

SHEFFIELD CITY COUNCIL

Report Of The Head Of Planning

To the Planning and Highways Committee

Date Of Meeting: 22/04/2014

LIST OF PLANNING APPLICATIONS FOR DECISION OR INFORMATION

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

Case Number	14/00321/FUL (Formerly PP-03076754)
Application Type	Full Planning Application
Proposal	Advanced Manufacturing and Research Centre, comprising B1(b) Advanced Manufacturing and Research space, ancillary offices and amenities, car parking, replacement car parking, access and landscaping.
Location	Land At Sheffield City Heliport Europa Court Sheffield S9 1XZ
Date Received	31/01/2014

Team City Centre and East

Applicant/Agent DLP Planning Ltd

Recommendation GC Subject to Legal Agmt Sec of State

Subject to:

- 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.

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

FTF-BBA-Z0-ZZ-DR-A-04101 D5 rev P3 - GA Sections

FTF-BBA-Z0-ZZ-DR-A-03103 D5 rev P5 - GA elevations sheet 3

FTF-BBA-Z0-ZZ-DR-A-03102 D5 rev P3 - GA elevations sheet 2

FTF-BBA-Z0-ZZ-DR-A-03101 D5 rev P4 - GA elevations sheet 1

FTF-BBA-Z0-ZZ-DR-A-01201 D5 rev P1 - External compound building

FTF-BBA-Z0-ZZ-DR-A-01200 D5 rev P2 - Energy Hub building

FTF-BBA-Z0-ZZ-DR-A-01012 D5 rev P2 - Proposed Site plan

FTF-BBA-Z0-ZZ-DR-A-01011 D5 rev P2 - Proposed Location Plan

FTF-BBA-Z0-RF-DR-A-02102 D5 rev P3 - GA Roof Plan sheet 2

FTF-BBA-Z0-RF-DR-A-02101 D5 rev P3 - GA roof plan sheet 1

FTF-BBA-Z0-GF-A-02103 D5 rev P3 - GA Ground Floor sheet 3

FTF-BBA-Z0-GF-DR-A-02103 D5 rev P3 - GA Ground floor plan sheet 3

FTF-BBA-Z0-GF-DR-A-02102 D5 rev P3 - GA Ground floor plan sheet 2

FTF-BBA-Z0-GF-DR-02101 D5 rev P3 - GA Ground Floor plan sheet 1

FTF-BBA-Z0-B1-DR-A-02101D5 P3 GA Lower Ground Floor Plan - sheet 1

FTF-BBA-Z0-B1-DR-A-02102 D5 rev P3 - GA Lower Ground Floor Plan - Sheet 2

FTF-BBA-Z0-02-DR-A-02103 D5 rev P3 - GA second Floor Plan- sheet 3
FTF-BBA-Z0-02-DR-A-02102 D5 rev P3 - GA second Floor Plan - sheet 2
FTF-BBA-Z0-02-DR-A-02101 D5 rev P3 - GA second floor plan - Sheet 1
FTF-BBA-Z0-01-A-02103 D5 rev P3 - GA first floor plan - sheet 3
FTF-BBa-Z0-01-DR-A-02102 D5 rev P3 - GA First floor plan Sheet 2
FTF-BBA-Z0-01-A-02101 D5 rev P3 - GA First floor plan - Sheet 1
FTF-BBA-Z0-ZZ-DR-L-01020 D5 rev P1 - Landscape plan
FTF-BBA=Z0-ZZ-DR-L-01021 D5 rev P1 - Landscape Paving detail
FTF-BBA-Z0-ZZ-DR-L-01022 D5 rev P1 - Landscape details
75520-HWY-100-Revision A Proposed Highway Layout

Reason; In order to define the permission.

- 3 Before development commences a report detailing further intrusive site investigation works that explore the ground conditions in respect of the coal mining legacy of the site shall be submitted to and approved in writing by the Local Planning Authority. In the event that the said report identifies the need for remedial/mitigation works relating to its findings the development shall be carried out in accordance with these agreed recommendations.

Reason; In order to protect the health and safety of future occupiers and users of the site.

- 4 Prior to any development commencing full details of the access arrangements (including long and cross sections / geometry / signing and lining) as shown on Drawing No. 75520-HWY-100 rev A shall be submitted to and approved in writing by the Local Planning Authority and the access / roundabout shall be constructed in accordance with the approved details.

Reason; To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development.

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

Reason; To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

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

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

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

Reason; In the interests of the safety of road users.

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

Reason; In the interests of delivering sustainable forms of transport.

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

The Travel Plan(s) shall include:

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

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

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

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

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

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

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

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

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

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

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

- 14 Noise from plant and equipment shall not exceed 5dBA (LA90) below background noise levels (LA90) when measured at the site boundary.

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

- 15 No development shall commence until details of the implementation, adoption, maintenance and management of the sustainable drainage system have been submitted to and approved in writing by the Local Planning Authority. The system shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include a timetable for its implementation, and a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the effective operation of the sustainable drainage system throughout its lifetime.

Reason; In the interests of sustainable development.

- 16 Prior to the commencement of development details of the proposed Surface water discharge rate from the completed development site shall be submitted to and approved in writing by the Local Planning Authority. Before the use of the development is commenced, a validation test to demonstrate that the necessary equipment has been installed and that the agreed flow rate has been achieved shall have been carried out and the results submitted to and approved in writing by the Local Planning Authority.

Reason; In order to mitigate against the risk of flooding.

- 17 The Development shall not be used unless the parking areas of the site are constructed of permeable/porous block paving/surfacing. Thereafter the approved permeable/porous surfacing material shall be retained.

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

- 18 No building or other obstruction shall be located over or within 3.0 (three) metres either side of the centre line of a sewer.

Reason; To ensure satisfactory drainage arrangements.

- 19 No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall for surface water have been completed in accordance with details to be submitted to and approved by the Local Planning Authority before development commences.

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

- 20 Surface water from the service vehicle turning areas shall be passed through an interceptor of adequate capacity prior to discharge. Roof drainage should not be passed through any interceptor.

Reason; To ensure satisfactory drainage arrangements.

- 21 No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority identifying how a minimum of 10% of the predicted energy needs of the of the completed development being obtained from decentralised and renewable or low carbon energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to an approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

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.

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

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

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

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

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

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

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

a) Cladding

b) Glazing system

- c)Window reveals
- d)Doors
- e)Eaves and verges
- f)External wall construction
- g)Solar Shading
- h)Roof
- i)Ridge & valleys
- j)Rainwater goods
- k)louvers
- L) glazed link between Mkl and MkII building
- m) pressed metal channel profiled vertical flashing (MkII building)

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

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

- 26 Prior to the commencement of development, details of external lighting strategy of the building shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the location of each light, manufacturer's details of the lighting unit and details of illumination light spill. Thereafter the development shall be carried out in accordance with the approved details.

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

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

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

- 28 All trees to be planted within the application site, with the exception of the Amelanchiers, shall be Extra Heavy Standard trees and prior to the commencement of development details of :

- 1) Methods of planting ;
- 2) Details of tree pits

For all trees to be planted in hard standing areas, shall be 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 visual amenities of the locality.

- 29 Before the development is commenced, or an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of proposals for the inclusion of public art within the development shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall then be implemented prior to the occupation of the development.

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

Attention is drawn to the following directives:

1. Before the development is commenced, a dilapidation survey of the highways adjoining the site shall be jointly undertaken with the Council and the results of which agreed in writing with the Local Planning Authority. Any deterioration in the condition of the highway attributable to the construction works shall be rectified in accordance with a scheme of work to be agreed with the Local Planning Authority.
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

2-10 Carbrook Hall Road

Sheffield

S9 2DB

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. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
6. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Engineers in their document "Guidance Notes for the Reduction of Light Pollution". This is to prevent obtrusive light causing disamenity to neighbours. The Guidance Notes are available from the Institute of Lighting Engineers, telephone number (01788) 576492 and fax number (01788) 540145.
7. 1) Follow the risk management framework provided in CLR11, Model Procedures for the Management of Land Contamination, when dealing with land affected by contamination.

2) Refer to the Environment Agency Guiding Principles for Land Contamination for the type of information that we require in order to assess risks to controlled waters from

the site. The Local Authority can advise on risk to other receptors, such as human health.

3) Refer to our guiding principles on groundwater protection are set out in our document GP3 - Groundwater Protection Policy and Practice, which is intended to be End 3

used by anyone interested in groundwater and particularly those proposing an activity which may impact groundwater. GP3 is available on our website at: <http://www.environment-agency.gov.uk/research/library/publications/40741.aspx>

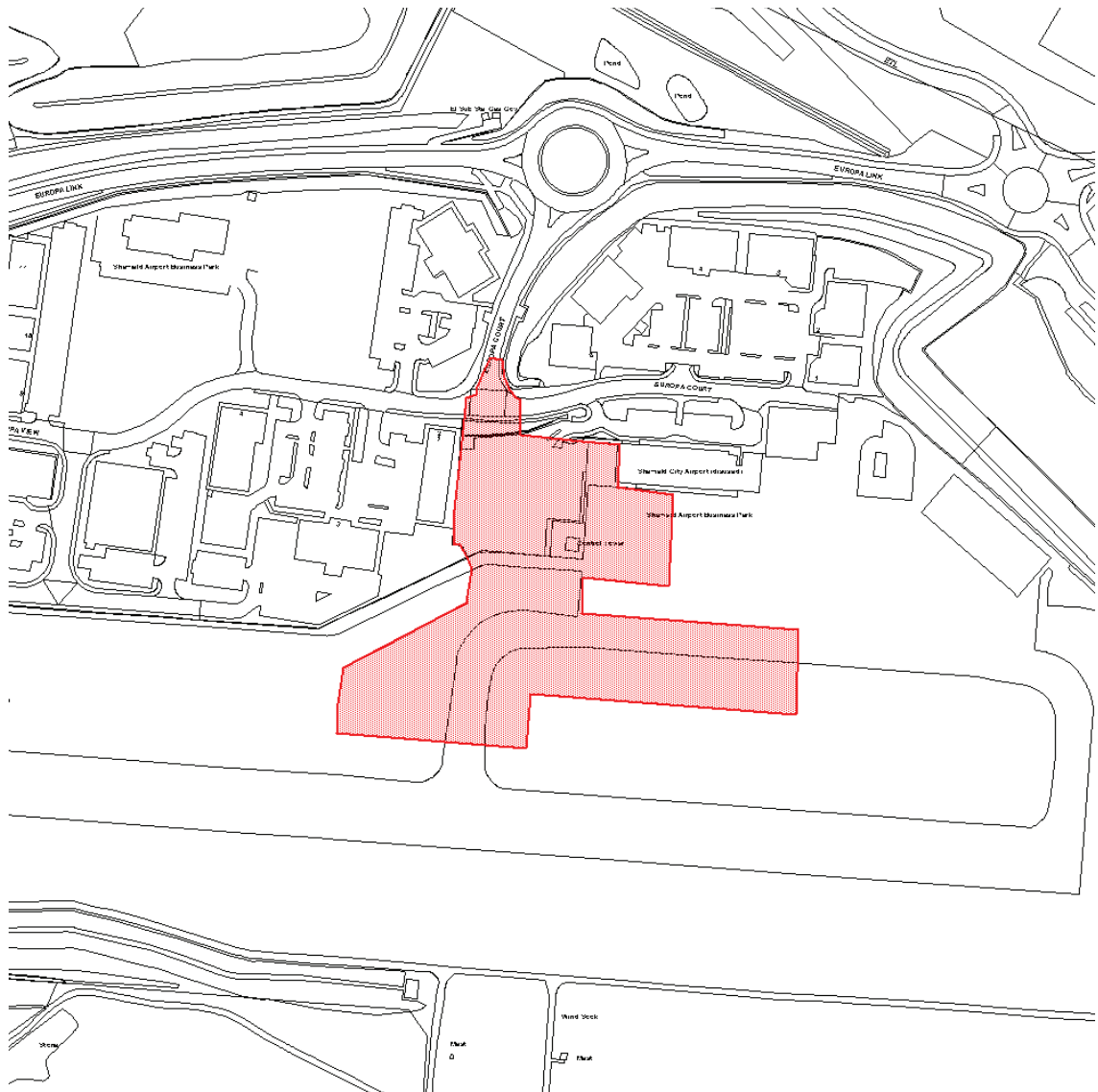
4) Refer to our website at www.environment-agency.gov.uk for more information.

8. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at www.sheffield.gov.uk/planning or apply online at www.planningportal.gov.uk. The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

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

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

Site Location



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INTRODUCTION

This proposal seeks permission for an advanced manufacturing and research centre located on part of the former Sheffield Airport runway adjacent to the Sheffield Business Park. The University of Sheffield has established Advanced Manufacturing and Research Centre buildings (AMRC) as well as an engineering training centre for 16-18 year olds on the Advanced Manufacturing Park (AMP) approximately 1km to the east of the former Orgreave pit site which falls in Rotherham's District boundary.

The existing AMRC identifies, researches and resolves advanced manufacturing problems - working in partnership with small scale enterprises as well as multi-national and large scale manufacturing businesses. There are currently 70 companies who pay an annual fee to access the existing resources and expertise of the AMRC and help to determine research programmes. The proposed development will form part of the expansion of the University's AMRC.

The proposed expansion of the University's AMRC facilities reflects growing demand for engineering places at the University and the associated expansion of the University's engineering facilities at the city centre campus. The proposed development is in part supported by grants from the Higher Education Funding Council and the European Regional Development Fund.

LOCATION AND PROPOSAL

The application site is located adjacent to the Sheffield Business Park, immediately to south of the former airport terminal building. The site comprises part of the former airport runway and associated apron which has been closed to commercial flights since 2008. This application has been submitted by the University of Sheffield and seeks permission for a research unit for advanced manufacturing (use class B1(b)) comprising of approximately 6,730m² of floor space contained in two interlinked buildings with associated parking, turning areas and landscaping.

In order to access the site a new link road and roundabout are proposed from the junction of Europa Court and Europa Link. An area of existing public car parking will be removed to form the access road. However, replacement parking, located immediately to the south of the former airport terminal building, is proposed as part of this scheme.

The application site falls into two policy areas as defined on the adopted Sheffield Unitary Development Plan (UDP) proposals map. The new access road, a large majority of the replacement parking for the business park, part of the proposed rotunda factory building (Mk I building) and part of the associated parking and servicing areas lie in an allocated Fringe Industry and Business Area. The remaining bulk of the rotunda building and rectangular factory building (Mk II building), ancillary storage building and associated parking and servicing areas lie in the adopted Green Belt. To the east of the site are the retained Heliport hangers still in use by South Yorkshire Police. The Heliport hangers are to be removed from the site once their use ceases, secured by way of a section 106 agreement tied to planning approval 03/01674/FUL. To the west of the site is the remainder of the airport runway which has planning approval for mixed commercial use and forms part of the Sheffield Enterprise Zone. This area also benefits from the provisions of the Europa Link Local Development Order. To the south of the site beyond the

former runway is an open grassed area previously associated with the airport, beyond which is Tinsley Park (open space) and Tinsley Park Golf Club.

RELEVANT PLANNING HISTORY

There is no particularly relevant planning history relating to the application site itself but there is planning history relating to development on the adjoining area of the former runway site including outline planning permission for a mixed-use development comprising of the erection of buildings to be used as offices, general industry and distribution (use classes B1, B2, and B8), the erection of ancillary buildings for use as retail, food and drink uses, non-residential institutions and leisure facilities (use classes A1, A2, A3, D1 and D2) (reference 11/00610/OUT).

SUMMARY OF REPRESENTATIONS

7 letters of representation have been received, including 4 from the same person in objection to the scheme, the issues are summarised as follows;

- The development would result in the destruction of the runway, which public money was spent on, and may be argued to be a community asset.
- The development would remove any chance of Sheffield having its own airport.
- The airport should be mothballed until Doncaster airport proves that it can meet the needs of Sheffield' business community.
- The loss of the airport will result in the permanent downgrading of Sheffield's connectivity with the rest of the UK and Europe
- The reopening of the airport is the only viable way to improve connections with the rest of the UK and Europe.
- The site is partly located in the Green Belt and the promise of jobs does not justify the destruction of green space.
- The development could easily be located elsewhere on a brownfield site within the existing business park without impacting on the established airport infrastructure.
- The proposal will set a precedent for other development in the Green Belt.
- An environmental impact assessment on how the reopening of the airport will reduce greenhouse emissions due to the accessibility of the site should be undertaken.

Rotherham Metropolitan Borough Council (RMBC)

RMBC has been consulted on the proposals but have confirmed that they will not be commenting.

