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| Case Number | 14/01848/FUL |
| Application Type | Full Planning Application |
| Proposal | Erection of a dwellinghouse and single-storey side/rear extension to existing dwellinghouse including garage (amended as per plans received on 25/06/14 and 15/07/14) |
| Location | High Bank Eckington Road Sheffield S20 1EQ |
| Date Received | 08/05/2014 |
| Team | City Centre and East |
| Applicant/Agent | Chris Gothard Associates |
| Recommendation | Grant Conditionally |

Subject to:

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

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:

Drawing refs:

2162 03 Rev E received on 15/7/2014 and
2162 02 Rev C received on 25/6/2014

Reason: In order to define the permission.

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

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

- 4 The windows on the elevation of the new dwellinghouse facing north and south shall be fully glazed with obscure glass to a minimum privacy standard of Level 4 Obscurity and no part of them shall at any time be glazed with clear glass.

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

- 5 The proposed and existing dwellinghouses shall not be used unless turning space for vehicles has been provided within the site, in accordance with details to be submitted to and approved in writing by the Local Planning Authority and thereafter such turning facilities shall be retained.

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

Attention is drawn to the following directives:

1. 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.

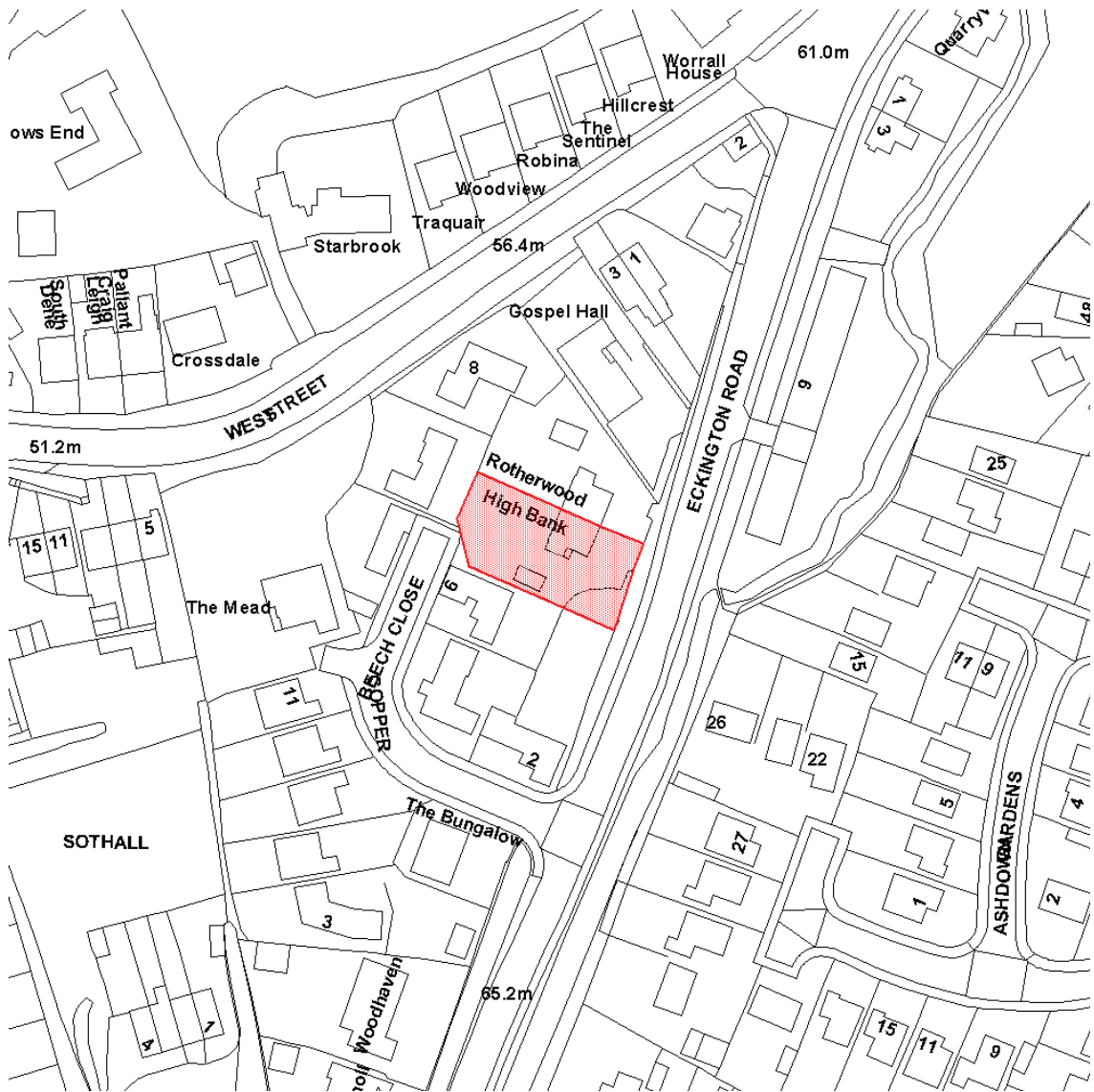
2. The applicant is advised that Sheffield City Council, as Highway Authority, require that drives/vehicular access points be designed to prevent loose gravel or chippings from being carried onto the footway or carriageway, and that they drain away from the footway or carriageway, to prevent damage or injury.
3. 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.
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. 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.
6. 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 comprises of a traditional, hipped roof, semi-detached dwellinghouse with an existing side extension, side/rear outhouses and a detached garage to the side. The house, which sits on a good sized plot, is located on the western side of Eckington Road, in a designated Housing Area as defined in the Unitary Development Plan (UDP).

