of 183 to 273 Greystones Road





TREE EVALUATION METHOD FOR PRESERVATION ORDERS - TEMPO

SURVEY DATA SHEET & DECISION GUIDE

Date: 11/2/16	Surveyor: Julie Watson & Leonie Kapadia
Tree details	Species: Valies, Ash, Beech, Sycamore, Cherry.
TPO Ref (if applicable):	Tree/Group No: G1
Owner (if known):	Location: land to the rear of 183-273 Greystones Road.

REFER TO GUIDANCE NOTE FOR ALL DEFINITIONS

Part 1: Amenity assessment

MIX

a) Condition & suitability for TPO; where trees in good or fair condition have poor form, deduct 1 point

- 5) Good Highly suitable
- 3) Fair Suitable
- 1) Poor Unlikely to be suitable
- 0) Dead/dying/dangerous\* Unsuitable

\* Relates to existing context and is intended to apply to severe irremediable defects only

Score & Notes
3

b) Retention span (in years) & suitability for TPO

- 5) 100+ Highly suitable
- 4) 40-100 Very suitable
- 2) 20-40 Suitable
- 1) 10-20 Just suitable
- 0) <10\* Unsuitable

\* Includes trees which are an existing or near future nuisance, including those clearly outgrowing their context, or which are significantly negating the potential of other trees of better quality

Score & Notes
5

c) Relative public visibility & suitability for TPO

\* Consider realistic potential for future visibility with changed land use

will become more visible with new housing development

- 5) Very large trees with some visibility, or prominent large trees
- 4) Large trees, or medium trees clearly visible to the public
- 3) Medium trees, or large trees with limited view only
- 2) Young, small, or medium/large trees visible only with difficulty
- 1) Trees not visible to the public, regardless of size

- Highly suitable
- Suitable
- Suitable
- Barely suitable
- Probably unsuitable

Score & Notes
3

d) Other factors

Trees must have accrued 7 or more points (with no zero score) to qualify

All trees within designated badger habitat

- 5) Principal components of arboricultural features, or veteran trees
- 4) Tree groups, or members of groups important for their cohesion
- 3) Trees with identifiable historic, commemorative or habitat importance
- 2) Trees of particularly good form, especially if rare or unusual
- 1) Trees with none of the above additional redeeming features (inc. those of indifferent form)

Score & Notes
3

Part 2: Expediency assessment

Trees must have accrued 9 or more points to qualify

Planning application for 10 dwellings received.

- 5) Immediate threat to tree
- 3) Foreseeable threat to tree
- 2) Perceived threat to tree
- 1) Precautionary only

Score & Notes
3

Part 3: Decision guide

- Any 0 Do not apply TPO
- 1-6 TPO indefensible
- 7-11 Does not merit TPO
- 12-15 TPO defensible
- 16+ Definitely merits TPO

Add Scores for Total:
17

Decision:
Group TPO

proposed.

*[Signature]* 3/3/16

Leonie Kapadia  
03/03/16



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## SHEFFIELD CITY COUNCIL Planning and Highways Committee

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**Report of:** Director of Development Services

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**Date:** 30/08/2016

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**Subject:** Applications under various acts/regulations

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**Author of Report:** Chris Heeley, John Williamson and Lucy Bond 39183

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**Summary:**

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### Reasons for Recommendations

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

**Recommendations:**

---

**Background Papers:**

**Category of Report:** OPEN

Application No.	Location	Page No.
16/02738/FUL (Formerly PP-05331323)	11 Bradway Grange Road Sheffield S17 4PH	219
16/02435/FUL (Formerly PP-05264142)	46 High Street Mosborough Sheffield S20 5AE	224
16/02347/FUL (Formerly PP-05208935)	Holt House Farm Long Line Sheffield S11 7TX	233
16/01974/FUL (Formerly PP-05071419)	457 Firth Park Road Sheffield S5 6QQ	251
16/01169/OUT	Site Of Oughtibridge Mill Sheffield Site 22 - 24 Main Road Wharnccliffe Side Sheffield S35 0DN	259

SHEFFIELD CITY COUNCIL

Report Of The Head Of Planning  
To the Planning and Highways Committee  
Date Of Meeting: 30/08/2016

LIST OF PLANNING APPLICATIONS FOR DECISION OR INFORMATION

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

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Case Number	16/02738/FUL (Formerly PP-05331323)
Application Type	Full Planning Application
Proposal	Single-storey rear extension to dwellinghouse
Location	11 Bradway Grange Road Sheffield S17 4PH
Date Received	18/07/2016
Team	South
Applicant/Agent	Mr Richard Heaviside
Recommendation	Grant Conditionally

Subject to:

**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:

Site Location Plan and Proposed Plans and Elevations all received  
18.07.2016

Reason: In order to define the permission.

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

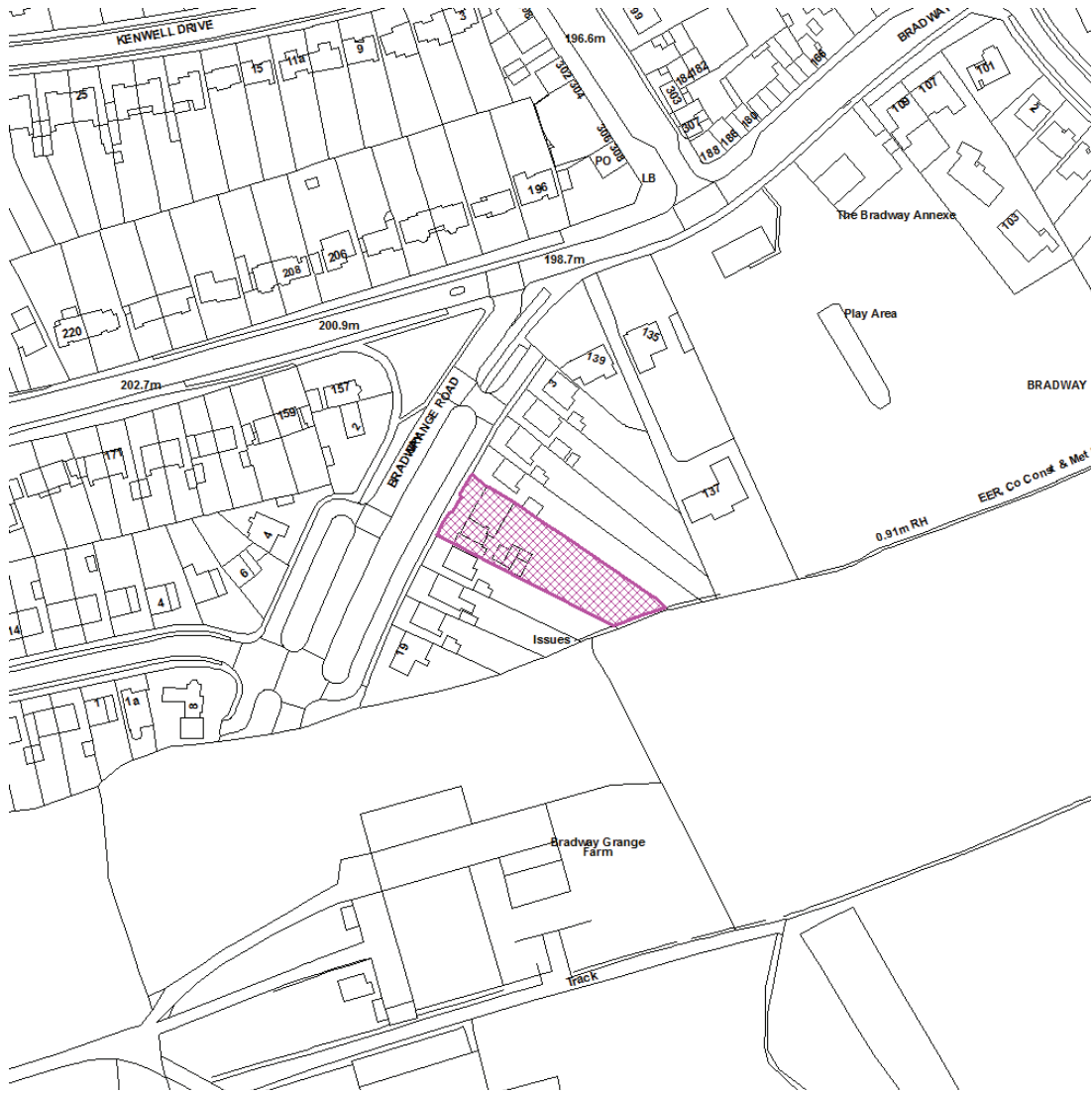
**Other Pre-Commencement, Pre-Occupancy and other Stage of Development Condition(s)**

**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 in accordance with the requirements of the National Planning Policy Framework. The Local Planning Authority considered that it wasn't necessary to have detailed discussions in this case.

# Site Location



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## LOCATION AND PROPOSAL

The application relates to a traditional, two-storey, detached dwellinghouse on Bradway Grange Road.

The application seeks planning consent to erect a single-storey rear extension to the existing rear/side off-shot, forming an enlargement to the games room.

## RELEVANT PLANNING HISTORY

90/01812/FUL – Extension to dining room, sitting room and kitchen to form utility room, WC and double garage and first floor extension to form bathroom – Granted 15.08.1990

## SUMMARY OF REPRESENTATIONS

No comments have been received from neighbours.

## PLANNING ASSESSMENT

The property is located within a Housing Area, as identified by the Unitary Development Plan.

### Design issues

The proposed single-storey rear extension would be a relatively minor addition to the existing rear off-shot, which is formed of a number of single-storey side/rear additions to the original dwelling, projecting out into the spacious rear garden.

The extension would project approx. 3.5m and be approx. 4m wide, with flat roof no higher than 2.5m from ground level with a glazed roof lantern. The extension would be finished in white render and brickwork to match the existing dwelling, as stated on the submitted drawings.

The extension would not be visible in the street scene and therefore raises no major design implications. The proposal would generally respect the character of the existing building in terms of its scale, form, details and materials. The design is therefore considered to satisfy guidelines 1-3 within the Supplementary Planning Guidance (SPG) on Designing House Extensions and UDP Policies BE5 (c) and H14 (a).

### Residential living conditions

The adjacent neighbour at no. 9 Bradway Garage Road is not considered to be affected by the proposal given the degree of separation between the proposed extension and this neighbour.

The existing single-storey off-shot runs along the boundary with no. 11a Bradway Grange Road and projects approx. 10m beyond the neighbour's rear elevation. This exceeds the 3m limit suggested by Guideline 5 of the SPG. The proposal

would add a further 3.5m to the projection. However, as the proposed extension would be of limited height and massing and would be set in from the boundary with no. 11a by approx. 4.3m, it is not considered that this would contribute to any additional overbearing of this neighbour that would unreasonably detract from their living conditions.

A set of French windows would face the boundary with no. 11a, however, given the separation discussed above, and the fact the boundary comprises high and dense hedging, it is not considered that the development would raise any privacy issues.

Overall, it is considered the extension would have an acceptable impact on neighbouring living conditions and satisfies guidelines 4-6 within Designing House Extensions and UDP Policy H14(c).

#### Highways Issues

The proposal does not raise any highways issues.

#### SUMMARY AND RECOMMENDATION

The proposed development is considered to be acceptable in terms of its design and impact on living conditions and highway safety. The proposal complies with UDP Policies BE5(c), H14(a) and H14(c) and the guidelines within Designing House Extensions SPG.

Accordingly, the application is recommended for approval.

---

Case Number	16/02435/FUL (Formerly PP-05264142)
Application Type	Full Planning Application
Proposal	Use of shop for the purpose of a hot food takeaway (Use class A5) and provision of external fume extraction duct to the rear
Location	46 High Street Mosborough Sheffield S20 5AE
Date Received	24/06/2016
Team	City Centre and East
Applicant/Agent	SLA Design
Recommendation	Grant Conditionally

Subject to:

**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:

PO2 B

Reason: In order to define the permission.

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



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

3. Prior to the use commencing details of the means of reducing noise and vibration from the fume extract ducting shall have been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of the amenities of neighbouring occupiers.

4. The building shall not be used for the above-mentioned purpose unless a suitable receptacle for the disposal of litter has been provided in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

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

### **Other Compliance Conditions**

5. The building shall be used for the above-mentioned purpose only between 1100-2300 on Mondays to Fridays, 1100-2330 hours on Saturdays and 1100-2200 hours on Sundays.

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

6. No movement, sorting or removal of waste bottles, materials or other articles nor movement of bins shall be carried on outside the building between 2300-0700 on the following day Monday - Saturdays and between 2200-0900 on the following day Sundays and Bank Holidays.

Reason: In the interests of the amenities of neighbouring occupiers.

7. No deliveries shall be made to the building between 2300-0700 hours on the following day Mondays to Saturdays and between 2200-0900 on the following day Sundays and Bank Holidays.

Reason: In the interests of the amenities of neighbouring occupiers

8. At all times commercial refuse bins shall be stored to the rear of the property and shall at no time be stored on the adjoining public highway.

Reason: In the interests of the amenities of the locality

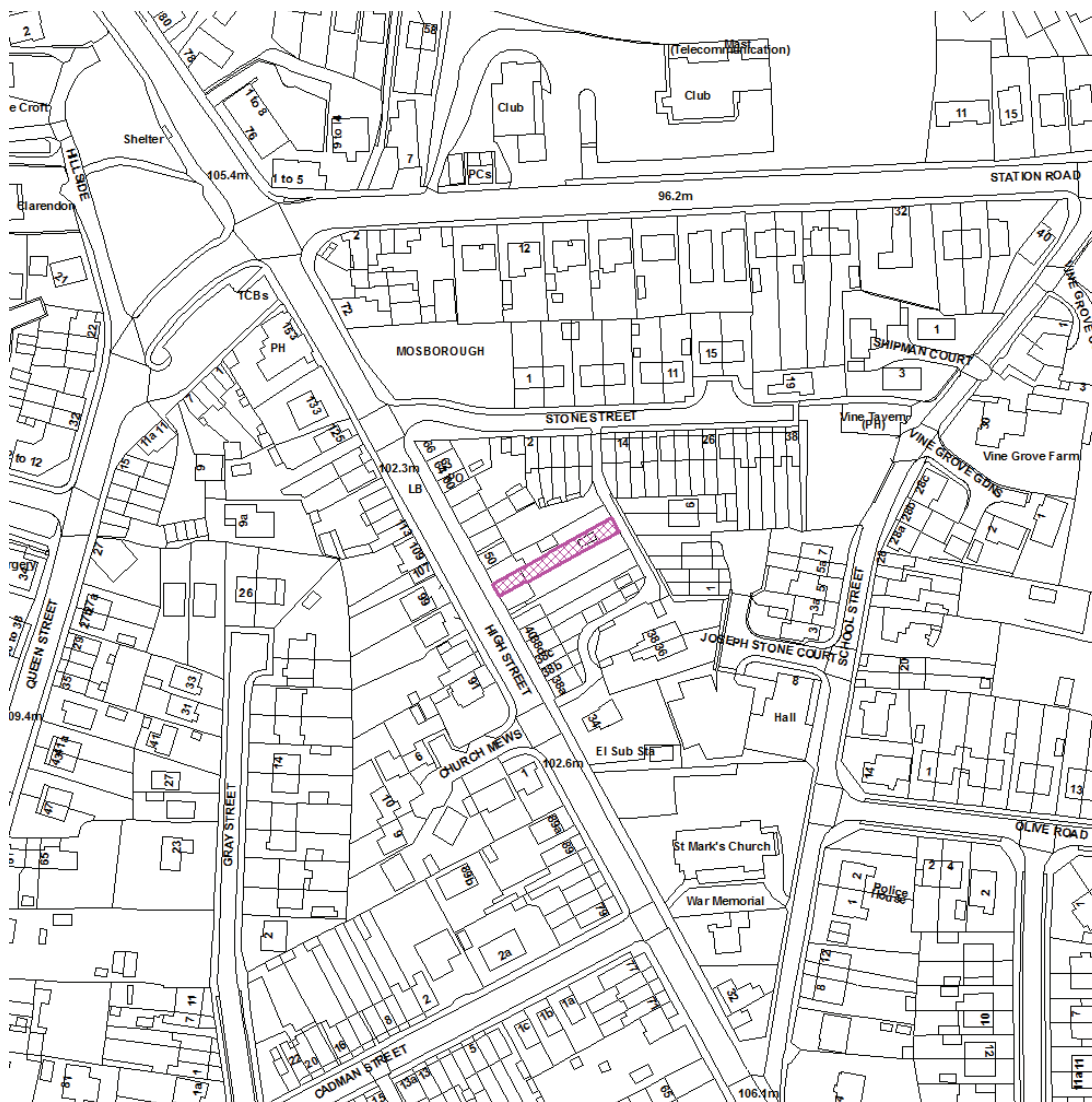
9. The building shall not be brought into use unless the external extraction flue ducting has been painted black.

Reason: in the interests of the amenities of the locality.

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.

# Site Location



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## LOCATION AND PROPOSAL

This application seeks permission to change the use of the ground floor of 46 High Street from a tanning and nail studio (Sui Generis/Class A1) into a hot food takeaway (Use Class A5).

The application site falls within an established 'Local Shopping Area' as defined in the Sheffield Unitary Development Plan (UDP). The building is a two storey brick fronted mid terraced property with a basement level below having direct external access to the rear. The property forms part of an established parade of shops which are located on the east side of High Street, Mosborough. The rear of the premises is accessible from Stone Street via a shared drive which also serves a number of the other shops fronting High Street. The opposite side of High Street is a Housing Policy Area and there are a mix of houses and commercial uses on this side of the street.

The application also proposes a fume extraction system which will be positioned largely internal to the building, exiting onto the rear roof plane of the building. The flue will terminate 1m above the ridge to the property in close proximity to the existing chimney. As part of the proposal the existing air conditioning unit to the front elevation will be removed.

## SUMMARY OF REPRESENTATIONS

There have been 6 letters of representation in respect of this application, the issues raised are summarised as follows:

- Mosborough is a small village already adequately served by hot food takeaways.
- Parking will be a problem with yet another business with delivery drivers.
- The shop would be best utilised contributing to the day time community rather than creating more night time disturbance
- Odour and smell issues
- Litter concerns and increase in vermin
- Increase in noise and anti-social behaviour
- Will contribute to obesity in children
- Proposal will impact on existing small local food businesses.

## RELEVANT PLANNING HISTORY

A planning application to use the adjoining retail unit no 44 High Street as a Hot Food Takeaway was refused by the Council in 2012 against the advice of planning officers. The application was subsequently allowed on appeal and the unit is now in use as an Indian takeaway.

## PLANNING ASSESSMENT

Land Use & Dominance

Policy S7 'Development in District and Local Shopping Centres', identifies retail (A1) as the preferred use of land within the policy area, however it also identifies food and drink uses inclusive of hot food takeaways (use class A5) as acceptable uses. As such the principle of the proposed use is considered acceptable subject to the requirements of Policy S10.

Section (a) of Policy S10: Conditions on Development in Shopping Areas, states that proposals for changes of use should not lead to a concentration of uses which would prejudice the dominance of preferred uses in the 'area'. The area referred to in this case being those properties located on the eastern side of High Street only (No.34 to No.66 High Street) and which fall within the Local Shopping Area as defined on the UDP proposals map. Appendix 1 within the UDP defines dominance as usually meaning that non-preferred uses do not occupy more than half of the area.

Following an assessment of uses within the Local Shopping area 9 of the 15 retail units in the shopping area are currently in an A1 use. The use of the application property for an A5 use would still result in retail (A1) uses remaining the dominant use within the policy area.

The local shopping centre itself is considered to be relatively vibrant comprising of a good mix of retail uses. The proposed A5 use would bring a vacant shop unit back into use contributing positively to the vitality and range of available services in the local centre and would not lead to a dominance of uses that would affect the overall shopping function and character of the area. In this respect the proposal complies with Policy S10 (a)

## Design

Policy S10: Conditions on Development in Shopping Areas, (d) states that new developments or change of use applications will only be acceptable if they are well designed and of a scale and nature appropriate to the site.

Externally the existing timber shop front will be retained although an existing air conditioning unit currently located at first floor level and large fascia sign will be removed improving its overall appearance.

The proposed extraction flue, originally shown to be located externally to the rear of the property will be routed internally, exiting thorough the rear roof plane of the property and terminating 1m above the ridgeline in close proximity to the chimney. The rear elevation of the building is not visually prominent accessible only by a private drive from Stone Street. The design of the flue is considered appropriate and subject to being painted black in order to blend with the existing slate roof the flue will not harm the appearance of the building or form a visually prominent or obtrusive feature in the street scene and therefore is considered to comply with Policy S10 (d).

## Amenity Issues

Policy S10: Conditions on Development in Shopping Areas, Section (b) seeks to ensure that that new developments or change of use applications will only be acceptable if they do not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions, including air pollution & noise.

The flue has also been repositioned so it is largely internal to the building, exiting through the rear roof plane and now projects one metre above the ridge of the roof. Whilst the specification of the flue is deemed acceptable in respect of dispersal of cooking odours and fumes the internal routing has the potential to cause vibration and associated nuisance to neighbouring first floor residential uses. In view of this further details will be conditioned for subsequent approval should the application be approved.

There is potential for customers using the premises to create some noise when entering and exiting the premises. However the application site is in a Local Shopping Area adjacent to a busy road where some evening time activity and traffic movement would be expected. There are also a number of other established evening time uses such as public houses in the area which generate their own activity.

The applicant intends to open the hot food takeaway between 16.00 hours and 2300 hours 7 days a week. A condition will be added to any subsequent approval limiting the closing hours to that stated (Mon – Fri) but allowing a closing time of 23.30 on Saturdays and 2200 hours on Sundays reflecting the opening hours previously conditioned by the Planning Inspectorate for the neighbouring property. Additional conditions restricting the time of deliveries and sorting and removal of waste materials and bins shall be added to any subsequent approval to ensure there is no late night or early morning disturbance to local residents.