Comments from the applicant (University of Sheffield)

The University of Sheffield has submitted an Economic Impact Statement in support of their application which sets out the potential benefits from the development. The applicant's economic modelling indicates that the construction of the development will contribute £6.4 Million Gross Value Added (GVA) and create 162 jobs in the Sheffield City Region. Further benefits are also predicted to be derived from indirect (via supply chain activity) and induced (via the spending of direct and indirect employees) effects, so the total benefit to the Sheffield City Region will range between £8.0 Million and 196 jobs and at a national level £19.3 Million and 365 jobs.

When fully operational the factory is set to employ up to 60 people making an annual contribution to Gross Development Product (GDP) of £1.9 million to the Sheffield City Region with the total impact, inclusive of indirect and induced effects, ranging between £2.5 Million and 79 jobs to the Sheffield City Region and £3.7 Million and 105 jobs at a national level.

The applicant has also looked to model the potential economic benefits from businesses being attracted to locate in the vicinity of the proposed development based on the economic benefits delivered, and predicted to be delivered from the University's existing presence (Scenario 1) and predicted expansion proposals including from other businesses (Scenario 2) on the AMP at Orgreave. It is predicted that additional construction investment would directly generate £58.9 Million to the Sheffield City Region, creating 1,494 jobs, rising to £73.5 Million GVA and 1,801 jobs inclusive of indirect and induced benefits for the Sheffield City Region. Nationally the construction phase is predicted to contribute for both Scenarios 1 and 2 inclusive of induced and indirect effects between £73.5 Million and £223.5 Million GVA and create between 1,801 and 4,571 jobs.

The operational effects inclusive of Scenarios 1 and 2 and induced and indirect effects of the development for the Sheffield City Region are predicted to contribute directly between £57.5 Million and £95.6 Million in GVA and 1,112 jobs and 1,664 jobs. With induced and indirect effects of the development the total GVA contribution could rise to between £73.5 Million and £118.1 Million, contributing between 1,515 and 2,199 jobs.

Nationally the operational effects under Scenarios 1 and 2 and inclusive of indirect and induced effects of the development are predicted to contribute between £135.4 Million and £217.9 Million GVA and between 2,831 jobs and 4,337 jobs.

Public Consultation

In addition to the Council's statutory consultation process, prior to the submission of the application, The University of Sheffield carried out an independent consultation exercise. The Council Policy on pre-application consultation is set out in the adopted Statement of Community Involvement (SCI) which encourages developers to undertake pre-consultation in order to involve communities in planning decisions and allow comments to be taken on board at an early stage of the process.

In this case a public exhibition of the proposal was held on the 9th December in the Morrison Supermarket Car Park at Catcliffe, where display boards of the proposed development and demonstrations of the activities of the existing AMRC were presented. Feedback could be left by way of comment forms at the event or by email. The consultation process, although limited, is considered to broadly accord with the aims and objectives of the SCI.

PLANNING ASSESSMENT

Policy Issues

Within the Sheffield UDP the application site falls within two policy areas as defined on the proposals map. The majority of the site falls within the Green Belt and the remainder in a Fringe Industry and Business area.

Policy IB6 of the UDP relates to development in Fringe Industry and Business Areas and advises that Business (Use Class B1), General Industry (B2) and Warehousing (B8) uses are preferred uses of land in the policy area.

Policy CS5 of the Core Strategy 'Locations for Manufacturing, Distribution/warehouse and other non-office Business' identifies that innovative new and expanding business (especially high technology manufacturing and knowledge based services) will be promoted in areas close to centres of research including locations near the universities and Tinsley Park. The proposals comprise of advanced manufacturing and research with ancillary office space (use class B1b) which is clearly a preferred use in accordance with Policy IB6. The site is also considered to be located in close proximity to the University's existing AMRC facilities and buildings at Orgreave, and as such it is evident that the proposals to develop the part of the application site located in the Fringe Industry and Business area are supported by UDP and Core Strategy policies. However the large majority of the proposed development site lies within the Green Belt. The proposed building cannot be simply disaggregated or cut in half and, as such, the principle of developing this site must also be considered in light of Green Belt policy.

Policies GE1, GE2, GE3 of the UDP, Policy CS71 of the Core Strategy (CS) and The National Planning Policy Framework (NPPF) regarding new development in the Green Belt apply. All of the above policies seek to direct new development to previously developed sites in order to protect the Green Belt from the encroachment of urban development. One of the key principles of Green Belt policy is to keep land permanently open, with the policy position being very clear in terms of restricting growth of the built up area.

Policy GE3 of the UDP and the NPPF state that the construction of new buildings, with the exception of certain buildings and uses such as agricultural and sporting facilities etc. is inappropriate development and should not be permitted in the Green Belt. Inappropriate development is by definition considered harmful and in accordance with Policy GE3 and the NPPF should not be permitted unless very special circumstances exist.

The proposed development when considered in the context of local and national planning policy is considered to be inappropriate development in the Green Belt and as such very special circumstances for the development must be

demonstrated. The NPPF states that 'very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. There is no definition within national or local policy of what would constitute very special circumstances as each proposal must be judged on its individual merits.

The UDP proposals map adopted 1998 still defines the extent of the Green Belt. However, the Core Strategy, adopted in 2009, and its attached key diagram is a more up to date policy document. Policy CS71 of the Core Strategy 'Protecting the Green Belt' does identify that the countryside and open land around the existing built up area of the city will be safeguarded by maintaining the Green Belt. However, the policy also identifies that changes may be made to remove untenable Green Belt anomalies where the change would not undermine the purposes or objectives of Green Belt in that area.

Untenable anomalies are defined in the explanatory text of Policy CS71 as circumstances where it is no longer possible to trace the Green Belt boundary on the ground, as required by national policy. The explanatory text to Policy CS71 goes on to specifically state that the only non-minor change to the Green Belt boundary will be at the airport runway which will be resolved with a land swap, excluding the runway from the Green Belt and adding a larger area (Tinsley Park) back into the Green Belt, which also satisfies the purposes of the Green Belt.

The Green Belt boundary as drawn on the UDP proposal map follows the alignment of a public footpath in Tinsley Park. The public footpath from Tinsley Park does not continue through the former airport or application site - it diverts around the former airport alongside Europa Link. However, the Green Belt boundary continues to cut across the former airport runway, through the application site, without any reference to established built form or a feature on the ground. This is because the Green Belt designation pre-dates the runway and used to follow the footpath and a fence line before it was diverted. As such it is clear that the Green Belt boundary as shown on the UDP proposals map does not follow any established built form on the ground as required by national policy and is therefore an untenable Green Belt anomaly.

In light of Policy CS71 and the key diagram attached to the Core Strategy it is therefore clear that the principle of a change to the Green Belt Boundary at the airport is established. Although no precise boundary is drawn on the key diagram attached to the Core Strategy - as this plan is only a diagrammatical representation of the policy - the plan does indicate the site is removed from the Green Belt represented by a minus symbol on the key diagram and washed over by the urban area. The explanatory text of Policy CS71 does specifically refer to the 'airport runway' being removed from the Green Belt. The application site is considered to fall entirely within the 'airport runway' area referred to in Policy CS71 comprising of part of the former airport runway itself and the apron to the frontage of the terminal building. As such the explanatory text is considered to specifically refer to the application site.

The draft Local Plan Proposals Map (2013 pre-submission version) which has been the subject to public consultation precisely indicates a revised Green Belt boundary in line with the wording of Policy CS71. The revised Green Belt boundary

follows the southern extent of the former airport runway, excluding the hard surfaced runway and apron in front of the former terminal building and the existing hanger buildings from the Green Belt. The Industry and Business Policy Area is extended to include the application site and remainder of the runway area and heliport hangers. The site is also included in a site allocation for industry and business uses (SDF site allocation ref: P00471).

The draft Local Plan Proposals map indicates the Council's proposed policy direction with respect to the precise future Green Belt boundary at the airport location. The reallocation of the land at the airport was generally supported at the various consultation stages of the Sheffield Development Framework. Comments were made on behalf of the Sheffield Business Park owners that the change to the Green Belt boundary does not go far enough, and more land to the south of the runway should also be excluded from the Green Belt, however no objections were received in respect of the application site being removed from the Green Belt, and the proposal can be fully accommodated within the revised Industry and Business area boundary proposed by Sheffield City Council in its draft pre-submission document.

The weight attached to the precise draft Green Belt boundary is limited by the objection from the Sheffield Business Park but it clearly shows the Council's thinking with regard to the precise Green Belt boundary at the airport. Notwithstanding the above, the wording of Policy CS71, its explanatory text and the key diagram attached to the Core Strategy are considered to provide sufficient justification for very special circumstances for allowing the proposed development as a stand-alone scheme in the Green Belt.

Although the site is in the Green Belt it is considered to be previously developed land by virtue of the presence of the airport runway. The applicant has indicated an intention to develop a wider part of the former airport site but this does not form part of this application and as such the application proposal has been considered in isolation.

Clearly there are economic benefits of the development for the city region and nationally as highlighted earlier in the report and as described in the applicant's supporting economic statement. The proposed development may also help to bring forward development on Phase II of the Sheffield Business Park which has remained vacant for a number of years but now has Enterprise Zone Status. The economic benefits of the development can be afforded some weight as clearly the construction and operational phases of the scheme will contribute to the economic development of the Sheffield City Region and nationally. However, the economic benefits on their own are not considered to justify very special circumstances for developing in the Green Belt

There are a number of other sites in the immediate vicinity that are located outside the Green Belt and large enough to accommodate the development in isolation, including sites on the existing AMP at Orgreave and on land immediately adjoining the application site on Phase II of the Business Park in the Enterprise Zone.

Notwithstanding the availability of alternative non Green Belt sites, it is clear from Policy CS71 and the key diagram document attached to the Core Strategy, that the application site and adjoining land which forms part of the previously developed former airport runway is an untenable Green Belt anomaly intended to be excluded from the Green Belt. The draft Local Plan proposals map, which clearly shows the Council's intended policy position, places the application site and remainder of the runway in an allocated Industry and Business area. As such the proposal is considered to comply with Policy CS71 of the Core Strategy, the NPPF and Policies GE1, GE2 and GE3 of the UDP.

Design and Visual Impact on the Green Belt

Policy CS74 of the Core Strategy, which relates to design principles, advises that high quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods. Policy CS74 also advises that any new development should respect the topography of the City, views and vistas and the townscape and landscape character of the particular area with their associated scale, layout, form and building style and materials. Policy BE5 of the UDP also requires good design and the use of good quality materials in all new developments with special treatment given to corner sites to create a lively and interesting environment. The visual impact on the development on the wider Green Belt should also be minimised.

The site is located to the south of the former two storey terminal building beyond the existing Sheffield Business Park which comprises of rather generic metal clad two and three storey flat roof office buildings. The site is located on the largely level former runway and associated apron and as noted earlier in the report it is considered to be previously developed land. The committed planning consent for Phase II of the Business Park is located immediately to the east of the application site and extends beyond the northern limit of the runway. As such when viewing the site from the north and west it will be considered in light of the existing Business Park buildings and committed development on the eastern end of the runway.

The proposal comprises of two interlinked buildings, the Mk I building which is a round highly glazed manufacturing building orientated around a central office core, and the Mk II building which is capable of accommodating large scale manufacturing processes, which is a two storey rectangular building, joined to the Mk I building by a glazed link. The rotunda (Mk I building) has been purposely positioned at the end of the new access road serving the site so that it has a strong visual presence when viewed on approach from Europa Link. The Mk II building which is a more functional building is off-set from the rotunda. In addition to the main buildings, two further free standing single storey buildings are also proposed which comprise of an energy centre and secure storage building - both buildings are clad in materials which complement the main buildings.

The proposed car parking is arranged in radial clusters around the main circular Mk I building and in a conventional layout in front of the Mk II building.

The parking areas are integrated in the hard and soft landscaping of the site and there has been an attempt to move away from a conventional service and delivery arrangement which require large dedicated service yards, in favour of integrating

service access to the rotunda into the hard landscaping through the use of high quality but heavy duty landscaping materials.

The height of the buildings is largely driven by the functional requirements to accommodate machinery and travelling cranes within the workshop space. In terms of scale the proposed buildings respond to the scale of the existing 2/3 storey buildings on the Sheffield Business Park and as such will not appear out of character with the surrounding built form. The rotunda building incorporates a sloping pitched roof with a projecting lantern storey which incorporates a partially glazed exhibition space which provides views to the east towards the University's existing buildings located on the AMP at Orgreave. The Mk II building is purposely subservient in height to emphasise the prominence of the glazed rotunda.

The architectural approach is modern and contemporary and the quality of the proposed buildings and their architecture represents a significant improvement in design quality when compared to the buildings on the existing business park. The rotunda building is wrapped in floor to ceiling glazing in order to allow the machinery and activities within the building to be clearly visible to the general public and visitors when approaching the building. Staff and visitors will also benefit from views out of the building and the highly glazed facades will afford natural light to penetrate the manufacturing spaces. The roof incorporates strong projecting overhanging eaves which are supported by structural angled columns. A brise soliel is located at high level in front of the structural glazing system to provide some solar shading to help minimise overheating of the internal space.

The external envelope of the Mk II building has been designed to be more understated so as to emphasise the prominence of the rotunda. The design of the building has been amended during the course of the consideration of the application. A solar wall system which allowed diffused sun light to penetrate the building has been removed from the scheme and replaced with a solid metal cladding system. The design change is driven by functional requirements to control the environmental conditions within the building due to the presence and operational requirements of the specialist high-tech machinery.

The design of the development has been carefully considered and will deliver high quality buildings that meet the needs of the University's expanding AMRC facilities. The scheme is considered to represent a step change in design quality when considered in light of the existing buildings on the adjoining Sheffield Business Park. The proposal is considered to be of sufficient quality and architectural merit for this Green Belt site and therefore accords with Policy CS74 of the Core Strategy.

Sustainability Issues

Policies CS63, 64 and 65 of the Core Strategy set out the Council's approach to dealing with climate change and sustainability. The supporting text to CS64 advises that to satisfy the policy, all new non-residential developments over 500m² should achieve a BREEAM rating of very good (or equivalent). The applicant has submitted a sustainability statement which indicates that BREEAM very good will be achieved, with an aspiration to achieve excellent, details of which will be secured by planning condition.

The policy also requires buildings to be designed and constructed to minimise their energy consumption from the outset by making the best use of solar energy, passive heating, natural light and ventilation as well as minimising water consumption and maximising water recycling.

The building has been designed from the outset to minimise its energy demand. The elevations of the rotunda building area fully glazed and as such the building will benefit from substantial levels of natural light. Overhanging eaves, a brise soliel and automated blind system have been incorporated to minimise overheating of the internal space from solar gain. The glazing system incorporates automated opening windows to provide natural ventilation to the spaces within the building which do not have to be climatically controlled due to the presence of specific machinery.

Sustainable drainage methods will also be utilised to collect surface water run-off from the parking and servicing areas within the site. This will take the form of permeable paving and drainage channels or alternatively dealt with off-site through a separate planning application for a larger detention pond. Both of these approaches are considered acceptable and will intercept surface water run-off, minimising the impact on existing mains drainage capacity whilst also enhancing the biodiversity of the site and adjoining land. Full details of the sustainable urban drainage methods will be secured by planning condition. The proposed development is therefore considered sustainable and complies with Policy CS64.

Electrical car charging points will also be provided in the car parking area for visitors to use and to service a potential electric car fleet to enable staff to move between the application site and the existing AMRC facilities on the AMP at Orgreave.

Policy CS65 requires all developments of 500m² or more to provide 10% of their predicted energy needs from a decentralised, low carbon or renewable resource where feasible and viable. In this case the applicant is proposing to meet this target through a combination of different measures including ground source heat pumps to provide heating and cooling to the spaces. An element of photovoltaic cells is proposed to provide a proportion of power to the building and solar thermal hot water heating system is proposed to cater for hot water requirements. Full details will be secured by condition. In light of the above the proposals are considered to comply with Policies CS63, CS64 and CS65.

Ecology and landscape Issues

Policy GE11 'Nature conservation and Development' of the UDP seeks to protect and enhance the natural environment and promote nature conservation, by ensuring that the design, siting and landscaping of development includes measures to reduce potentially harmful effects on natural features of value.

The application site is largely hard surfaced comprising of the former tarmac surfaced runway as well some existing areas of grass scrub land between the two sections of the runway. The runway and adjoining land is still maintained, and has not become overgrown despite the area not being actively used for aviation purposes. Taking account of the condition of the site, its proximity to the existing built form and operations of the existing Business Park the development is not

considered to give rise to any loss of habitat of value and as such does not give rise to any ecology issues.