The site backs on to Copper Beech Close to the west and is bound to the south by numbers 2 and 6 Copper Beech Close. Number 6, which sits approximately 800mm from the western end of the common boundary, is raised approximately 1 metre above the application site. Number 2 is some 25 metres to the south of the application site.

Planning permission was originally sought for the erection of a three storey dwellinghouse to the side of, and set back from the front elevation of, the existing semi-detached dwellinghouse known as High Bank. In addition, a new single storey extension was proposed to the side/rear of High Bank itself, replacing the existing extension. However, this initial scheme was not considered to be sufficiently in-keeping with the appearance of adjoining properties, both in terms of its scale and elevational treatment and, as a result, the proposed dwellinghouse breached the 45 degree rule and thus caused significant overshadowing of the east facing elevation of the neighbouring property at number 6 Copper Beech Close and the extended west facing elevation of High Bank.

Amendments were made to the proposed development which resulted in the removal of the second floor living accommodation and the lowering of the height of the roof by approximately 1 metre, as well as the introduction of a hipped rather than a gabled roof.

RELEVANT PLANNING HISTORY

99/01183/OUT An outline application for the erection of a dwellinghouse was refused in August 1999 for the following reason:

‘The Local Planning Authority consider that the proposed development would be detrimental to the amenities of occupiers of adjoining property owing to the restricted dimensions of the site.’

The siting of the dwellinghouse in the outline application followed the building line of the existing house at High Bank and so contravened the 45 degree rule in relation to the then approved but not completed development at Copper Beech Close.

SUMMARY OF REPRESENTATIONS

Several objections were received from the occupiers of neighbouring properties in relation to the proposed development.

Four objections were received in relation to the originally proposed scheme, although three of these were from the same person.

Following amendments, a further three objections were received.

The comments raised by objectors include:

- The proposed development contravenes the 45 degree rule and will block light to the ground floor living area of number 6 Copper Beech Close.
- The east facing aspect of number 6 already suffers from overshadowing by a mature tree with a Tree Preservation Order on it.

- Eckington Road is a busy road and the proposals should include a turning circle to facilitate forward facing egress.
- The proposed three storey house is out of character with existing properties.
- The development will encroach upon the privacy of neighbouring dwellings.
- Previous proposals for a new house were refused in 1999.

Following amendments to the proposed development which include the loss of the second floor accommodation and a consequential reduction in height, objectors raised the following concerns:

- The development will result in an overdevelopment of the local area and is an example of 'garden grabbing'.
- Neighbouring properties will still suffer from a loss of natural light to their gardens.
- The proposed dwellinghouse continues to contravene the 45 degree rule and will cause overshadowing.
- The closeness of the new house will impede our ability to maintain the gable of our property.
- Cars reversing out of the site will have a harmful impact on highway safety.

PLANNING ASSESSMENT

The National Planning Policy Framework (NPPF) suggests that local planning authorities should consider the case for setting out policies to resist inappropriate development of residential gardens where it could cause harm to the local area. However, at approximately 33 metres long and 9 metres wide, the proposed plot is considered to be of sufficient size to accommodate a dwellinghouse and is in-keeping with nearby plot sizes. Furthermore, the use of this greenfield site on the edge of Beighton village is considered to accord with policy CS24 of the Core Strategy (Maximising the Use of Previously Developed Land for New Housing) which allows for the use of small, accessible greenfield sites in existing urban areas.

Policy H14 of the UDP (Conditions on Development in Housing Areas) requires new development in Housing Areas to be well designed, in scale and character with neighbouring buildings and to not deprive residents of light, privacy or security. Following amendments, the scale and appearance of the proposed dwellinghouse is considered to fit in with the character and appearance of the area and reasonable separation is maintained between the new house and its neighbours (approximately 2.3 metres to the side wall of number 6 Copper Beech Close and 1 metre to the side of the extended High Bank).

Guideline 5 of the Council's supplementary planning guidance 'Designing House Extensions' states that 'an extension should not project out further at two storey height than the distance from the nearest neighbour's window to that extension.' This is considered relevant to the determination of this application, even though a new property in its entirety is proposed rather than just an extension. This is because the same principles apply to this particular situation.

The staggered floor plan of the amended proposals for a new dwellinghouse results in the first floor complying with the 45 degree rule in relation to number 6 Copper Beech Close. Its impact is lessened still further by the changes in level – the new house is approximately 1 metre lower than number 6 – and as the development sits to the north of number 6 it will not block out any direct sunlight. It is appreciated that the outlook of number 6 is affected by a protected tree in the garden of number 2, to the south east. Nevertheless it is considered that the amended scheme complies with the Council’s supplementary planning guidance and will not significantly harm the amenities of the occupants of number 6 such that a refusal could be justified.

Number 2 Copper Beech Close sits a good 26 metres south of, and is raised slightly above, the proposed dwellinghouse. As a result it is considered that the occupants of number 2 will not suffer any loss of light or privacy as a result of the proposed development.

The ground floor of the proposed dwellinghouse projects approximately 4.4 metres beyond the rear elevation of the proposed extension at High Bank, which will house the kitchen. However, the first floor is set back so that there is again no breach of the 45 degree rule. It is considered that the impact of the development on the remainder of the house will be minimal as a result of the proposed extension at High Bank and both the front and rear gardens of High Bank will continue to enjoy a good outlook.