The proposed hot food takeaway will predominantly serve the local community and is unlikely to attract a significant number of customers to the area that would detrimentally affect the amenities of local residents. The proposed hours of operation will minimise the potential for late night noise and disturbance and are considered appropriate in a Local Shopping Area where there are other established late night uses.

The proposal is not considered to give rise to any unacceptable amenity issues and in this respect considered to comply with section (b) of policy S10.

#### Highways

Section (f) of Policy S10: Conditions on Development in Shopping Areas, states that new developments or change of use applications will only be acceptable if they are adequately served by transport facilities, provide safe access to the highway network, appropriate off-street parking and not endanger pedestrians.

The site is accessible by public transport and there is ample on street parking available on High Street and in the immediate vicinity should customers arrive by

car. Given the above, the proposal is considered to be in compliance with Policy S10 (f).

#### Access

The existing shop is accessed by two steps to the front elevation. No alterations are proposed to the shop front as part of this application but the applicant has indicated he will provide a removal/portable ramp should this be needed by customers in the future. This is considered a reasonable approach ensuring access for all users and an improvement on the current situation should the building be retained as a retail shop. A condition will be added to any subsequent approval.

#### Bin Storage/litter

The property has a large rear yard area accessed from Stone Street which could accommodate any required commercial bin storage associated with the takeaway. A litter bin for customers will be conditioned to be provided outside of the shop when the premises are open in order to prevent the spread of litter.

#### RESPONSE TO REPRESENTATIONS

The concerns of local residents have been largely addressed in the above report. There is no evidence to suggest that the use will increase or give rise to antisocial behaviour, which is a matter for the police. Again there is no evidence to suggest that the use would increase vermin or attract rodents, if this issue did arise it could be dealt with by Environmental Health. It is not the planning authority's role to prevent competition between local businesses.

#### SUMMARY AND RECOMMENDATION

The application seeks approval to use a vacant retail shop as a Hot Food Takeaway with the installation of an associated fume extraction system.

A land use assessment confirms that the loss of this retail unit for an A5 use would not threaten the overall dominance of A1 retail uses in the shopping area. The proposal will make use of an existing vacant unit and is considered to contribute to the vitality of the shopping area.

The fume extraction system is considered acceptable for use without detriment to the visual amenity of the locality or the amenity of local residents. The proposed hours of operation are subject to condition not considered to give rise to any unacceptable noise and disturbance.

The application site is accessible by public transport, there is considered to be ample on street parking and the site is also accessible by foot from the local area. Taking account of the commercial nature of the area and the close location of the surrounding residential community, this application is not considered to place any undue pressure on the existing highway network or harm highway safety.

The application is therefore considered in line with policy requirements and is recommended for approval.



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Case Number	16/02347/FUL (Formerly PP-05208935)
Application Type	Full Planning Application
Proposal	Erection of 3 dwellinghouses and subdivision of existing farm house into 3 dwellings
Location	Holt House Farm Long Line Sheffield S11 7TX
Date Received	17/06/2016
Team	South
Applicant/Agent	DLP Planning Ltd
Recommendation	Refuse

Refuse for the following reason(s):

1. The site for the new build development comprises a substantial area of garden with a significant road frontage and the Local Planning Authority consider that the proposals do not involve the infilling of a single plot within the confines of the substantially developed road frontage of Long Line. The development therefore constitutes inappropriate development in the Green Belt. In the absence of very special circumstances, which in this case have not been demonstrated, the Local Planning Authority consider that the proposed development would be contrary to Unitary Development Plan Policies GE1, GE3 and GE5 and paragraphs 87-89 of the National Planning Policy Framework.
2. The Local Planning Authority consider that the siting of the three new build dwellings and the provision of vehicular areas to serve these dwellings, represents an overly urban form of development that would detract from the character and appearance of the street scene, the Green Belt and the Area of High Landscape Value and would thereby be contrary to Unitary Development Plan Policies GE4 and GE8 and Core Strategy Policy CS74(c).
3. The Local Planning Authority consider that proposed garage extension would not constitute a minor or proportionate addition to the original dwellinghouse given previous cumulative additions to the property and would detract from the generally open character of the Green Belt in this location by reason of siting. It would therefore be contrary to Unitary Development Plan Policy GE6 and guideline 9 of Supplementary Planning Guidance 'Designing House Extensions.', and paragraphs 87-89 of the NPPF.

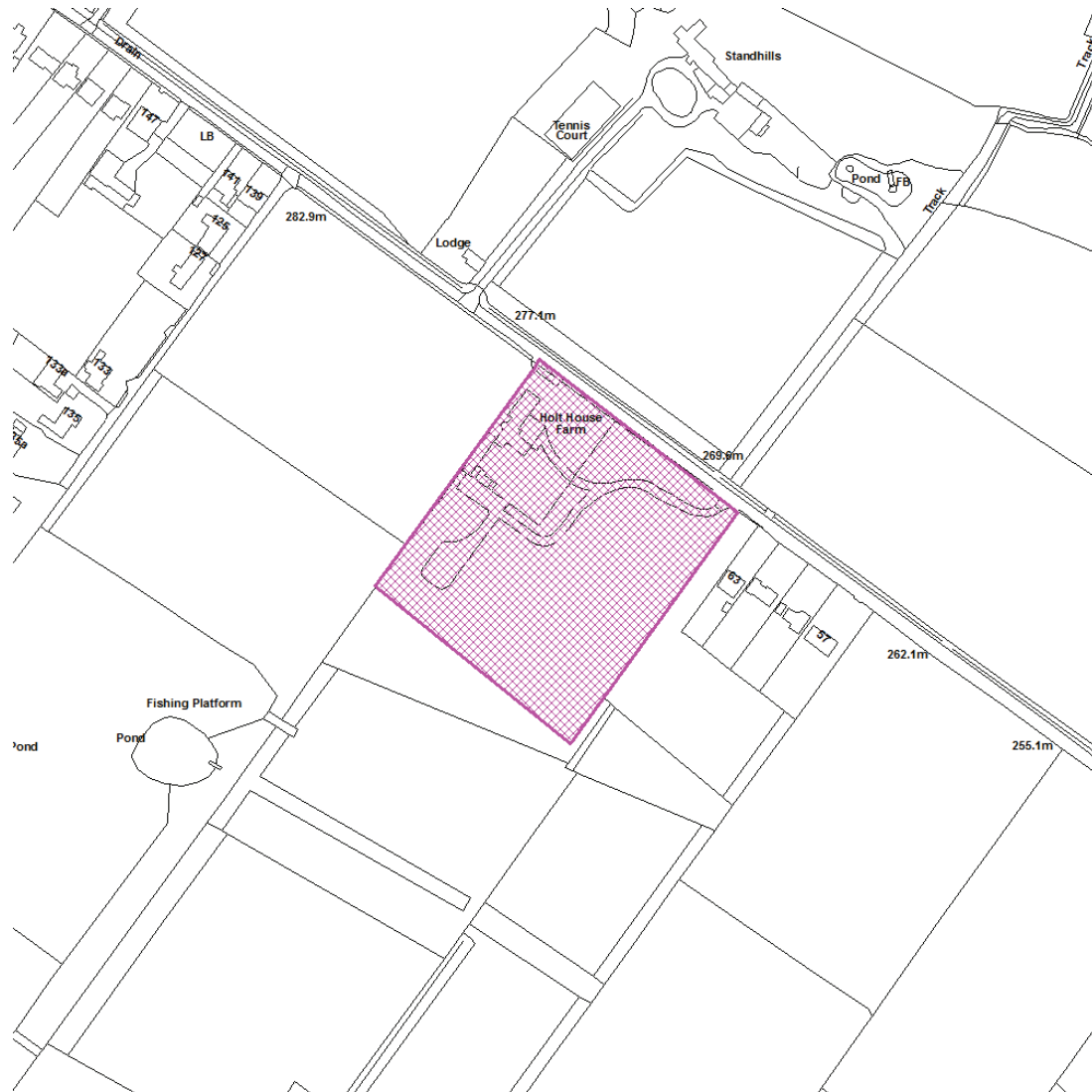
Attention is Drawn to the Following Directives:

1. The applicant is advised that this application has been refused for the reasons stated above and taking the following plans into account:

26991(00)01	LOCATION PLAN
26991(01)01B	PROPOSED SITE PLAN
26991(02)01	PROPOSED PLANS PLOT 1
26991(02)02	PROPOSED PLANS PLOT 1
26991(02)04	PROPOSED PLANS PLOT 2
26991(02)05	PROPOSED PLANS PLOT 3
26991(02)06	PROPOSED PLANS PLOT 3
26991(02)13	PROPOSED PLANS SUBDIVISION 1FLOOR
26991(03)01	SITE SECTION
26991(04)02	PROPOSED ELEVATIONS PLOT 1 01
26991(04)03	PROPOSED ELEVATIONS PLOT 2 01
26991(04)04	ELEVATIONS PLOT 2 02
26991(04)05	PROPOSED ELEVATIONS PLOT 3 02
26991(04)06	PROPOSED ELEVATIONS PLOT 3 01
26991(04)12	PROPOSED ELEVATIONS SHEET 1
26991(04)13	PROPOSED ELEVATIONS SHEET 2
26991 (02)12	PROPOSED GROUND FLOOR PLANS SUBDIVISION

2. Despite the Local Planning Authority wishing to work with the applicant in a positive and proactive manner, based on seeking solutions to problems arising in relation to dealing with a planning application, this application has taken no regard of the pre-application advice given, and shows insufficient regard for the national and local policy requirements set out within that advice, so an agreed solution has not been sought on this occasion.

# Site Location



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## LOCATION AND PROPOSAL

The application relates to a dwelling and its domestic curtilage located on the west side of Long Line. The curtilage amounts to approximately 1.74 hectares and the existing dwelling (Holt House Farm) is located towards the north west boundary of the site and consists of a two storey house which has been substantially extended over the previous decade.

A substantial outbuilding lies to the south of the main house and this received permission in 2000 to be converted to an additional dwelling though the permission was not implemented.

The balance of the curtilage is residential curtilage/garden.

The boundaries of the site are formed by:

To the north east: Long Line and beyond that an open field

To the south: the residential curtilage of one of a group of four dwellings fronting Long Line

To the north: an open field

To the south: open fields (the properties beyond this field which are located on a spur road running perpendicular to Long Line are dwellings constructed as replacement houses for previous builds)

The character of Long Line itself would best be described as broken linear (ribbon) development with housing located predominantly on the south west side of the road. Varying numbers of houses form ribbons of housing of different lengths, these being separated by either open fields or substantial open curtilages of individual dwellings.

The north side of the road is more sparsely developed with dwellings that appear to be/have been associated with agricultural enterprises.

The dwellings on Long Line vary in built form with detached two storey houses and bungalows dominating. Curtilage sizes vary greatly but are often generous in size.

It is proposed to:

- Erect three two storey detached dwellings on the road frontage to the south of the existing house.
- To subdivide the existing dwelling into two semi-detached dwellings, one three bedroom and one four bedroom
- To convert the current outbuilding into a further dwelling
- Create a new vehicular access from Long Line
- New ancillary driveway and hardstanding areas for the existing house conversion and outbuilding conversion
- New ancillary private driveway to serve the three new dwellings fronting Long Line, this running across the front of the three dwellings (parallel with Long Line).

The new 5 bedroom dwellings would be of traditional design with ridged roofs and constructed in coursed natural stone with natural slate roofs.

#### RELEVANT PLANNING HISTORY

Permission was granted in 2000 (00/01528/FUL) for alterations and extensions to form a dwelling house.

Permission was granted in 2000 (00/01838/FUL) for alterations and first floor extension to form a granny flat

Permission was refused in 2004 (04/02825/FUL) for a detached garage

Permission was granted in 2004 (04/04804/FUL) for a detached garage (amended design)

Permission was granted in 2005 (05/03751/FUL) for a first floor extension to the main dwellinghouse.

The applicant has sought pre-application advice in 2015, first for the erection of 4 dwellings, and secondly for the erection of 3 dwellings, in both cases in addition to the subdivision and extensions to the existing property. In both cases, officers gave advice to the applicant that the erection of new dwellings could not be supported owing to the fundamental conflict with national and local Green Belt policy.

#### SUMMARY OF REPRESENTATIONS

##### Applicant's Supporting Case

The application is accompanied by a supporting statement from the Applicant explaining their reasoning behind the proposed scheme, this essentially being a desire to provide separate dwellings for different family members with the converted outbuilding providing guest accommodation for visitors.

The Applicant describes the difficulties in achieving appropriate levels of privacy with two related families with 5 children between them occupying one house and also difficulties in finding a buyer for the existing property as is.

The application is also accompanied by a supporting planning statement detailing three appeal cases wherein appeals were allowed on the basis of the Inspectors considering them 'limited infill'

##### Public Representations

There have been 14 letters of objection to the proposal including submissions from The Council for the Protection of Rural England and the Dore Village Society.

The CPRE objects on the following grounds:

- Number of houses will have little effect on Housing supply

- No very special circumstances have been demonstrated to develop in the Green Belt.
- The scheme would contribute to a cumulative urbanising effect on the character of Long Line and its relationship to the surrounding countryside.

The Dore Village Society objects on the following grounds:

- The proposed dwellings would be contrary to the five purposes of the Green Belt
- The proposal does not represent infilling of a single plot, nor is it located within the confines of an existing village or substantially developed road frontage.
- There is no justification for the dwellings in terms of serving a functioning agricultural use or other rural enterprise.
- The emerging Dore Neighbourhood Plan has overwhelming support for retention of the open gaps in Long Line development to protect views from and to the Peak District National Park

Other representations objections can be summarised as follows:

- The proposal is contrary to both national and local Green Belt policy
- The proposal is for three plots rather than one
- The proposal would damage the Area of High Landscape Value
- Extensions to the original house have already exceeded the maximum allowed by SCC Supplementary Planning Guidance and no more extensions should be permitted
- There are erroneous statements within the submitted Planning Statement
- The proposal is contrary to the Conservation Area status of the locality
- The proposal would create a precedent for further such projects on Long Line
- The three houses will be out of character with Long Line
- There are concerns with regard to land drainage (flash flooding) and in particular a culverted watercourse passing close to the development
- The increase in areas of hardstanding will exacerbate surface drainage issues.
- The main sewer may not have an appropriate capacity for more houses
- The proposal will have an adverse impact on highway safety and introduce additional road use noise.
- The proposal could adversely impact on migratory birds and other wildlife
- No objections to changes to the existing dwelling but object to new dwellings to be built on Green Belt land.

Matters raised which are not material considerations

- The proposal would impinge on private views

PLANNING ASSESSMENT

## General Principles

The National Planning Policy Framework at paragraph 14 states that 'at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development' which for decision making means approving development proposals that accord with the development plan.

Paragraph 17 states that decisions should:

Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;

Take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside

Contribute to conserving and enhancing the natural environment and reducing pollution. Allocations of land for development should prefer land of lesser environmental value, where consistent with other policies in this Framework

Paragraph 19 states:

The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth...Therefore significant weight should be placed on the need to support economic growth through the planning system.

Paragraph 58 states:

Planning policies and decisions should aim to ensure that developments

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- and are visually attractive as a result of good architecture and appropriate landscaping.

## New Housing Development within The Green Belt

The site lies within the adopted Green Belt and an Area of High Landscape Value The National Planning Policy Framework sets out the purpose of Green Belts as being:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;

- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Unitary Development Plan (UDP) Policy GE1 remains consistent with the NPPF policy (Paragraph 89) and states:

The NPPF reiterates previous national planning guidance in stating that: “inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.”

It goes on to confirm that the construction of new buildings should be regarded as inappropriate in the Green Belt but specifies exceptions to this approach.

The exceptions include “limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.”

Policy GE1 ‘DEVELOPMENT IN THE GREEN BELT’ states:

In the Green Belt, development will not be permitted, except in very special circumstances, where it would:

- (a) lead to unrestricted growth of the built-up area; or
- (b) contribute towards merging of existing settlements; or
- (c) lead to encroachment of urban development into the countryside

Policy GE3 ‘NEW BUILDING IN THE GREEN BELT’ states:

In the Green Belt, the construction of new buildings will not be permitted, except in very special circumstances, for purposes other than agriculture, forestry, essential facilities for outdoor sport and outdoor recreation, cemeteries, and other uses which would comply with Policy GE1.

Policy GE5 ‘Housing Development in the Green Belt’ remains consistent with the ‘limited infilling’ exemption indicated in the NPPF and states:

New houses in the Green Belt, other than those needed to support agricultural and other acceptable uses, will be permitted only where this would involve :

- (a) infilling of a single plot within the confines of an existing village, group of buildings or substantially developed road frontage

Key Consideration

It is considered that the key consideration in this case is whether the proposals represent ‘limited infill’. Long Line is identified specifically within Policy GE5 as having a substantially developed road frontage wherein ‘limited infill of a single plot’ would, in principle, be looked upon favourably.



However, it is not considered that this proposal represents development of a 'single plot'.

The word 'plot' is not defined exactly within this Policy GE5. A lay-person or estate agent might refer to a parcel of land of any size as a 'plot'.

However, were this definition to be adopted it would, in theory, enable the re-development of a parcel of any size to be re-developed on Long Line and this view would clearly run contrary to the aims of the policy itself.

Rather it is considered that 'plot' in this context would relate to an average or typical plot size for a single dwelling as is already present on Long Line

The width of residential plots along Long Line is somewhat variable but the average width of a single plot would be reasonably estimated as between 15 and 20 metres. The proposed frontage for the proposal would be 63 metres. Given the extent of the frontage of the site it is not considered that a development, as proposed, would represent a 'limited infill of a single plot' but rather a substantive development of a much larger site that currently contributes significantly to the openness and character of the Green Belt.

The Appellant's Agent claims that the aspect of Policy GE5 which refers to a single plot has been superseded by the National Planning Policy Framework (NPPF) which does not specify exactly what constitutes 'limited infill'.

It should be noted that the national guidance preceding the NPPF (Planning Policy Guidance Note 2: Green Belts) also failed to specify exactly what constituted 'limited infill' and it is therefore considered reasonable to suppose that such a definition would be determined at local level.

Since the NPPF does not specify what constitutes 'limited infill' it must be similarly assumed that such definitions would be the province of local plan policy makers as previously.

The specification of a single plot as defined in Policy GE5 is therefore considered to be entirely consistent with the aims of the NPPF, as it was with previous national planning policy guidance.

Given the above the proposal is therefore considered to represent inappropriate development in the Green Belt. The NPPF is clear that inappropriate development is by definition harmful, and can only be permitted in very special circumstances.

The applicant's submission contends that the development does represent limited infilling and is therefore appropriate, so no specific very special circumstances have been put forward. Whilst sympathetic to the Applicant in terms of the matters raised in their representation (above) it is not considered that these represent very special circumstances so as to justify a departure from national and local Green Belt policy.

The proposal is therefore considered contrary to the NPPF, to Unitary Development Plan policies GE1, GE3 and GE5

Subdivision and extension of existing buildings to form 3 new dwellings

The subdivision of the existing house into two dwellings is considered acceptable in principle though the introduction of large areas of additional hardstanding is considered unnecessary and would result in an 'urbanisation' of the site to the detriment of visual amenity and the openness of the Green Belt.

The proposals include two changes to the external envelope of the building:

- The removal of an existing conservatory which links the house to the barn and its replacement with a single storey extension of similar footprint/volume
- The extension of the barn building to form an additional garage for the southernmost semi-detached house (house 2). This latter extension would add approximately 59 cubic metres

The original house had a volume of 1,747 cubic metres. The proposed addition to the garage in this case would take the cumulative additions to the house to 602 cubic metres which represents a 34% increase in volume over original.

Policy GE6 HOUSE EXTENSIONS IN THE GREEN BELT states:

In the Green Belt, extensions to existing houses will be permitted only where the proposed extension would:

- (a) form a minor addition to the original house; and
- (b) use matching materials and be sited and designed to complement the style of the original building or in the local building style, as appropriate.

Supplementary Planning Guidance 'Designing House Extensions' guideline 9 states:

Extensions in the Green Belt will be allowed only if they are a minor addition to the dwelling and are not visually intrusive.

It expands on this statement by continuing:

For smaller houses a minor addition is defined by the Council as up to one third of the cubic content of the original house. Larger houses will normally only be allowed more modest extensions, because to extend a larger house by up to one third would be likely to have an adverse effect on the Green Belt.

The NPPF (para 89) identifies the extension of an existing building in the Green Belt as not inappropriate provided that it doesn't result in a disproportionate addition to the original building. Whilst the NPPF doesn't define disproportionate, Inspectors on appeal have given significant weight to the Council's definition in Guideline 9.

The dwelling which is the subject of this application is not considered a small house and as such the already permitted additions to the original house are considered to have been somewhat generous.

Whilst the substitution of the 'boot room' to 'House 2' in place of the existing link structure is considered acceptable the further addition to the garage which is also more visible within vistas of the Green belt is considered contrary to Policy GE and SPG guideline 9.

Openness and Character of the Green Belt and the Area of High Landscape Value

Policy GE4 DEVELOPMENT AND THE GREEN BELT ENVIRONMENT states:

The scale and character of any development which is permitted in the Green Belt, or would be conspicuous from it, should be in keeping with the area and, wherever possible, conserve and enhance the landscape and natural environment.

Policy GE8 'Areas of High Landscape Value and The Peak National Park' states: In Areas of High Landscape Value, protection and enhancement of the landscape will be the overriding consideration. Development which is permitted:

(b) on land conspicuous from Areas of High Landscape Value or the Peak National Park; must protect, and wherever appropriate enhance, the appearance and character of the Area of High Landscape Value and Peak National Park.

Notwithstanding the conclusions regarding the inappropriateness of the development it is also considered that the introduction of the three new dwellings at this location would adversely impact on the openness and character of both the Green Belt and the Area of High Landscape Value.