Permeable paving and drainage channels, supplemented by a traditional buried tank drainage system, are proposed, or an off-site detention pond could be formed subject to a separate planning application. The drainage system will take the surface water run-off from the parking areas allowing it to infiltrate into the ground, evaporate or discharge via a suitable flow control into the traditional drainage system. This method reduces some of the surface water load and reduces the need to direct surface water to a traditional piped drainage system such that it potentially creates new areas of habitat to enhance the biodiversity of the site.

Additional landscaping will also be provided along the new access road embankments which lead into the site. In light of the above, the loss of the site is not considered to detrimentally affect the ecology or biodiversity of the area. The proposed sustainable drainage system and site landscaping are considered in offset the amount of green space lost to accommodate the development. In light of the above the proposal is considered acceptable from an ecology and landscape perspective.

Highways & Air Quality

In order to facilitate access to the site a new access road is to be taken from the junction of Europa View and Europa Court and the existing junction is to be converted into a roundabout. An area of existing public car parking which serves the business park will be removed to accommodate the access road and junction improvements. Replacement car parking is proposed as part of this development, located immediately south of the existing terminal building.

The proposed access road will serve the application site and enable access to any future development of adjoining land. Suitable parking areas, as well as service and turning areas for HGV's are provided on site for the proposed advanced manufacturing building. Secure covered cycle parking is also provided.

The applicant has submitted a robust transport assessment which includes modelling of existing traffic movements in the area and predications of movements associated with the development. It is acknowledged that the site is not located in the most sustainable location, largely due to the existing Business Park's relatively isolated position and severance from surrounding residential areas due to landform and existing commercial uses but it does remain a priority site for economic investment. There are also limited public transport services to the existing Business Park, with the closest stop for the A1 bus service located on Europa Link. Notwithstanding the site's location, given the nature of the use which includes large storage areas and advanced manufacturing machinery, the proposal is not considered to generate significant volumes of traffic which would give rise to any significant highways congestion on the adjoining network.

The traffic generation of the proposal is predicted to be less than 60 vehicles movements in the Peak Hour. On this basis, no air quality assessment is required. Nevertheless, the Council's Air Quality Officer has reviewed the application, including the transport assessment, and is satisfied that, based on the predicted traffic movements, previous air quality assessments for the location, and the

research nature of the proposed development, that the impact of the development on local air quality would be imperceptible. Mitigation measures such as the adoption of a travel plan and provision of electric charging points are supported.

In accordance with information contained in the submitted transport assessment the development would generate one vehicle movement through junction 34 of the M1 at peak time (0800 -0900 and 1700-1800 hours Monday to Friday) and as such in accordance with the policy CS59 'New Roads' of the Core Strategy a contribution of £7500 will be secured by a Section 106 agreement towards the M1 junction 34 relief road.

RESPONSE TO REPRESENTATIONS

The majority of issues are already covered in the main body of the report.

Issues raised in respect of the reopening of the airport and the need for an airport in the city are not relevant to the determination of this planning application given that the airport is no longer operational.

An application has not been made to nominate the site as an asset of community value under the Community Right to Bid so no weight can be attached to this comment.

The proposal is not considered to set any form of precedent for developing in the Green Belt, as each development proposal must be considered on its merits and the unique policy position in this case is highlighted elsewhere in the report.

SUMMARY AND RECOMMENDATION

This application seeks permission to erect a new Advanced Manufacturing and Research Centre with associated parking and service areas and access road. The site comprises of approximately 2.52 hectares of land located immediately to the south of the Sheffield Business Park. The site comprises of part of the former Sheffield Airport runway and associated apron.

The application site falls within a Fringe Industry and Business Area and the Green Belt as identified on the adopted Sheffield Unitary Development Plan proposals map. In accordance with the National Planning Policy Framework, the part of the development which falls within the Green Belt is considered inappropriate development as it does not fall within any of the categories listed as developments which are acceptable in the Green Belt. Inappropriate development in the Green Belt is by definition harmful and should not be approved except in very special circumstances.

The applicant has argued that very special circumstances exist for developing in the Green Belt on the basis of the economic benefits of the development as well the Council's adopted Core Strategy Green Belt Policy CS71 which identifies that the existing Green Belt boundary at the airport is an untenable anomaly and specifically states that the 'runway' is to be excluded from the Green Belt. The key diagram document attached to the Core Strategy which is a diagrammatical representation of Policy CS71 also clearly shows the site outside the Green Belt, although no precise Green Belt boundary is drawn. The draft Local Plan Proposals map which, although carries no significant weight in policy terms at this time, has

been the subject of public consultation, clearly depicts the Council's amended Green Belt Boundary position at the airport and no specific objections were received in relation to the part of the former airport site (which forms the application site) being removed from the Green Belt.

The proposed development is considered to be located on previously developed land comprising of the airport runway and associated apron, it is very closely related to the established built up area comprising of the Sheffield Business Park and adjoins the committed Phase II Sheffield Business Park which is to be constructed on the western end of the former airport runway. The proposal is not considered to give rise to any significant ecology issues.

The design of the scheme is of a high quality and represents a marked improvement on the design of the buildings on the adjoining Business Park. The architecture is contemporary and the form, layout and external elevation treatment of the buildings is considered to appropriately reflect the advanced manufacturing functions of the building. The sustainable approach to the design and utilisation of high quality materials present a scheme which minimises its visual impact on the Green Belt.

The existing junction of Europa Court and Europa View will be amended to from a roundabout and a new access road formed through an existing car parking area to serve the application site. A robust transport assessment has been carried out and the proposal is not considered to give rise to any unacceptable congestion on the surrounding network and would not give rise to any air quality issues. A contribution of £7500 towards the M1 junction 34 relief road will be secured by way of a section 106 agreement.

The applicant has put forward an economic argument for developing this Green Belt site which, whilst aligning with the city's economic aspirations, is not, on its own, considered to justify a very special circumstances case.

However, Policy CS71 is on its own considered to constitute very special circumstances in this case which, alongside the economic benefits of the scheme, outweighs any harm from developing this previously developed site in the Green Belt.

In light of this, the proposal is considered to comply with the principles established in the Core Strategy and the Unitary Development Plan, as well as the National Planning Policy Framework.

Given that the proposal represents development in the Green Belt and is technically a departure from adopted policy it is recommended that planning permission is granted subject to the listed conditions, the completion of a legal agreement (with the following heads of terms) and referral to the Secretary of State.

Heads of Terms

Prior to the commencement of development, a contribution of £7,500 towards the M1 Junction 34 Relief Road shall be made, in accordance with the provisions of Core Strategy Policy CS59 'New Roads'.

Case Number 14/00029/OUT

Application Type Outline Planning Application

Proposal Erection of 5 dwellinghouses

Location Land Between 574 And 582 Manchester Road
StocksbridgeSheffield

Date Received 06/01/2014

Team West and North

Applicant/Agent SEA Planning Limited

Recommendation Grant Conditionally

Subject to:

- 1 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) Appearance, (b) Landscaping and (c) Scale; (matters reserved by this 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.

- 2 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.

- 3 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.

- 4 The development must be carried out in complete accordance with the following approved documents:red-lined location plans (1:1250 and 1:500 scales), and drawing nos. SEA/691/002 Rev B and SEA/691/004 received on 6.1.14,

Reason; In order to define the permission.

- 5 Notwithstanding the details of levels shown on drawing nos. SEA/691/002 Rev B, before development commences full details of the design of the shared access drive shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the gradient of the shared driveway not exceeding 1:20 for the first 5 metres of its length from the highway into the site.

Reason; In the interests of the safety of road users.

- 6 Notwithstanding the details shown on drawing nos. SEA/691/002 Rev B, the car parking spaces shall be at least 2.5 metres in width and 5 metres in length.

Reason; In the interests of the safety of road users.

- 7 Before the dwellings are occupied the footway fronting the site shall have been widened to 2 metres along the site's frontage in accordance with details that shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the means of retaining the footway including backfill material and method of compaction

Reason; In the interests of pedestrian safety.

- 8 No building or other obstruction shall be located over or within 4.0 (three) metres either side of the centre line of the sewers which cross the site.

Reason: To ensure satisfactory drainage arrangements.

- 9 Surface water and foul drainage shall drain to separate systems.

Reason; To ensure satisfactory drainage arrangements.

- 10 No piped discharge of surface water from the application site shall take place until surface water drainage works including off-site works have been completed in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason; To ensure satisfactory drainage arrangements.

- 11 Unless it can be shown not to be feasible and viable, each reserved matters application for a new building shall be accompanied by a report which shall be submitted to an approved in writing by the Local Planning Authority identifying the strategy for providing:d) a minimum of 10% of the predicted energy needs from decentralised and renewable or low carbon energy; and e) 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 to satisfy (a)Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to an approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development. This condition shall not preclude an agreement being reached with the Council for a contribution towards an off-site carbon reduction scheme if it is demonstrated that it is not feasible to generate renewable or low carbon energy on site.

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.

- 12 The dwellings hereby approved shall be constructed to achieve a minimum standard of Code Level for Sustainable Homes Level 3 and before any dwelling is occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that Code Level 3 has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

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

- 13 Before development commences full details showing that at least 2 of the dwellings are designed and to be constructed to mobility housing standards as set out in the Council's Supplementary planning Guidance on Mobility Housing shall have been submitted to and approved in writing by the Local Planning Authority.

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

- 14 The development shall be carried out in accordance with the recommendations contained in Section 5 paragraphs 5.1 to 5.4 of the Manchester Road, Stocksbridge Phase I Habitat and Protected Fauna Survey dated 31.5.2013 Ref No. 130554.

Reason: In the interests of biodiversity.

- 15 Unless otherwise indicated on the approved plans no tree, shrub or hedge shall be removed or pruned without the prior written approval of the Local Planning Authority

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

- 16 No development shall commence until full details of measures to protect the existing trees to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2005 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

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

- 17 The dwellings shall be faced in artificial or natural stone

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

- 18 The dwellings hereby permitted shall not be occupied unless the windows for living rooms and bedrooms in the dwellings have been installed to a minimum specification of 6mm glass/12 mm gap/6.4mm PVB glass or equivalent and thereafter retained.

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

- 19 No development shall commence until the actual or potential land contamination and ground gas contamination at the site shall have been investigated and a Phase 1 Preliminary Risk Assessment Report shall have been submitted to and approved in writing by the Local Planning Authority. The Report shall be prepared in accordance with Contaminated Land Report CLR11 (Environment Agency 2004).

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

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

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

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

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

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

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

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

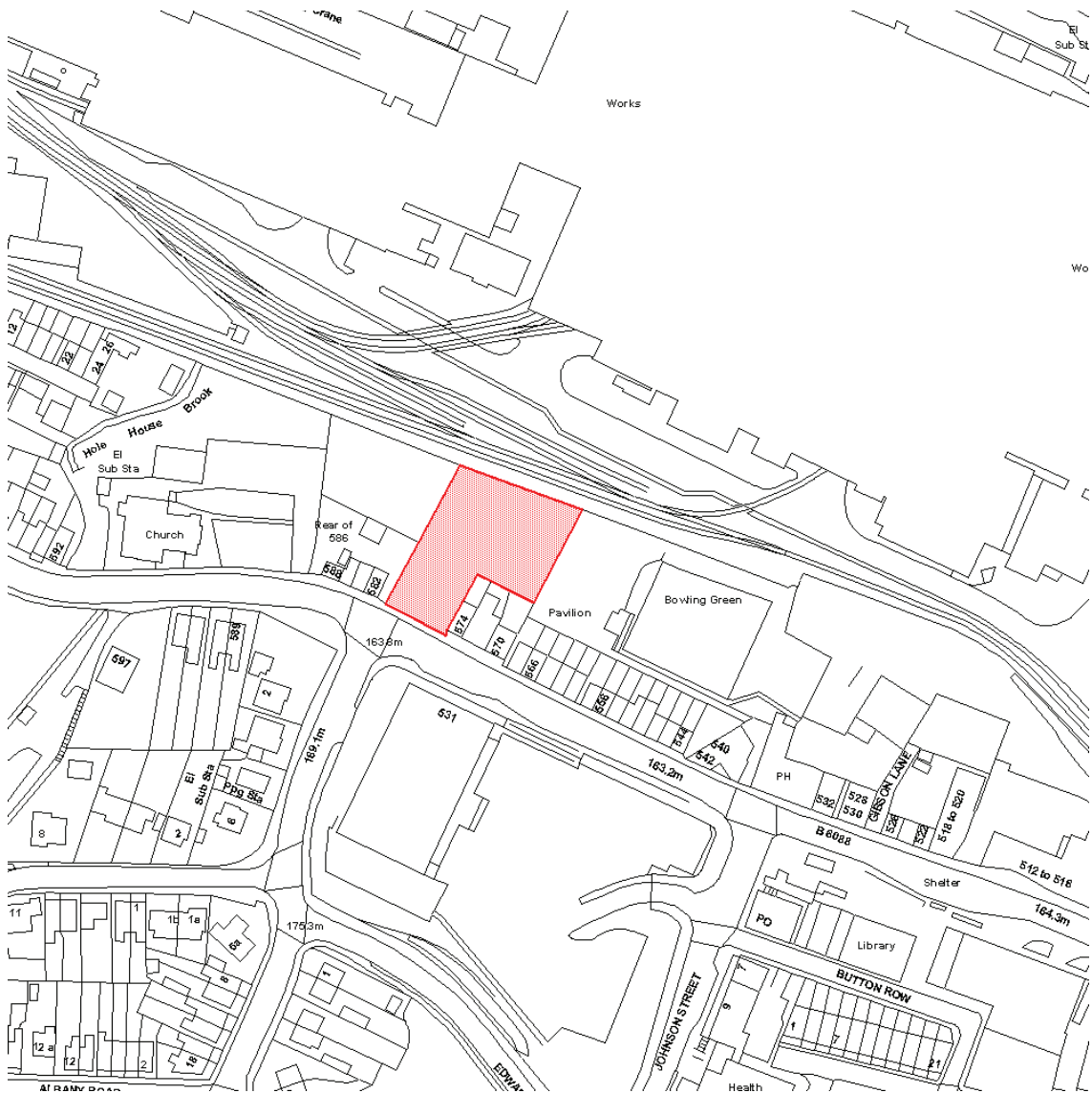
Reason; In order to ensure that any contamination of the land is properly dealt with.

Attention is drawn to the following directives:

1. You are advised that the biodiversity information/ecological assessment provided as part of this application will be made available to Sheffield Biological Records Centre. This will assist in a key principle of the National Planning Policy Framework that planning policies and decisions should be based on up-to date information about the natural environment and other characteristics of the area by building up the data base of up-to-date ecological information and this will help in future decision making. Ideally data should be provided in ESRI shape file format.

2. As the proposed development involves the re-siting of a street lighting column you are advised the Highways Maintenance Section of Sheffield City Council (Edward Ashworth/Craig Spafford tel: 0114 205 7422) before works commence regarding the requirements for any licences for works close to the highway and in connection with street lighting columns.
3. It is noted that your planning application involves the construction or alteration of an access crossing to a highway maintained at public expense. This planning permission DOES NOT automatically permit the layout or construction of the access crossing in question, this being a matter which is covered by Section 184 of the Highways Act 1980, and dealt with by: Development Services Howden House 1 Union Street Sheffield S1 2SH For access crossing approval you should contact the Highway Development Control Section of Sheffield City Council on Sheffield (0114) 2736136, quoting your planning permission reference number.
4. 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.
5. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
6. The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.

Site Location



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LOCATION

The application site comprises approximately 0.16 hectares of vacant land on the north side of Manchester Road at Stocksbridge opposite its junction with Hole House Lane at the western end of Stocksbridge town centre.

A low stone wall runs along the site frontage at the back edge of the pavement. The site levels fall from the frontage down to the rear of the site.

There are residential, commercial and community properties alongside the site. On the opposite (south) side of Manchester Road in the vicinity of the site are the Coop store and residential properties. The TATA steelworks lies to the north of the site.

PROPOSAL

The proposal seeks outline planning permission for the erection of 5 dwellings on the site. Details of access and layout are included for approval at this outline stage. Matters of appearance, landscaping and scale are reserved for subsequent consideration.

The proposed access to the site is positioned at the western end of the site's frontage to Manchester Road. Three of the proposed dwellings would be sited on the remaining part of the frontage set back approximately 5 metres from the front boundary.

From the access a shared drive is proposed alongside the western boundary dropping down to a rear parking court and turning area for vehicles. The other two proposed dwellings would be sited on the rear northeast part of the site with their main facades facing westwards onto the parking court.

The proposal would provide two parking spaces for each dwelling.

The applicant has submitted Design and Access Statement, a Planning Statement, and a Phase 1 Habitat and Protected Fauna Survey with this application.

RELEVANT PLANNING HISTORY

In 2013 an application seeking outline planning permission for the erection of 5 dwellings was withdrawn prior to determination (application no. 13/00999/OUT refers).