Both the extended High Bank and proposed new dwellinghouse have sufficient on-site parking and, while the driveways are some distance from the nearest junction and visibility is good, Eckington Road is a relatively busy classified road. Therefore a condition is proposed requiring the provision of on-site turning so that vehicles may enter and leave the site in a forward gear.

SUMMARY AND RECOMMENDATION

The proposed development, as amended, of a two storey dwellinghouse to the side of High Bank plus an extension at High Bank to form a garage and kitchen extension, is considered to be acceptable. The proposed new dwellinghouse will not contravene the guidance contained in the National Planning Policy Framework and neither will it be at odds with adopted Core Strategy policies. It complies with Policy H14 of the UDP and does not contravene the 45 degree rule embodied in the Council’s supplementary planning guidance ‘Designing House Extensions’ which is considered to be relevant to this proposal. This application is therefore recommended for approval subject to the proposed conditions.

Case Number 14/01864/CHU

Application Type Planning Application for Change of Use

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| Proposal | Change of Use from A1 Use to A3 Use (As amended by plans received by the Local Planning Authority on 20th June 2014) |
| Location | The Relaxation Den503 Ecclesall RoadSheffieldS11 8PR |
| Date Received | 08/05/2014 |
| Team | South |
| Applicant/Agent | Chris Gothard Associates |
| Recommendation | Grant Conditionally |

Subject to:

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

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:

2167 02 Rev A

Reason: In order to define the permission.

- 3 The development shall not be used for the purpose hereby permitted unless suitable apparatus for the arrestment and discharge of fumes or gases has been installed. Before such equipment is installed details thereof shall have been submitted to and approved by the Local Planning Authority. After installation such equipment shall be retained and operated for the purpose for which it was installed.

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

- 4 Before the development is commenced full details of a full height shroud to encase the extraction flue shall be submitted to, and approved in writing by, the Local Planning Authority. Before the flue is brought into use the approved shroud shall be erected and thereafter retained.

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

- 5 The café/restaurant shall not be brought into use unless the approved sound insulation measures detailed on drawing 2167/02/REV A have been implemented and these measures shall be retained thereafter

Reason; In the interests of the amenity of occupiers of the first floor flat

- 6 No customer shall be permitted to be on the premises outside the following times: between 0900 and 2330 on Mondays to Saturdays and between 0900 and 2300 on Sundays and Public Holidays.

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

- 7 Site servicing shall be carried out from Ecclesall Road and only between 0800 hours and 1900 hours Mondays to Fridays and between 0800 hours and 1400 hours on Saturdays, with no servicing on Sundays or Bank Holidays.

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

- 8 No external movement, sorting or removal of waste materials, skips or bins shall take place from 2100 hours until 0700 hours (on the following day) Mondays to Saturdays or at any time on Sundays and Bank Holidays.

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

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

a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey,

b) Be capable of restricting noise breakout from the building to the street to levels not exceeding:

(i) the background noise levels by more than 3 dB(A) when measured as a 15 minute Laeq,

(ii) any octave band centre frequency by more than 3 dB when measured as a 15 minute linear Leq.

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

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

- 10 There shall be no provision of external tables, chairs or smoking facilities, nor any external eating or drinking at the premises.

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

- 11 No externally mounted plant or equipment for heating, cooling or ventilation purposes, nor grilles, ducts, vents for similar internal equipment, shall be fitted to the building unless full details thereof have first been submitted to and approved by the Local Planning Authority, and once installed such plant or equipment should not be altered.

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

- 12 Any mechanical plant, such as air conditioning, fans, heat pumps, etc, shall be switched off at closing time, to reduce night-time noise.

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

- 13 Any opening windows/shutters shall be kept closed between 2000 hours and 0700 hours and shall not at any time be opened.

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

- 14 Fire exit doors shall only be used as an emergency exit and shall not at any other time be left standing open.

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

Attention is drawn to the following directives:

1. 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.
2. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at www.sheffield.gov.uk/planning or apply online at www.planningportal.gov.uk. The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

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



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LOCATION AND PROPOSAL

The application relates to an end terrace property in a terrace of commercial buildings.

The building is two storeys in height and features residential accommodation at first floor level and in the roof space above.

To the rear of the premises there is an open yard/hardstanding area used for car parking. The exact number of spaces available is difficult to determine as the hardstanding that occupies the space also extends to the area behind the adjacent unit. However, it would be fair to assume that one space is available.

The ground floor was most recently in use as a beauty and holistic treatment facility.

The character of Ecclesall Road at this point is mixed. The south side of the road is predominantly commercial in nature and is allocated as a District Shopping Centre (DSC) in the Unitary Development Plan. The north side is a mixture of residential and commercial properties and is allocated as a Housing Area.

To the rear of the site are residential properties in an allocated Housing Area.

It is proposed to change the use of the ground floor unit to Use Class A3 (cafes and restaurants). The proposed number of covers is not detailed in the application but the unit only has an available gross floor space of 50 square metres and as such the operation would be somewhat self-limiting. Proposed hours of use are 09:00-00:00 Monday to Saturday and 09:00-23:30 on Sundays

RELEVANT PLANNING HISTORY

Permission was granted in 1991 (91/00143/FUL) for an extension to form store with kitchen and wc above (the two storey rear extension to the rear).

SUMMARY OF REPRESENTATIONS

There have been 5 representations regarding this application including representations from:

Cllr Brian Webster

The Botanical Gate Community Association (BGCA).

The Endcliffe Corner Community Association (ECCO)

Points raised by Cllr Webster:

- Cllr Webster supports the views of local community groups and local residents that the proposal would undermine the retail dominance in the District Shopping Centre. He also suggests that should permission be granted hours of opening be limited to 23:30.