Whilst there are three discrete 'ribbons' of dwellings on Long Line these are separated by significant breaks in domestic curtilage frontage which enables views across the open countryside from both east and west. The intermittent nature of existing development is part of the established character of the road itself and it is considered that the erection of three dwellings (which would effectively double in length one of the aforementioned ribbons of development) would adversely impact on visual amenity and openness within the Green Belt and the Area of High Landscape Value.

The introduction of significant additional areas of hardstanding both for off-street car parking provision and as driveways would also introduce a more urban aspect to an area of land with green and open appearance that forms part of the established rural character of the locality.

The proposal is therefore considered contrary to Policies GE4 and GE8

Design and context

National Planning Policy Framework paragraph 58 states:

Planning policies and decisions should aim to ensure that developments function well and add to the overall quality of the area, and respond to local character and history, reflect the identity of local surroundings and materials, and are visually attractive as a result of good architecture and appropriate landscaping.

At paragraph 59 it continues:

'...design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally'.

Further, at paragraph 60 it states:

Planning decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

BE5 'Building design and siting' states:

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

#### Physical Design

(a) original architecture will be encouraged but new buildings should complement the scale, form and architectural style of surrounding buildings;

(f) designs should take full advantage of the site's natural and built features;

Policy CS74 'Design Principles' of the Sheffield Core Strategy states:

High-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, including:

c. the townscape and landscape character of the city's districts, neighbourhoods and quarters, with their associated scale, layout and built form, building styles and materials;

The built environment on Long Line is characterised by detached dwellings in generous curtilages. The prevailing built form is the bungalow/dormer bungalow but there are two storey dwellings in evidence. There is little in the way of established rhythm in the street scene and no dominant architectural style/period to the dwellings themselves.

Taken in isolation therefore the design of the individual houses in this case is considered acceptable in that the dwellings are appropriately proportioned, suitably fenestrated and the use of natural stone and natural slate would result in dwellings of good quality.

However, whilst there is no established form or layout to existing dwellings on Long Line the prevailing character of the road would best be described as rural. The

introduction of three dwellings of near identical design, so closely and regularly spaced and with associated ancillary works (access driveway and surface car parking hardstanding areas) occupying a large percentage of the space between the dwellings and Long Line would be significantly more urban in character and it is considered that this would result in a development at odds with the prevailing character of the road.

Therefore whilst the design and appearance of individual dwellings (new build) is considered satisfactory in accordance with Policy BE5(a) the layout of the site as a whole is not considered to reflect the character of existing development on Long Line and is therefore considered contrary to Policy CS74(c).

#### Housing Supply, Location and Density

The NPPF at paragraph 49 states:

Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

The most recent figures show that the city has a 4.7 year supply of housing land, which it is accepted represents a shortfall and this needs to be taken into consideration.

The proposal would make a contribution towards housing supply as set out in Core Strategy Policy CS22. The development would also make a small contribution to economic growth through investment in the construction of the dwellings. However, whilst there is currently a shortfall in the supply of deliverable sites for housing, it is considered that the proposals will make only a very limited contribution and, consequently, little weight can be afforded this factor.

Policy CS23 'Locations for New Housing' states:

New housing development will be concentrated where it would support urban regeneration and make efficient use of land and infrastructure. In the period 2008/09 to 2020/21, the main focus will be on suitable, sustainably located, sites within, or adjoining the main urban area of Sheffield.

It is not considered that the site represents a particularly sustainable location being set well away from the main urban envelope.

It is not considered that Long Line forms part of the main urban area of Sheffield where Policy CS 23 would expect to locate 90% of additional dwellings.

The Policy itself maintains that outside the urban areas and larger villages, housing development will be limited to that which is consistent with policies for the Green Belt and countryside areas. This is not considered the case here and consequently it is considered that the proposal is not in accordance with Policy CS23.

Core Strategy Policy CS24 gives priority to locating new housing development on previously developed (brownfield) sites. The site is not 'previously developed land' being the domestic curtilage of an existing dwelling.

The policy expands further by specifying that in the period to 2025/26 housing on greenfield sites will be developed only in specific locations and the proposed development does not fall within these specified locations.

The proposal therefore fails to satisfy Policy CS24.

Policy CS 26 'Efficient Use of Housing Land and Accessibility' requires housing development to make efficient use of land but the density of new developments should be in keeping with the character of the area and support the development of sustainable, balanced communities.

Subject to the character of the area being protected, densities will vary according to the accessibility of locations. In a rural location such as this a density of 30-40 dwellings per hectare would normally be expected.

The proposed development equates to a density of approximately 3.4 dwellings per hectare which falls significantly below this range.

However, since the proposal lies within a locality where housing densities are considerably below the stated criteria it is considered that the proposal responds to local context which is a more important determinant in this case.

The proposal can therefore be considered acceptable with regard to Policy CS26

Residential amenity (Neighbouring residents)

The proposals would satisfy all space about dwelling requirements of Supplementary Planning Guidance.

Separation distances to the nearest neighbouring main aspect windows are achieved.

It is not considered that the trip generation associated with the introduction of three dwellings at this location would result in any significant increase in vehicular traffic noise.

Residential amenity (future occupants, new build elements)

The dwellings would all benefit from good outlook, natural lighting to main habitable spaces and the dwellings would all benefit from satisfactory external amenity space both in terms of size and quality. Conditions on any approval could secure the proposed boundary treatments between the new dwellings themselves and between Plot 1 and No.63 Long Line.

The introduction of such boundary treatments would however add to the impact of the development on the openness and character of the Green Belt.

Residential amenity (future occupants, converted farmhouse)

The dwellings would all benefit from good outlook, natural lighting to main habitable spaces and the dwellings would all benefit from satisfactory external amenity space both in terms of size and quality.

Again, a condition could secure the suggested boundary treatments between the newly created dwellings, but again, the introduction of such boundary treatments would impact on the openness and character of the site. However, it is considered that the walling and fencing proposed in this part of the scheme could be erected in exercise of existing permitted development rights and as such this element is not considered to represent a reason for refusal of the subdivision of the existing house.

Highways and Parking

Policy BE9 Design for Vehicles states:

New developments and refurbishments should provide a safe, efficient and environmentally acceptable site layout for all vehicles (including cycles) and pedestrians.

Unitary Development Plan guidelines require the provision of 2-3 spaces per dwelling for dwellings of this type and this can be accommodated on the indicated hardstanding areas and garages.

It is considered that very minor changes to the existing layout of drive and hardstanding could adequately provide for the house/outbuilding conversion element of the scheme. Given the recommendation of this report amendments have not been sought in this regard.

The proposed new build elements would be acceptable in terms of provision for vehicles but the previously stated concerns relating to their impact on the openness and character of the Green Belt remain.

The proposed access points onto Long Line are considered acceptable with regards to highway safety and the site arrangements should allow for vehicles to enter and leave in forward gear.

The proposals are therefore considered acceptable with regard to Policy BE9

Landscaping

Policy BE6 'Landscape Design' states that good quality landscape design will be expected in new developments.

The development itself will not result in the loss of any significant publicly accessible open/green space or loss of trees of significant public value and a condition requiring landscape details could secure an appropriate landscape scheme in the event of an approval.



## Sustainability

The site is not in a particularly sustainable location being outside the urban area and approximately 1km from the nearest shops (Dore Local Centre) with limited services on the connecting routes (Hathersage Road/Cross Lane). It can be reasonably concluded that occupiers of the dwellings would be most likely to be reliant on the use of a car for most activities.

It is acknowledged that there is scope for the dwellings to be constructed using sustainable techniques and a high degree of energy efficiency could be achieved. The use of permeable surfacing and employment of rainwater harvesting could negate any significant contribution to surface water problems in the locality.

In view of the above, and subject to appropriate conditions, the proposals are capable of broadly complying with Policies CS63 and CS64.

## Drainage

A culvert runs across the site and that this would traverse the site beneath the footings of Plots 2 and 3 as proposed. It would however be technically feasible to divert this culvert (in all likelihood it would be advantageous to open the course up).

This being the case it is not considered that surface water concerns represent a robust reason for refusal given that conditions could be attached to ensure the use of porous materials for hard standings and the re-direction/refurbishment of the culvert.

The site does not lie within an identified flood risk area.

## Response to Representations

### Applicant

The Applicant's Agent has submitted supporting information relating to recent appeal cases for development which they consider similar to the proposals. In these cases limited infill development was allowed at appeal. It should be remembered that each planning case is considered on its merits.

Nonetheless the circumstances in the Felbridge case appear to show a parcel of land very much within the envelope of an existing village at the end of cul-de-sac with residential development on three sides and the grounds of an educational establishment on the fourth. This is not considered to represent similar circumstances to Long Line.

The Kelsall case reveals a site which also appears to be on the edge of an existing village though it is accepted that there are open fields to the east. Nonetheless, once again the circumstances of this case do not appear to mirror to a significant degree those on Long Line which is not a village but rather intermittent housing in a rural setting.



The Moulton case is considered to have very little relevance to this application. The site did not lie within a designated Green Belt, the application was for 148 houses and the Local Authority in question could only demonstrate a 2.5 year supply of housing land. The Inspector therefore greatly reduced the weight afforded the Council's policy relating to protection of the countryside.

#### Objectors

Matters relating to the Green Belt and Area of High Landscape Value, the character of the area, design and detailing, highways, car parking and land drainage have been dealt with in the main body of this report.

#### Community Infrastructure Levy

The development is CIL liable and is in a part of the city (South West: Zone 5) where the CIL charge is £80 per square metre.

#### CONCLUSIONS

This is an application containing two main elements, the first the subdivision and extension of the existing house/outbuilding to form three dwellings.

This principle of subdivision of the existing residential property and its curtilage is considered acceptable but further extension of the existing buildings is contrary to the aims of Green Belt Policy.

The second element of the scheme would be the erection of the three new build dwellings. This element is not considered to represent limited infill and therefore the proposal is considered inappropriate development in the Green Belt as set out in the NPPF and Unitary Development Plan policy.

Whilst accepting that there is both a presumption in favour of development enshrined within the NPPF and that Sheffield currently has a projected marginal shortfall in the supply of deliverable sites for housing, it is considered that the proposals will make only a very limited contribution to the latter and this factor does not outweigh the harm that will accrue to the Green Belt and Area of High Landscape Value.

No special circumstances have been demonstrated so as to justify an exemption from the relevant policies.

The subdivision of the existing house is considered acceptable in principle but the further extension of the existing built form is considered (taken cumulatively with previous extensions) disproportionate.

The appearance of the new build dwellings and their ancillary works, taken cumulatively, is considered out of character with the existing 'street scene' due to their more urban appearance within a rural setting.

The application is considered contrary to the aims of paragraphs 87, 88 and 89 of the NPPF, to Policies GE1, GE3, GE4, GE5, GE6 and GE8 of the Sheffield UDP, to Policies CS23, CS24 and CS74 of the Sheffield Core Strategy and to Supplementary Planning Guidance 'Designing House Extensions'

The application is therefore recommended for refusal.

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Case Number	16/01974/FUL (Formerly PP-05071419)
Application Type	Full Planning Application
Proposal	Change of Use from shop (Use Class A1 ) to hot food takeaway (Use Class A5) including erection of an extraction flue.
Location	457 Firth Park Road Sheffield S5 6QQ
Date Received	23/05/2016
Team	City Centre and East
Applicant/Agent	Jabula Design Ltd
Recommendation	Grant Conditionally

Subject to:

**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:

FPR 16-PL-002B; FPR 16-PL-003B; and FPR16P-SD-002

Reason: In order to define the permission.

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

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

3. Prior to the use commencing details of the means of reducing noise and vibration from the fume extract ducting shall have been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of amenities of neighbouring occupiers

4. The building shall not be used for the above-mentioned purpose unless a suitable receptacle for the disposal of litter has been provided in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

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

### **Other Compliance Conditions**

5. The building shall be used for the above-mentioned purpose only between 1100 hours and 2300 hours on any day.

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

6. No movement, sorting or removal of waste bottles, materials or other articles nor movement of bins shall be carried on outside the building between 2300-0700 on any day.

Reason: In the interests of the amenities of neighbouring occupiers.

7. No deliveries shall be made to the building between 2300 - 0700 hours on any day.

Reason: In the interests of the amenities of neighbouring occupiers.

8. At all times commercial refuse bins shall be stored to the rear of the property as shown on the approved plan and shall at no time be stored on the adjoining public highway.

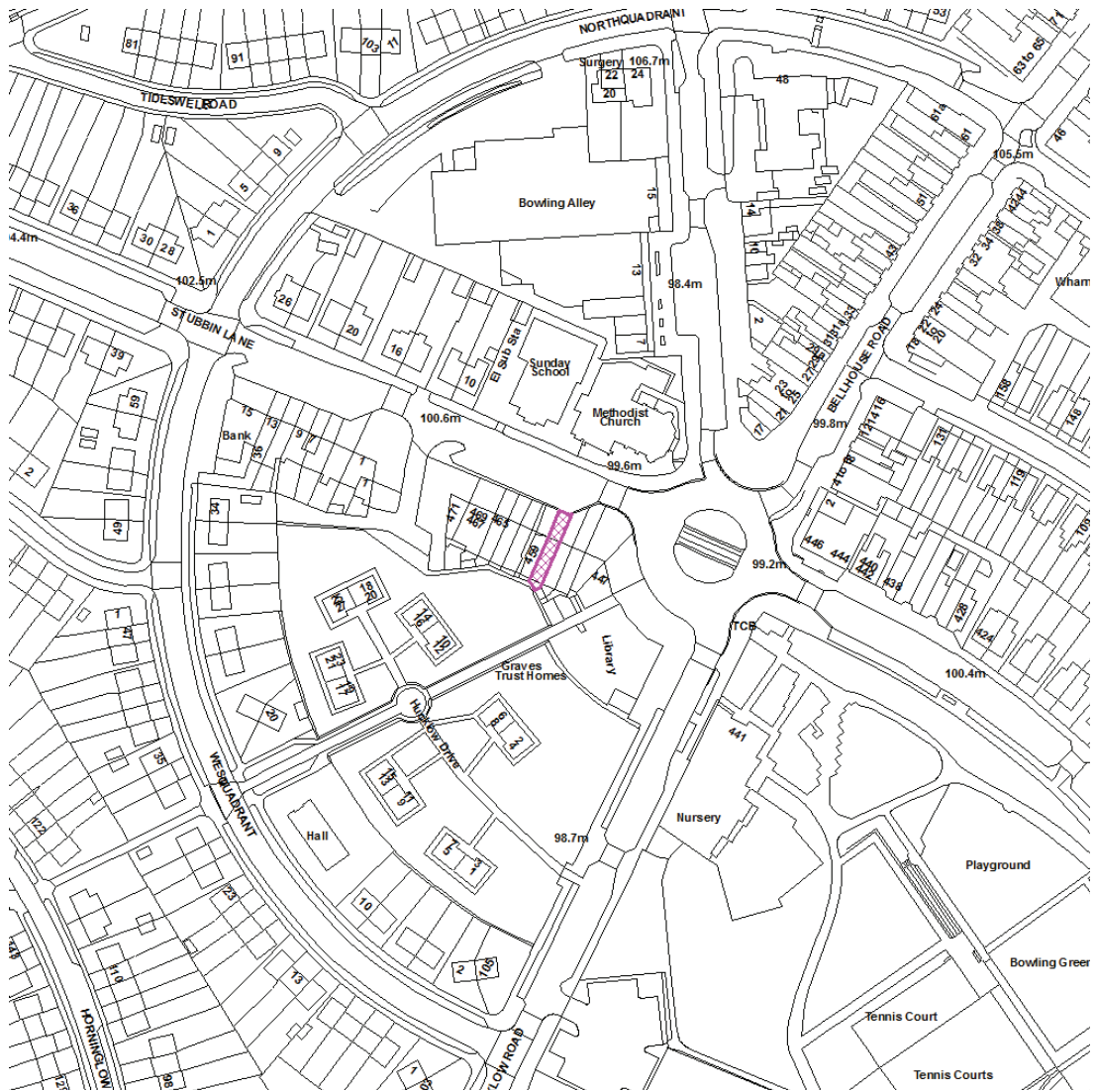
Reason: In the interests of the amenities of the locality

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.

# Site Location



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## LOCATION AND PROPOSAL

This application seeks permission to change the use of the ground floor of 463 Firth Park Road from Retail (Use Class A1) into a hot food takeaway (Use Class A5).

The application site is located within the Firth Park District Shopping Centre as defined by the Sheffield Unitary Development Plan (UDP). The building is a three storey mid terraced property with independent residential accommodation provided on the upper floors and in the roof space of the building. The application site forms part of a parade of shops located on the south side of Firth Park Road. The upper residential floors of the property are accessed via a shared covered alley between 461 and 459 Firth Park Road which leads to a stepped access to an open first floor walkway serving 447 to 471 Firth Park Road.

The application also proposes an extraction flue which will be positioned largely internal to the building and terminating at ridge height adjacent to the existing chimney.

## SUMMARY OF REPRESENTATIONS

There have been three letters of representation in respect of this application, the issues raised are summarised as follows:

- The position of the flue would create odour and noise to adjoining occupiers. The flue would be visually intrusive and be detrimental to the amenities of the locality.
- The use as a HFTA would result in additional noise and disturbance to local residents and lead to youths congregating outside the building with associated anti-social behaviour.
- The proposal would exacerbate ongoing problems with litter and rodents in the area.
- The council previously refused an application for a HFTA at 463 Firth Park Road which is located within the same terraced block.
- There is a lack of bin provision. The area to the rear of the property is a right of access and bin storage in this area would block access and fire escapes to the rear of neighbouring shops and first floor residential accommodation.
- There are already a number of A5 uses within the shopping district and a further HFTA would endanger the preference of A1 uses. From an economic point of view the area cannot support additional A5 uses and an approval may lead to other HFTA's going out of business.
- There is a shortage of parking in the area and the proposal will affect this further.

## PLANNING ASSESSMENT

### Land Use & Dominance

Policy S7: 'Development in District and Local Shopping Centres' identifies retail (A1) as the preferred use of land, however it also identifies food and drink uses inclusive of hot food takeaways (use class A5) as acceptable uses in the policy

area. As such the principle of the proposed use is considered acceptable subject to the requirements of Policy S10.

Section a) of Policy S10: Conditions on Development in Shopping Areas, states that, proposals for changes of use should not lead to a concentration of uses which would prejudice the dominance of preferred uses in the area (the area in this case being the Firth Park District Shopping Centre). Appendix 1 within the UDP defines dominance as usually meaning that the non-preferred uses do not occupy more than half of the area.

Following an assessment of uses within the District Shopping Centre (July 2015) the loss of this A1 unit would not reduce the percentage of A1 units below 50% within the centre. If the application were to be approved and implemented, 60% of the total units in the local centre would remain in A1 use. As a result, the change of use is not considered to conflict with policy S10 a).

### Design

Policy S10: Conditions on Development in Shopping Areas, (d) states that new developments or change of use applications will only be acceptable if they are well designed and of a scale and nature appropriate to the site.

Externally the shop front will be retained as existing. The proposed extraction flue, originally shown to be located externally to the rear of the property will be routed internally through a service duct and terminating at ridge height adjacent to an existing chimney on the rear elevation. From both a visual amenity point of view this is considered to be the preferred location as it will be barely visible from the rear of the property.

At the time of the previous refusal for a HFTA at 463 Firth Park Road, the extraction flue was to be located on the rear elevation of the building terminating 3.5m above the eaves to the property. At this time it was considered that the excessive height of the flue would be detrimental to the visual amenities of the locality. The current proposal with the flue routed internally does not raise the same concerns and is considered to be in compliance with Policy S10(d)

### Amenity Issues

Policy S10: Conditions on Development in Shopping Areas, Section (b) seeks to ensure that that new developments or change of use applications will only be acceptable if they do not cause residents or visitors in any hotel, hostel, residential institution or housing to suffer from unacceptable living conditions, including air pollution & noise.

The design of the flue extraction system terminating at high level will ensure neighbouring dwellings are not affected by odours. As the flue will run internally the flue will be mounted on anti-vibration fixings with additional sound proofing to ensure it will not cause nuisance to occupiers of the neighbouring residential accommodation. Full details will be conditioned for subsequent approval should the



application be approved to ensure no detriment to the living conditions of adjoining properties.

Whilst there is the potential for customers using the premises to create some noise on entering and leaving the building, the building is located within an established shopping centre, adjacent to a busy highway where there are a variety of commercial uses, including existing HFTA which area open in the evening.

The applicant has indicated that the building would be in use between 1100 hours and 2300 hours 7 days a week. These hours are considered reasonable within this busy commercial environment where there are other established late night uses. Conditions restricting the time of deliveries and sorting and removal of waste materials and bins shall be added to any subsequent approval to ensure there is no late night or early morning disturbance to local residents.

The proposal is not considered to give rise to any unacceptable amenity issues and in this respect considered to comply with section (b) of policy S10.

#### Highways

Section (f) of Policy S10: Conditions on Development in Shopping Areas, states that new developments or change of use applications will only be acceptable if they are adequately served by transport facilities, provide safe access to the highway network, appropriate off-street parking and not endanger pedestrians.

The site is well served by public transport and, although parking can be limited at busier times of the day, there is on street parking available in the area. It is also noted that the use is not considered to be a large trip generator in its own right, given that many customers will already be in the area, either using other services or living in close proximity. Given the above, the proposal is considered to be in compliance with Policy S10 (f)

#### Access

The existing shop front is not being altered as part of the application. There is a low threshold into the building which will ensure ease of access for all users.

#### Bin Storage and litter

The applicant has shown designated bin storage area within the rear yard area which is located clear of the shared rear access way. A condition will be added to any subsequent approval requiring the rear access to be kept free of obstruction at all time. In addition a litter bin for customers will be conditioned to be provided outside of the shop when the premises are open in order to prevent the spread of litter.

#### RESPONSE TO REPRESENTATIONS

The concerns raised in respect of the proportion of fast food shops and odour is addressed in the report above. Issues with regard to litter on the street can be dealt

with by adding a condition requiring the provision of a litter bin outside the premises. There is no evidence to suggest that the use will increase or give rise to antisocial behaviour, which is a matter for the police. Again there is no evidence to suggest that the use would increase vermin or attract rodents but if this issue did arise it could be dealt with by Environmental Health. It is not the planning authority's role to prevent competition between local businesses.