In 2007 outline planning permission was granted for the erection of 2 apartments in a two-storey block on land at 586-588 Manchester Road. This permission has since lapsed (application no. 07/03605/OUT refers).

Also in 2007, planning permission was granted for the use of the lower ground and ground floors of 566-568 Manchester Road for residential purposes (application no. 07/01580/CHU refers).

SUMMARY OF REPRESENTATIONS

The application has been publicised by site notice and letters of notification to nearby properties.

3 representations objecting to this application have been received relating to the following matters:

- site is on a dangerous stretch of road, risk of accidents;
- site is unsuitable for the density of development proposed;
- proposed building line is not in line with the adjacent property and will overshadow it;
- the design of the properties is not in keeping with the adjacent buildings;
- the development would be damaging to the character of the area;
- the existing sewage system is inadequate and frequently floods despite recent repairs;
- 'Green' techniques of reducing storm water run-off on this large area have not been considered in this development;
- the position of the proposed access is unsafe and is the location of frequent traffic accidents;
- the gradient of the site and difficulty of accessing the site in winter has not been taken into account;
- the proposed development of the site does not take into account the findings of the applicant's own wildlife survey;
- the applicant indicates that the proposed site is brownfield when it is agricultural land which has never previously been built on;
- the constant noise, vibration and odour nuisance and risks associated with the close proximity to the main sewer, gas pipeline, industrial railway and steelworks has not been taken into account;
- description of housing adjacent site in the applicant's design and access statement is incorrect;
- hoardings, scaffolding, temporary road closures and activities on the highway will cause disturbance to local businesses;
- application should be supplemented by reports dealing with highway safety, location and condition of sewers, constant 24 hour noise and vibration levels, access during winter, assessment of risk and nuisance with close proximity to industrial railway carrying hot metal, furnace, high pressure gas pipeline, and sewers;
- since last application pond has been filled in on the site and two more car crashes recorded at the junction of the proposed new roadway;

An objection has been received from TATA Steel relating to the following matters:

- whilst supportive of development in Stocksbridge, concerned that the application site is located opposite TATA Soaker Bay which is an open sided building with road and rail access directly into the building and 24 hour operation is essential to viability, these buildings are close to the development and rail lines border the development, houses directly opposite an open sided building will see a level of exposure to TATA operations;
- no noise assessment or attenuation scheme proposed as part of the development, the scheme needs that data before a determination can be made, hope the Council refuse the current application until the Council is confident the development won't lead to future problems.

Stocksbridge Town Council objects:

- access/egress at an already dangerous junction and inadequate sightline;
- the proposed entrance being adjacent to the pedestrian crossing and bus stop.

A letter has been received from Angela Smith MP on behalf of a constituent who has expressed concern and contends that access to the proposed development would be from an area with poor visibility and would be unacceptable due to highways considerations. The constituent's submission relates to the following matters:

- increased risk of road accidents at a notoriously dangerous junction;
- three crashes have happened since the original plan to develop the land in 2012.

PLANNING ASSESSMENT

Policy Issues

The Sheffield Local Plan includes the Core Strategy and the saved policies and proposals map of the Unitary Development Plan (UDP). The UDP Proposals Map identifies the site as being within a Fringe Industry and Business Area where housing is an acceptable use in principle (UDP Policy IB6 refers).

The Pre-Submissions version of the Draft City Policies and Sites Document and Draft Proposals Map are also a material consideration. The Draft Proposals Map identifies the site as being within a Flexible Use area where housing is an acceptable use as part of a mix of other non-industrial uses which are compatible with residential use (Draft CPS Policy H1 refers).

UDP Policy IB9(a) seeks to ensure that new development or change of use in Industry and Business Areas would not lead to a concentration of uses which would prejudice the dominance of industry and business uses in the area or cause the loss of important industrial sites. In this instance the proposal would not result in loss of industrial and business uses, the proposed development would not prejudice the dominance of industry and business uses in the Area, and the site is not an important industrial site. The proposal complies with UDP Policy IB9(a).

Highway and Transportation Issues

UDP Policy IB9(f) seeks to ensure that new development would be adequately served by transport facilities and provide safe access to the highway network and appropriate off-street parking.

The proposed development would be served by a single access onto Manchester Road which is a classified road. The proposed access would be 5 metres wide and would achieve satisfactory forward visibility along Manchester Road. An existing street lighting column on this western part of the site's frontage would require re-siting.

There is an existing pedestrian crossing opposite the eastern part of the site's frontage. There are also parking restrictions preventing parking alongside the site's frontage and to the west of the site.

Hole House Lane opposite the site and Manchester Road are both bus routes. There are bus stops nearby to either side of the site and on Hole House Lane.

Highway records indicate that there have been three reported injury accidents at or near the Hole House Road junction with Manchester Road in the last 5 years, none of which are attributable to a poor road layout. The causes of two of the accidents relate to loss of control/poor turn or manoeuvre and failure to judge other persons path or speed/following too close/dazzling sun. The third related to an injury to a passenger on a bus.

Given that the proposed access would have satisfactory forward visibility and that there would be on-site manoeuvring enabling cars to enter and leave the site in forward gear, there are no highway objections to the proposed formation of a shared access onto this part of Manchester Road to serve 5 dwellings.

The proposed parking provision of two parking spaces for each dwelling is acceptable. Conditions are recommended to ensure the proposed on-site car parking spaces are designed to satisfactory dimensions, and sufficient width of footway and retention is achieved along the site's frontage.

It is considered that the site is in an accessible location for local facilities.

Sustainability

Core Strategy Policy CS24 seeks to maximise the use of previously developed land for new housing. Core Strategy Policies CS63 to CS65 promote various sustainability issues. The Government's planning policy guidance contained in the National Planning Policy Framework (NPPF) states that there is a presumption in favour of sustainable development (NPPF paragraph 14).

The proposal will achieve a density of approximately 31 dwellings per hectare. It is considered that the proposed density is in keeping with the character of the area and will not result in overdevelopment of the site.

The site is overgrown vacant land and has the appearance of a greenfield site. Policy CS24 identifies the criteria states whereby housing on greenfield sites will be developed which includes on small sites within the existing urban areas and larger villages where it can be justified on sustainability grounds.

It is considered that the site is accessibly located within the existing urban area of Stocksbridge close to local facilities and public transport. The site is not of high ecological, landscape or recreational value. The proposal complies with Core Strategy Policy CS24.

Core Strategy Policy CS33 relating to jobs and housing in Stocksbridge states that new housing will be limited to previously developed land within the urban area.

The Core Strategy states that new housing would increase the demand for local shops and services and contribute to greater self containment. The release of former employment land next to the District Centre could help bring about smaller scale improvements.

Whilst the proposal involving housing development on a greenfield site is contrary to Policy CS33, the site falls within area designations in the UDP and Pre-Submissions Draft Proposals Map where housing is an acceptable use, this is an infill site in a sustainable location next to the district centre, it is not of high ecological, landscape or recreational value. An exception to Policy CS33 is considered appropriate in this instance.

Yorkshire Water Services have no objections to the proposed development subject to conditions to secure appropriate drainage arrangements and protection their existing infrastructure which crosses the site.

The applicant's submissions on sustainability include the possibility for the roofs to accommodate solar panels, and the incorporation of a sustainable urban drainage system including grey water recycling tanks. Conditions are recommended to ensure the incorporation of sustainable measures within the proposed development in compliance with Core Strategy policies on climate change and design.

Impact on the Amenities of Residents and the Locality

UDP Policy IB9 relating to conditions on development in Industry and Business Areas also seeks to ensure that new development does not cause residents to suffer from unacceptable living conditions, is well designed, and does not harm the quality of the environment to such an extent that other new industry and business development would be discouraged.

UDP Policy IB11 also seeks to ensure that new housing development in Industry and Business areas does not further constrain industrial and business development, is next to an existing residential area and does not suffer from unacceptable living conditions.

UDP Policy BE5 seeks good design in new developments and Policy CS74 of the Sheffield Development Framework (SDF) Core Strategy relating to design principles also expects high quality development respecting distinctive features and heritage including townscape and landscape character.

There are residential properties alongside and to the southwest of site.

The proposed layout provides 5 dwellings each with satisfactory outlook, garden sizes and off-street parking. The orientation of the two dwellings proposed on the rear part of the site would have their side gable end facing towards the rear elevations of existing properties on Manchester Road and would provide a separation of approximately 13 metres between these opposing elevations.

It is considered that the proposed layout would provide sufficient separation between the proposed dwellings and existing properties to ensure that there would be no unacceptable overlooking, overshadowing or overbearing of existing properties.

Details of the design, massing and appearance of the dwellings are reserved matters and would be subject to a separate reserved matters application.

The noise environment of the site has been assessed. Noise from the steelworks to the rear of the site and from passing traffic is audible on the site during daytime, evening at night time. However such noise is not considered to be highly intrusive and, subject to a condition requiring the windows of the proposed dwellings to achieve a minimum specification of glazing attenuation, the proposed development would not suffer from unacceptable living conditions and would not unduly inhibit continuing and future industrial and business development in the locality.

Whilst the site does not contain any significant species of flora and fauna, it provides a suitable habitat for foraging bats during the bat activity season and nesting birds. The proposal will involve the clearance of the majority of the site, however the belt of trees and vegetation along the northern boundary of the site is to be retained providing a linear flight line for bats and birds foraging in the area. It is considered that the proposal will not significantly harm matters of ecological interest subject to appropriate conditions.

It is considered that the proposal complies with UDP Policies IB9, IB11 and BE5 and Core Strategy Policy CS74.

Impact on Open Space

UDP Policy H16 relating to open space provision in new housing developments seeks to ensure that there is sufficient open space in the locality to meet the needs of the future occupants of the proposed development. The Council's Supplementary Planning Guidance (SPG) on open space in new developments provides guidance on this policy.

The site lies within an area where the overall provision of open space is below the minimum guidance. In such circumstances UDP Policy H16 requires the developer to contribute towards the provision and enhancement of open space in the locality. A planning obligation will be required to secure this contribution. In this instance, as the application is for outline planning permission with the size of dwellings reserved for subsequent approval, the sliding scale of financial contributions specified in the SPG will apply.

SUMMARY

The UDP Proposals Map identifies the site as being within a Fringe Industry and Business Area where housing is an acceptable use in principle. Whilst re-designating the area as a Flexible Use Area the Draft Proposals Map maintains housing as an acceptable use on this site.

There are no highway objections to the proposed formation of a shared access onto this part of Manchester Road to serve 5 dwellings.

The site is overgrown vacant land and has the appearance of a greenfield site. It is considered that the site is accessibly located within the existing urban area of Stocksbridge close to local facilities and public transport. The site is not of high ecological, landscape or recreational value.

Yorkshire Water Services have no objections to the proposed development subject to conditions.

The proposed layout would provide sufficient separation between the proposed dwellings and existing properties to ensure that there would be no unacceptable overlooking, overshadowing or overbearing of existing properties.

Noise from the steelworks to the rear of the site and from passing traffic is audible on the site during daytime, evening at night time. However such noise is not considered to be highly intrusive and, subject to a condition requiring the windows of the proposed dwellings to achieve a minimum specification of glazing attenuation, the proposed development would not suffer from unacceptable living conditions and would not unduly inhibit continuing and future industrial and business development in the locality.

It is considered that the proposal will not significantly harm matters of ecological interest subject to appropriate conditions

The site lies within an area where the overall provision of open space is below the minimum guidance. A planning obligation will be required to secure a financial contribution towards the provision and enhancement of open space in the locality.

The proposal complies with UDP Policies IB6, IB9, IB11, BE5 and H16 and Core Strategy Policies CS24, CS63 to CS65 and CS74 subject to appropriate conditions and completion of a legal agreement.

Whilst the proposal involving housing development on a greenfield site is contrary to Policy CS33, the site falls within area designations in the UDP and Pre-Submissions Draft Proposals Map where housing is an acceptable use, this is an infill site in a sustainable location next to the district centre, it is not of high ecological, landscape or recreational value. An exception to Policy CS33 is considered appropriate in this instance.

RECOMMENDATION

It is recommended that outline planning permission is granted subject to conditions and the completion of a satisfactory planning obligation to secure a financial contribution towards the provision and enhancement of open space in the locality.

In the event that a satisfactory planning obligation is not concluded before 30 June 2014 it is recommended that the application be refused for the failure to make adequate provision in this regard.

Case Number 13/02948/FUL (Formerly PP-02853054)

Application Type Full Planning Application

Proposal Demolition of Halls of Residence, Annexe building and Nos. 30 and 38 Taptonville Road, the erection of 97 residential units in two, three and four storey buildings and conversion of Hadow House and Coach House to form 10 apartments with associated car parking and landscaping (amended scheme dated 13 February 2014)

Location Land At Crookes Road And Taptonville RoadCrookes RoadSheffieldS10 5BR

Date Received 02/09/2013

Team South

Applicant/Agent DLP Planning Ltd

Recommendation GRA GC subject to Legal Agreement

Subject to:

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

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

- 2 The development must be carried out in complete accordance with the following approved documents: Drawings numbered: P13 4650 PO2P13 4650 01DP13 4650 03BP13 4650 04BP13 4650 05BP13 4650 06BP13 4650 65P13 4650 P02P 13 4650 10AP 13 4650 11AP 13 4650 12AP 13 4650 13BP13 4650 14BP13 4650 15P13 4650 16P13 4650 17AP13 4650 18AP13 4650 19BP13 4650 20BP13 4650 21P13 4650 22AP13 4650 23AP13 4650 24BP13 4650 25BP13 4650 26AP13 4650 27AP13 4650 28P13 4650 29AP13 4650 30P13 4650 31P13 4650 32P13 4650 33BP13 4650 34AP13 4650 35P13 4650 36AP13 4650 37CP13 4650 38BP13 4650 39BP13 4650 40BP13 4650 41BP13 4650 42BP13 4650 43BP13 4650 44BP13 4650 45BP13 4650 46BP13 4650 47BP13 4650 48BP13 4650 49AP13 4650 50AP13 4650 51P13 4650 52P13 4650 53P13 4650 55P13 4650 56P13 4650 57P13 4650 58P13 4650 59P13 4650 60P13 4650 61P13 4650 62P13 4650 63P13 4650 64Demolition plan dated 02.09.13. Landscape drawing 1 Rev D dated 09.04.14. Landscape drawing 2 Rev D dated 09.04.14.

Reason; In order to define the permission.

- 3 No development shall commence until the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below have either;a) been carried out; orb) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the development is/are brought into use.Highway Improvements: Hallamgate Road and Taptonville Road (waiting restrictions to protect junctions)

Reason; To enable the above-mentioned highways to accommodate the increase in traffic, which, in the opinion of the Local Planning Authority, will be generated by the development.

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

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

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

Reason; To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

- 6 The dwellings shall not be used unless the sight lines as detailed in paragraph 3.2 of the Transport Assessment dated August 2013 have been provided. When such sight lines have been provided, thereafter the sight lines shall be retained and no obstruction to the sight lines shall be allowed within the sight lines above a height of one metre.

Reason; In the interests of the safety of road users.

- 7 The gradient of the access road/driveway shall not exceed 1:20 for the first 10 metres from the highway and thereafter not exceed 1:12.

Reason; In the interests of the safety of road users.

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

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

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

Reason; In the interests of the safety of road users.

- 10 Before the development is occupied, arrangements shall be agreed with the Local Planning Authority and be put in place to ensure that, with the exception of disabled persons, no resident of the development shall obtain a resident's parking permit within any controlled parking zone which may be in force in the city at any time.

Reason; To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality.

- 11 The development shall not be begun until details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure the reconstruction of the footways adjoining the site before the development is brought into use. The detailed materials specification shall have first been approved in writing by the Local Planning Authority.

Reason: In the interests of pedestrian safety.

- 12 Before the development commences, details of the site compound and parking for contractors and construction vehicles shall be submitted to and agreed in writing by the Local Planning Authority.

Reason; In the interests of the safety of road users.

- 13 Before any demolition or construction works commence on site, a dilapidation survey shall be jointly carried out and agreed and any remedial works required as a result of the development shall be completed prior to the dwellings being occupied.

Reason; In the interests of the safety of road users.

- 14 Prior to the commencement of the development, or an alternative timeframe to be agreed in writing by the Local Planning Authority, a detailed Travel Plan shall have been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall include:1. Clear & unambiguous objectives to influence a lifestyle that will be less dependent upon the private car;2. A package of measures to encourage and facilitate less car dependent living; and,3. A time bound programme of implementation and monitoring in accordance with the City Councils Monitoring Schedule.4. Provision for the results and findings of the monitoring to be independently validated to the satisfaction of the Local Planning Authority. 5. Provisions that the validated results and findings of the monitoring shall be used to

further define targets and inform actions proposed to achieve the approved objectives and modal split targets. Prior to the occupation of any dwelling, evidence that all the measures included within the approved Travel Plan have been implemented or are committed shall have been submitted to and approved in writing by the Local Planning Authority.