Points raised by ECCO

- The proposal would reduce diversity in the District Shopping Centre

- Any permission should be conditioned so as to protect residential amenity.

Points raised by the BGCA

- The proposal would increase the disproportionate concentration of non-retail premises in the District Shopping Centre

Additional matters raised by other representations.

- The flat above the use would need to be sound attenuated
- The plans do not show where the flue would be located
- There is no level access to the unit
- This particular section of Ecclesall Road is already overburdened with A3 premises leading to noise, and excessive taxi traffic
- The proposal would lead to additional congestion on Ecclesall Road

Matters raised that are not material planning considerations.

- The proposal will adversely affect existing business viability

PLANNING ASSESSMENT

Policy Issues

The site lies within an allocated District Shopping Area and therefore the following Unitary Development Plan (UDP) policies apply:

Dominance

This change of use would not represent a significant shift in the balance between retail and non-retail properties within the Shopping Area as a whole. The most recent survey data indicates that 108 of the 161 units in the Centre are occupied by retail users (67%). This is well in excess of the 50% required by Policy S10.

As such the proposal is satisfactory when tested against Policy S10.

A more localised assessment of the centre indicates a significantly more balanced situation with what could be described as a localised concentration of non-retail uses within 50 metres of the site.

Localised Concentration of Retail Units

It is worthy of note that, should permission be granted, the resultant combined frontage of non-retail uses within this 100 metre long zone would exceed that of retail uses.

However there is currently no policy basis for a refusal of permission based on such criteria because the emerging Policy C4 in the current draft local plan can be given very limited weight because it is the subject of significant objections. It would be difficult to argue that a discrete length of frontage with less than 50% in retail use would harm the vitality and viability of the District Shopping Centre as a whole and evidence of such harm would need to be demonstrated.

In these cases it cannot be determined exactly to what degree the breaks in retail frontage would contribute to a reduction in footfall along the length of the District Centre, if any.

Also worthy of consideration is the fact that most of the café/restaurant developments on Ecclesall Road remain open through the day and do not therefore result in 'dead' frontage, as would for example hot food take-aways. Instead they contribute to the general bustle and activity which forms part of the character of this particular District Shopping Centre.

Having considered all of the above it is felt that, the weight of adopted policy should prevail. The overall retail offer of 67% within the DSC is far from marginal and even were the more localised situation to be taken in isolation it is not felt that this would damage the viability and vitality of the DSC, particularly given the very small size of the retail unit in question.

In 2008 the Planning Committee overturned an Officer recommendation to grant permission at No. 507 for a similar change of use to this application. At that time there was the prospect that Local Plan Policy C4 (controlling localised concentrations of non-retail uses) would be adopted and the balance of retail to non-retail uses in the DSC was significantly more balanced.

It should however, be noted that the Planning Committee subsequently gave less weight to this matter in 2012 (by which time the retail balance had become less marginal following the completion of the Marks & Spencer store) when granting permission for a similar application at No. 485 in 2012 (12/02716/CHU).

Given all of the above it is not considered that a robust case for refusal can be constructed, and that the key consideration in this case must be the requirements of Policies S10 (a) and CS34. These are the only policies that carry the full weight of adoption and it is considered that the proposal is acceptable in respect of these policies.

Environmental Considerations and Residential Amenity

The nearest residential properties from the application site are the flats above No. 503 itself and other adjacent commercial properties on Ecclesall Road and dwellings to the rear on Neill Road.

Any likely impact upon residential amenities will therefore be measured primarily against these properties.

Ecclesall Road is one Sheffield's busiest main roads and therefore generates a considerable amount of ambient noise immediately adjacent to the site and to the first floor flats.

In addition to this background noise, it is not considered reasonable to expect that residents fronting this major road should enjoy the same level of amenity that might be afforded in a solely residential area.

It is not considered that the use will impact on residents to the rear of the premises as arrivals and departures at the front of the unit will be masked by the mass of the building itself.

The application is for a non-specific A3 use (i.e. use as a café or restaurant is not given on the application forms) rather than a hot food take-away. It is considered that an A3 use is less likely to generate significant vehicular movements/ parking on nearby residential streets than an A5 use.

Therefore subject to appropriate hours of opening, which would need to be consistent with other units recently granted permission, it is not considered that the proposal would lead to significant disturbance on nearby residential streets. Such hours should be limited to 09:00-23:30 Monday to Saturday and 09:00-23:00 on Sundays.

However, since the intention is to create an A3 use immediately below an existing flat that will be rented independently of the flat above it is considered necessary to attach conditions requiring sound attenuation at roof/floor level between the uses.

The submitted plans indicate the intention to take the extraction flue from the cooking facilities up the rear elevation of the two storey offshoot. This route is considered viable in principle. However, a flue in this location would be visible not only from the rear elevation windows of properties on Neill Road but also a significant length of public domain on Bruce Road. As a consequence it is considered reasonable to condition the requirement for a colour/texture matched shroud (matched to the red brick of the offshoot) to mask the extraction flue

Overall the proposal, subject to conditions, is considered acceptable in the light of Policy S10 (b).

Accessibility

There is no level access to the unit at present and none is proposed. The entrance features a single step. This is angled across the corner of the shop as is the entrance door. There is very little forecourt in this area and so the provision of an external ramp is not practical. The unit itself is of very limited size and so the provision of an internal ramp and a requirement for an outward opening entrance door which would open across the highway would also be impractical. Hence, whilst it is unfortunate that level/ramped access cannot be provided in this case the inability to make the provision in this case is not considered a reason for refusal.