#### SUMMARY AND RECOMMENDATION

The application seeks approval to use a vacant retail shop as a Hot Food Takeaway with the installation of an associated fume extraction system.

Following an assessment of uses within the District Shopping Centre, the use of this unit as a hot food takeaway (A5) would not threaten the overall dominance of A1 retail uses. It is considered that the design and location of the proposed extraction unit will not lead to any amenity concerns in respect of neighbouring property or visual amenities of the locality.

The proposed unit is in close proximity to good public transport links and, given the commercial nature of the area and the close location of the surrounding residential community, this application is not considered to place any undue pressure on the existing highway network

The application is therefore considered in line with policy requirements and is recommended for approval.

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Case Number	16/01169/OUT
Application Type	Outline Planning Application
Proposal	Demolition of existing buildings and structures and erection of residential development (Use Class C3) with means of site access including a new vehicular bridge and a pedestrian/cycle bridge across the River Don, and associated landscaping and infrastructure works (As amended by drawings received on the 11 and 16 August 2016)
Location	Site Of Oughtibridge Mill Sheffield Site 22 - 24 Main Road Wharncliffe Side Sheffield S35 0DN
Date Received	22/03/2016
Team	West and North
Applicant/Agent	Nathaniel Lichfield And Partners
Recommendation	Grant Conditionally Legal Agreement

Subject to:

#### **Time Limit for Commencement of Development**

1. Application for approval in respect of any matter reserved by this permission must be made 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.

2. The development shall be begun not later than whichever is the later of the following dates:- the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

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

3. The development shall not be commenced unless and until full particulars and plans thereof shall have been submitted to the Local Planning Authority and planning approval in respect thereof including details of (a) Access, (b) Appearance, (c) Landscaping, (d) Layout and (e) Scale (matters reserved by the permission) shall have been obtained from the Local Planning Authority.

Reason: Until full particulars and plans of the development (including details of the matters hereby reserved) are submitted to and approved by the Local Planning Authority they cannot agree to the development proceeding.

#### **Approved/Refused Plan(s)**

4. The development shall be carried out broadly in accordance with the following approved plans:

01 Use and Development Area (Dwg. Ref. no. 1526:10 Rev L)  
02 Landscaping and Open Space (Dwg. Ref. no. 1526:11 Rev B)  
03 Storey Heights (Dwg. Ref. no. 1526:12)  
04 Density (Dwg. Ref. no. 1526:13 - Revision D)  
05 Access (Dwg Ref. no. 1526:14 - Revision C)  
06 Tree Removal Plan (Dwg Ref. no. 1526:15 Revision F)  
Proposed Access Arrangement Langsett Road North (Dwg No. 15/215/TR/003)  
Proposed Footway Widening Scheme on A6102 Langsett Road North:  
Drawing 1 (Dwg. Ref. no. 15/215/TR/008 Rev B), Drawing 2 (Dwg. Ref. no. 15/215/TR/009 Rev C), and Drawing 3 (15/215/TR/010 Rev B).

Reason: In order to define the permission.

#### **Pre Commencement Condition(s) – (“true conditions precedent” – see notes for definition)**

5. No advance infrastructure and enabling works (including but not limited to any works of demolition and/or works of a temporary nature, such as, temporary hard and/or soft landscaping or temporary vehicular routes) within a Phase ("Advance Infrastructure and Enabling Works") shall commence until details of the proposed Advance Infrastructure and Enabling Works have been submitted to and approved in writing by the Local Planning Authority.

The Advance Infrastructure and Enabling Works shall be carried out in accordance with those approved details. For the avoidance of doubt, any Advance Infrastructure and Enabling Works may be undertaken prior to the submission or approval of Reserved Matters Applications pursuant to Conditions 1 and 2 and without compliance with pre-commencement conditions 7, 8, 9, 11, 12, 14, 15, 16, 17, 20, 21, 22, 25, 29, 32 and 33.

Reason: To safeguard highways safety and amenity during early development activities.

6. No development of a phase shall take place until a Construction Method Statement for that phase has been submitted to, and approved in writing by, the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for the following matters in respect of the development of the phase:
  - i. The parking of vehicles of site operatives and visitors
  - ii. Means of access for construction traffic
  - iii. Loading and unloading of plant and materials
  - iv. Storage of plant and materials used in constructing the development
  - v. The erection and maintenance of security hoarding
  - vi. Wheel washing facilities
  - vii. Measures to control the emission of dust and dirt during construction
  - viii. Measures to protect potential reptiles during construction

Reason: To provide for appropriate on-site facilities during construction, in the interests of highway safety and the general amenity of the area.

7. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5 prior to the commencement of development a phasing plan setting out the proposed phasing of construction of the development shall be submitted to and approved in writing by the Local Planning Authority. Thereafter each reserved matters application for a phase submitted pursuant to Condition 3 above shall be accompanied by an updated phasing plan. The updated phasing plan shall set out any proposed changes from the phasing plan previously approved pursuant to this Condition. The development shall be carried out in accordance with the phasing plan as approved and updated unless otherwise agreed in writing with the Local Planning Authority or required by other conditions of this permission. For the purposes of this permission all references to a "phase" or "phase of development" shall be interpreted as being a reference to a phase as defined on the phasing plan approved or subsequently updated pursuant to this condition.

Reason: To ensure the satisfactory delivery of elements of the proposed development.

8. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, no development of a phase shall take place until a scheme has been submitted to, and approved in writing by, the Local Planning Authority detailing:
  - i. Means of crossing the River Don for pedestrians and cyclists and links into wider footpath/cycleway network;
  - ii. The provision of pedestrian access points onto Langsett Road North;
  - iii. The provision of public art; and
  - iv. The timing of the provision of i, ii and iii.

Thereafter the approved scheme shall be implemented in accordance with the timescales set out within the approved scheme.

Reason: To provide sustainable travel options to local services and facilities within Oughtibridge and Wharnccliffe Side and in order to satisfy the requirements of Policy BE12 of the Unitary Development Plan.

9. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, no development of a phase shall take place until a scheme has been submitted to, and approved in writing by, the Local Planning Authority detailing:

- i. Means of crossing the River Don for vehicles; and
- ii. The timing of the provision of i.

Thereafter the approved scheme shall be implemented in accordance with the timescales set out within the approved scheme.

Reason: To provide a satisfactory vehicle crossing over the River Don.

10. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5 no phase of development shall commence until a Phase II Intrusive Site Investigation Report in respect of that phase of development has been submitted to, and approved in writing by, the Local Planning Authority. The report will confirm that supplementary intrusive site investigations, gas monitoring and risk assessment have been undertaken as recommended in report Geoenvironmental Appraisal Report of land at Oughtibridge Mill, ref: C6485A, Final Rev A, dated March 2016, Volumes 1 to 3 (Sirius), and as are required by the Environmental Protection Service. The Report shall be prepared in accordance with Contaminated Land Report CLR 11 (Environment Agency 2004).

Reason: To minimise risks from land contamination to the future users of the land and neighbouring land in accordance with saved UDP Policy GE25.

11. No development of any phase, or other operations being undertaken on site in connection with the development, shall take place until the following documents, prepared in accordance with BS5837 (Trees in Relation to Construction 2005: Recommendations) for that phase, are submitted to and approved in writing by the Local Planning Authority:

- Tree protection plan and barrier details (TPP)
- Arboricultural Method Statement (AMS)

No development or other operations shall take place except in complete accordance with the approved TPP and AMS. The erection of barriers for the protection of any retained tree shall be undertaken in accordance with the approved TPP and AMS before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been

removed from the site. Nothing shall be stored or placed in any area fenced off in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

Reason: To ensure trees are adequately considered and protected during construction of the development.

12. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, no development shall take place (including demolition, ground works, vegetation clearance) until a construction environmental management plan (CEMP:otters) has been submitted to and approved in writing by the Local Planning Authority. The CEMP (otters) shall include the following:

- a) Risk assessment of potentially damaging construction activities.
- b) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements).
- c) The location and timing of sensitive works to avoid harm to otters and their movement through the river corridor.
- d) The times during construction when specialist ecologists need to be present on site to oversee works.
- e) Responsible persons and lines of communication.
- f) The role and responsibilities on site of an ecological clerk of works (ECoW) or similarly competent person and the maintenance of a daily log by this person to be provided to the LPA.
- g) Use of protective fences, exclusion barriers and warning signs.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason: To ensure adequate protection of otters

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

13. No dwellings within any phase of development shall be occupied until the vehicular site access has been implemented in accordance with the details approved by Dwg No. 15/215/TR/003 (Proposed Access Arrangement Langsett Road North), or any alternative access arrangements submitted to, and approved in writing by, the Local Planning Authority which is substantial accordance with this plan.

Reason: In the interests of highway safety.



14. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, no phase of development shall commence until an agreed timetable for implementation of the Proposed Footway Widening Scheme has been agreed in writing by the Local Planning Authority. Thereafter the approved widening scheme shall be implemented in accordance with the details approved by: Drawing 1 (Dwg. Ref. no. 15/215/TR/008 Rev B), Drawing 2 (Dwg. Ref. no. 15/215/TR/009 Rev C), and Drawing 3 (15/215/TR/010 Rev B), or any alternative improvement scheme agreed in writing with the Local Planning Authority, and the agreed timetable for implementation,

Reason: In the interests of highway safety.

15. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5 prior to the commencement of any phase of development, a detailed Travel Plan for that phase which is in broad accordance with the Bryan G Hall Framework Travel Plan (March 2016), and finalises the measures to be put in place for the phase shall be submitted to, and approved in writing by, the Local Planning Authority. The Travel Plan for that phase shall thereafter be carried out and operated as approved.

Reason: To promote the use of more sustainable modes of transport.

16. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5 no phase of development shall commence until full details of the proposed surface water drainage for that phase have been submitted to and approved by the Local Planning Authority, including the arrangements for surface water infrastructure management for the life time of the development. These works shall be carried out concurrently with the development of the phase to which they relate and shall be operational in accordance with the approved details prior to the occupation of any dwellings within the relevant phase of development.

Reason: To ensure that the site is properly drained and that surface water is appropriately discharged.

17. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5 the surface water discharge from this brownfield site shall be reduced by at least 30% compared to the existing peak flow as referred to within Table 1 of the Drainage Assessment (Oughtibridge Mill, Oughtibridge, Sheffield - Drainage Assessment, Final Report v1-0, March 2016, Weetwood Services Ltd). This should be achieved by sustainable drainage methods where feasible. Should the design not include sustainable methods evidence is to be provided to show why sustainable drainage methods are not feasible for this site. Detailed proposals for surface water disposal for each development phase, including calculations to demonstrate the reduction, must be submitted to and approved by the Local Planning Authority prior to commencement of any phase development. Each phase of development shall thereafter be carried out in accordance with the approved details for that phase.



Reason: To ensure that the development can be properly drained and to prevent the increased risk of flooding.

18. No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall, other than the existing local public sewerage, for surface water have been completed for each development phase in accordance with details submitted to and approved by the Local Planning Authority.

Reason: To ensure that the site is properly drained and in order to prevent overloading, surface water is not discharged to the foul sewer network.

19. The access to Wharncliffe Side Waste Water Treatment Works shall be maintained throughout all phases of the development, details of which shall be submitted to and approved by the Local Planning Authority. Furthermore, construction activity in the relevant area of the site shall not commence until the approved details have been implemented to the satisfaction of the Local Planning Authority.

Reason: To ensure access to Wharncliffe Side Waste Water Treatment Works is maintained throughout the development.

20. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, a minimum of 1.38ha shall be provided as public open space for the development as a whole. Such public open space shall comprise of informal amenity space, including the riverside walkway, and facilities for children's play. No development within a phase shall commence until the Local Planning Authority has approved in writing the details of, and arrangements for, the setting out of on-site public open space as part of that phase of the development to include the following matters in respect of the phase:

- i. The delineation and siting of the proposed public open space;
- ii. The type and nature of the facilities to be provided within the public open space, including where relevant children's play provision;
- iii. The arrangements to ensure that the Public Open Space is laid out and completed during the course of the development; and
- iv. The arrangements for the future maintenance of Public Open Space.

The open space for that phase shall be completed in accordance with the approved details and arrangements for that phase.

Reason: To ensure adequate provision of public open space to meet the needs of future occupiers of the development in accordance with saved UDP Policy H16.

21. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, no development shall begin until a scheme for the provision of affordable housing (as defined in Annex 2 of the National Planning Policy

Framework (or any revocation or modification thereof in force from time to time)) which equates to 10% of the total number of dwellings gross internal floor area to be provided within by the development has been submitted to and approved in writing by the Local Planning Authority. The scheme may provide for the provision of the affordable housing on a phase by phase basis. The development (and each phase thereof) shall be carried out in accordance with the approved scheme.

Reason: To secure the provision of affordable housing in accordance with Core Strategy Policy CS40.

22. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5 no phase of development shall commence until a Remediation Strategy Report detailing those remediation works recommended within the Phase II Intrusive Site Investigation Report approved pursuant to Condition 10 for that particular phase have been submitted to, and approved in writing by, the Local Planning Authority. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004) and Sheffield City Council policies relating to validation of capping measures and validation of gas protection measures, including the YAHPAC Technical Guidance (October 2014), Acceptable Methods of Validating Capping Thickness (May 2013) and Verification of Gas Protection Measures (February 20019).

Reason: To minimise risks from land contamination to the future users of the land and neighbouring land in accordance with saved UDP Policy GE25.

23. Upon completion of any measures identified in the approved Remediation Strategy, or any approved revised Remediation Strategy, for a phase, a Validation Report shall be submitted to the Local Planning Authority in respect of that phase. No dwellings within a phase shall be occupied until the final Validation Report for that phase has been approved in writing by the Local Planning Authority. The Validation Reports 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, including the YAHPAC Technical Guidance (October 2014), Acceptable Methods of Validating Capping Thickness (May 2013) and Verification of Gas Protection Measures (February 20019).

Reason: To minimise risks from land contamination to the future users of the land and neighbouring land in accordance with saved UDP Policy GE25

24. No development of any phase shall take place until a woodland management plan has been submitted to, and approved in writing by, the Local Planning Authority, which details measures to manage the adjacent woodland edge up to the existing fence line, and the timescales for the implementation of such measures. Thereafter the approved scheme management plan shall be implemented in accordance with the approved details.

Reason: To ensure that the ancient woodland surrounding the site is adequately considered and protected.

25. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, no phase of development shall commence until details of mitigation measures as set out within Section 5 of the Ecological Survey prepared by Baker Consultants (March 2016) for that particular phase have been submitted to, and approved in writing by, the Local Planning Authority, to the extent only that such measures are relevant to the particular phase under consideration. Mitigation measures are specific to the following paragraphs of the Ecological Survey:

- i. Replacement bat roost habitat - Paragraph 5.3.9 (p48);
- ii. Provide nesting and feeding habitats for birds - Paragraph 5.3.17 (p49); and
- iii. Invasive species management - Paragraph 5.3.18-5.3.20 (p49).

The details will include a timetable for the implementation of mitigation measures for that particular phase. Thereafter, the development of that phase shall be carried out in accordance with the approved details.

Reason: To ensure adequate protection of species and habitats.

26. Demolition of Buildings B10 and B18 as shown in the Ecological Survey prepared by Baker Consultants (March 2016) and removal of the existing vehicular bridge shall not commence unless the Local Planning Authority has been provided with either:
- a) A licence issued by Natural England pursuant to Regulation 53 of The Conservation of Habitats and Species Regulations 2010 (R53 Licence) authorizing the specified activity/development to go ahead; or
  - b) A statement in writing from Natural England to the effect that it does not consider that the specified activity/development will require an R53 Licence.

Reason: To protect the interests of bats as a protected species.

27. No dwellings within a phase of development shall be occupied until a scheme of sound insulation works for that phase has been installed. Such scheme of works shall be first submitted to and approved in writing by the Local Planning Authority and shall:

- a) Be based on the findings of approved Noise Assessment report ref. 15/0651/R1-3.
- 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); and

External Amenity Areas (rear gardens): LAeq (16 hour) 55dB (0700 to 2300 hours).

c) Where the above internal noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms. Such works shall thereafter be retained.

Reason: In the interests of residential amenity.

28. Prior to the occupation of any phase of development, Validation Testing of the scheme of the sound insulation works provided for dwellings pursuant to Condition 27 shall have been carried out for each house type within that phase and the results submitted to and approved by the Local Planning Authority. Such Validation Testing shall:

a) Be carried out in accordance with a method statement approved by the Local Planning Authority.

b) Demonstrate that the noise levels specified in Condition 27 have been achieved. In the event that the specified noise levels have not been achieved then, notwithstanding the sound attenuation works thus far approved, a further scheme of sound attenuation works capable of achieving the specified noise levels and recommended by an acoustic consultant for the relevant development phase shall be submitted to and approved by the Local Planning Authority before any dwellings within the phase are occupied. Such further scheme of works shall be installed as approved in writing by the Local Planning Authority before any dwellings within the phase are occupied and shall thereafter be retained.

Reason: In the interests of residential amenity.

29. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, unless it can be shown not to be feasible and viable, no phase of development shall commence until details identifying the strategy for providing a minimum of 10% of the predicted energy needs arising from that phase from decentralised and/or renewable or low carbon energy, or an alternative energy saving mechanism, shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development of that phase shall be carried out in accordance with the approved details.

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

30. The landscape buffer along the Main Road/Langsett Road North boundary shall comprise retained existing woodland and new woodland planting, to create a substantial long term landscape feature with a minimum width of 10m. Existing woodland is to be managed and enhanced with new planting, and new woodland planting is to include a substantial proportion of large forest species trees details of which shall be first submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of the visual amenity of the surrounding area

31. No works which include the creation of trenches or culverts or the presence of pipes shall commence until measures to protect badgers from being trapped in open excavations and/or pipe and culverts are submitted to and approved in writing by the local planning authority. The measures may include:
- a) creation of sloping escape ramps for badgers, which may be achieved by edge profiling of trenches/excavations or by using planks placed into them at the end of each working day; and
  - b) open pipework greater than 150 mm outside diameter being blanked off at the end of each working day.

Reason: To ensure adequate protection of badgers

32. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, a "lighting design strategy for biodiversity" for semi-natural habitats including ancient woodland, sensitive species shall be submitted to and approved in writing by the local planning authority. The strategy shall:
- a) identify those areas/features on site that are particularly sensitive for bats, badgers and otters, ancient woodland, and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging; and
  - b) show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places. All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the Local Planning Authority.

Reason: To ensure adequate protection of species and habitats

33. Save for any Advance Infrastructure and Enabling Works approved pursuant to Condition 5, a method statement for the protection of reptiles shall be submitted to and approved in writing setting out mitigation measures that would be undertaken during the course of the construction phases.

Reason: To ensure adequate protection of species and habitats given the development and site clearance will reduce the number of basking areas and potential reptile habitat on site.

### **Other Compliance Conditions**

34. The development shall comprise no more than 320 dwellings.
- Reason: to ensure that the development can be safely accommodated on the highway network in line with the submitted Transport Assessment.
35. Site levels shall be set in accordance with the approved Flood Risk Assessment (FRA) Weetwood dated March 2016 and the following mitigation measures detailed within the FRA:
- Site levels for the development platform and floor levels of any building are set no lower than the 1 in 1000 year (ie 0.1% annual probability) flood level.
- No dwellings within a phase of development shall be occupied until the above mitigation measures have been fully implemented for that phase.
- Reason: To prevent the increased risk of flooding to the proposed development and future occupants.
36. Each phase of the development shall be carried out in accordance with the details shown on the submitted Drainage Assessment reference 2992/DA/Final/v1.0 dated 18/03/2016 prepared by Weetwood, unless otherwise agreed in writing with the Local Planning Authority.
- Reason: In the interests of satisfactory and sustainable drainage.
37. Each phase of development and the associated remediation of the phase shall proceed in accordance with the recommendations of approved Remediation Strategy approved for the phase pursuant to Condition [22]. In the event that remediation for that development phase is unable to proceed in accordance with the approved Remediation Strategy, or unexpected contamination is encountered at any stage of the development process, works on that development phase shall 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: To minimise risks from land contamination to the future users of the land and neighbouring land in accordance with saved UDP Policy GE25.
38. Construction or remediation work comprising the use of plant, machinery or equipment, or deliveries of materials shall only take place between the hours of 0730 to 1800 Monday to Friday and 0800 to 1300 on Saturdays and at no time on Sundays or Bank Holidays.
- Reason: In the interests of residential amenity.
39. As shown on Parameter Plan 1, a minimum 5m wide vegetated buffer zone shall be provided between the nearest part of the developable area of the



site and the Ancient Semi-Natural Woodland/Local Nature Site (Wharnccliffe Woods). The remaining area adjacent to the Northern boundary (Eastern side) shall be provided with a buffer between 5m-20m.

Reason: In the interests of biodiversity and protection of the adjoining ancient woodland from deterioration.

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. 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 A Turner on Sheffield (0114) 2734383.

3. 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 a signed consent under the Highways Act 1980. An administration/inspection fee will be payable and a Bond required as part of the consent.