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

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

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

- 16 A sample panel of the proposed masonry shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used. The sample panel shall be approved in writing by the Local Planning Authority prior to the commencement of the building works and shall be retained for verification purposes until the completion of such works.

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

- 17 No development shall commence until a Landscape and Ecological Management Plan, including short, medium and long term aims and objectives, management responsibilities and maintenance schedules for all distinct areas, has been submitted to and approved in writing by the Local Planning Authority. The Landscape and Ecological Management Plan shall thereafter be implemented as approved.

Reason; In the interests of biodiversity.

- 18 The existing wall of the former walled garden shall be retained and details of the proposed treatment of the access through the wall shown on the approved plans shall be submitted to and approved in writing by the Local Planning Authority before work on that part of the site is commenced and the dwellings shall not be used unless such treatment has been carried out in accordance with the approved details.

Reason; In the interests of the amenities of the locality and occupiers of the proposed dwellings.

- 19 Prior to the commencement of the development, details of the footpath and road surface treatment shall have been submitted to and agreed in writing by the Local Planning Authority and such agreed surfaces shall be implemented and retained thereafter.

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

- 20 Prior to the commencement of development, details of the finished floor levels of all dwellings shall have been submitted to and agreed in writing by the Local Planning Authority.

Reason; In the interests of the amenities of the locality and occupiers of the proposed dwellings.

- 21 Prior to the commencement of development, details of any footbridge across the ha ha shall have been submitted to and agreed in writing by the Local Planning Authority. Such footbridge shall be implemented prior to the completion of the dwellings and retained thereafter.

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

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

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

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

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

- 24 Surface water and foul drainage shall drain to separate systems

Reason; To ensure satisfactory drainage arrangements.

- 25 No piped discharge of surface water from the application site shall take place until surface water drainage works including off-site works have been completed in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason; To ensure satisfactory drainage arrangements.

- 26 The surface water discharge from the site shall be reduced by at least 30% compared to the existing peak flow and detailed proposals for surface water disposal, including calculations to demonstrate the reduction, must be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development, or an alternative timeframe to be

approved in writing by the Local Planning Authority. In the event that the existing discharge arrangements are not known, or if the site currently discharges to a different outlet, then a discharge rate of 5 litres/hectare should be demonstrated. The development shall thereafter be carried out in accordance with the approved details.

Reason; In order to mitigate against the risk of flooding.

- 27 Construction or demolition works shall only take place between 0800 and 1800 hours Monday to Friday and 0800 and 1300 Saturday with no construction or demolition works on Sundays and Bank Holidays.

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

- 28 Prior to the commencement of development, details of a management Plan for the communal open space, including the Arboretum, shall have been submitted to and agreed in writing by the Local Planning Authority. Such details shall include woodland maintenance plans and management. Such Management Plan shall be implemented prior to the occupation of any dwelling and retained thereafter.

Reason; In the interests of the amenities of the locality and occupiers of the proposed dwellings.

- 29 The developer shall give a minimum of 21 days notice of the commencement of any work to the walled garden to the Local Planning Authority and the South Yorkshire Archaeology Service (Development Services, Howden House, 1, Union Street, Sheffield S1 2SH. Tel: 0114 2736428). Thereafter, the developer shall afford access at all reasonable times to the staff of S.Y.A.S or such suitably qualified persons nominated by them in order that any works involving ground disturbance or alteration of building(s) can be observed and any features or finds of archaeological interest recorded.

Reason; To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated.

- 30 Prior to the commencement of the development, details of the layout of the communal open space, including the Arboretum, shall have been submitted to and agreed in writing by the Local Planning Authority. Such details shall include: Lighting Footways Replacement pond Seating Access points into the site Public access Provision of information boards Bio-diversity plan to encourage plants and wild life Programme of educational potential and community involvement Such details shall be implemented prior to the occupation of any dwelling and retained thereafter.

Reason; In the interests of the amenities of the locality and occupiers of the proposed dwellings.

- 31 No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority identifying how the following will be provided: a) a minimum of 10% of the predicted energy needs of the of the completed development being obtained from decentralised and renewable or low carbon energy; and b) The generation of further renewable or low carbon energy or incorporation of 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 to satisfy (a) Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the development is occupied and a post-installation report shall have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the agreed measures have been installed. Thereafter the agreed equipment, connection or measures shall be retained in use and maintained for the lifetime of the development.

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.

- 32 The dwellings hereby approved shall be constructed to achieve a minimum standard of Code Level for Sustainable Homes Level 3 and before any dwelling is occupied (or within an alternative timescale to be agreed) the relevant certification, demonstrating that Code Level 3 has been achieved, shall be submitted to and approved in writing by the Local Planning Authority.

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

- 33 No development shall commence until full details of measures to protect the existing (variable: trees, shrubs, hedge/s) to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2005 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

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

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

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

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

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

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

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

- 37 The Local Planning Authority shall be notified in writing when the landscape works are completed.

Reason; To ensure that the local planning authority can confirm when the maintenance periods specified in associated conditions/condition have commenced.

- 38 Prior to the commencement of development, mitigation measures in line with the findings of the BSG Ecology report dated August 2013 shall be carried out and approved in writing by the Local Planning Authority. Any remedial measures identified in the approved report shall be implemented during the demolition and construction. Reason; In the interests of biodiversity.

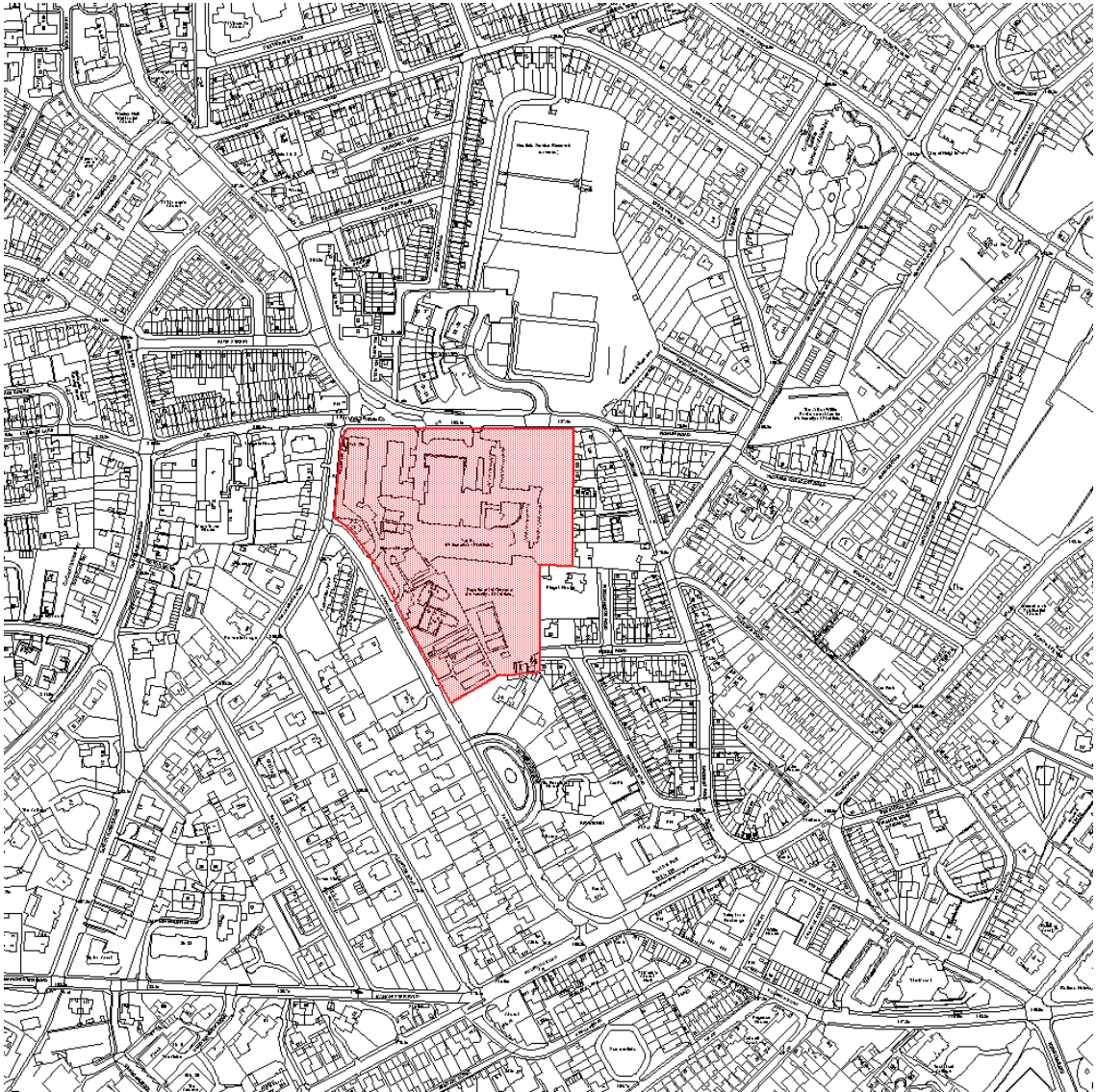
Attention is drawn to the following directives:

1. 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.
2. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator will be able to advise you of any pre-

commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.

3. 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. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
5. Before the development is commenced, a dilapidation survey of the highways adjoining the site shall be jointly undertaken with the Council and the results of which agreed in writing with the Local Planning Authority. Any deterioration in the condition of the highway attributable to the construction works shall be rectified in accordance with a scheme of work to be agreed with the Local Planning Authority.
6. The Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with a planning application.
7. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at www.sheffield.gov.uk/planning or apply online at www.planningportal.gov.uk. The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development. For Listed Building Consent and Conservation Area Consent applications an application for confirmation of compliance with planning conditions is still required but there is no fee.

Site Location



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LOCATION AND PROPOSAL

The application site is of considerable extent, comprising the Tapton student halls of residence fronting on to Crookes Road, the two stone buildings known as Hadow House and Coach House that lie behind the halls, the former University Remote Experimental Garden site and the site of former low rise student blocks fronting on to Taptonville Road.

The northern part of the site which fronts Crookes Road currently accommodates student halls rising to a maximum of seven storeys, these being bland, grey buildings that contribute little to the visual quality of the area. The site, at this point falls from west to east and there is a stone wall along the frontage. This is broken by two vehicle access points that serve the car park that lies in front of this group of buildings. Mature trees are located along Crookes Road and Hallamgate Road boundaries and also to the north east, separating that part of the site from housing.

Three stone, two storey buildings, The Lodge, Hadow House and Coach House, lie at the western side of the site, which are to be retained and there are car parking areas in front of these. To the south of these is an open area formerly containing low rise student accommodation which has been demolished and beyond this at the south corner next to Taptonville Road are the buildings and greenhouses associated with the former Experimental Gardens. A high stone wall runs along the site boundary with the Experimental Gardens.

In the central area of the site is a landscaped area including a ha ha and pond containing a wide variety of mature trees and plants.

Regarding site levels, there is a level area at the north west corner with levels dropping down to the east in the form of a series of plateaux. There is also a gentle fall from north to south.

All surrounding uses are residential with the exception of the sports ground on the opposite side of Crookes Road to the north and the public house across Lydgate lane to the north west. To the south and west of the application site, the predominant material is stone and slate, to the east it is red brick and to the north, there is a mix of stone, brick and render.

There are stone walls along all boundaries although there are openings, particularly along Taptonville Road. Close to the southern corner is an attractive, arched feature and entrance which allows pedestrian access in to the Experimental Gardens.

The scheme, as amended, is for 63 new houses, 23 having 3 bedrooms and 40 having 4 bedrooms, 34 apartments, all having 2 bedrooms and Hadow and Coach Houses would be converted into 10 flats, each having 2 bedrooms.

The access from Crookes Road would remain unaltered and this would provide the main access into the north part of the new development. This road would lead to a 'T' junction and the two roads off this would each terminate in a 'T' shaped cul-de-sac of similar proportions. All development to the north of the two roads leading off the main access would be houses which would rise to three storeys. The

apartments would be accommodated in three blocks which would vary in height from two to four storeys and these would be located to the south of the internal road layout backing on to mature trees. A secondary access would be taken from Hallamgate Road to serve houses in the north west corner.

The landscaped area and ha ha would be retained and there are footpaths that would link this area with Taptonville Road, Hoole Road and Crookes Road. Consequently, there would be public access to this area. At present, this is denied because the site is owned by Sheffield University.

New development would be introduced into the former Remote Experimental Gardens area. Four houses would be built within the area known as the walled garden which lies at the southernmost point of the site, which is next to one end of Taptonville Crescent. A similar terrace of four houses would be built to the north of this, the other side of a wall and line of mature trees.

A new access road would be located between the new houses and Hadow House and this would lead to rear parking for the eight houses and also serve a crescent of 12 houses built behind the two short terraces.

In support of the application, as amended, the following submissions have been received.

- Planning and Conservation Area Statement.
- Statement of Community Participation.
- Tree Survey.
- Disabled Access Statement.
- Design Statement.
- Affordable Housing Statement.
- Sustainability Statement.
- Geo-Environmental Appraisal.
- Coal Mining Report
- Ecology Report.
- Transport Assessment.
- Flood Risk Assessment.

RELEVANT PLANNING HISTORY

05/03130/FUL. Housing scheme for 79 flats and 48 town houses with associated parking and landscaping refused on 29 October 2007. The subsequent appeal was dismissed and the key points in the Inspector's Decision Letter will be set out below.

07/01380/FUL. Housing development comprising 69 flats and 40 houses with associated parking and landscaping (amended scheme and layout) granted on 15 August 2011.

09/03207/CAC. Demolition of existing student halls of residence, annex, associated buildings including temporary structures around former Experimental Gardens and 26, 28 and 30 Taptonville Road granted on 14 July 2010.

12/02284/CAC. Demolition of existing student halls of residence, annex, associated buildings including temporary structures around former Experimental Gardens and 26, 28 and 30 Taptonville Road (early demolition not complying with condition 02 of 09/03207/CAC granted on 18 October 2012.

Key Points Of The Appeal Decision For Application 05/03130/FUL.

This appeal was dismissed and even though there has since been a further planning permission for residential development (07/03130/FUL), the appeal decision still carries weight in assessing this current planning application.

The Inspector said that the main issue is the impact of the proposal on the character and appearance of the Broomhill Conservation Area.

The Inspector drew specific attention to Taptonville Road and Taptonville Crescent, which have 'an outstanding historic ambience.'

The Inspector said that the conversion of the Coach House and Hadow House to flats would allow the buildings to continue contributing to the Broomhill Conservation Area in an appropriate manner.

The Inspector concluded that the layout in the northern part of the site was acceptable and would preserve and enhance the character of the Broomhill Conservation Area.

With respect to the southern part of the site, which included the walled garden, the Inspector concluded that some form of development here and within the walled garden would be acceptable in principle but took the view that the appealed proposal for 12 houses would harm both the character and appearance of Broomhill Conservation Area.

The Inspector said that the scheme was acceptable apart from the 12 plots within and to the north of the walled garden and the appeal was dismissed on this basis.

Members may recall that the subsequent approval successfully addressed the Inspector's concerns by replacing the 12 houses with four villas in the form of two pairs of semi detached houses.

SUMMARY OF REPRESENTATIONS

Two rounds of public consultation have taken place, the first being on the scheme as originally submitted and the second round on the amended scheme.

First Round.

42 letters from local residents and interested parties have been received.

One of these is a letter of support welcoming the increase in family homes.

The remainder have made the following objections.

There is agreement with the comments made by English Heritage in that green spaces, mature trees and good quality architecture is required.

The crescent of houses at the rear is overpowering. It would be tall, overbearing and the houses are too closely spaced. The red brick finish would be obtrusive.

The extra properties fronting Taptonville Road at the southern end of the site are unacceptable because they are unsuccessful Victorian pastiches and would be over dominant. There are too many of them.

The formal, walled garden space would be lost, a 6 metre section of wall would be removed and there would be greater encroachment into the walled garden than the previous approval.

Potential encroachment into the gardens would deny full use by residents.

Broomhill lacks open space and there would be a loss of trees on site.

The site needs a sensitive design approach. The design as submitted is not based on relevant precedents and is insensitive.

The scheme has an illogical mix of styles and materials which particularly affects the apartments.

The gardens appear to be small for family houses.

90 properties on the site is excessive and there are too many flats at the expense of houses.

The scheme would not be sustainable and would not be built to last.

The proposal would be out of character with the small terraced houses on Crookes Road.