Highway Issues

The site does not have any significant facilities for dedicated off-street parking for customers given that the single space to the rear is likely to be used by the flat dweller above or a member of staff. There is some on-street parking available but, given the limited size of the proposal, it is not felt that the use would introduce a significant intensification, over and above existing, in terms of trip generation and on street parking so as to justify a reason for refusal.

Response to representations

Matters relating to retail dominance, noise and disturbance, and the proposed flue have been addressed in the main body of the report.

SUMMARY AND RECOMMENDATION

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

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| Case Number | 14/00643/FUL |
| Application Type | Full Planning Application |
| Proposal | Use of land for staff, contractor and coach parking accommodation including ancillary uses and provision |

of a security cabin and barriers to the coach park site

Location Alsing RoadSheffieldS9 1EP
Date Received 17/02/2014
Team City Centre and East
Applicant/Agent Drivers Jonas Deloitte
Recommendation Grant Conditionally

Subject to:

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

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:

Drawing numbers:
29351/001/003 Rev C;
29351/001/001 Rev H and;
2935/001/P001

Reason: In order to define the permission.

- 3 The development shall not be begun until a scheme for signs and road markings, (which has been approved by the Local Planning Authority) to direct drivers and pedestrians shall either
 - a) have been implemented, or;
 - b) arrangements have been entered into which will ensure the scheme is implemented before the use of the car parks commences.

Reason; In the interests of traffic and pedestrian safety

- 4 Each parking area shall only be used for the type of parking identified on drawing number 29351/001/001 Rev H.

Reason: In the interests of reducing congestion on the highway network and encouraging access by sustainable means of travel.

- 5 Staff parking shall not be provided on any of the overspill parking sites on Weedon Street, Meadowhall Drive or Meadowhall Way.

Reason: In the interests of reducing congestion on the highway network and encouraging access by sustainable means of travel.

- 6 Staff shall be prevented from parking within the public car parks located on the shopping centre side of the Meadowhall Way in accordance with the scheme submitted as part of the planning application (monitored by an Automatic Number Plate Recognition System), or in accordance with an alternative scheme which has been submitted to and approved by the Local Planning Authority.

Reason: In the interests of reducing congestion on the highway network and encouraging access by sustainable means of travel.

- 7 Prior to the car parks being used a scheme for improving the external lighting to accord with BS 5489:2003 for light traffic car parks shall be submitted to and approved by the Local Planning Authority. The approved details shall be implemented before the car park is brought into use and thereafter permanently retained.

Reason: In the interests of the personal safety and security of users of the car park.

- 8 Vegetation and debris shall be cleared from the northern car park and the parking, pedestrian areas, bollards and security barriers shall be marked out and provided in accordance with the details shown on drawing number 29351/001/001 Rev H before the car parks are used. Thereafter these works shall be permanently retained.

Reason: In the interests of traffic and pedestrian safety.

- 9 A soft landscape scheme for the Alsing Road frontage of the northern car park shall be submitted to and approved in writing by the Local Planning Authority before this car park is used, or an alternative timeframe to be agreed in writing by the Local Planning Authority.

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

- 10 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 five year period shall be.

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

- 11 The car parks shall not be used unless all redundant accesses on Alsing Road have been permanently stopped up and reinstated to kerb and footway and means of vehicular access shall be restricted solely to those access points indicated in the approved plans.

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

- 12 The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) compiled by Peter Brett Associates, dated January 2014 and the following mitigation measures detailed within the FRA:

1. Production of a flood evacuation plan detailing access and egress arrangements as well as sign up to the EA's Flood Warning Service.
2. Pedestrian access is to be maintained for the Environment Agency to access the monitoring station on Blackburn Brook, Grid Reference SK 3928 9135.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing/phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.

Reason: To ensure safe access and egress from and to the site and to maintain access to the monitoring site.

- 13 Prior to the use of the car parks commencing, a detailed Travel Plan, 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.