You should apply for a consent to: -

Highways Adoption Group  
Development Services  
Sheffield City Council  
Howden House, 1 Union Street  
Sheffield  
S1 2SH

For the attention of Mr S Turner  
Tel: (0114) 27 34383

4. 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:-

Sheffield City Council  
Town Hall  
Penistone Street  
Sheffield  
S1 2HH

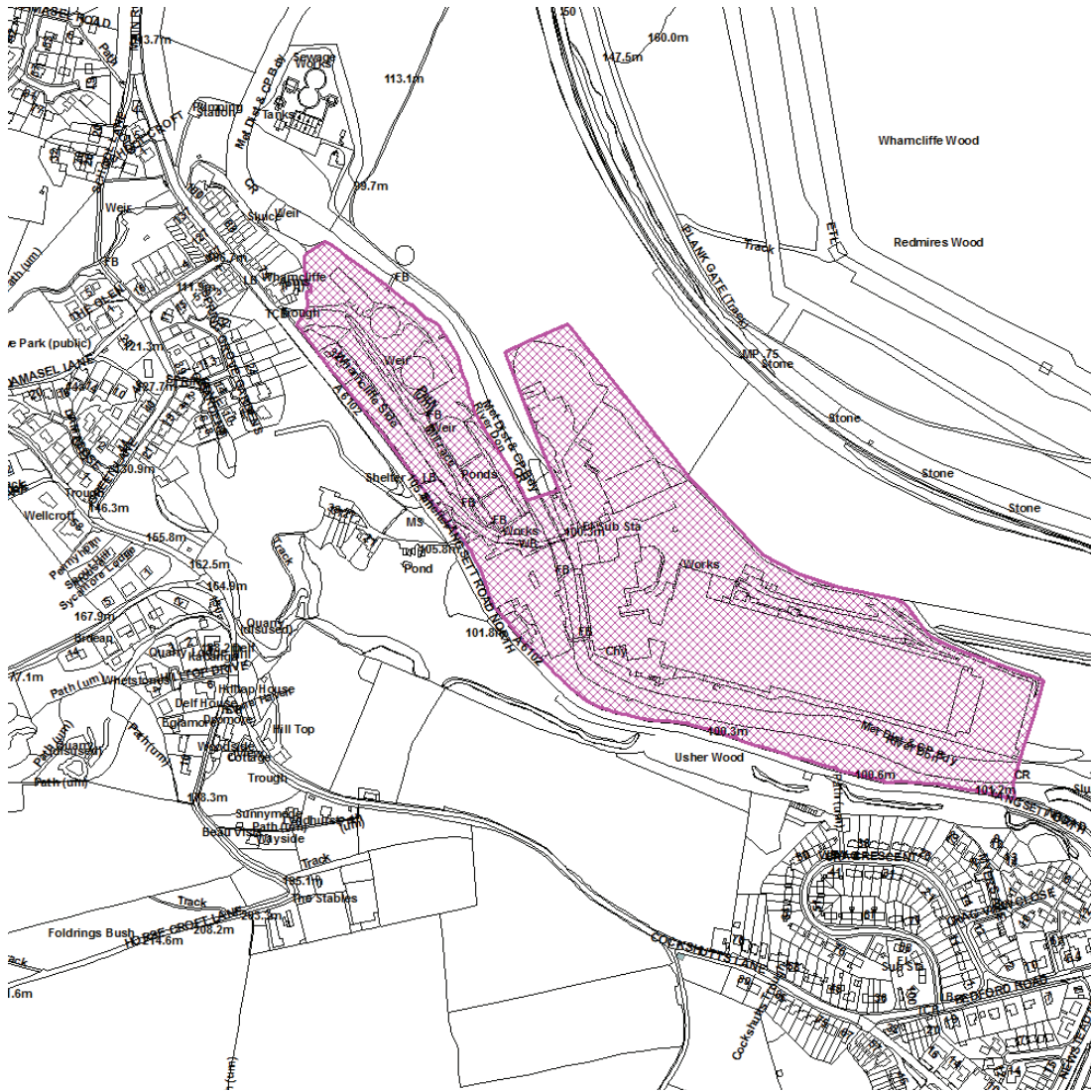
For the attention of Mr P Vickers

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.

5. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.
6. The applicant should be aware that a legal agreement has been completed in respect of this proposal.



# Site Location



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## INTRODUCTION

The application relates to the site of Oughtibridge Mill, a former paper mill that lies on the eastern side of Main Road/Langsett Road North (A6102), some 0.45km north of the village of Oughtibridge. The site has a long standing history in the manufacturing and processing of paper products that dates back to the late 19<sup>th</sup> Century. The previous owners of the site (SCA Group) ceased paper production at the site in 2007 (partly in response to the 2007 Sheffield Floods) and ceased all other operations in 2014/15. The application site, together with the whole of the Oughtibridge Mill Estate is now within the ownership of CEG, who purchased the estate's portfolio on behalf of ASE II Developments Ltd in 2015.

Members are informed that there have been two formal pre-application enquiry submissions prior to the application being submitted, one of these sought planning advice by the then owner (SCA) on a total of 13 sites in order to establish their suitability for development/re-development including for housing. The application has been submitted in response to these pre-application enquiries and subsequent discussions between officers and the applicant's representations.

Members are also informed that two separate applications have been submitted independent of this outline application by the applicant seeking approval of the proposed vehicular and pedestrian/ cycle bridges. These are being considered under application Nos. 16/00706/FUL and 16/00708/FUL.

## LOCATION AND PROPOSAL

This Oughtibridge Mill site is located relatively equidistant between Wharnccliffe Side to its north and Oughtibridge to its south. The site covers an area of approximately 13.79 hectares and is bisected by the River Don. The land to the south and west of the River Don is located within the administrative boundary of Sheffield City Council, and is designated a General Industry Area (without Special Industries), whilst the land to the north and east of the River Don is located within the administrative boundary of Barnsley MBC. The land located within Barnsley's is designated Green Belt.

The application site sits on the valley floor with the main area of the site either side of the river being relatively flat ranging from 90m (AOD) to 102m (AOD). This is in contrast to the steep valley sides and undulating sloping landform.

The application comprises previously developed land including a number of existing buildings and structures, that include traditional 19<sup>th</sup> C stone buildings fronting onto Langsett Road North, a large 20<sup>th</sup> C warehouse shed, in addition to areas of cleared land, hardstandings and metalled roads. Building heights vary from two storey buildings fronting Langsett Road North, to the site's much higher warehouse buildings, which are up to 13m in height. Details submitted with the application state that the site's remaining buildings provide in excess of 32,000 square metres of floorspace and have an overall mass of 215,000 cubic metres. The majority of the site's buildings and structures including the large warehouse building is located on the northern side of the River Don within the administrative area of Barnsley.

The site contains a number of individual and groups of trees, which are protected by a Tree Protection Order (TPO). The site is bounded by woodland to its north, east and west, which is also covered by TPO and includes ancient woodland. Wharnccliffe Woods, which is partly designated as both Ancient and Semi-Natural Woodland and Ancient Replanted Woodland is located beyond the site's northern and eastern boundary, areas of woodland are located along the southern boundary between the Langsett Road North and the River Don and woodland and the existing built form of Wharnccliffe Side found along its western boundary. At the site's north-western corner, fronting onto Langsett Road North is the Wharnccliffe Arms Public House. Low stone walling encloses part of the site along its Langsett Road North frontage, in which a wide opening towards its northern end provides vehicular ramped access. The site's road boundary is also characterised by the remnants of the 19<sup>th</sup> C stone buildings, which is built up against the back edge of footpath, mixture of wire mesh, wood and metal fencing, conifer hedging and pedestrian footpath that varies between 1.5m-2.5m in width. Wharnccliffe Side Wastewater Treatment Works (WWTW) is located approximately 80m north of the site.

The applicant is seeking outline planning approval for the demolition of the site's existing buildings and structures and erection of residential development (Use Classes C3) with means of access including a new vehicular bridge and a pedestrian/cycle bridge spanning the River Don onto Langsett Road North. The applicant has requested only means of access be considered under this outline application with appearance, landscaping, layout and scale all reserved for future consideration, (the Reserved Matters). While these matters are reserved, in support of the application, a series of parameter plans have been submitted to illustrate how key elements would be brought forward at the detailed stage. These Parameter Plans are listed below for ease of reference:-

Parameter Plan 01 (Use and Development Area): This plan indicates the developable area of the proposed housing, location of the new vehicular crossing onto Langsett Road North, and the indicative locations of the new pedestrian bridge and vehicular route of primary access road. The plan also shows potential pedestrian link at the site's south-eastern corner subject to further assessment and feasibility study.

Parameter Plan 02 (Landscaping and Open Space): This plan indicates the areas of open space, riverside green corridors and areas of buffer planting onto Langsett Road North.

Parameter Plan 03 (Storey heights): This plan indicates the storey heights of the proposed dwellinghouses/apartments showing a mixture of 2, 2.5 and 3 storey dwellinghouses/apartments on three of the four parcels of land and a mixture of 3 and 4 storey dwellings/ and or apartments within the area of the former mill buildings.

Parameter Plan 04 (Density Plan): This plan shows that the density of the site would range between 30-40 dwellinghouse per hectare on three of four larger parcels of land and 50-100 dwellings per hectare on the smaller parcel of land in the area of the former stone and brick mill buildings that front onto Langsett Road North. At this density range, it is proposed that the site will provide a maximum of 320 dwellinghouses with approximately 120 of these being situated on the Sheffield side of the site and 200 on the Barnsley's side.

Parameter Plan 05 (Access): This plan indicates the location of the proposed vehicular access and the indicative location of the proposed new pedestrian footbridge.

Parameter Plan 06 (Tree Removal Plan): This plan indicates the site's existing trees that would be removed, trees to be retained and trees that may need to be removed subject on remediation measures.

## PROCEDURAL MATTERS

The application site is located in both the administration boundaries of Barnsley MBC and Sheffield CC. On account of this, discussions between the two authorities took place in advance of the application being submitted in order to establish the procedural matters relating to the cross boundary nature of the site. It was agreed between the two authorities that decision making authority in respect of the application (and all subsequent applications for the approval of reserved matters, S73 applications, NMAs and applications to discharge conditions) be delegated to Sheffield CC. Despite the largest part of the site being within Barnsley, the site's location along Langsett Road North adjoining the two settlements of Wharnccliffe Side and Oughtibridge, and its remoteness from the main built up areas of Barnsley would mean that it will function and draw mainly if not entirely upon the services located in Sheffield and not Barnsley.

These arrangements were confirmed by Barnsley MBC when its Planning Regulatory Board on the 23 February 2016 delegated its decision making functions as Local Planning Authority to SCC pursuant to Section 101(1) (b) of the Local Government Act 1972. The report agreed by Barnsley's Members at the Planning Regulatory Board details that permission is delegated to SCC and that the Council (Sheffield) have regard to any conditions or clauses within a S106 agreement recommended by Barnsley in a consultation response having regard to our development plan and all other material considerations.

The application has been advertised as a departure from the Development Plan as the development involves the erection of houses within a General Industry Area and Green Belt. However, Members are informed that there is no specific requirement to refer the application to the Secretary of State simply because of this. With regard to referrals, the relevant direction remains the Town and Country Planning (Consultation) (England) Direction 2009 (Direction). Paragraph 9 of the Direction says that 'Where a local planning authority does not propose to refuse an application for planning permission to which this Direction applies, the authority shall consult the Secretary of State'. With regard to Green Belt development, there is no requirement to consult the Secretary of State if the LPA is satisfied that the development does not constitute 'inappropriate development' provided it would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development. With regard to the proposed development within a General Industry Area, Members are advised that it used to be the case that the Secretary of State had to be notified of all 'departure applications' that is planning applications which are not consistent with policies in the local development plan for that particular area. However, following proposals in the 2006 Barker Review of Land Use Planning

Final Report, the Government changed this situation in 2009 to narrow the situation in which the Secretary of State had to be notified. The Direction does not therefore require the blanket referral of all departure applications. In this instance, officers are satisfied that whilst the application, at least within the Sheffield part of the site, comprises a departure from the development plan, there is no requirement to refer it to the Secretary of State. Members are informed that the specific publicity requirements for advertising departure applications has been applied in respect of this application pursuant to Article 15 of the DMPO. This has included the posting of 16 site notices in and around the settlements of Wharncliffe Side and Oughtibridge and being advertised in the local press.

## PUBLIC CONSULTATION

The applicant has carried out a thorough consultation programme in advance of the application being submitted that involved members of the local community and key stakeholders. Details of the public consultation are found within the applicant's Statement of Community Involvement (SCI), which accompanied the application and included the distribution of a leaflet to all residential properties in both Oughtibridge and Wharncliffe Side informing residents of the proposals and inviting them to a public exhibition led by the applicant and its consultation team on the 21 January 2016.

## RELEVANT PLANNING HISTORY

There have been two pre-application enquiries relating to the development of the site in advance of this outline application being submitted. One of these sought planning advice by the then owner (SCA) on a total of 13 sites in order to establish their suitability for development/re-development including for housing (14/03735/PREAPP) and the second (15/04387/PREAPP) was submitted by the applicant following their purchase of the site in 2015 based on the advice given in the first submission. There has been no other relevant planning history prior to these two pre-application enquiries being submitted.

## SUMMARY OF REPRESENTATIONS

Representations have been received in response to this application from several bodies/departments. These include comments from Barnsley Metropolitan Borough Council (BMBC), Campaign for the Protection of Rural England (CPRE), Loxley Valley Protection Society (LVPS), Bradfield Parish Council, Sheffield Wildlife Trust, Angela Smith MP and a local councillor. These have been summarised below:-

### Barnsley Metropolitan Borough Council (BMBC)

There are no objections to the cross boundary outline planning application from a Barnsley Metropolitan Borough perspective subject to Sheffield City Council being satisfied that the application is acceptable in the following regards:-

- That the proposal would represent the complete redevelopment of a previously developed site which would not have a greater impact on the openness of the



Green Belt, or the purposes of including land within it than the existing development.

- That the loss of a designated employment site would be acceptable as a Departure to the Sheffield Unitary Development Plan having regard to the employment land needs of the area.
- That the site is suitably located for a future housing development of this magnitude from a sustainable development perspective taking into account the relationship with existing settlements and any spatial policies in the UDP and any emerging policies and SPD's.
- That the development would not be at unacceptable risk of flooding or cause an unacceptable risk of flooding downstream and that the sequential test and exception tests are satisfied and that there are no objections from the Environment Agency and Sheffield Council Drainage/Flood Risk Officers.
- That the proposed plans satisfy Sheffield policies regarding the design of new housing developments and highway design. Note however that it shall be necessary to establish whether or not Barnsley Council shall be expected to play any future role in the adoption and maintenance of the roads and bridges in order to determine whether this authority needs to involve itself in assessing the current full applications for the bridges and the detail of the proposed housing development as part of any future application for the approval of the reserved matters.
- That the application would include education, affordable housing and public open space provision that is in accordance with the requirements of Sheffield planning policies and that there would be no expectation that Barnsley Council would need to get involved with the adoption of the open spaces within the Barnsley side.
- That Sheffield afford weight to the comments expressed by the Council's Biodiversity Officer and satisfy themselves prior to the determination of the application that the development would conserve and enhance biodiversity interests prior to determining the application.
- That Sheffield ensure the proposals indicated on the design parameters plan regarding the retention of the existing trees located around the edges of the site and adjacent to the River Corridor are carried through to the reserved matters stage and that adequate protection measures are put in place during the construction period. In addition, a good standard of soft landscaping should be provided as part of the new development.
- That the development would not be at unacceptable risk from Contaminated Land or could be appropriately mitigated via an appropriate remediation strategy.
- The Council would request that the noise mitigation conditions requested by EPS are imposed on any grant outline planning permission.

Campaign for the Protection of Rural England (CPRE) wish to object to the application for the following reasons:-

- The site cannot be considered in isolation and there must be a Masterplan produced for the whole Don Valley Corridor, which includes housing, amenities, public transport, green space and green infrastructure;
- It is considered that the density is far too low and the site could accommodate many more dwellings than 320. The opportunity presented by the site to Sheffield's housing growth will be missed; CPRE is a strong advocate of excellent, sustainable, high density housing schemes in sustainable locations; There is plenty of evidence that net densities of less than 45 dwellings per hectare do not

adequately support local shops, services and public transport. Net residential densities should be at least 60 dwellings per hectare compared to the 30 currently proposed;

- All housing growth in the corridor must be supported by real improvements in public transport, otherwise it will be unsustainable;
- The commuted sum approach to affordable housing provision would only be acceptable if a Masterplan as suggested for the corridor includes realistic proposals for affordable provision nearby, without this then only an on-site provision would be acceptable;
- It is not appropriate to give outline approval for this scheme with most matters reserved, in advance of the Local Plan and in the absence of a Masterplan;
- Supportive in the principle of an appropriate re-use of this brownfield site;
- It is essential that the full sustainable potential of the re-use of such a prominent and distinctive site should be realised;
- It is essential that all development contributed to meeting the need for affordable housing. At the 10% rate identified for the area, a scheme of 320 homes should be providing 32 affordable homes. If the affordable housing provision is in the form of a commuted sum, this must be supported by convincing evidence that alternative sites with higher rates of affordable houses are likely to be forthcoming and that they would be within the Middlewood to Stocksbridge corridor;
- The local community are justifiably concerned that additional development along the A6102 corridor will generate unacceptable amounts of additional traffic. New housing development typically generates 6 to 7 additional vehicles movements per day per dwelling, so 320 dwellings would produce around 2,000 additional movements. A large proportion of these would impact upon the congested one-way system within the centre of Oughtibridge that Oughtibridge already suffers from noise and air pollution. That is why sustainable transport must be at the heart of any development and all development proposals within the corridor.
- The site is almost three miles from the Park and Ride at Middlewood, and whilst that may be within cycling distance, the A6102 is hopelessly unsuitable and dangerous for cyclists, and is also hostile to pedestrians. The bus service which passes the site connects it to the tram at Middlewood, but this service is also constrained by the bottleneck in Oughtibridge at peak times. The site is not therefore sustainably accessible;
- There has been a long running campaign to re-open the Don Valley rail line to passenger trains, which CPRE supports. If the growth aspirations for the Upper Don Valley are to be realised sustainably, then a light rail/tram scheme utilising the existing track from Sheffield centre to Stocksbridge is the only genuinely viable option. This is further reason why the site must not be developed prematurely before the strategic decisions needed to facilitate sustainable travel have been put in place.

CPRE has also made further comment with regard to Vacant Building Credit (VBC). Our reading of the guidance is that VBC should not apply in this case. National Practice Guidance states that "The vacant building credit applies where the building has not been abandoned." The applicant's website for the development states that the Oughtibridge Mill Estate ceased operations in 2014. It is currently home to vacant warehouses, industrial buildings and offices which are no longer suitable for modern employment purposes." It is clear that it has not been considered suitable for employment for two years, and therefore should be classified as 'abandoned', for the

purposes of interpreting National Practice Guidance. In our view, the maintenance of a small security presence on the site does not qualify as 'ongoing management', not least as this security presence is of course the responsibility of the new owner and developer of the site, not the former operator of Oughtibridge Mill.

You will note from our objection that we consider 320 dwellings to be too few - ie too low density - for the site, and therefore it is logical that a large number of dwellings would result in a different calculation of the floor area ratio, even if VBC were to apply. Furthermore a proportion of the new development is proposed for the other two greenfield plots, so these elements are not contributing to the re-use or re-development of any vacant buildings, and we would expect an affordable contribution to be required on those plots in any case.

The Court of Appeal ruling indicates that VBC, as an element of national planning policy, is a material consideration in determining a planning application, as is SCC's 10% affordable housing policy. In other words, VBC is not an overriding technical procedure to be applied before the application's policy compliance is considered; rather it is one of the policies against which compliance should be considered. It is therefore up to SCC to determine firstly whether VBC does apply in this case, and secondly the weight that VBC should carry as a material consideration, compared to other considerations. Consequently, if the need for affordable homes is given sufficient weight, and VBC would prevent the proposal from delivering an appropriate affordable contribution, then on balance the application should be refused.

Angela Smith MP raises a number of concerns with the application. These are summarised below:-

- Highways - The proposed development sits along an extremely busy road (A6102), which suffers from congestion for much of the day, especially around the 'rush hour' periods. A development of several hundred dwellings would serve to exacerbate significantly this already serious problem and whilst there are aspirations to improve public transport in the area, these are not firm plans and so cannot reasonably be expected to mitigate the additional car journeys;
- Pressure on Services – The local primary school at Oughtibridge is heavily oversubscribed. Highly concerned at the effect upon school admissions of the number of children who would live on the proposed development;
- Consideration should also be given to other services in the area such as the GP clinic and utilities. While the applicant has stated that there is capacity in the Yorkshire Water Waste Water Treatment Works for the treatment of foul sewage, however the correspondence from Yorkshire Water clearly states that the WWTW has only limited spare capacity, if any, available. The Planning Committee should satisfy itself therefore that the infrastructure in the area is adequate to accommodate a development of this scale.
- Over-development – Do not oppose in principle a level of redevelopment on this land. However, concerned that the scale of the development will place an unacceptable strain upon local services and infrastructure. Care should be taken to ensure that habitable properties are not located within 400m of the WWTW, as



recommended in industry standards and guidance.

-Flooding - Suitable measures must also be planned for at an early stage to ensure that any proposed development is not at risk of flooding, and that it does not contribute to a heightened flood risk further downstream.

An objection to the proposal has also been received from Loxley Valley Protection Society (LVPS). A summary of their comments are listed below:-

- Support both local residents and CPRE regarding the pressure on the existing infrastructure and transport network both in Oughtibridge itself and the whole of this valley corridor.
- Support CPRE in their desire for there to be an overall Masterplan for development in the city as a whole, based on the URBED analysis of the citywide growth option;
- Support CPRE view that the site should not be looked at in isolation, but do not agree that there should necessary be more houses than proposed on this site. Until the Masterplan is developed, an overall picture of potential sites and the overall housing numbers based on need will not be apparent.
- The potential for sustainable transport is important with the possibility of re-opening the Don Valley rail line to passenger trains. This would relieve pressure on the already congested road.
- While LVPS are supportive of the redevelopment of brownfield sites, and against any incursion into the Green Belt, such sites should be sustainable;
- We are pleased to see that there will be a 8m buffer zone along the river to help with the potential for flooding and restrict light pollution.
- A 15m buffer zone should also be incorporated to protect the ancient woodland/individual veteran trees in line with Natural England's standing advice.
- Would support the retention of the stone buildings which add to the historic character of the site.
- There should be exemplary standards in terms of design/energy performance and a great opportunity to explore the use of the river for hydro-electric energy generation.
- There is also an opportunity to provide 32 affordable houses or 10% of the total number. If a S106 offer is commuted to a sum, sites should be identified within the valley corridor.