This is an inferior design to the previous approval.

There is insufficient detail about the design and external appearance.

There should be a communal garden and the walled garden should have public access.

The existing gap in the wall along Taptonville Road should be filled rather than breached further to allow a new road in.

The site lies within a Conservation Area of high quality housing and historical landmarks and deserves development of high quality with a bespoke design.

Bin stores should be provided for each house.

There is concern about the impact on the streetscape and levels and site sections are required.

Extra cars will make the roads more dangerous as Crookes Road is very congested and this will make it worse.

Very little parking is provided and more is necessary.

There is concern about the duration of the construction works.

There would be a detrimental impact on wildlife.

There would be no public access to the site.

There should be a reduction in rainwater run off from the land.

Loss of privacy affecting houses on Crookes Road.

Plots 67 to 74 will be much closer to neighbours than the existing building.

Noise and light pollution.

There is concern about the maintenance of stone boundary walls at the north east corner of the site.

There are the following specific comments about the development within and next to the walled garden fronting Taptonville Road.

- The pair of 4 terraces rather than two pairs of semi detached houses at the south corner is at odds with prevailing plot sizes.
- The new houses are higher than the previous consent.
- The design at the south corner is too fussy with too many small windows and no hierarchy between front and side elevations. It would be better to have fewer, narrower windows.

There are also specific comments about the impact of the proposed crescent to the south of the arboretum.

- There is an increase in the number of houses from the original consent from 10 to 12 and they have a deeper footprint and are fragmented with gaps in between
- They are intrusive at 3 storeys high and located in a very sensitive part of the site
- there would be a detrimental impact on Pisgah House, which is a grade 2 Listed Building.
- Neighbouring properties are no more than two and a half storeys high.

- The detailing of the houses is too fussy.
- There would be too many trees lost to allow this part of the development to take place.
- The gardens are too small for family housing.

There are specific comments relating to the impact of the proposal on 24, Taptonville Crescent.

- The south part of the proposal directly adjoins this property.
- The crescent would be 5 metres higher than no. 24 which would be imposing and dominant.
- The red brick, scale and layout of windows would be incongruous.
- Plot 82 would be visible from no 24 and the gable would have the appearance of a house front, overlooking no 24.

Broomhill Action and Neighbourhood Group (BANG) have submitted comments about the proposal.

The overall housing mix is a better response to local housing need than the extant scheme.

More houses with gardens are welcomed.

There is a lost opportunity for a completely new design involving the retention of the walled garden.

The development in the southern part of the site has intensified but in less sensitive areas the density has reduced.

The townhouses along Taptonville Road are unlike any other houses in the area and the two pairs of semi detached houses in the previous scheme are much better.

The crescent at the rear of the townhouses is worse than the previous scheme. The footprint is larger and there are two extra houses. Three to four storeys is much higher than the previous application.

There does not appear to be any bin storage.

The proposal is domineering and at odds with the character of the area. With respect to the octagonal turrets on the flats, there is nothing like this in Broomhill.

There is strong concern about the mix of materials which is brick and natural and artificial stone.

There is insufficient parking at the southern end of the site which will lead to additional pressure for street places where there is already a major parking problem as this is where the permit parking area ends.

The new vehicle access point on to Hallamgate Road would result in the loss of street parking.

The layout of pedestrian routes should take account of surrounding streets as there would be a popular through route within the site from Hoole Road to Hallamgate Road.

There should be no rentals to students.

Affordable housing should be directed at the needs of local key workers.

A secure childrens play area should be provided within the site and the green spaces should be managed to include all local residents.

Councillor Stuart Wattam has objected to the application.

The houses at Taptonville Road are four storeys high and there is little or no garden space so these would not attract families.

There is a need for local workers to have family accommodation and not specifically low cost affordable homes.

There is no play area within the scheme and an enclosed area would be welcomed.

Due to the nature of the site, access for emergency vehicles will restrict on site parking.

At least one off street parking space should be provided for each dwelling.

Councillor Shaffaq Mohammed has also objected to the application.

The proposal is overdevelopment.

The properties are out of character with the magnificent Victorian buildings near the site, particularly on Taptonville Road.

The height and density would result in a loss of privacy for a number of residents along with noise and light pollution.

Loss of green space in the gardens.

Detrimental impact on wildlife.

Road safety issues - this is a very busy area and access to the site would be close to a blind bend at Lydgate Lane.

There would be an increased demand for more parking resulting in a detrimental impact on the area in terms of congestion, pollution and reduction of available street parking spaces.

More family housing is needed.

The Sheffield Green Party have expressed concerns about the layout, design, traffic, parking and the need for community access into the green space and walled garden area.

English Heritage has commented on the proposal.

This is an amended scheme which is a reduction on quality from the extant consent, which will fail to adequately exploit the opportunities to enhance and better reveal the significance of the Broomhill Conservation Area, as required by the National Planning Policy Framework (NPPF).

The proposals should be amended to reintroduce the quality and character of the previously approved scheme.

Reference is made to paragraph 137 of the NPPF which says that local planning authorities should look for opportunities for new development within Conservation Areas to enhance or better reveal their significance.

The continuous terraces and crescents have been omitted which is a retrograde step, eroding the quality of the townscape.

The current scheme appears to be dominated by small semi detached houses and short terraces in small plots which are not regarded as being consistent with the character of the Conservation Area.

The offset relationship of the two larger apartment blocks is ill considered.

No new tree planting appears to be proposed.

The central area of the site lacks the coherence of the approved scheme and appears to be a standardised layout superimposed at this location.

The blocks within and adjacent to the walled garden are no longer of a quality which is appropriate at this location.

The detailed design of the buildings lack the richness and definition of existing villas on Taptonville Crescent and Road and the proposed design is likely to harm rather than enhance the significance of the historic townscape of the Conservation Area.

Many of the elevations lack the window hierarchy found in historic buildings in the vicinity of the site. Decorative features such as door and window surrounds and barge and fascia boards are absent.

Too much red brick is deployed, too deeply into the site from the east and artificial stone is considered entirely unacceptable in any part of the development.

The form and disposition of the townscape should be thoroughly reconsidered.

The design approach adopted in relation to the previous scheme should be adhered to with this proposal.

Key elevations should be afforded special treatment.

Comments on Amended Scheme

Following amendments to the design and layout of the scheme, further comments were invited.

Nine letters have been received from neighbours and interested parties with one of the letters representing 19 households.

There is very little change from the scheme as originally submitted and the site deserves a more imaginative and thoughtful scheme.

The developers should make a fair contribution to support the needs of this scheme.

The amended scheme is not sympathetic to the character of the area or Conservation Area.

The visual impact of the elevations is not acceptable, resulting in an insensitive proposal.

The walled garden should be a public amenity facility.

The additional traffic and access is not acceptable.

The amendments do not go far enough to address the concerns of English Heritage.

Too many dwellings in a restricted site.

No cycle lanes are provided.

There has been very little change to the development in the south part of the site.

The Taptonville Road frontage would be terraced which would be at odds with the larger houses of the previous approval.

The side elevation details for Taptonville Road are inappropriate for this area.

The crescent is too high and overly dominant and the red brick is wholly inappropriate.

Loss of mature trees.

The design throughout is of an unacceptable quality.

The designs affecting Taptonville Road and Taptonville Crescent will damage the outstanding historic ambience of this part of the Conservation Area.

BANG have submitted additional comments about the amended scheme. Little has been done to address concerns in this revised scheme and this is a poor alternative to the previous approval. It reverses previous gains.

There is overdevelopment along Taptonville Road and this will also lead to an unacceptable level of traffic.

Lost sense of spaciousness which was achieved with the previous scheme.

Terraced houses are not found elsewhere along Taptonville Road.

Regarding the crescent, the houses would be tall and narrow and tightly squeezed into a restricted space. They would be the equivalent of 5 storeys high.

The footprint of the crescent has extended into the garden area and will damage specimen trees.

There would be an inappropriate mix of materials at odds with the Conservation Area and a low grade pastiche of historical styles.

Councillor Stuart Wattam has submitted comments about the revision.

The amendments are not sympathetic to the area.

The use of red brick is not appropriate and the scheme is too high.

This is overdevelopment and the visual impact is unacceptable.

Councillor Shaffaq Mohammed has commented on the revised scheme and repeated his earlier objections saying that very little has changed since the previous proposal.

The Sheffield Green Party have also submitted further comments saying that the revised scheme does not address their earlier concerns and their original objections remain.

English Heritage has submitted further comments.

There have only been minor changes to the layout affecting the central block, plots 13 to 22.

No amendments to building materials have been made nor improvements to the detailing of buildings.

The amended scheme will not comply either with the NPPF or policies set out in the Unitary Development Plan or the Core Strategy. Specific reference is made to Core Strategy policy CS74 and UDP policy BE17.

The concerns set out in the original letter are re-iterated.

The applicant has responded to both sets of comments made by English Heritage and these are summarised below.

With respect to the loss of continuous crescents, the alternative approach is considered to be acceptable and appropriate in the Conservation Area. There would be a stronger frontage on Hallamgate Road and the southern crescent, being split, would respond better to changing land levels. It is noted that the southern crescent has restricted visibility from the existing street layout.

It is considered that there would not be unbroken runs of buildings. In the north the runs are limited to 3 houses and in the south, this is 4.

Regarding the Taptonville Road frontage, each of the pair of semi detached houses in the approved scheme had a frontage of 21 metres but the proposal of four houses reduces this to 19.5 metres, which is considered appropriate in the Conservation Area.

Regarding the comments about the extent of red brick, this material is used within the Conservation Area, including the houses to the east of the site.

The approved layout used the apartments as a terminating feature at the end of the road. This new proposal takes a different approach which allows views into the Arboretum, which is appropriate.

This is not a scheme which proposes standard or speculative housing.

It is considered that English Heritage is seeking a level of detail which is beyond that required and this can be dealt with effectively by appropriate conditions.

The existing development on site has a harmful impact on the Conservation Area but the new scheme would provide enhancement.

This is an acceptable scheme of good quality.

The applicant carried out an exercise of pre-application consultation in line with the Councils Code of practise in engaging with the local community prior to the submission of a significant proposal. The report sets out the pre-application advice received from Council officers and also the responses from local residents following a leaflet drop in the area around the application site. There are no additional comments to those already set out in the report.

PLANNING ASSESSMENT

Land Use Policy.

Unitary Development Plan (UDP).

The application site is identified in the adopted UDP as falling within a designation as a housing area and is, therefore, governed by policy H10 which says that housing in these areas is the preferred use. The broad principle of this application is, therefore, acceptable.

There is an extant planning permission for housing on this site, which sets a strong precedent, in this respect.

Sheffield Local Plan Core Strategy.

Policy CS24 says that priority will be given to the development of previously developed sites.

Policy CS26 promotes the efficient use of housing land but notes that this should also be in keeping with the character of the area.

Policy CS41 seeks to create mixed communities by encouraging a range of house types and sizes.

National Guidance.

This is contained within the NPPF and there is a presumption in favour of sustainable development set out in paragraphs 11 to 16.

Paragraph 17 deals with core planning principles and says that homes should be provided and that high quality design should be secured.

The effective use of land is encouraged by reusing land that has been previously developed (brown field). In this instance, those parts of the application site proposed for development have all been previously developed or fall within the definition of previously developed as set out in the guidance.

Heritage assets should be conserved in a manner appropriate to their significance.

Paragraph 47 says that local planning authorities should significantly boost their supply of housing.

Paragraph 137 says that local planning authorities should look for opportunities for new development within Conservation Areas to enhance or better reveal their significance.

There is a considerable amount of policy guidance that is relevant and this will be set out where it is applicable in this report.

Layout, Design and External Appearance.

UDP policy H14 says that new buildings should be well designed and in keeping with the scale and character of neighbouring buildings.

Policy H15 deals with the design of new housing and says that there should be easy access, adequate areas of private gardens, acceptable enclosures and acceptable footpath links to surrounding areas.

Policy H5 deals with flats and shared housing and says that a concentration of these uses should not harm the amenities of neighbours. Living conditions should be acceptable and there should be appropriate off street car parking.

Policy BE5 expects a good quality of design and external materials.

Core Strategy policy CS74 expects high quality development which would respect, take advantage of and enhance the distinctive areas of the city and contribute towards the creation of attractive, sustainable and successful neighbourhoods.

The northern part of the site fronts onto Crookes Road and the layout here shows a centrally located single access point from Crookes Road that would serve this part of the site. The development, as amended, would be set back behind the existing mature trees and stone wall and be a mix of houses and flats with the flats being grouped together in three blocks well within the site.

The amended scheme has grouped houses in lines of up to seven with a common building line which has created balance and uniformity in the north part of the site. In addition, the houses fronting Crookes Road have a uniform building line which would be softened by the mature trees and stone wall.

The previous scheme included a crescent of houses at the north west corner close to the junction of Hallamgate Road and Lydgate Lane, set behind the mature trees on the boundary. This has been replaced by two lines of houses and this layout is considered to be acceptable, being part of the balanced and uniform proposal in this sector of the site. Vehicle access to the westernmost line of houses would be by way of a new access from Hallamgate Road serving five dwellings.

On the opposite side, in the north east corner, the proposal as originally submitted retained the large trees along the boundary but the houses were positioned so close to the tree canopy as to severely limit the use of the gardens. The houses

have been brought forward, thus improving the gardens' quality and increased separation between the houses on the amended scheme which allows views of the trees between the houses whereas before, these were denied.

A further improvement on the scheme as submitted is the removal of open car parking spaces at the front of the houses in favour of drives and garages at the side of houses. Visitor parking spaces set at right angles to the roads have also been replaced by limited road widening in parts which will allow visitors to park safely.

The houses would mostly be three storeys high with pitched roofs and gable ends with some being lower at two storeys. Chimneys would break up the roof lines. Some house types also have steep gable features at the front, which reflect the design of the existing houses.

The windows would create horizontal and vertical lines and in many cases, a hierarchy would be created which would reflect, to a limited extent, the design of existing stone villas near the site. The windows would have stone cills and heads and doors would also have a head feature.

The exterior of the houses would be a mix of stone and brick which is acceptable, even though the use of brick would be more prevalent in this scheme than the previous, extant one. However, this increased use is considered to acceptable because red brick is used throughout the Conservation Area and is used in the housing to the immediate east of the site.

Stone walls are an important feature of this part of Broomhill and these have been used extensively within the proposal in the north part of the site particularly close to the existing stone boundary walls.

Between the houses and the trees within the site, three blocks of flats are proposed. There are 34 of these in total which is much less than the extant scheme. As submitted, the design of the blocks was considered to be inappropriate due to the differing height of two, three and four storeys, complicated roof layout and contrasting features including octagonal turrets. A much more simplified approach has been adopted with a uniform four storeys, window hierarchy, gable features at the top and better designed turrets. This revision is much closer to the design and massing of the flats in the extant scheme which the Inspector also found acceptable.

The two larger blocks of flats are positioned either side of a car parking and open area and have the same design but are handed. They are located to allow views into the woodland within the site and views are available as soon as the site is entered. The third block which is only three storeys high lies between the other flats and houses and the scale and massing reflects that of the houses nearby.

The simple and balanced design approach is a significant improvement on the scheme as originally submitted which was uncoordinated and lacked balance. The revision creates acceptable and cohesive streetscapes that reflect surrounding development.

As part of this proposal, there are three existing buildings retained within the site boundary and these form a close group close to the corner of Hallamgate Road and Taptonville Road. The Lodge is a modest two storey stone house which would be retained as a dwelling without alteration.

Coach House and Hadow House would both be retained and converted into 10 flats. Both buildings front on to a car parking area which is currently accessed from Taptonville Road and this would remain without alteration.

The Coach House is a two storey stone building with a pitched, hipped slate roof. There is a large arch in a gable at one end which has already been infilled with a wooden exterior with a door and windows. At the rear, the original building has been extended with a flat roofed two storey stone addition. The whole building would be retained and converted to four flats with no alteration to the exterior, apart from refurbishment works.

Hadow House is a larger two and three storey stone and slate building with an attractive front elevation facing Taptonville Road having gables either side of a strong, stone entrance feature. This building would be converted into six flats with no alteration to the exterior apart from where refurbishment is necessary.

The retention and conversion, where carried out, of these three buildings repeats the extant consent in this respect and they will continue to make a positive contribution to this part of the Conservation Area.

The previous use at the southern end of the site close to the north end of Taptonville Crescent was split between the former University Experimental Garden Facility which was largely contained within the walled garden and also two small halls of residence, now demolished, which used to sit between the Garden Facility and Hadow House. This is a sensitive part of the site and it was the unacceptable nature of the 12 dwellings proposed in this area that led the Inspector to dismiss the appeal for application 05/03130/FUL. The subsequent application, which is still extant, resolved this by proposing a pair of large two storey semi detached houses within the walled garden and two identical houses to the north on the site of the two small halls. These featured large gables at either end and they respected the scale, design and massing of the Victorian villas close to this part of the site.