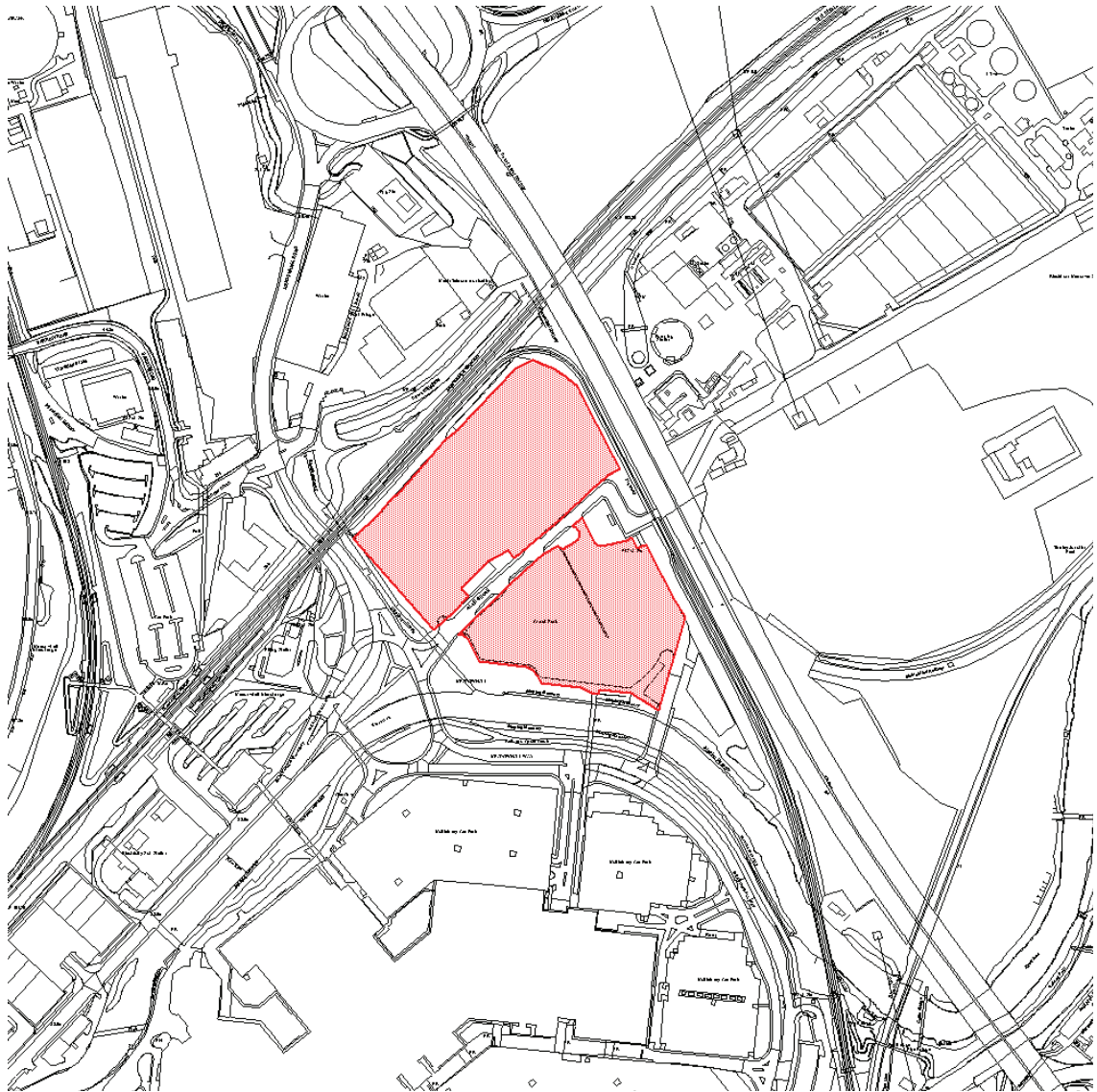
Reason: In the interests of delivering sustainable forms of transport, in accordance with the Transport Policies in the adopted Unitary Development Plan for Sheffield and Core Strategy.

Attention is drawn to the following directives:

1. 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.
2. From the 6th April 2008, the Town and Country Planning (Fees for Applications and Deemed Applications) Regulations 2008 require that all requests for confirmation of compliance with planning conditions require a fee payable to the Local Planning Authority. An application to the Local Planning Authority will be required using the new national standard application forms. Printable forms can be found at www.sheffield.gov.uk/planning or apply online at www.planningportal.gov.uk. The charge for this type of application is £97 or £28 if it relates to a condition on a householder application for development.

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

Site Location



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LOCATION AND PROPOSAL

The site is split into two parts which are dissected by Alsing Road. Alsing Road also provides access to the site of the Blackburn Meadows Sewage Treatment Works and the E.ON Biomass power plant.

It is located to the north of Meadowhall Shopping Centre and is bounded by the Tinsley Viaduct, the Supertram line to Meadowhall, the River Don and Meadowhall Road.

The site to the north-west of Alsing Road (northern car park) is approximately 2.5 hectares and is unsurfaced and used infrequently for overspill parking from the shopping centre. The site to the south-east of Alsing Road (coach park) is

approximately 1.8 hectares and is surfaced in tarmac with bays marked out for coach parking and car parking. It is used for coach parking and infrequently for overspill parking, mainly around the Christmas period and on busy shopping days. There is a ramp at the southern end of the site leading to a footbridge over the Don and Meadowhall Way, connecting the site to the shopping centre.

The application is seeking permission for a permanent staff car park and for a coach park to serve the shopping centre along with parking for contractors working at the shopping centre. A total of 1,143 staff parking spaces are proposed, 234 contractor spaces and 33 coach spaces. All vehicles will access the site via Alsing Road. All cars, with the exception of the eastern most aisles on the coach park site, will exit via Alsing Road. Coaches and also parked cars in the eastern most aisles of the coach park will exit via the existing bridge over the Don at the southern end of the site.

Two pedestrian refuges will provide a segregated route through the parking spaces on the north car park. There is an existing pedestrian refuge through the coach park site leading to the footbridge which connects the site with the shopping centre. The contractor parking has its own separate access and is located furthest from the shopping centre. The furthest part of the car park is approximately 500m from the entrance to the shopping centre. The application says that the main pedestrian paths will be well lit and covered by CCTV.

The surfacing of the two car parks will remain as existing and parking bays will be remarked out. As the northern car park is unsurfaced it will be tidied up and the parking aisles will be delineated by 350mm wide kerbed islands. Security barriers will be provided to the entrances/exits to both the car parks. The contractor parking will not be controlled by barriers but will be monitored by Meadowhall security.

A security kiosk approximately 2.5m square and 2.6m high is to be provided next to the entrance to the coach park site. The kiosk is to be manned during staff working hours and CCTV cameras located on the coach park site and footbridge over the road will be monitored from the management suite of the shopping centre. Both the coach park and northern car parks are lit with high mast lighting and Alsing Road has street lights. The footpaths on Alsing Road will be upgraded as part of the Streets Ahead Project in 2015. 1.2m high weld mesh fencing will be provide around the site perimeter and between the staff parking and contractor parking. The car parks will be designed in accordance with the 'Park Mark' safer parking awards standards.