Bradfield Parish Council has stated that all the recommendations within the specialist reports be adhered to such as ecological, flood, air quality etc. they recommend that a cycle pathway be implemented from the development to Forge Lane rather than diverted along the busy A6102. The LPA should also ensure that a decision is made as which catchment area the development will be in and ensure that the required capital investment is available for the particular school.

Councillor Keith Davis comments that any further development in the Stocksbridge and Upper Don Wards must be supported by improvements to the local infrastructure. Planning permission for 417 new dwelling at Deepcar (Bloors) and 197 at Stocksbridge (Fox Valley) will create utter havoc on journey times to and from the city which are already extended due to ineffective road changes at Penistone Road. The schools, doctors will be at breaking point.

Sheffield Wildlife Trust (SWT) has stated that local people have questioned the sustainability of a large housing development at this location with no associated improvements to infrastructure. They recommend that these issues are fully explored as SWT fully support sustainable communities. They also comment as follows:-

- The site is adjacent to Wharnccliffe Woods Local Wildlife Site and the River Don Local Wildlife Site. The Council's policies on the Green Environment must be adhered to. It is considered that the available reports do not provide sufficient information on the woodland buffer zone. SWT would want to be assured that the woodland would not be negatively affected by the construction phase, lighting, noise, garden waste, pets and potential increased access.
- Potential impacts and opportunities on the River Don and its riparian habitats from increased access etc.
- A confirmed winter bat roost has been found and further bat surveys, including summer surveys have been recommended. These must be carried out prior to any planning decision;
- Would like to see as many category A and B trees to be retained;
- Any green infrastructure/landscaping on the site should be native and compliment the setting of the woodlands and environment;
- Would recommend any play features to be natural play;
- Would like to see green roofs given serious consideration in the development in line with the Sheffield Green Roof Action Plan;
- Would like to see a robust long-term landscape and ecology management plan; and
- Would like to see CIL or s106 monies arising from the development to be spent on the neighbouring woodland complex – Wharnccliffe/Weata/Greno woods

Representations have also been received from 6 local residents. A summary of their comments are listed below:

#### Objections

- Concerned that the development is excessive and potentially the first step in a much wider scheme for the whole Oughtibridge Mill Estate.
- Any planning consent granted for the site should be subject to a planning obligation that provides an undertaking not to seek to develop any further parts of the former Oughtibridge Mill Estate.
- Consideration should be given to whether the capacity of the local area is able to support the development and not put pressure on services such as doctors and schools;
- The resident is also concerned that the Statement of Community Involvement is deficient as it does not appear that secondary schools have been consulted.
- More certainty and clarity is required in respect of enhanced public access to the wider area, improvements to local infrastructure, where necessary, provision for and long term management of open space and impacts and improvements to schools and local services;
- The development would result in significant congestion along the highway network;
- Impact on local services such as schools; and
- Impact on local infrastructure

## PLANNING ASSESSMENT

It is considered that the main issues relevant to this application are as follows:-

- (i) The Principle of Development – Policy and Land Use
- (ii) Highway Issues;
- (iii) Land Quality Issues;
- (iv) Flooding Issues;
- (v) Drainage Issues;
- (vi) Ecology Issues;
- (vii) Landscaping Issues;
- (viii) Design Issues;
- (ix) Provision of Open Space;
- (x) Affordable Housing;
- (xi) Education Provision;
- (xii) Residential Amenity Issues;
- (xiii) Sustainability Issues;
- (xiv) Noise Issues;
- (xv) Air Quality Issues;
- (xvi) Public Art; and
- (xvii) CIL Issues

These are considered in turn below.

- (i) Principle of Development - Policy and Land Use

The application site should be assessed against Policies GE1-G5 (Inclusive) and Policies IB5 and IB9 of UDP on account of the location of the site situated in both the Green Belt and General Industry Area. Also relevant are Core Strategy Policies CS5 (Employment Land) and Policies CS23 and CS24.

### Green Belt Considerations

Policy GE1 states that development will not be permitted where it would lead to unrestricted growth of the built up area, contribute towards merging of existing settlements, lead to encroachment of urban development in the countryside or compromise urban regeneration. Policy GE2 states that in the Green Belt, measures will be taken to maintain and enhance those areas with a generally high landscape value and improve poor landscapes in priority areas. Policy GE3 states that in the Green Belt, the construction of new buildings will not be permitted, except in very special circumstances, for purposes other than agriculture, forestry, essential facilities for outdoor sport and recreation, cemeteries, and other uses which would comply with Policy GE1.

Policy GE5 sets out the circumstances where new houses would be allowed in the Green Belt. Under this policy it states that other than those needed to support agricultural and other acceptable uses, housing will be permitted only where this would involve either infilling of a single plot within the confines of an existing village,

group of buildings or substantially developed road frontage or replacement of an existing house on the same site.

Government guidance is contained within National Planning Policy Framework (NPPF). It states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open, the essential characteristics being their openness and their permanence. Paragraph 89 details that Local Planning Authorities should regard the construction of new buildings as inappropriate development in Green Belt, with exceptions to this limited to amongst others, buildings for agriculture and forestry, the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces and limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use, which would have not have a greater impact on the openness of the Green Belt and the purposes of including land within it than the existing development.

The Council's policy position is very clear in terms of circumstances where new houses would be allowed in the Green Belt. Under Policy GE5 of the UDP, it states that new houses in the Green Belt, other than those needed to support agriculture and other acceptable uses will be permitted only where this would involve either the (i) infilling of a single plot within the confines of an existing village, group of buildings or substantially developed road frontage or (ii) the replacement of an existing house on the same site, providing that the new house is not significantly larger than the one it replaces.

The application site is not within the confines of an existing village, group of buildings or substantially developed road frontage nor does it represent the replacement of existing houses on site. Under the terms of Policy GE5, the development of this site for housing would therefore be unacceptable.

While it is acknowledged that the development would be contrary to development plan policy, significant weight should be given to government guidance contained in NPPF with regard to the redevelopment of this previously developed site. As stated above, the re-development of a previously developed site such as this is not inappropriate development, subject to the proposal not having a greater impact on the openness of the Green Belt than the existing development.

The applicant's response to impact on openness is set out within their supporting submission. As detailed above, only Barnsley's part of the site lies within the Green Belt. This part of the site is previously developed with extensive building coverage with the total floorspace amounting to over 32,000 square metres and a volume of some 215,000 cubic metres. Heights of the buildings in this area, which include the large industrial shed, range between 5m to 13m.

Parameter Plan 1 indicates that the proposed redevelopment of the site (developable area) would not encroach beyond the footprint and wider curtilage of the existing buildings. In this area, based on the densities set out on Parameter Plan 2 (25-45 houses per hectare), it is envisaged that this part of the site would accommodate approximately 200 units with a total floorspace likely to be no greater than 22,000 square metres and volume of 59,000 cubic metres. In comparison, the proposed

development in this area would therefore result in a net reduction of 10,000 square metres of floorspace and a net reduction of volume of 156,000 cubic metres. In addition to this, the supporting statement goes on to state that the proposed redevelopment of the site would allow for a reduction in overall massing across its area to better integrate with its setting with the residential areas broken up by areas open space and landscape corridors.

In terms of Green Belt impact, officers remain satisfied that the proposed development would improve openness to the benefit of the Green Belt. The development would result in a significant reduction in built form within the Green Belt with a volume reduction of some 62% over the site's existing buildings and an overall reduction of building height from 13m to 9m. The proposed development would therefore accord with the general aims of NPPG in terms of the redevelopment of previously developed sites in the Green Belt.

Given that the overall volume of the proposed development would be significantly less than the site's existing buildings, and the development would result in an overall reduction in building height and massing, it is not considered appropriate as part of this outline application to remove the properties' 'PD' Rights. An assessment on whether this will be necessary will be fully considered at the detailed stage.

Also relevant to the application with regard to the development of houses on the Barnsley side of the site, is the fact that it is proposed to be removed from the Green Belt (on the basis that the site does not contribute to the five purposes of Green Belt – as set out in NPPF) and is proposed to be allocated for housing within the Barnsley Local Plan Publication Draft 2016. Although little weight can be given to this emerging policy, in officers' opinion, it gives further indication of Barnsley's position with regard to the site.

#### Loss of Employment Land

The north-western part of the application site (Sheffield side) is identified in the UDP as a General Industry Area. Within General Industry Areas, UDP Policy IB5 states that B2 (Industry and Business) and B8 (Warehousing) uses are preferred uses with C3 (Housing) included within the menu of unacceptable uses. UDP Policy IB9 relates to conditions that development in General Industry Areas are expected to satisfy and states that within industrial and business areas, new development or change of use will be permitted provided that 'it would not lead to a concentration of uses which would prejudice the dominance of industry and business in the area or cause the loss of important industrial sites and would be in compliance with other policies including Policy IB5'.

Core Strategy Policy CS5 sets out locations for manufacturing, distribution/warehousing and other non-office businesses. This policy sets out four types of location, each of which accords with the Core Strategy objectives and spatial strategy, one of these being the Lower Don Valley.

Also relevant to the application is the development of housing on the Barnsley part of the site, which is identified an existing employment site and therefore afforded protection by Policy CSP19 of the Barnsley Core Strategy. This policy details that the

redevelopment of employment land for non-employment uses will only take place if it is demonstrated that the redevelopment of the site would not result in a loss of existing jobs or employment potential, and there will be an adequate supply of employment within the locality. The policy also goes on to state that it must be demonstrated that the land cannot satisfactorily support continued employment use.

Government guidance on employment uses is contained in Paragraph 22 of the NPPF. Paragraph 22 advises that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable protection of a site being used for that purpose.

In the applicant's supporting statements, it comments at Paragraph 7.10 that it is important to note that Policy CS5 of the Core Strategy does not identify the Oughtibridge area as being within a key strategic location for manufacturing, distribution or warehouse uses, and instead focus is directed to other part of the city better related to the strategic highway network and major areas of population. It goes on to state at Paragraph 7.11 that in relation to this site, UDP Policies IB5 and IB9 have effectively been superseded by the spatial approach set out in the Core Strategy and limited weight should therefore be given to these policies.

Notwithstanding the applicant's view that limited weight should be given to the Council's development plan policies in relation to the protection of existing employment uses, the applicant appointed Cushman and Wakefield to provide advice on the potential for the site to accommodate future employment uses, whether this be the re-use of the existing buildings or as a redevelopment opportunity. Their assessment found that in relation to employment land, whilst there may be a shortfall in employment land within Barnsley authority area, market and viability consideration are critical in determining the suitability of any proposed allocations. A broad quantitative analysis within a 2.5 mile radius of the site showed that there is approximately a 3 years supply of floor space currently available. In terms of supply, Cushman and Wakefield considers that one major employment site at Claywheels Lane Sustainable Industrial Park, which has been largely vacant for 25 years and marketed for over 10 years is expected to absorb any future employment land requirements within the vicinity of the application site.

In terms of viability, Cushman and Wakefield comment that the age of the premises is an issue as several aspects of the site do not accord with institutional standards for modern premises. The site is also heavily restricted by its location and is unable to compete with more established industrial locations, which benefit from ready access to the motorway network, while the scale of the former paper mill fails to meet the potential occupier market within the area.

To conclude, Cushman and Wakefield consider that based upon market evidence there is no reasonable prospect of the site being brought back into employment use, but in any event, the site is not in a strategic location where either Sheffield or Barnsley are seeking to focus new employment generating uses.

In light of the above, the applicant considers that the criteria set out in Policy CSP19 of the Barnsley Core Strategy to justify the loss of the existing employment use have been demonstrated. The applicant states that the development needs to be



considered in the context of Cushman and Wakefield conclusions, the fact that the site is not identified as being within a key strategic location for manufacturing, distribution or warehouse uses in the Core Strategy and government guidance contained in NPPF, which advises against long term protection of sites allocated for employment use where there is no reasonable protection of a site being used for that purpose.

Officers accept the views of the applicant with regard to the loss of this employment site for housing. While it is accepted that residential uses would not normally be acceptable in a General Industry Areas under UDP Policy IB5, Core Strategy Policy CS5 does not identify the site as a strategic location for manufacturing, distribution and warehousing uses. Wharncliffe Side is also not identified in the spatial strategy as having a key city-wide role. There is therefore no objection from a business and industrial policy point of view to a change of emphasis to housing.

#### Other Land Use Considerations

Core Strategy Policy CS23 relates to and aims to concentrate new housing (at least 90%) within the main urban areas of Sheffield. Policy CS24 seeks that priority be given to the development of previously developed land (brownfield sites) and states that no more than 12% of new dwellinghouses should be on greenfield sites between 2004/05 and 2025/26. Policy CS26 relates to the efficient use of housing land. In rural areas such as here, it states that the density should be in the order of 30-40 dwellings per hectare. The policy does allow allowances outside these ranges in instances where they achieve good design, reflect the character of an area or protect a sensitive area.

As the proposal involves the redevelopment of a brownfield site, the application would accord with Core Strategy Policy CS23 and government guidance contained in NPPF in terms of the development of previously developed land.

Core Strategy Policy CS26 relates to the efficient use of Housing Land and Accessibility. The location of the site is within an area where a density range of 30 to 40 dwellinghouses would be sought. The policy does however allow densities outside these ranges in instances where they achieve good design, reflect the character of an area or protect a sensitive area.

In terms of Policy CS26, Parameter Plan 04 shows that the density of the site would range between 30-40 dwellinghouse per hectare on three of four larger parcels of land and 50-100 dwellings per hectare on the smaller parcel of land in the area of the former stone mill buildings that front onto Langsett Road North. The applicant has confirmed that this density range would achieve up to 320 dwellinghouses across the site made up of lower density 2 and 3 storey dwellinghouses and 3 and 4 storey higher density housing such as 1-2- bedroomed apartments. It is considered that this density range is acceptable and would be in general accordance with Policy CS26. Although it is acknowledged that CPRE have raised concerns with the proposed density range, seeking that the density range should be increased in order to achieve 500+ dwellinghouses on grounds of sustainability, this higher density range can not be justified within an area where 30-40 dwellinghouses is sought through the Core Strategy.

Paragraph 49 of National Planning Policy Framework (NPPF) states that housing applications should be considered in the context of the presumption in favour of sustainable development. It goes on to state that where an LPA cannot demonstrate a five-year housing supply, relevant policies for the supply of housing should not be considered up-to-date.

With regard to Paragraph 49, Sheffield currently can demonstrate a 4.7 year housing supply of deliverable housing sites across the city. While less weight can be given to housing supply policies in the development plan as detailed in the NPPF, it is considered that the proposed development of this site for 320 dwellinghouses would make a significant and positive contribution to housing land supply across the city and should be given weight.

Given the above, it is considered that the principle of developing the site for housing on this brownfield site is acceptable and whilst the development represents a departure of the development plan in respect of IB5, the proposal would not conflict with Core Strategy Policies CS5, CS10, CS23, CS24 and CS26 and government guidance contained in NPPF.

#### (ii) Highway Issues

UDP Policy T28 seeks that new development which would generate high levels of travel will be permitted only where it could be served adequately by existing public transport services and infrastructure and the existing highway network. Where transport improvements will be needed to enable the proposal to go ahead, these should normally be provided, or commitment entered into to secure their provision, before any part of the development comes into use.

It is proposed to access the site via a new access some 50m to the north of the existing access on Langsett Road North, leading down to a new vehicle/pedestrian bridge. The revised layout offers improved visibility at the junction, and lessens the gradient of the access road into the site. The new site access is in the form of a priority junction, with a right turn lane into the site. Pedestrian crossing facilities are provided to allow access to bus stops on Langsett Road North. Negotiations are ongoing between maintenance departments in Sheffield and Barnsley regarding the adoption and ongoing maintenance of the bridges and highway layout within the site.

South Yorkshire Fire and Rescue (SYFR) have confirmed that one vehicular bridge is sufficient for the site. In addition to the new bridge at the site access, a new pedestrian/cycle bridge is proposed to the east of the site subject to a separate application, to improve pedestrian access to bus stops on Langsett Road North, and on to Oughtibridge village. SYPTE has recommended that, in addition to upgrades to existing bus stops, further bus stops should be provided on Langsett Road North where it meets the pedestrian bridge. This will mean that all properties within the development are within 400 meters of a bus stop. There is also the opportunity to connect the pedestrian/cycleways within the site to the existing footpath network around the site.

The application was accompanied by a Transport Assessment in order to demonstrate



the potential impact of the development on the highway network based on a maximum of 320 dwellinghouses. The TA has included predicted traffic from committed developments at Stocksbridge (Dransfield and Bloors Homes). The assessment estimates a split of 87% of traffic heading west towards Sheffield in the AM peak, some 102 vehicle trips, with 91 return trips in the evening peak. The Assessment shows that, whilst there will be an increase in traffic flows within Oughtibridge, the junctions will operate within capacity. The assessment is considered robust. The developer has proposed that the speed limit on Langsett Road North past the site should be reduced from 50 mph to 40 mph, thus standardising the speed limit from Wharncliffe Side down to Oughtibridge.

In proposing the footbridge to the eastern end of the site, the applicant has acknowledged the need for improved pedestrian/cycle links to Oughtibridge. Whilst possible links (either on Langsett Road North, connecting through to the existing footpath network or both) are still being explored, it is still possible to condition that link(s) are to be provided. Taking the above into consideration, it is considered that, subject to conditions, from a highway safety perspective, the development is considered to be acceptable.

While highway officers accept that a pedestrian bridge onto Langsett Road North at its eastern end is necessary to serve the development, something that will ensure future occupants of the houses are located within 400m of a bus stop in addition to providing a means of access to Oughtibridge along the adjoining footway, some concerns have been raised that the proposed pedestrian bridge in this location is far from ideal as this would result in bringing future occupants of the development onto a highway where parts of the footpaths are narrow (less than 1.5m wide in parts) and road traffic speeds are 50mph. Officers would therefore contend that future residents particularly schoolchildren may be reluctant to use this pedestrian bridge to access the facilities and services at Oughtibridge, including the local primary school given the somewhat hostile environment for both pedestrians and cyclists. In acknowledging officers' concerns, as part of the development, the applicant has agreed to under highway improvements including widening the footway (where possible) along the length of Langsett Road North and finance a Traffic Regulation Order in order to seek a speed limit restriction along the adjacent highway to 40mph.

Transport Planning has suggested that a more appropriate location of a pedestrian bridge crossing would be to the east of the development site, provided together with an adopted link (riverside walk) perhaps via Forge Lane towards Coronation Park. UDP Policy T7 seeks to promote that walking and cycling as an alternative to car travel and details that in assessing development proposals, particular attention will be given to these two modes of travel. Officers are therefore keen to explore this option given the noted benefits of doing so and the opportunity to create an attractive riverside pedestrian and cycle route from the development site to Oughtibridge in addition to bridging onto Langsett Road North. Officers would contend that this alternative link to Oughtibridge would be more sustainable in line with government guidance contained in NPPF under Paragraph 35, and provide a more suitable link for pedestrians and cyclist including schoolchildren to access Oughtibridge.

However, Members are advised that this second bridge link will be subject to a feasibility study and importantly an assessment of its environmental impacts given

that the proposed siting of the bridge would be located within part of the adjoining ancient woodland. Subject to outcome of the feasibility study (to be carried out by the Council), it is recommended that a condition be attached to any grant of planning that secures that this second bridge link is able to be brought forward in connection with the development. Although the applicant has raised doubts over the feasibility of bringing this second bridge forward to implementation particularly in view that it would require undoubted felling of trees within the ancient woodland, which of course will require clear and reasoned justification to which a balanced judgment would have to be made, they are nonetheless agreeable to the imposition of a condition to account for this secondary crossing and pedestrian/cycle link.

From a highway perspective the development is considered to be acceptable with officers satisfied that the impact of the development on the local highway network would not be significant and would be in line with UDP Policies T7 and T28.

#### (iii) Land Quality Issues

The application includes 'Consolidated Geo-Environmental Investigation Report' by Opus (UK); ref J-D0434\_R1\_NLH (01/03/2011). This report summarises ground investigations undertaken by Joynes Pike Assoc. (JPA) in 2004.

As the development outlined includes residential use with private gardens, it is important that any ground contamination and/or ground gases present are adequately characterised, and any remediation required is undertaken and validated according to an agreed methodology.

The Opus report concludes that the JPA investigations presented are not sufficient for the above purpose. This is due to the omission of tests for certain suites of contaminants, inadequate sample points, inadequate gas sampling, the lack of sampling in the area of the boiler room, etc. The Opus report recommends that further testing is undertaken to complete the characterisation of the site.

The Opus report is considered to be acceptable within the bounds of its scope. However, it is clear that further intrusive investigations are required, both to characterise areas currently inaccessible due to buildings, and to fill the gaps left by the 2004 investigations. It is recommended therefore that the usual suite of ground contamination conditions be attached to any planning approval to ensure that subsequent reporting is complete and to current standards.

#### (iv) Flooding Issues

The application site is situated within both Flood Zones 2 and 3a, although the majority of the proposed built development will be in Flood Zone 2. As a requirement of NPPF Paragraph 101, the Council has applied a sequential test to the proposal to establish whether there are other sites less prone to flooding, firstly within areas with the lowest probability of flooding. If there are no suitable and available sites within the agreed search area, then the proposal will also have to pass the exception test.

Details of these two requirements are set out below:-

#### Sequential Test

## Search area

The search areas for applying the Sequential Test includes the 'Rural Settlements' Core Strategy area; the Stocksbridge and Upper Don Ward; the Rural Upper Don and Stocksbridge and Deepcar Affordable Housing Areas. The applicant has justified this search area based on the housing market area that the development will serve; the site straddles the administrative areas of Sheffield and Barnsley but the site functions as part of Sheffield, will look to Sheffield for its services and the development will meet Sheffield's housing needs. The applicant puts forward the case that the proposal will be targeted at the characteristics and circumstances of the housing market in the areas listed above. Sheffield's Housing Market Assessment has been used to reach this conclusion.