The two pairs of semis within and next to the walled garden are well designed and wholly appropriate at this location and it is important that this quality is retained.

The proposal, as amended, for this part of the site doubles the number of dwellings from four to eight but the layout, footprint, scale and massing remains very similar to the approved scheme. The front building line would be the same with footpaths serving each house that link to the existing gated pedestrian accesses within the stone boundary wall fronting Taptonville Road. Front and rear gardens would be the same depth and the road layout serving the eight houses and the crescent to the rear would be the same as the previous approval, comprising a new access to the south of Hadow House leading to the rear of the eight houses and the front of the crescent.

The design of the eight houses, in two terraces of four would be similar to that of the previous semi detached houses. They would be two storeys to eaves with a gable feature at each end allowing accommodation at a third storey. However, each gable would be one dwelling and the built form between would be two dwellings. An additional feature would be that the side elevation of each terrace would have windows with a central door. The previous houses had largely blank side elevations. The houses would be a metre higher at ridge level than the previous approval.

The houses would be of stone and have a window hierarchy similar to that used in Victorian and Edwardian villas in that the sizes reduce with each storey. Large chimneys would break up the extent of the roofs.

The design and appearance of these houses are of concern to local residents and interested parties who feel the design should revert to the existing consent. However, even though each of the two terraces contains four houses rather than two, the appearance of the proposal is similar to the consent, the main difference being the side elevations.

It is noted that along the boundary with Taptonville Road there is a high stone wall which severely restricts views into the site, particularly in the case of the walled garden. It would be difficult to identify the number of dwellings because the lower parts of the houses cannot be seen. The four houses immediately to the north would be more visible with views of the ground floor available.

The walled garden currently has an attractive, pedestrian entrance with pillars either side set into the wall where it faces Taptonville Road. This has been retained and the centre line of the two houses is slightly off centre to this. The vehicle access is to the rear and the approved semi detached houses each had a two storey atelier or garage/workspace at the end of the garden. This has been part replicated with garages at the rear of three properties. Remaining garages have been located at the side of gardens apart from three which lie about 5 metres from the boundary with 24, Taptonville Crescent.

Local residents are concerned that the increased height will render the impact unacceptable. The ridge height of the proposed houses would be a metre higher than the approved scheme so in terms of impact on the street scene, the two are comparable. The southernmost house is set back from the front and side boundaries by 14 and 11 metres respectively and would be part screened by walls and landscaping.

The previous consent included a continuous crescent of 10 houses with a stone exterior rising to two and a half storeys to eaves behind the semis fronting Taptonville Road. The houses each had two parking spaces at the front and their amenity space at the rear was restricted to a raised terrace above the area of communal open space at the rear on falling land.

A similar crescent is proposed at the same location as part of this application but there are a number of differences. The exterior would be red brick instead of stone and the crescent would be broken in four places, the gap being one metre at the

front widening to four metres at the back. Also, the proposed footprint is deeper than that approved and the eaves height is at three storeys which is half a storey higher than the previous scheme.

The extant proposal for the crescent was more contemporary than the houses at the front which paid more respect to the traditional villas and the proposal has followed this design approach. There is a simple design with a repetitive exterior at the front and back to emphasise the crescent shape with windows spaced at regular intervals.

Local residents are concerned that the increase in height and depth of the crescent would be over dominant and incongruous at this location. The crescent is set back behind the eight houses fronting Taptonville Road and the increased depth and height of an extra half storey would not alter the impact to a significant enough level to make this impact unacceptable. As well as being set behind housing, this would be softened by trees to the south and east.

The remainder of the site, to the south east, comprises the arboretum formerly associated with the Experimental Garden Facility which is a valuable and attractive wooded area which is to be retained virtually untouched and used for informal recreation purposes. Footpaths would be introduced to facilitate access by future residents and the wider community and the area would be the subject of a management plan with respect to maintenance.

A small number of trees would be lost which would be the same as those agreed as part of the extant scheme.

This proposal, as amended, adopts a very similar footprint to that used in the extant consent and the quality of the development in the north part of the site is considered to be consistent with that of the extant consent. With respect to the southern section, the houses fronting Taptonville Road would be very similar to those approved and are acceptable. Regarding the crescent, the quality has suffered marginal dilution because of the separation but this is not considered to be significant enough to merit resisting the application because of this.

Efficient Use of a Previously Developed Site.

Core Strategy policy CS24 promotes the use of previously developed sites. In this instance, all the area to be developed has been previously developed. There are currently vacant student halls of residence in the north and the southern area was previously used for halls and the Remote Experimental facility. Consequently, this policy is satisfied.

Core Strategy policy CS26 seeks to ensure that housing land is developed in as efficiently as possible and a density of between 50 and 80 dwellings per hectare (dph) is normally sought in areas such as this which are close to a District Centre. The policy also states that densities outside this range will be allowed where they achieve good design, reflect the character of an area or protect a sensitive area. The density of the previous scheme was accepted at 39dph and this would be similar at 37dph. It is noted that the calculation includes the arboretum and the

Inspector also found a lower density than recommended acceptable. Policy CS26 confirms that housing should be in keeping with the character of the area, and it is considered that the density levels proposed help achieve this.

Sustainability.

This application proposes housing on a previously developed site, in an accessible and sustainable location close to a wide range of facilities.

Core Strategy policy CS64 says 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 development would be required to achieve a high standard of energy efficiency, make the best use of solar energy, passive heating and cooling, natural light and ventilation and minimise the impact on existing renewable energy installations.

The applicant has committed to achieving Level 3 of the Code for Sustainable Homes for this development, a standard that would satisfy policy CS64. This would be controlled by a condition but the applicant has confirmed that this would be achieved by including the following:

Solar Hot Water or Flue Gas Heat recovery to be used to achieve the mandatory 25% CO2 reduction for code level 3.

Choice of insulation by using appropriate u values and enhanced thermal details.

Low energy fittings.

Dedicated energy efficient fittings in common areas.

Cycle parking.

Water efficient appliances.

Responsibly sourced building and finishing materials.

Sound insulation.

Core Strategy policy CS65 deals with renewable energy and carbon reduction and this requires all significant developments to provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy. The applicant has also committed to this and would incorporate solar hot water, photovoltaic panels and other methods. This can also be controlled by a condition.

The provisions of policies CS64 and CS65 have, therefore, been satisfied.

Flood Risk.

Core Strategy policy CS67 seeks to reduce the impact and extent of flooding but the information submitted in support of the application confirms that there is no risk from flooding.

With respect to surface water run off, policy CS67 says that surface water run off must be reduced to 5 litres per second on all sites over 1 hectare, except on brown field sites, such as this where the developer can demonstrate that there is existing surface water run off. In such instances, run off must be reduced by 30%.

There are significant areas of open space left within this site, principally the arboretum which largely lies on land at a lower level than the developed area and this slopes down to the east. It is considered that this target can be met because of this and the use of a sustainable drainage system.

This would be controlled by a condition.

Impact on the Broomhill Conservation Area.

The whole of the application site is located within the Broomhill Conservation Area and UDP policy BE16 expects new development to preserve or enhance the character of such areas.

UDP policy BE15 deals with areas and buildings of special and architectural or historic interest and these are recognised as being an important part of Sheffield's heritage to be preserved or enhanced. Development which would harm the character or appearance of Conservation Areas or Listed Buildings will not be permitted.

UDP policy BE17 says that in Conservation Areas a high standard of design is expected along with a flexible approach to layouts and roads.

Core Strategy policy CS74 says that new development should take advantage of and enhance the distinctive heritage of the city, particularly the Victorian and Edwardian suburbs.

In deciding on the appeal on this site, the Inspector said that the main issue was the impact on the character and appearance of Broomhill Conservation Area (BCA). He also said that most of the scheme was acceptable in this respect and the appeal fell because of the unacceptability of the 12 dwellings within and next to the walled garden.

Furthermore, the Inspector gave substantial weight to the BCA Appraisal and Management Proposals which were adopted by the Council in December 2007.

The Appraisal recorded and analysed the various features which give the Conservation Area its special architectural and historic interest. There is a presumption that all the features should be preserved or enhanced as required by planning legislation.

This revised scheme needs to be of sufficient quality to be able to enhance or preserve the character of the CA. This was achieved by the previous scheme and there have been concerns from neighbours and interested parties, particularly English heritage, about the reduction in quality.

The existing buildings on site comprise a mix of functional student accommodation rising to seven storeys, some stone buildings and the remains of structures in the former Experimental Gardens. The student accommodation would be demolished as would what remains of the buildings in the Experimental Gardens and their removal will benefit the CA. Also of benefit is the proposed retention and refurbishment of Coach and Hadow Houses as their long term use would be assured.

The existing mature trees and landscaping make a strong and important contribution to the character of the CA and the great majority of these will be retained, in line with those retained as part of the previous planning approval. As with the previous scheme, the mature trees will remain dominant within the site.

With respect to the northern part of the site, this new scheme has a greater proportion of family housing than the earlier approval. As amended, there is greater cohesion and balance of buildings within the site, creating better street scenes, and the houses at mainly three storeys high reflect the large villas on the west and south sides of the site. The three apartment blocks have been amended to a uniform height of four storeys for the two larger ones and three storeys for the smaller one with a much simplified design approach similar to the flats approved in the earlier scheme. The turrets remain but these are set against the backdrop of mature trees so their impact is limited.

The quality of development in this part of the site is similar to that granted as part of the earlier approved scheme and this would enhance the CA.

The southern part of the site within and adjoining the former walled garden is a sensitive part of the development. As well as giving the CA Appraisal weight, the Inspector, in his Decision Letter, drew specific attention to Taptonville Road and Taptonville Crescent which have 'an outstanding historic ambience.'

The Inspector considered that the originally proposed 12 houses would have had a detrimental impact on this part of the CA but the subsequent approval, which reduced the 12 houses down to four in the form of two pairs of semi detached houses in the style of large stone villas resolved the matter.

The extant two pairs of semi detached houses took their design from the nearby Edwardian and Victorian villas in terms of scale, massing, detailing, materials and windows. The design included a large gable feature at either side of the pair of houses. One pair sat within the former walled garden and the other to the north between this and Hadow House. Between the two pairs a line of mature trees remained and further mature planting and trees around this part of the development provided the setting. There was space around the buildings and this openness reflected the character and setting of villas in the locality.

The stone walls of the former garden were retained as were the openings which allowed a pedestrian access to each pair from Taptonville Road. Vehicle access was afforded by the new road taken from Taptonville Road to the rear of the houses. Garages and parking were at the rear.

The new application has taken a very similar approach with this part of the site. The footprint of the built form remains virtually the same but instead of two pairs of semi detached houses there would be two terraces of four smaller houses. However, a similar built form has been retained in that the two houses at either end of the four would have a strong gable front, closely reflecting the previous scheme. The new proposal would be a metre higher and the same amount of space would remain around the buildings and the road layout would be the same as the earlier scheme. The building line would remain as 12 metres from Taptonville Road, as before. Garages and parking would be at the rear and sides of three of the properties.

The approved semi detached houses had side facing elevations that were virtually blank with only a few small windows. However, it is proposed with the new scheme to have windows and a door set into the side elevations taking the appearance of the main elevation. There are few, if any, houses from the Edwardian or Victorian era like this in the immediate vicinity of the site but there are elsewhere in the city.

The houses would be built in stone with slate roofs, the same as before and there would be a window hierarchy but not as pronounced as before.

A strong feature of the Taptonville Road frontage is the stone wall and this would be retained providing a strong boundary at the back of footpath. It also serves as a means of enclosure, reducing the impact of new houses on the street scene. From the opposite side of Taptonville Road, only the first floor, the gables and the roof would be visible and these would be dominated by existing mature trees.

The screening of the wall means that it is difficult to identify how many houses there actually are and the massing is very similar to the previous scheme. It is considered, therefore, that in this context, the impact on the CA is very similar to the previous scheme.

Turning to the crescent of houses at the rear of those fronting Taptonville Road, these are on a very similar footprint to those previously approved although they are deeper, this having been done to allow an extra two properties into the crescent.

The approved scheme was for a continuous, curved crescent of stone which would be two and a half storeys high with the eaves level cutting through the top floor window line. This would be served by a curved cul-de-sac at the front and amenity space at the rear would be restricted to a raised terrace which would overlook a communal area of wooded space. Car parking would be in front of the houses.

The new scheme is similar but the houses would be higher by half a storey and the exterior would be of brick and not stone. However, the most obvious change would

be that the continuous crescent would be broken by four narrow gaps being a metre between houses at the front and four metres at the rear.

Due to the positioning of the gaps, the symmetry of the built form would be retained and at the front, the gaps would be so narrow that they would not form a meaningful break in the building façade and the crescent form would be retained. This would be less so at the rear because of wider gaps but due to screening by trees, this would have a much reduced impact on the CA.

It is proposed to construct the crescent of red brick which would be in contrast to the stone approval. However, at the rear of this part of the site, many of the terraced houses have been built of red brick so a context for this material does exist at this point.

It is considered that the quality of the approved scheme was such that it would enhance the appearance of the Broomhill Conservation Area and make a positive impact. Officers consider that the current proposal is of lesser quality but not to the extent that it would be unacceptable. It is the case that the proposal would preserve the character of the CA at this part of the site, thus satisfying policy criteria in this respect.

Impact on the Listed Building.

UDP policy BE19 relates to development affecting the character and setting of Listed Buildings and this says that their setting should be preserved or enhanced. This is endorsed by Core Strategy policy CS74 which says that the distinctive heritage of the city including Victorian and Edwardian suburbs shall be respected.

Pisgah House is a two and three storey building set within a walled, mature garden between the application site and Pisgah House Road. This is Listed Grade 2 so is an important component of the CA, as well as being historically important in its own right. It is important that the proposal does not affect the character and setting of this building.

Pisgah House is set at a lower level than the adjoining part of the application site and separated by a stone wall and belt of mature trees and landscaping. To the west, the arboretum would be retained and the nearest dwelling would be 23 metres away and 12 metres from the stone boundary wall.

The design of the new dwellings is acceptable within the CA and it is considered that the character and setting of the Listed Building would be preserved and there would be no conflict with planning policy.

Retained Garden/Open Space Areas.

An area of concern amongst residents and interested parties is the impact on the existing landscaped gardens or arboretum containing many mature and attractive trees which dominates the central area of the site. This area would not be developed and it is the intention that this becomes an area of informal open space that would be cared for and managed and be accessible by residents. Footpaths

within and through the trees would create links with the surrounding area and Hoole Road, Taptonville Road and Crookes Road which will have public access.

It is the case that some trees would be lost and these would be in the north west and south east corners, but the loss of these trees has been agreed as part of the previously approved scheme.

With respect to the walled garden fronting Taptonville Road, the Inspector, in his Decision Letter, made it clear that he felt some form of development within this part of the site was acceptable but the form of development subject to the appeal was not appropriate. The previous approval included two houses within the walled garden.

Local residents and interested parties have said that the walled garden should not be developed and to do so is a missing an opportunity for an alternative proposal. However, a very strong precedent has been set by both the Inspector and the previous approval, and it is only possible to consider the scheme currently proposed, not a potential alternative.

Impact on Neighbours' Amenities.

UDP policy H14 says that new development should not harm the amenities of existing and future residents. In this instance, it is necessary to ensure that residents do not suffer from over dominant or overbearing development affecting their houses nor loss of privacy because of overlooking.

Core Strategy policy CS74 requires new development to contribute to the creation of attractive, sustainable and successful neighbourhoods.

With respect to over dominance and a possible over bearing nature, the development in the north part of the site would be three storeys high and four storeys for the two larger blocks of apartments. This is much lower than the existing development which rises to seven storeys high. There is existing housing to the north, east and west but much of this is across roads and the proposal would be screened by existing trees.

To the east, the site adjoins the rear gardens of houses fronting Crookes Road and the new houses would be nearer to these houses than the existing student accommodation. The rear of eight houses and the flank wall of another would face towards the existing buildings. However, there is separation by way of gardens and screening by mature trees so the relationship between existing and proposed buildings is acceptable.

Given the layout and massing of the proposal in the north part of the site, there would be no harmful loss of privacy, nor any over bearing nature or over dominance. At present, the buildings rise to seven storeys and dominate surrounding development.

At the southern end of the site, the proposal has a much more sensitive relationship with the houses on Taptonville Crescent particularly no 24 which lies

adjacent to the proposal at a significantly lower level. The occupiers of this house have strong concerns about the impact of the proposal on their amenities.