All staff who wish to bring their cars to work would need to register their car number plate. The staff car parks will be fitted with automatic number plate recognition (ANPR) and the barrier will automatically open when approached by a registered vehicle. Staff using the main customer car parks which surround the shopping centre will also be picked up on an ANPR system and they will be fined unless they can prove they were not working. The applicant has said that they will continue to provide temporary car parking to assist with local events such as at the Arena.

RELEVANT PLANNING HISTORY

Outline planning permission was granted for construction of a coach park on the coach park site. The consent was for a temporary period expiring in 1991, permission 89/03719/OUT.

Construction of a temporary coach park and permanent landscaping adjoining the river was granted temporary consent, application 90/03238/FUL. This expired in August 1993.

A lawful use certificate was granted for the use of the coach park site as a coach park ancillary to Meadowhall Shopping Centre and the use of part of the northern car park site as a car park ancillary to Meadowhall Shopping Centre for 60 days per year for up to a maximum of 250 parking spaces.

SUMMARY OF REPRESENTATIONS

The Highways Agency has raised no objections to the proposal.

South Yorkshire Police have advised that consideration should be given to gaining the safer parking award.

Rotherham Metropolitan Borough Council has not raised any objections to the proposal but has queried whether the proposal will interfere with traffic on the Tinsley link and affect Bus Rapid Transport. They have stated that overall parking provision near to the centre will increase and that the transport assessment does not give adequate consideration to the effect of concentrating staff vehicle movements in one location.

PLANNING ASSESSMENT

Policy

The Unitary Development Plan (UDP) identifies the site as part of the Regional Shopping Centre site. UDP policy S8 lists acceptable and unacceptable uses. However Core Strategy Policies CS7 and CS14, which say that Meadowhall will remain around its current /present size, limit the scope for these uses. The proposed parking is ancillary to the shopping, food and drink and leisure uses within Meadowhall which are acceptable uses under this UDP policy. Therefore the proposal is considered to be acceptable in principle under this policy.

The above UDP policy also says that for non-retail development:

- there should be sufficient capacity in the surrounding road network to manage the traffic generated; and
- the traffic generated should not result in a significant increase in the number and length of customer trips.

These issues are considered further in the access section below.

Core Strategy Policy CS 7 states that around the Meadowhall centre the predominant land uses will be for employment, including office development and non-office business uses. It states that all new development around the Meadowhall Centre should be integrated with the existing development. It says that a wide range of transport measures, including Travel Plans, will be employed to mitigate the transport impact of new development on the strategic road network and to reduce adverse impacts on air quality. These will include:

- Improved public transport services, including new bus rapid transport.
- Connections with the proposed park-and-ride site at Waverley.
- Restrictions on long stay parking.
- The creation of a car club.
- Provision of an M1 Junction 34 Relief Road.

It states that the scale of development will be consistent with the transport capacity created by these measures.

Sheffield Development Framework Pre-Submission Proposals Map identifies the site as a General Employment Area. Under Policy H1 business, industry and warehousing uses are acceptable although there are no preferred uses. Car parks are not referred to as either acceptable or unacceptable uses. Therefore the proposal should be considered on its merits under this policy.

The site is also identified as an allocated site. Policy J1 identifies it as a flexible employment area where the allocation is seeking to deliver a wide range of employment uses. The conditions on development of this site are identified as:-

- Impact on strategic road network and motorway junctions to be assessed.
- Mitigation of flood risk and no development in the functional flood plain.
- Development to be set back from the Blackburn Brook.
- Reference is made to policies seeking to secure the Tinsley Link and improvements to M1 J34 south and north.

In conclusion, the proposed use is considered to be acceptable under Unitary Development Plan policy. As the use will support other employment uses within the Meadowhall area it is considered to be acceptable under the Core Strategy and Sheffield Development Framework employment policies. However it should be noted that whilst the Sheffield Development Framework and City Policies and Sites policies are relevant to securing the implementation of the Core Strategy policies they have limited weight because they are draft policies. It is also material that part of the site can be lawfully used for coach and car parking and that the site is likely to be affected by HS2. The uncertainty associated with HS2 is likely to affect the prospect of built development being implemented in the short term.

Existing operation of Meadowhall Car parks and justification for the proposal

Meadowhall experiences seasonal peaks in parking particularly over the Christmas period when overspill is directed to the two Alsing Road sites (application site); a site currently being developed for Next Homeware; a site on Meadowhall Dive and a site on Weedon Street. Meadowhall estimate the total capacity of these car parks, excluding the northern car park on Alsing Road, is 2150 spaces, assuming the coach parking is used for car parking. All the overspill car parks are used by

staff and customers during limited periods throughout the year. During the run up to Christmas, staff are requested to park on the coach park site and the Vulcan Road site to release spaces in the main centre car parks for customers. At present Meadowhall suspect that not all staff comply.

The main customer car parks on the shopping centre side of Meadowhall Way are monitored by CCTV and via Automatic Number Plate Recognition systems. Once there is 80% occupancy of these car parks and, dependent on the levels of traffic approaching the centre, an overspill strategy may be brought into effect. The includes Meadowhall staff directing traffic to encourage more efficient use of the main car parks and the use of staff and Variable Message Signs to direct drivers to the overspill car parks. As parking spaces are not marked out in the overspill car parks they need to be managed by staff to ensure efficient parking.