The proposal is significant in terms of the housing numbers it will bring to the local area and the proposal will realise unique, site specific, regeneration qualities in a rural part of Sheffield which could not be realised in many other parts of the authority which is predominantly urban in character. Taking a pragmatic view, officers are satisfied with the search area carried out by the applicant and to seek a city wide search in respect of this site would be unreasonable.

The applicant has looked at one allocated site and 29 sites listed in the 2015 Strategic Housing Land Availability Assessment (SHLAA). They classify these sites according to their availability and suitability. Officers agree with the methodology summarised in Stage 4: Conclusion and accept that the two sites they have investigated further are not available at present. P01223: Former Silica Brick Works, Land off Platts Lane, Oughtibridge also has two or more landownerships which makes its availability more challenging than the proposal site.

In light of the above, it is considered that the Sequential Test process in this instance has demonstrated that this development cannot be steered to Flood Zone 1 in the agreed search area. The application site, located in Flood Zone 2 and 3a, is considered to be the next reasonable location for this development. It is therefore considered that the Sequential Test has been passed.

## Exception Test

There are a number of wider sustainability benefits that the proposal will bring which the applicant outlines on page 13 and 14 of the Flood Risk Sequential and Exception Test report. Officers would agree with these and consider that it passes the first part of the exception test and given that the EA .

Officers have also considered the proposal in relation to the EA's standing advice for proposals in flood zone 2. Finished floor levels should be a minimum of whichever is higher:

- 300millimetres (mm) above the general ground level of the site
- 600mm above the estimated river or sea flood level

The FRA states that the re-profiling of the site will result in the ground levels being above the 1 in 1000 annual probability flood level. Based on the model nodes within the red line boundary, all of the levels for the 1 in 1000 annual probability flood event are more than 600mm above the 1 in 100 + climate change (20%) estimated flood levels. This alone satisfies the EA's standing advice and the FRA also states in paragraph 5.2 that the finished floor levels will be 0.15m above the re-profiled ground level. Officers are satisfied with this proposed approach and echo the Environment Agency's recommendation that this should be conditioned.

In response to the application, the Environment Agency have stated that they have no objection to the submitted Flood Risk Assessment (FRA), providing both Sheffield City Council and Barnsley Metropolitan Council are satisfied that the Flood Risk Sequential Test has been undertaken in an open and transparent way, in full accordance with the National Planning Policy Framework and the National Planning Practice Guidance, and that it has been passed. The EA states that if the Sequential Test demonstrates that there are 'Reasonably Available' lower risk sites to which the development could be steered, the Exception Test should not be applied and the application should be refused. Paragraph 102 of the National Planning Policy Framework (NPPF) makes clear that both elements of the Test must be passed for development to be permitted. Part 2 of the Test requires the applicant to demonstrate in a site specific flood risk assessment that the development will be safe, without increasing flood risk elsewhere, and, where possible will reduce flood risk elsewhere. The Flood Risk Assessment and our detailed flood risk comments, along with consultation with your Emergency Planners, Drainage Engineers, the Emergency Services, relevant IDB and Water Company where relevant, will help you to establish whether the second part of the test has been met. This information should fully inform your consideration of the first part of the test by allowing you to weigh up the flood risks against the wider sustainability benefits to the community that the development may bring.

The EA have concluded that providing that the LPA is satisfied with the above requirements; the proposed development would only meet the requirements of the National Planning Policy Framework if the measure(s) detailed in the Flood Risk Assessment are implemented and secured by way of a planning condition on any planning permission. Members are advised that a condition has been attached that requires the development to be carried out in accordance with the FRA.

#### (v) Drainage Issues

The applicant commissioned Weetwood Services Ltd to undertake a drainage assessment of the proposed development. The assessment reviews how surface water from the site currently drains and how foul water from the previously operational site was managed, and presents illustrative schemes for the management of surface and foul water from the proposed development.

The assessment found that Yorkshire Water (YW) has confirmed that there is capacity in the local foul sewer network and wastewater treatment works (WWTW) to receive, convey and treat foul flows from the proposed development. It is however proposed that two on-site pumping stations would be required to pump foul water to

the approved connection point on the 225mm combined sewer in MainRoad/Langsett Road North.

Wharnccliffe Side WWTW is located approximately 80m north of the site. An odour assessment demonstrates that there should be no significant detriment to amenity within the area of the proposed development and that nuisance from odour is not expected. As such, residential development on this site would be acceptable.

In terms of surface water drainage, a drainage survey confirms that surface water from the majority of impermeable surfaces is currently directed to the River Don via an on-site drainage system via 12 outfalls. Disposal of surface water from the site by infiltration is not feasible due to the presence of made ground and potentially contaminated soils. It is therefore proposed to continue to dispose of surface water to the River Don. The proposed surface water strategy would reduce surface water runoff rates leaving the site by a minimum of 30%. Weetwood's report also details that it is expected that the redevelopment of the site would result in a reduction in the volume of runoff leaving the site due to a 25% reduction in impermeable surfaces.

The report concludes by saying that the drainage assessment has demonstrated that surface water from impermeable surfaces and foul water from the proposed development can be sustainably managed in accordance with local and national policy and guidance.

SCC Land Drainage have confirmed that they are satisfied with the report's findings and that the measures recommended in the report can be adequately controlled by planning condition.

Yorkshire Water has commented that the Drainage Assessment carried out by Weetwood Services Ltd is acceptable. They recommend three conditions should be attached to any permission in order to protect the local aquatic environment and YW infrastructure to include no piped discharge of surface water from the application site to take place until works to provide a satisfactory outfall, other than the existing local public sewerage for surface has been completed, and that access to the Wharnccliffe Side WWTW is maintained throughout all phases of the development.

(vi) Ecology Issues and protection of endangered species and ancient woodland

#### Ecology Issues and protection of endangered species

Policy GE11 of the UDP relates to nature conservation and development. This policy seeks to protect and enhance the natural environment and details that 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. Also relevant to the proposal is UDP Policy GE17 given that the development site is bisected by the River Don. This policy states that as part of the development of the Green Network, all rivers and streams will be protected and enhanced for the benefit of wildlife and where appropriate, for public access and recreation. The third part of this policy (Part c) details that this will be done by expecting the setting back of new development to an appropriate distance from the banks of major rivers to allow for landscaping. An appropriate distance is



defined in the UDP as being 8m in the case of major rivers, unless this would seriously harm the operations of an existing commercial or industrial development, or make a site undevelopable.

In terms of government guidance, the relevant sections relating to the conservation and enhancement of the natural environment are contained under Paragraphs 109-125 of the NPPF. Paragraph 118 details that when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying a number of principles. One of these principles is that planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.

In terms of supporting submission, the applicant was accompanied by an Ecological Appraisal by Baker Consultants. The scope of the assessment included a desk-based study of online databases to identify statutory and non-statutory designated sites of nature conservation importance and records of protected and/or notable species, an Extended Phase 1 Habitat survey to record the nature and extent of vegetation and habitats within and adjacent to the site, an inspection of the buildings for evidence of bat roosts, daytime internal and external surveys for the presence of bats, an assessment of the buildings for their potential to support barn owl roosts, and additional surveys to establish the potential impacts public access to the river corridor and woodland areas. Targeted surveys for the Wharncliffe Woods habitat, otter and water vole and invasive species were also undertaken subsequent to the initial Extended Phase 1 Habitat survey. The surveys were carried out between November 2015 and January 2016, confirmed by the report to be a sub-optimal time of year for most species groups (such as breeding birds).

In terms of impacts on protected species, the appraisal found that there was evidence of badger with badger field signs and one probable badger hole found in woodland beyond the eastern perimeter fence with the nearest evidence of a potential sett entrance was approximately 40m from the site boundary but no clear indication of regular badger activity at this location. In terms of bats, the surveys established that one of the buildings (B10) is a roost for hibernating bats, and also has a high potential to hold summer roosts. Demolition to this building will require a European Protected Species (EPS) licence. Most of the site's other buildings were found to have a low potential for roosting bats, although eight of the site's structures could not be fully accessed for internal survey. The report advises therefore that before demolition of these buildings, an internal inspection must be carried out in order to assess whether bats are present, and whether any further measures, such as EPS licenses will be required. The Phase 1 Habitat survey did not identify any trees with significant roost potential within the site.

The survey found no signs of otter or water vole during the targeted surveys with the report confirming that impacts on both are unlikely and no further measures are recommended. However, during the course of the application written evidence has been provided by Sheffield and Rotherham Wildlife Trust (SRWT) that otters have been identified moving up and down the river in the vicinity of the development. Given this position there are potential impacts on otters from demolition, construction and

post completion of the vehicular bridge, pedestrian footbridge and pedestrian walkway. It is therefore recommended that a condition be attached that ensures no disturbance to the free movement of otters throughout the development site.

Impacts upon amphibians such as the great crested newt and common toad were found to be negligible. With regard to reptiles, the report details that clearance of the site will reduce the number of suitable basking areas and potentially suitable reptile habitat on site. Recent records show grass snake in the immediate area, and there are areas within the site boundary that could provide suitable conditions for reptile species. However, the report details that the loss of this habitat could adversely impact reptiles, but given the proximity of valuable reptile habitat locally, the impacts are not anticipated to be significant. With regard to birds, it is an offence under the Wildlife and Countryside Act 1981 (as amended) to damage active nests during the bird breeding season. Site clearance or construction works will therefore have to be carried out outside the bird breeding season.

The overall view of the appraisal of the site and surrounding area finds that there would be a net gain in biodiversity as a result of the proposed development. It goes on to say that so long as appropriate mitigation measures are followed, it is anticipated that no protected species will be harmed or disturbed, and that wildlife in general will benefit from a suitable management plan to include proposals for planting and establishing features such as bat and bird boxes.

#### Effect on Ancient Woodland

The application site is bounded by Wharncliffe Woods, an Ancient Semi-Natural Woodland and designated Local Wildlife Site beyond its north and east boundaries.

With regard to the ancient woodland, the ecology report/appraisal details that a 10-30m vegetated buffer zone (shown on Appendix 4) would be provided between the development and the woods to ensure the ancient woodland habitat is protected during construction and operational phases. However, inspection of this woodland buffer plan shows that the 10-30m has been calculated from the edge of the developable area and the boundary fence that skirts beyond the site's northern boundary, despite Natural England's ancient woodland inventory map showing that the ancient woodland washes over this fence to the edge of the site. As such, there would be a section of the site's northern boundary (western end), measuring approximately 340m where the ancient woodland would abut up against the developable area with no buffer. In response to this and following protracted discussions between the parties in terms of the need to provide the buffer given that no part of the development would encroach into the ancient woodland and the applicant's agreement of a woodland management plan, the applicant has nevertheless agreed to provide a 5m buffer zone along this section of the site. By doing so, the ancient woodland would now be protected by a vegetated buffer zone along the full length of the site northern boundary of a buffer; 5m at its narrowest and in parts up to 20m deep. This buffer zone is now indicated on revised Parameter Plan 1.

Members are informed that the buffer zone would reduce or buffer the impacts of land uses and development which adjoin the ancient woodland and enable easier

implementation of effective conservation management prescriptions. Whilst active conservation management is welcomed and should be conditioned, these should be used in conjunction with a buffer zone to effectively safeguard the ancient woodland against negative impacts. In the absence of a buffer zone, concerns are raised over the effectiveness of any management prescriptions. For example if gardens back onto the ancient woodland/Local Wildlife Site there is potential for the semi-natural ecological assemblage at the site boundary to deteriorate, due to mechanisms such as:

- Garden escapes/invasive plants could seed directly into the ancient woodland. In terms of management intensive searching/removal of garden escapes/invasive plants would be needed;
- Garden waste/waste deposition;
- Localised trampling and compaction, desire lines/made paths leading to an overall degraded edge – this is the case even with secure fenced boundaries due to e.g. increased access from residents from installation of unauthorised gates where gardens directly back on to woodland; and
- Light pollution.

Although officers acknowledge that Natural England's standing advice on ancient woodland is to provide a minimum 15m buffer zone between the development and ancient woodland, this level of mitigation is not considered to be necessary here given the nature of the development and the fact that the existing site includes hardstandings/access roads that abut right up against the ancient woodland, which would be removed as part of the development.

From an ecological perspective, it is considered that the development is acceptable. A number of conditions have been attached that would ensure appropriate mitigation measures are incorporated into the scheme. Subject to these conditions being attached, it is considered that the overall result of the development from a biodiversity perspective would be positive. UDP Policies GE11 and GE17 and government guidance contained under Paragraphs 109-125 of the NPPF are considered to be met.

#### (vii) Landscaping Issues

The application was accompanied by an arboricultural report by JVA (Arboriculturists). The report was commissioned by the applicant to provide a detailed and independent advice on the site's existing trees in the context of potential residential development. The scope of the report included all trees within the site boundary with a stem diameter above 75mm, and where applicable trees outside the site boundary, which were considered to be close enough to be affected by the development.

In terms of treescape and visual amenity value, the report details that the mixed broadleaf and coniferous plantation/woodlands (P35 and P38) that border the site to the north are of good quality. These trees are clearly visible from the southern side of the valley and along Langsett Road North and are considered to be the most important addition to the treescape of the site. Also, the report details that a group of trees (G17), which borders Langsett Road North to the west of the site and the belts of riverside trees (G2, G3, G6, G34 and G41), which pass through the site are



considered to contribute well to the local treescape. With exception of the above mentioned trees/woodlands, report's author details that the remaining trees on site are considered to be of a lower arboricultural value and generally include scattered groups of trees of poor quality and individual trees which have grown in the context of their former industrial surroundings. In terms of tree category, the supporting schedule shows that most of the individual and group of trees are listed as being either Category C (Tree which could be retained) or Category U (Tree for removal). Three groups of trees (G17, G29, G31 and G41) and individual trees (T11 and T12) are listed as Category B (Retention desirable). The site contains no Category A (Retention most desirable) trees.

Members are informed that the application site is covered by historical Tree Preservation Orders (TPO numbers 21 and 36), which protect various trees in and around the site. Inspection of these TPOs show that they cover a large proportion of the trees within the application site boundary, including the long group of trees that border Langsett Road North (G17) at the site's north-west edge, riverside trees, the group of trees to the south of the existing stone mill buildings (G41 and G47) and the small group of trees to the north of the large industrial shed/warehouse (G39).

As detailed on Parameter Plan 6 (Tree Removal Plan), the application proposes to remove all the trees within the developable area (Parameter Plan 1), which include the large swathe of trees within G17 at the north-western section of the site and the trees located to the west of the River Don (Sheffield side) within the northern section of the site. Other trees shown to be removed include the smaller group of trees identified as G39 in the tree schedule to the north of the large industrial shed and close to the adjacent ancient woodland boundary.

In response to concerns raised by officers with amount of trees that would be felled to facilitate the proposed development, particularly G17, which are acknowledged to contribute well to the local treescape, the applicant has provided further written evidence in addition to their statement in the supporting Planning Statement to justify their removal. The justification given by the developer is due to the requirement to carry out significant re-profiling of site levels across the entirety of the site in order to remediate the existing ground conditions; address issues of flood risk; provide for adequate site drainage (particularly for foul water drainage); and create an economic and practical build platform. Moreover, the applicant has added that the above measures necessitates a holistic approach to levels across the site as a whole, with material from higher parts of the site being transferred to those sites at lower levels, thus avoiding the need for large amounts of material to be transported off, or onto, the site.

In terms of remediation strategy, whilst not yet formally fixed, the applicant has confirmed that the approach likely to be taken will require removal of all existing top soil to a depth of 1.5-2m, which will then be cleaned to remove contaminants, before being replaced. Following this, large parts of the site will need to be raised to accommodate the 1 in 1,000-year event flood level, which forms the development's agreed approach to addressing flood risk, and which requires levels to be raised on site by up to 4m in places. Importantly, once re-profiled the land must be capable of being adequately drained in terms of both surface and foul water flows.

Further justification given by the applicant is that the vast majority of the individual and groups of trees that would be removed to facilitate the development, including those covered by the TPO are of low quality, either category C1/2 or U.

With specific reference to Groups G41 and G17, both Category B (Retention desirable), the applicant has confirmed that Group G41 falls outside the development area, and it is highly unlikely that this will be needed to be removed, and as such has agreed to remove this group of trees from amended Parameter Plan 06. With regard Group G17, these are proposed to be removed specifically for the reasons set out above, but also needed to enable the 'cut and fill' of this part of the site in order to raise levels to the above the requisite flood level, and to facilitate the effective drainage from this area to a foul pump station located at the southernmost point of this part of the site. The applicant contends that to retain this group of trees would therefore not be practically possible, and its removal is required in order to bring forward the wider parcel of brownfield land for redevelopment.

In referring to trees, the applicant makes reference to Paragraph 118 of the National Planning Policy Framework (NPPF), which refers only to the required protection of ancient woodland and the loss of aged or veteran trees (defined as having exceptional value for wildlife, the courtside, or culturally) unless the need for, and benefits of, the development clearly outweigh the loss. This is not the case for Group G17, which does not demonstrate these exceptional characteristics, and is required for removal in order to facilitate a large part of this brownfield site to come forward for much needed residential development.

Whilst officers do not generally support the removal of established trees in order to bring it forward for development, it is considered that there is a good justification of doing so here given the complications of bringing this heavily contaminated brownfield site forward for redevelopment, whilst also accepting that there are noted benefits of raising the ground levels to accommodate a 1 in 1000 year flood event and re-profiling works. Officers also accept that the proposal does not involve the loss of any Category A trees to facilitate the development, and importantly that the development does not involve any encroachment into the surrounding ancient woodland. With exception of the trees to be removed, which officers acknowledge number quite a few, it is considered that the development site would still benefit from extensive tree coverage; the retention of high quality semi-mature and mature trees which contribute to amenity and landscape character of the immediate, in particular those along the north-western corner of the site and along the River Corridor. In response to protracted discussions with officers prior to and during the course of the application, landscaping proposals include a 10m deep woodland buffer zone along Main Road/Langsett Road North that would be planted with native woodland species. It is considered that in time this woodland belt to Main Street/Langsett Road North would provide significant benefit of the site's landscape character and compensate for the removal of G17. This considered to be particularly welcomed due to the somewhat sparse tree coverage along this section of the site and the opportunity to remove a long stretch of privet hedge planting that extends along the side boundary of the site's upper car park area.

Also, as a response to negotiations with officers at pre-application stage, the proposal includes measures that would help open up and maximise the river corridor for public

space, retaining a wide buffer alongside of the River Don for recreational purposes and a riverside cycle/walk as well as agreeing to create a landscape corridor that would extend along each side of the site's main internal spine road. This was considered to be key to the landscape strategy and layout of the site given that the development site is in the valley bottom, which is predominately influenced by the linear form of the river and road.

On balance, it is considered that from a landscape perspective, the scheme is acceptable. While the proposal involves the removal of a number of trees, some of which are acknowledged to make a positive contribution to the area, the site would still continue to benefit from good tree coverage, which would be bolstered by the addition of a new woodland tree buffer along the northwestern section of the site's boundary to Main Road/Langsett Road North. There is an opportunity to plant further trees on site to compensate for the trees that would be removed to facilitate the development, and it is therefore recommended that the permission include a condition that requires the planting of extra heavy standards across the site and a condition that secures the planting of the woodland belt as shown on Parameter 6 within the first planting season post construction. It is also recommended that a further condition be attached that requires tree protection measures to be put in place during the construction phase to ensure that the existing trees not shown to be removed, particularly in the north-western corner of the site adjacent to Wharncliffe Arms PH and Tree Groups 41 and 47 are not placed at unnecessary risk.

#### (viii) Design Issues

The applicant has reserved appearance, layout and scale for future consideration. The level of detail that has been submitted with regard to these matters therefore is significantly less than if the application was made in full. Officers nevertheless remain confident that a successful housing scheme is achievable that would both respect the open character of the Green Belt and sit comfortably within the site context.

Although the proposal involves the loss of the existing traditional stone mill buildings that front onto Main Road/Langsett Road North, as the buildings are not listed or situated within a Conservation Area, there is little scope to retain the buildings in situ. However, discussions have been held between officers and the applicant's appointed architects (STEN Architecture) on the proposed treatment of this section of the site with indicative drawings showing high density riverside apartments (at a density of 50-100 dwellings per hectare) within the area of the mill buildings.

The site's three larger development parcels would be built at a lower density (between 30-40 dwellings per hectare) in accordance with Core Strategy Policy CS26.

It is considered that the design and layout of the proposed dwellinghouses (320 units) can be suitably controlled at Reserved Matters Stage. The parameter plans have been amended on the advice of officers to ensure that key features of the site such as the river and adjoining woodland are capitalised, inclusion of a landscape corridor and better connectivity through the site.

#### (ix) Provision of Open Space

UDP Policy H16 details that for new housing developments, developers will be required to ensure that there would be sufficient open space to meet the local needs of people living there. For sites over one hectare, a proportion of the site should be laid out, defined as 10% of the site should be laid out as open space. Exceptions to this is when provision of recreation space in the catchment area of the site would continue to exceed the minimum guideline after the development and the developer makes an appropriate contribution if needed, to the improvement of existing recreation space in the catchment area of the site, or it would be more appropriate to provide or enhance recreation space in the catchment of the site. The applicant has confirmed that a minimum of 1.38 hectare of the total site (equivalent to 10%) would be laid out as public open space. The open space shall comprise of informal amenity space, including the riverside walk and facilities for children's play. Subject to a condition that secures this provision, Policy H16 would be met.

(x) Affordable Housing

Core Strategy Policy CS40 expects developers of housing developments in all parts of the city to contribute to the provision of affordable housing from all new housing developments where practicable and financially viable. The implementation of this policy is through the CIL and Planning Obligations Supplementary Planning Document (December 2015). The SPD at Guideline GAH3 sets out circumstances where the Council may accept a commuted sum in lieu of an on-site contribution, for instance, where significantly more affordable housing of a high quality could be provided in the local area through off-site provision.