The Inspector said that plot 1 on the previously refused scheme closest to 24, Taptonville Road was visually overbearing in the public realm but the impact would be substantially greater when viewed from the garden of no. 24. The subsequent approved scheme resolved this issue.

The scheme that was unacceptable to the Inspector showed plot 1 being only 4 metres from the garden boundary of 24, Taptonville Road and was three storeys high with a gable end wall. The subsequently approved scheme showed plot 1 being 9 metres from the boundary and two storeys high to eaves with a hipped roof. At eaves level, this was 3.5 metres lower than the previous scheme, 5 metres further away from and there would be trees and landscaping on the boundary which would limit the impact.

There are some similarities between the approved layout at this point of the site and the new proposal. The footprint of the two terraces of four houses is very similar to the two pairs of semi detached houses and the massing is also similar but the ridge height is one metre higher than the approved scheme. The hipped roof treatment closest to 24, Taptonville Road has been included in the new proposal. The main change in terms of massing is the additional height of 1 metre. Although an increase in height, this is not considered to represent such an increase as to alter the impact on both the street scene on Taptonville Road and the adjoining property.

Another difference between the approved scheme relates to the side elevations of the houses at the ends of the terraces of four. Rather than being largely blank with a number of small windows, the new scheme has a main elevation including a door and windows. There are four of these elevations in total and three of them do not cause an issue in terms of overlooking and loss of privacy but the elevation facing towards the garden of 24, Taptonville Road requires examination.

The side elevation of this plot, no. 85 is 9 metres from the boundary with 24, Taptonville Road and, like the previous approval, there would be planting and trees along the boundary to limit the impact. The nearest point of plot 85 would be in excess of 21 metres from the side elevation of 24, Taptonville Road and standards set out in Supplementary Planning Guidance on House Extensions says that there should be a minimum of 21 metres between facing house elevations. The distance here is in excess of that distance and also at an angle with screening between. Consequently, policy guidance would not support resisting the application on this issue.

There is also concern amongst residents about the proposed crescent set behind the houses within and adjacent to the walled garden.

Again, there are similarities between the approved scheme and the new proposal but the main differences are the breaks between the houses rather than a continuous crescent, an increase in depth and a height increase of half a storey. This part of the development is within the site and the nearest part of the crescent

is the corner of plot 86 which is 15 metres from the south edge of the site, again adjoining 24, Taptonville Road and the remainder sweeps away to the north and is screened by mature planting.

It is accepted that the crescent would be higher and slightly deeper but these increases are not at such a level as to result in an unacceptable loss of amenity to residents.

Consequently, there would be no harmful impact on the amenities of neighbours.

It is proposed to convert Hadow and Coach Houses to apartments but some of the windows are so located that they face each other at an angle, at between 14 and 24 metres apart. This is considered to be acceptable as it was accepted as part of the previous approval and offset by the quality and character of the scheme in retaining these buildings. The two elements are part of the same development and have views across communal space, where residents will circulate as opposed to private residential curtilage.

It is considered that there would be no significant overlooking or loss of privacy and the scheme would not unduly dominate existing property.

Trees, Landscaping and the Experimental Gardens.

UDP policy GE15 requires the retention of mature trees and it is acknowledged that the mature trees and landscaping within the site, particularly the arboretum, are important to the character of the Broomhill Conservation Area. In recognition of this, a detailed tree survey has been submitted in support of the application.

It is accepted that there would be some limited tree loss, mainly in the north west corner and around the very edges of the arboretum but the losses in this proposal closely reflect the previous approval.

There is a line of trees at the back edge of the existing car park in the north west corner which would be felled and also some to allow the crescent in the southern part of the site. However, replacement trees would be planted to compensate for the losses.

There are mature trees along the north east, north and north west edges of the site which would be retained as part of this scheme, as would existing trees around the Lodge, Hadow and Coach Houses allowing these attractive buildings to remain within a landscaped setting.

At the southern end of the site, some trees would be removed to allow for the crescent to be built but new trees would be planted to replace the losses. The mature trees along the Taptonville Road frontage would be retained. Important amongst these are a prominent line of trees that extend at 90 degrees to the northern wall of the former walled garden and these contribute much to the green setting of the Conservation Area.

The most important area of landscaping lies within the site, to the east and north of the crescent and between the two main areas of development. This area of established and large mature trees has occurred as part of the Experimental Gardens facility and is currently bounded by Pisgah House and Hoole Road to the east, student halls to the north and further buildings to the south. The land slopes down to the south and east and tree cover extends into the garden of Pisgah House which also contains mature trees.

There is a wide variety of tree species which makes for an attractive and interesting wooded environment which would become a valuable area of informal open space within the site. This would be available for enjoyment by future residents and the wider community and this area would be the subject of a Management Plan including a woodland management scheme to ensure that this area remained of high quality. There would also be footpath links to Crookes Road, Hoole Road and Taptonville Road allowing public access into the site.

The existing trees on the site dominate the buildings and the proposal would ensure that this situation would continue. The landscaping proposals are acceptable. Tree losses would be replaced as part of the proposal and conditions would be attached ensuring that the trees would be protected.

The Broomhill Walled Garden.

A number of letters have been submitted expressing concern about the loss of the walled garden and the possibility of it being put to an alternative use.

This issue was examined in great detail as part of the previous scheme but the development of the area within the walled garden was considered to be acceptable, something which reflected the view of the Inspector on the previous refused scheme. The walls and remaining features were retained as part of the previous scheme and this new scheme proposes the same. It has already been set out in this report that the proposal is considered to be acceptable within the walled garden.

Highways, Access, Pedestrian Movement and Transportation.

UDP policy H14 says that new development should provide adequate car parking, safe vehicle and pedestrian accesses and be located close to public transport.

Core Strategy policies CS51 and CS53 seek to prioritise and manage the demand for travel.

There are four accesses proposed for the site. There is an existing main access centrally located along the Crookes Road frontage that will be retained and the existing access into Hadow and Coach Houses would be retained and adopted for use.

A new access would be taken from Hallamgate Road to serve five houses in the north west corner and a further new access would be created to serve the 8 houses associated with the walled garden area and the crescent at the rear.

All accesses are acceptable and allow sufficient visibility in each direction so there would be no conflict between vehicles and pedestrians. All access points apart from Hallamgate Road were previously approved as part of the previous scheme.

Separate pedestrian access is provided from Crookes Road, Hallamgate Road and Hoole Road. Safe access would be provided into the landscaped area. The plans show that a footpath would cross the ha ha in the north part of the arboretum and details of this would be controlled by a condition.

The vehicle accesses would lead to areas of shared surface and here vehicles would be encouraged to move at slow speeds because of controls inbuilt into the layout and varying surface treatments.

With respect to car parking, each house would have two spaces and the apartments would be allocated one each. Sufficient visitor parking on the street would also be provided.

The site is located within walking distance of Broomhill and Crookes shops and there are numerous bus services near the site.

A Transport Statement undertaken by PAH Highway Consultants was submitted with the application which considered the likely traffic generation from the proposals. In doing so, it recognised the presence of an extant permission for a similar quantity of development and compared the likely traffic generation across the approved and proposed schemes. It concludes that in the am peak hour the traffic generation would be identical, and in the pm peak hour there would be one additional vehicle. Officers have assessed the Transport Statement and consider its conclusions to be reasonable.

The Crookes Road entrance would increase the traffic using this part of the road. As part of the previous scheme, it was considered that the traffic increases were such that a financial contribution would be necessary to help improve the Crookes Road/Lydgate Lane junction. However, this has been re-assessed and this is now no longer required as it is considered that the junction can absorb the increases without the need for improvement.

All highways and transport issues have been resolved and are acceptable.

Air Quality

Paragraph 124 of the NPPF requires planning policies to contribute towards EU limit values or national objectives for pollutants, taking account of Air Quality Management Areas and the cumulative impacts of air quality from individual sites locally. It also requires decisions to be consistent with the Air Quality Action Plan. Sheffield's Air Quality Action Plan identifies the whole of the urban area as an Air Quality Management Area.

Policy CS66 relates to air quality and refers to action being taken across the built up area of the city where residents are exposed to levels of pollution above

national targets. The policy seeks to achieve protection and improvement of air quality through the Air Quality Action Plan and local Transport Plan, and through decisions about planning applications for significant traffic generating uses.

The City Council's monitoring of air quality in the Broomhill area from 2013 shows that Nitrogen Dioxide levels regularly exceed the EU limit values in the monitored locations, the closest being Manchester Road/Sale Road.

Traffic generation from the scheme is predicted within the Transport Statement to involve 47 movements in the am peak hour, and 49 movements in the pm peak hour. This is below the level of traffic that would require a specific air quality impact assessment but sufficient to promote air quality mitigation measures.

Such measures are often incorporated into Travel Plan measures that are designed to reduce reliance of the private car and promote alternative modes of transport.

The Air Quality Action Plan promotes the development of infrastructure for refuelling low emission vehicles and the promotion of smarter travel choices. The submitted Transport Statement acknowledges the NPPF requirement in paragraph 36 for all significant traffic generating developments to provide a Travel Plan, which would be subject of a condition, and would potentially include measures such as facilities for charging plug-in and other low emission vehicles, and to promote alternative modes of transport.

On this basis, and given the presence of an extant consent that would generate an almost identical level of traffic, it is considered that the proposals are consistent with national and local policy requirements.

Ecology.

An Ecological Report has been submitted in support of the application which addresses the flora and fauna on site. It was recommended that, where possible, habitats suitable for breeding birds are retained and further survey work for protected species is carried out before development commences which would be controlled by conditions.

Disabled Access.

UDP policy H7 says that mobility housing should be provided at a ratio of 25% and the developer has confirmed that this would be the case.

Core Strategy policy CS74 says that the needs of disabled people should be met in new development.

The parking bays, where necessary, would be designed to allow wheelchairs to be drawn up next to cars. Kerbs would be ramped to allow easy access by wheelchair users and pavements and paths would be at a width which would allow wheelchairs to pass. Gradients of paths would be no more than 1:12.

The disabled provision would be acceptable and controlled by appropriate conditions.

Planning Obligations

Affordable Housing.

Core Strategy policy CS40 deals with the need for affordable housing and it says that, in all parts of the city, developers of all new housing developments will be required to contribute towards the provision of affordable housing where this is practicable and financially viable.

Policy CS40 allows the applicant to present a case to an independent body, the District Valuer, saying that the scheme would not be financially viable if an affordable housing payment was made. In this instance, the applicant considers the provision of affordable housing to be unviable and presented such a case to the District Valuer (DV). The DV has identified that an appropriate level of profit for the scheme would be 15%, and that at this level, taking into account the need for contributions towards education provision and public open space, the scheme cannot provide for any affordable housing. No such provision has therefore been sought in this instance.

Consequently, the terms of policy CS40 have been met and there is no need to contribute to affordable housing.

Open Space

UDP policy H16 requires open space to be provided within the site or, failing that, a financial contribution made for appropriate improvements to existing provision nearby, where a shortfall of open space. An assessment of open space provision in the vicinity of the site has been made and a shortfall exists, the existing provision being below the minimum requirements.

As part of this scheme, the informal open space will be provided within the scheme by way of the arboretum which would be managed and available to future residents and the wider, existing community.

A financial contribution totalling £163,170 would be required for off site children's play and formal open space improvements

Education

Core Strategy policy CS43 says that expansion of schools should be funded by developers where there is insufficient local space for demand arising from new housing developments.

The secondary catchment schools (King Edward VII and Tipton) are already at capacity, with further increases in intake due over the coming years such that there will be a significant shortfall of places by the 2017/18 academic year. A financial contribution is therefore required to ensure that the schools can accommodate the

additional pupils that would be generated by the development. Based on a national model that identifies a yield of 3 secondary age pupils per year group being generated by every 100 dwellings, and a cost of school places of £2743 per dwelling, the total contribution required would be £266,071.

Viability

Paragraph 173 of the NPPF requires Local Planning Authorities to acknowledge the need for financial viability of development proposals when making decisions on proposals.

To ensure viability, the costs of any requirements such as affordable housing, and infrastructure contributions should, when taking account of the normal costs of development and mitigation, provide competitive returns to enable the development to be deliverable.

The appraisal undertaken independently by the DV has identified that in order to achieve a competitive return (15% profit), the development cannot provide the full amount of the combined open space and education contributions.

The combined contributions (see figures above) would total £429,241 and the appraisal identifies that £353,170 can be contributed. There is strong justification for both contributions and given the findings of the appraisal it is therefore considered appropriate to reduce the level of contributions on a pro rata basis such that the Education contribution would be £218,965.40 and the Open Space contribution would be £134,204.60

This has been agreed with the developer.

The provision of the contributions would be controlled by a legal agreement under section 106 of the Planning Act.

RESPONSE TO REPRESENTATIONS.

Many of the representations have already been addressed in this report but a number of responses are still needed.

The comments of English Heritage have been taken into account in assessing this application.

The walled garden will remain in the same form as agreed with the previous approval.

The garden sizes for the dwellings are acceptable and meet planning policy guidance on this matter.

There are fewer flats than in the previous proposal and a higher proportion of family housing.

The duration of construction works is outside the control of planning legislation.

It is accepted that the crescent is significantly higher than 24, Taptonville Crescent which is due to land levels but the crescent is only half a storey higher than the previous approval.

The new access from Hallamgate Road would result in the loss of one or two on street parking spaces.

A children's play area within the site is not considered to be appropriate and a better solution is to improve existing off site provision.

The provision of cycle lanes on the road network cannot be justified as part of this application.

SUMMARY AND RECOMMENDATION

The application site comprises student halls of residence rising to seven storeys high fronting Crookes Road with the former Remote Experimental Garden facility at the southern end of the site. In the central area are mature trees, Hadow, Coach Houses and the Lodge and the vacant site previously occupied by low rise student accommodation. The uses around the site are residential.

The proposal, as amended, is to demolish the high rise student halls and replace these with houses and apartments. Hadow and Coach Houses would be converted to apartments and the central arboretum would be retained and managed as informal open space with public access.

In the south of the site, houses would be introduced within and next to the walled garden and a crescent of houses would be built to the rear of these. The remaining features of the walled garden would remain in the same form as the previous approval.

The previous approval proposed a variation on the scheme that was dismissed at appeal that addressed the concerns of the Inspector in that two pairs of semi detached villas were proposed within and next to the walled garden and these houses were considered to be wholly appropriate within this part of the Broomhill Conservation Area close to the striking villas on Taptonville Road and Taptonville Crescent. There was also a predominant use of natural stone as the external material of the scheme.

There have been significant improvements to the scheme in the northern part of the site and this, as amended, would be a significant improvement on the existing high rise student accommodation and will enhance the Conservation Area.

With respect to the southern part of the site the proposal retains the siting and massing of the previous approval with variations. The houses fronting Taptonville Road are one metre higher than the approved layout, there are eight houses as opposed to four and there are openings in the flank walls. With respect to the crescent, this would be broken in four places, it would be half a storey higher and in brick rather than stone.

The approved scheme was considered to be of high quality. This scheme, as amended does not, in the opinion of officers, reach the same level of quality but is, nevertheless, acceptable and will preserve the character and setting of the Broomhill Conservation Area.

The integrity of the Listed Pisgah House would not be affected and the long term future of Hadow and Coach Houses, which are attractive stone buildings would be ensured by way of their conversion to apartments.

The centrally located arboretum would be retained as informal open space and a condition would ensure that a management scheme was submitted to control and preserve this.

The amenities of existing residents would not be harmed. Careful consideration has been given to the impact of the proposal on properties directly adjoining the site, particularly 24, Taptonville Crescent. The variations to the scheme from the previous approval have been taken into account but the application satisfies relevant planning policy in this respect and is acceptable.

The access arrangements are safe with appropriate visibility, parking provision is acceptable and the internal footpath system improves pedestrian access and circulation.

The application, as amended, is considered to be acceptable as it would satisfy all planning policy and guidance. The application is, therefore, recommended for conditional approval subject to a legal agreement controlling the submission of the commuted sums for off-site open space improvements and education provision, which are reduced from the full contributions directed by the relevant policy guidance in the light of the financial appraisal undertaken by the District Valuer, and the requirements of the NPPF.

Heads of Terms for Legal Agreement.

- i) The owner(s) shall serve on the Council, on or before the commencement of development, notice of the commencement of development, and in the event of such notice not being served, covenant to pay the Council, immediately on demand, all sums due under the provisions of this Deed, together with any interest due.
- ii) On or before the commencement of development, the owner(s) shall pay to the Council the sum of £134,204.60 to be used towards the provision and enhancement of open space within the locality of the site.
- iii) On or before the commencement of development, the owner(s) shall pay to the Council the sum of £218,965.40 to be used to provide additional secondary school places generated by the development, within South West Planning Area 1.