In the Rural Upper Don Valley Affordable Housing Market Area, in which the application site is located, it has been shown that 10% affordable housing is viable on the majority of sites, and is therefore the expected developer contribution in the SPD for this part of the city. At the time of the application being submitted and as outlined in the supporting planning statement at Paragraph 8.10, the applicant has agreed to provide a commuted sum equivalent to 10% on-site provision, which would be secured through S106 legal agreement, an approach supported by the Council's Housing and Neighbourhood Regeneration Team.

Notwithstanding the above, the applicant is now seeking a zero contribution to the delivery of affordable housing in connection with the development following the reinstatement of Vacant Building Credit (VBC) in the Government's Planning Practice Guidance (PPG) in May 2016. Vacant Building Credit was introduced as Government policy via a Written Ministerial Statement (WMS) in November 2014. The policy stated that vacant buildings brought back into use, or demolished for redevelopment, would benefit from a 'credit' equivalent to the floorspace of the vacant building to be offset against affordable housing contributions. Following a successful legal challenge in July 2015 the Government removed all reference to the VBC from the PPG and this remained the case until May this year. However, in May 2016, the Court of Appeal overturned that earlier decision and as a result the Government's policy on VBC was reinstated as lawful policy.

Planning guidance regarding VBC is contained in PPG Paragraphs 021, 022 and 023. The VBC is an important material consideration, which weight must be given in the

determination of the application. The guidance advises that national policy provides an incentive for brownfield development on sites containing vacant buildings. It details that where a vacant building is brought back into any lawful use, or is demolished to be replaced by a new building, the developer should be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the local planning authority calculates any affordable housing contribution which will be sought. As an example, the guidance details that where a building with a gross floorspace of 8,000 square metres is demolished as part of a proposed development with a gross floorspace of 10,000 square metres, any affordable housing should be a fifth of what would normally be sought.

The guidance advises that VBC would not be applicable to development proposals where the building has been abandoned or in instances where the building has been made vacant for the sole purpose of redevelopment.

The applicant has stated that they consider that the development should benefit from VBC and as a result, given the amount of gross floorspace of the existing buildings that would be demolished as part of the development exceeding the gross floorspace of the proposed new houses, no contribution towards the delivery of affordable housing should be required. In their support they have detailed the guidance set out within the Written Ministerial Statement (WMS) and guidance contained in PPG is an important material consideration to which local planning authorities must have regard. They state that the Oughtibridge Mill site is subject to ongoing management and has not been abandoned with the site's existing buildings substantially vacant for some time for commercial reasons. As evidence of this, they go on to state that the announcement that commercial operations were ceasing at Oughtibridge Mill came in 2014 and before the VBC was originally introduced as Government policy following the WMS on the 28 November 2014. As such, they contend that the site was vacated for commercial reasons, and not for the sole purpose of development.

In terms of whether the buildings have been abandoned, unfortunately the PPG offers no definition on this, and there has been no court cases or guidance that officers are aware of from which a definitive view can be drawn upon. Officers can only ascertain from recent history of the site that paper production ceased in 2007 and that an announcement that all operations would close and the site sold off in 2014, upon which the applicant purchased the site in October 2015 with the intent of bringing the site forward at the earliest opportunity for a sustainable residential-led development. Officers would take from this that the industrial use had been abandoned at the time of the site being purchased in October 2015 with the buildings vacated in order to bring forward a residential led scheme.

Despite the applicant's position as set out above, officers hold the view that VBC is not applicable in respect of the application. As stated at Paragraph 023 of PPG, the purpose of the VBC is to incentivise the development of brownfield land, including empty and redundant buildings with the policy implying that it is intended for brownfield sites which need an incentive to come forward for development. The evidence shows that is not the case here. The PPG is clear that in considering how the vacant building credit should apply to a particular development, local planning authorities should have regard to the intention of national policy. It is noted that the outline application was submitted with a commitment by the applicant to provide 10%



affordable housing (through a commuted sum) in line with Core Strategy Policy CS40 and the SPD. Given that the application was submitted prior to the reinstatement of the VBC in PPG, officers consider that the development of Oughtibridge Mill is not one where a VBC should be applicable since the site had already come forward for re-development without any financial incentive through VBC. It is the view of officers therefore that this application for VBC does not accord with the intention of the Government policy on such and therefore the policy should not apply in this instance.

It is clear from the recent Court of Appeal case that vacant building credit should not be applied by default in all cases but instead a local planning authority is able to use its discretion as to when to apply it, and yet whilst it forms a material consideration, which weight must be given in the determination of the application, is one material consideration to be set alongside others including policies in the adopted development plan.

As Members will be aware, Sheffield has a significant need for affordable housing, which is currently not being met. The 2013 Strategic Housing Market Assessment (SHMA) identified the backlog of existing need and projected arising need from newly forming households over the 2013-2018 period. The assessment then compared this figure with the projected supply from planned new build programmes and through lettings within existing affordable housing stock. The SHMA arrived at a projected annual shortfall of 725 affordable homes. This equates to a 3,625 affordable homes shortfall for that 5 year period. The shortfall figure of 725/year is therefore not the total need, but the number of affordable homes that would need to be delivered solely through the Affordable Housing Planning Policy if the city's Affordable Housing needs are to be met.

In this case, the requirement for VBC to enable the delivery of this brownfield site has not been justified with officers giving greater weight to the delivery of affordable housing pursuant to Core Strategy Policy CS40. The application was submitted before the court of appeal decision was made, and therefore submitted on the basis that a policy compliant AH contribution would be required. For the applicant to now attempt to benefit from VBC in respect of this site, when a commitment of 10% affordable housing (through a commuted sum) has already been given is considered to be at odds with the clear policy intentions of VBC and its reinstatement in Planning Practice Guidance. On the basis that the development of the site would be financially viable without the financial incentive of VBC and the Council's policy position of CS40 in terms of the delivery of affordable where viable, it is considered reasonable that a contribution is made through the imposition of a condition to secure this.

The applicant has submitted a further statement as part of their case in support of their application in response to officers' views on VBC. They state that it is not reasonable to seek to draw conclusions from the timing of the submission of the application, as it is clear that the evidence does not support the position in which officers has adopted in respect of VBC. They go onto to state that the WMS simply said that the proposal 'was to boost development on brownfield land and to provide consistency with exemptions from the CIL'. Neither WMS nor the advice in PPG states that VBC should only be applied when the applicant has demonstrated that the development would be unviable. They consider to attempt to read a viability test into the application of VBC is misguided and amounts to a misinterpretation of policy. In

addition, they consider that the SPD is inconsistent with national planning policy insofar as it does not address VBC and other elements of the PPG. Sheffield's affordable housing needs amounting to over 700 units per year is based upon its 2013 Strategic Housing Market Assessment (SHMA), which the applicant considers is out of date and does not accord with Paragraph 158 of the NPPF. Lastly, they state that of Sheffield's twelve affordable housing market areas, the location of application site within the Rural Upper Don Valley Affordable Housing Market Area is shown in the 2013 SHMA to have one of the lowest annual shortfalls in affordable housing (just two units).

While these comments are noted, officers contend that it is not appropriate to apply VBC in respect of this application for the reasons set out above. In essence there is a fundamental disagreement between the parties on the circumstances when VBC should and should not apply. It is accepted that the Council's SPD does not address VBC however that is because it was adopted at a time when VBC was not national policy. That said, it does not mean that the Government policy should therefore automatically override the Council's SPD. The Council does not accept that its SHMA is out of date and in addition, the applicant has misinterpreted the Council's affordable housing policy in basing its position on the shortfall of affordable housing in the Rural Upper Don Valley Affordable Housing Market Area. The Council's policy is clear that it can be applied citywide, and therefore it is not considered to be relevant if the area where the site is located contains one of the lowest annual shortfalls in affordable housing.

In order to prevent a refusal on grounds of lack of affordable housing provision, and despite the applicant's view that VBC should be applied to the site in its entirety, thus avoiding any provision of affordable housing, they are agreeable for the Council to attach a condition to the permission that secures the provision of affordable housing in accordance with Policy CS40 and SPD. Should the applicant seek to have this condition removed at a later date, this of course would be subject to a separate application or alternatively the applicant could appeal the imposition of the condition directly to the Planning Inspectorate.

Subject to this condition being attached to any grant of planning permission, it is considered that Core Strategy Policy CS40 and guidance contained in CIL and Planning Obligations SPD would be met with the development making a very positive contribution to the delivery of affordable housing city wide. Based on an equivalent of 10% on-site provision, the Council would be expected to receive a commuted sum over £5m towards the delivery of affordable housing, which is likely to allow for affordable dwellings in excess of 40 units.

#### (xi) Education Provision

Core Strategy Policy CS43 states that the expansion of schools will be funded by developers where there is insufficient local space for demand arising from new housing developments. Details to how this is implemented are set out in the Community Infrastructure Levy (CIL) and Planning Obligations SPD (adopted December 2015). Paragraph 5.21 details that where there are capacity issues arising from new housing development, contributions towards providing additional school accommodation, either through an extension or the commissioning of a new school

will normally be funded through CIL. The Regulation 123 List specifies which education projects across the city will be CIL funded in whole or part.

The SPD states that there may be circumstances where a S106 Planning Obligation is required, giving an example where a major residential development is proposed, and subsequently the capacity of a local school will have to be increased, either through an extension or the commissioning of a new school. The SPD defines Major Residential Development as all types and sectors of housing, except those which are unlikely to yield school age children (such as one bedroomed flats, purpose built student accommodation and dwellinghouses formally designated as retirement properties). It details that in respect of primary provision, 500+ dwellinghouses is sufficient to require a physical extension to an existing school to provide a whole class room and development of 1000+ dwellinghouses would be sufficient to trigger a new individual primary school. Although the guidance sets out when a S106 would normally be required in addition to CIL, in instances where provision of new school infrastructure is necessary to make major residential development sustainable, it does not however preclude seeking a S106 for developments less than 500 dwellinghouses. As such, the Council is able to seek a contribution from a developer towards school infrastructure provision, which covers primary, secondary and sixth form school classrooms and associated facilities through a S106, if it can be demonstrated that the development would result in an increase in the number of school age pupils in the local area that would create a need for additional places.

With regard to the proposal, Children and Young People and Families Directorate (CYPF) have stated that they will be seeking a financial contribution towards education provision. On the basis of the forecast demand for local schools, CYPF have anticipated that additional places for both primary and secondary school places will be required as a result of the development. CYPF have tabulated that within the primary catchment (Wharnccliffe Side NIJ) and Oughtibridge NIJ) there are currently limited/no surplus places available at the catchment school in Reception and limited /no places available in other year groups. Within the secondary catchment (Bradfield and Forge Valley), the latest data shows that there are currently no surplus places available at the catchment schools in Year 7 and limited places available in other year groups. In terms of forecasted demands for places, CYPF have detailed that forecasts indicate that there will be no surplus available in the next three years and a very tight situation overall. To emphasis this point, CYPF have detailed that in 2016/17, 12 catchment children were refused places at Oughtibridge Primary. With regard to forecasted demand for secondary places, forecasts indicate that there are sufficient places for the next three years, but following this, the general population growth coming through the system means there would be deficits in all years beyond. Bradfield School are offering an additional 30 places for the next three years and there is a proposal for this to continue, however this is not funded and even with an extra 30 places permanently, CYPF would still expect a deficit in places in most years.

Where a S106 planning Obligation is required, Paragraph 204 of NPPF requires contributions to be related in scale to the development. With regard to this, Guideline GE2 of the SPG details the level of contribution that will derive from a developer towards school infrastructure will be calculated from (a) the number of school-age



children expected to come from the development, and (b) the cost of providing the additional capacity required to accommodate these children.

In terms of contribution, the SPD sets out how the costs are calculated with the main factors being the number of school children expected to come from a development based on the number and size of family houses. The cost of providing the additional capacity required will be based on an estimate of the costs of works needed, which is based on a national cost-per-place formula by the Department for Education. As set out in SPG, the figure is based on the number of pupils expected to yield from the housing development calculated as a ratio of pupils per year per 100 houses with the ratio being 3 pupils per age group (0.03) per 100 houses.

With regard to this development, based on the figures set out in SPD, it has been calculated that a contribution of £2,548 per dwelling should be sought for local primary school placement and £2,743 per dwelling for secondary school placement. Based on an estimated 210 houses that would be provided on the Barnsley's side of the development site only, this would equate to a financial contribution of approximately £1.1m. As stated above, this amount would be secured through the applicant entering into a S106 legal agreement, which the applicant has agreed to enter into. Members are informed that the S106 agreement includes a clause given the cross boundary issues of the development and the fact that the houses where a contribution would be sought would lie within the administrative boundary of Barnsley. As Sheffield has no obligation to educate children on the Barnsley's side of the development, it will be necessary that the S106 agreement include a clause to include the dwellinghouses on the Barnsley part is included within the school catchment boundary of Sheffield LEA so that schoolchildren living within these properties are able to attend school in Sheffield, otherwise, schoolchildren living on Barnsley's side of the site would have no guaranteed access to local schools and instead would have to attend schools in Barnsley, the nearest of which being some 6.5 miles from the site.

The applicant has agreed to enter into a S106 agreement that would secure a financial contribution towards education provision in line with the SPD. Subject to this being secured, it is considered that Core Strategy Policy CS43 would be met and provide the necessary funding to meet the additional school capacity needs that would arise from the development.

#### (xii) Residential Amenity Issues

The development of this site for housing is not considered to raise any implications on the residential amenity of nearby dwellinghouses. The application site is bounded by woodland on three sides and Langsett Road North on its other side. The nearest residential properties to the site are located on the north-western side on Wharncliffe Arms PH, these being some 30m from the nearest part of the proposed development site. This separation distance is considered to be satisfactory to avoid any significant disamenity from the development including issues such as noise disturbance and dust emissions during the construction phase.

#### (xiii) Sustainability Issues

Core Strategy Policy CS64 seeks that all new buildings must be designed to reduce emissions of greenhouse gases and function in a changing climate. New development will be required to achieve a high standard of energy efficiency, make the best use of solar energy and passive heating and cooling. Also relevant is Policy CS65 (part a), which requires that significant development, unless shown not to be feasible and viable to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy. No details of how the above two policies would be met have been provided. It is therefore recommended that a condition be attached that requires a sustainability report that secures the measures set out in the two policies to be incorporated within the detailed scheme unless shown not to be feasible and viable.

(xiv) Noise Issues

The supporting Opus report examines the potential for road traffic noise. However, there is no assessment of the potential for noise from the adjacent retained buildings, such as external plant noise or noise from the recreational areas or car parks. Although the mitigation measures recommended make reference to specific plots, it is important that acceptable internal noise levels are achieved in all habitable rooms. This can be secured by condition.

(xv) Air Quality Issues

The application was accompanied by an Air Quality Assessment on account of the site located within the city wide Sheffield City Council Air Quality Management Area (AQMA). The Assessment demonstrates that, during construction activities, the overall effect on air quality would not be significant with potential effects on health and amenity, and that the proposed development of 320 dwellings would have negligible effect on air quality.

(xvi) Public Art

Policy BE12 of the UDP encourages the provision of public art in places which can be readily seen by the public as an integral part of the design of major development schemes. It is considered appropriate that there should be on site provision as a part of any final scheme. In response to discussions held between officers and the applicant, it was agreed that public art could be integrated as part of the proposed pedestrian bridge and to this end a condition has been attached to secure this.

(xvii) Community Infrastructure Levy (CIL)

Since July 2015, the Council has adopted a new approach to planning obligations and developer contributions, known as Community Infrastructure Levy (CIL). CIL is now the main mechanism to seek pooled developer contributions to help meet the city's strategic infrastructure needs such as education provision and open space/public realm projects. Section 106 Planning Obligations will continue to apply for the delivery of affordable housing and in respect of providing school infrastructure provision required to make major residential development sustainable.

Owing to the cross-boundary nature of the development, only the site area situated within the administrative area of Sheffield is liable for CIL. Oughtibridge Mill is situated within an area where a contribution of £30 per sqm will be sought. A reduction may be made to the overall contribution if it can be demonstrated that the existing buildings on site have been in lawful use for a continuous period of at least six months within the period of three years. No specific details have been provided by the applicant in terms of their lawful use, but it would appear from officers' site visit and discussions with the applicant's agent that they have not been in use for a period of six months within the last three years and therefore a full CIL contribution is likely to be secured on this part of the site.

#### Other considerations

Comments received from CPRE stating that the development of this site should not be determined without a Masterplan being in place for the Don Valley Corridor is not considered to be relevant in respect of this application. Although officers would accept that it would have been beneficial to consider the application alongside a Masterplan, it would be unreasonable to refuse to deal with the application without one. The application has therefore been considered on its individual merits and in accordance with the development plan and guidance contained in NPPF.

In terms of impact on local services, the applicant's Statement of Community Involvement details that CEG met up with the GP Surgery in Oughtibridge prior to the application being submitted to assess capacity of the surgery and potential impacts of the development. The Statement details that a review of capacity indicated that the existing surgery in Oughtibridge is still accepting new patients, and has fewer patients per GP than national and regional averages. Moreover, and importantly, following the development, the Surgery will still have fewer patients per GP than the average within the South Yorkshire NHS Area, and the average across England. At time of writing, no response has been made from the relevant NHS body following consultation. This will be reported verbally to Members at Committee should this be received prior to the meeting.

#### HEADS OF TERMS

An agreement to enter into for the developer to provide and/or enhance bus shelters along Main Road/Langsett Road North (A6102).

An agreement to enter into for the developer to secure education provision as part of the development.

An agreement to enter into for the developer to finance a Traffic Regulation Order in order to seek a speed limit restriction along the A6102 to 40mph.

#### SUMMARY AND RECOMMENDATION

The application relates to the site of Oughtibridge Mill, a former paper mill that lies on the eastern side of Langsett Road North. The site covers an area of approximately 13.79 hectares and is bisected by the River Don. The land to the south and west of the River Don is located within the administrative boundary of Sheffield City Council,

and is designated a General Industry Area (without Special Industries), whilst the land to the north and east of the River Don is located within the administrative boundary of Barnsley MBC. The land located within Barnsley's is designated Green Belt.

The applicant is seeking outline planning approval for the demolition of the site's existing buildings and structures and erection of residential development (Use Classes C3) with means of access including a new vehicular bridge and a pedestrian/cycle bridge spanning the River Don onto Langsett Road North. The applicant has requested only means of access be considered under this outline application with appearance, landscaping, layout and scale all reserved for future consideration, (the Reserved Matters).

It has been demonstrated within this report that the proposed development for housing would not prejudice highway safety or result in any significant problems on the local highway network. With careful control of the siting and layout of the units at Reserved Matters stage, it is considered that the development would represent an appropriate form of development that would improve the open character of the Green Belt. Officers are also raise no objection with regard to the loss of this employment site for housing. While it is accepted that residential uses would not normally be acceptable in a General Industry Areas under UDP Policy IB5, the site is not identified as being within a strategic location for manufacturing, distribution and warehousing uses under Core Strategy Policy CS5.

It is acknowledged that the proposal would involve the loss of a high number of trees to facilitate the development, some of which are considered to contribute significantly to the landscape character of the area. However, officers remain satisfied that the loss of these trees can be justified in order to bring the site forward, particularly in view of the need to remediate and to re-profile the site, taken as a whole, it would still continue to benefit from good tree coverage, which would be bolstered by the addition of a new woodland tree buffer along its northwestern road boundary to Main Road/Langsett Road North.

For the reasons given in the report and having regard to all other matters raised, it is considered that the development accords with UDP Policies GE1-G5 (Inclusive), BE12, G11, GE17, T7, and T28 and Core Strategy Policies CS5 and CS10 (Employment Land), CS23, CS24, CS40, CS64 and CS65, and the CIL and Planning Obligations Supplementary Planning Document (December 2015) and government guidance contained in National Planning Policy Framework (NPPF)

The application is therefore recommended for approval subject to the conditions listed and the applicant entering into a legal agreement to secure a financial contribution towards education provision, the provision and/or enhancement of bus shelters along the A6102 and to fund a Traffic Regulation Order (TPO) in order seek a speed limit restriction to 40mph.



## SHEFFIELD CITY COUNCIL Planning & Highways Committee

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**Report of:** Director of Development Services

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**Date:** 30 August 2016

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**Subject:** RECORD OF PLANNING APPEALS  
SUBMISSIONS & DECISIONS

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**Author of Report:** Claire Woods 0114 2734219

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**Summary:**

List of all newly submitted planning appeals and decisions received, together with a brief summary of the Inspector's reason for the decision

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**Reasons for Recommendations**

**Recommendations:**

To Note

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**Background Papers:**

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**Category of Report:** OPEN

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## DEVELOPMENT SERVICES

REPORT TO PLANNING &  
HIGHWAYS COMMITTEE  
30 August 2016

### 1.0 RECORD OF PLANNING APPEALS SUBMISSIONS AND DECISIONS

This report provides a schedule of all newly submitted planning appeals and decisions received, together with a brief summary of the Secretary of State's reasons for the decisions.

### 2.0 APPEALS DECISIONS - DISMISSED

(i) An appeal against the delegated decision of the Council to refuse planning consent for demolition of existing garage and erection of a dwellinghouse at the curtilage of 141 Beighton Road Woodhouse Sheffield S13 7PQ (Case No 15/03879/FUL) has been dismissed.

#### Officer Comment:-

The site is in the adopted Green Belt and the Inspector agreed with the Council that the proposal does not amount to limited infilling in a village or the replacement of a building with one that is not materially larger than it. He concluded that the proposed dwelling was inappropriate development which would increase and consolidate the built for within the Green Belt and have an adverse impact on its openness. It would therefore be contrary to the National Planning Policy Framework and Unitary Development Plan Policy GE5.

### 3.0 RECOMMENDATIONS

That the report be noted

Mike Hayden  
Head of Planning

*30 August 2016*