Meadowhall consider that overspill parking is becoming more of an issue due to background traffic growth and the increasing number of peaks. They are also currently developing one of the overspill sites for the Next Home and Garden development. They consider the best way to manage this is by moving staff out permanently from the main centre car parks which adjoin the centre. They expect this will reduce the number of days on which overspill parking is required and will allow them to monitor and reduce the number of staff travelling to the site by car. By moving staff/contractors and park and ride users out of the main centre car parks the turnover of the spaces is likely to be improved as the average stay time for a customer is much less than that for staff/contractors and park and ride users.

Meadowhall will operate an Automatic Number Plate Recognition (ANPR) system to identify staff not obeying the rules and repeat offenders will be potentially fined or clamped. The new staff parking proposals will work alongside the travel plan and Meadowhall expect this to improve traffic flows and even to lead to a reduction in trip numbers. This is expected to reduce congestion within the centre and increase the turnover of parking spaces.

Meadowhall say that the centre's car parks are used unofficially for park and ride for workers travelling to the city centre and for the public attending events at the Arena. The spaces released by staff moving out of the main car parks will allow more flexibility for Meadowhall to cater for event parking and they will continue to work with Sheffield International Venues, the Council's Urban Traffic Control section and the police in catering for events at Sheffield Arena. However they are not intending to make provision for Park and Ride as part of their proposals.

The total number of car parking spaces within the existing shopping centre main car parks (that is those on the shopping centre side of Meadowhall Way) is 9,384 spaces

Meadowhall shops employ 6,610 staff and expect to employ 1,956 temporary members of staff over the Christmas period. 52% of staff travel to work by car either as a driver or passenger. With average car occupancy of 1.3 people this suggests that 2,600 cars are being brought to work, although this does not take into account those dropped off and not all of these vehicles will be on the site at the same time due to differing shift patterns.

The Council's current parking guidelines suggest that over 14,000 car parking spaces could be justified to serve the Shopping Centre.

A coach parking survey carried out over all of 2012 and part of 2013 shows that for most of the year there are less than 5 coach trips per week. The peak number of trips was 32 pre-Christmas in 2012.

Sheffield Arena has 1,300 parking spaces. The applicant has pointed out that providing an option for those attending events to park at Meadowhall and use the tram or walk to the Arena helps to reduce traffic congestion and reduce pressure on on-street parking.

Transport Issues

The National Planning Policy Framework (NPPF) seeks to maximise the use of sustainable travel and to reduce congestion. It says that developments should be designed to give priority to pedestrian and cycle movements and it supports the use of travel plans for promoting sustainable travel.

Policy CS 51 identifies the strategic transport priorities as:

- Promoting alternatives to the car
- Maximising accessibility
- Containing congestion levels
- Improving air quality
- Improving road safety
- Supporting economic development through demand management and sustainable travel initiatives

Policy CS 53 is concerned with management of Demand for Travel. It says this will be achieved by;

- Promoting public transport and other sustainable travel choices
- Maximising capacity through Variable Message signing
- Implementing travel plans
- Promoting car clubs and car sharing
- Managing public car parking to reduce long stay commuter parking.
- Creating a controlled parking zone at the eastern end of the Lower Don Valley
- Applying maximum parking standards for new developments

Unitary Development Plan Policy T21 says that provision will be made for car parking where it meets the operational needs of businesses provided it complies with the parking guidelines. It also states that parking will be regulated to prevent excessive peak-hour congestion.

The main impact will be on the Alsing Road gyratory as all traffic accessing the car parks will use this gyratory. The applicant has used information from a staff travel survey and ANPR to predict existing staff routing to the main centre car parks and the likely impact during the peak periods following the development.

The assessment predicts no change to the number of trips through J34N and a slightly reduced number of trips through J34S. There is predicted to be a small increase in trips along Meadowhall Road, to the north of Meadowhall Way, and also on Meadowhall Way, to the north of Vulcan Road. Once the Tinsley Link opens this is predicted to be a more attractive route for trips travelling from the Rotherham area along the A6178 than through J34S. The assumptions do not take into account potential reductions in trips due to staff parking being less convenient and due to the travel plan measures. The assessment shows that the greatest impact on the Alsing Road gyratory would be during the PM peak with an overall 6% increase in traffic using the gyratory. There are very high levels of increases on the Alsing Road arm of the junction as the base flows are very low.

Contractors currently park within the main centre car parks. It is expected in future that they will drop off tools at the centre and then return to Alsing Road to park in the contractor car park. This will add additional trips between the Alsing Road and the centre. However it is expected that on most days the number of trips will be small and outside the peak period.

Following discussions with Council officers and following the comments from Rotherham MBC, further traffic modelling has been undertaken. The impact on the Alsing Road gyratory, through which all the traffic accessing the site will pass, was assessed in Friday and Saturday peak hours. This shows that certain arms of this junction are already operating over capacity. However, if the signal timings are optimised, only one leg of the junction operates over capacity taking into account the traffic flows from the proposed staff parking.

It is unlikely that the signals will be optimised because this would require significant funding to upgrade the signal infrastructure. Without optimisation a number of links will continue to operate over capacity. The impact of the development traffic on all these links is marginal. However, the Meadowhall Way East link which is currently operating within capacity, will be over capacity in the Friday PM peak. This is predicted to result in vehicle queue lengths increasing from 15 to 30 vehicles. Whilst this is clearly a negative highway impact of the proposal it could not be considered to be a severe impact which is the NPPF test for refusing planning permission.

The applicant argues that the permanent staff car park will not result in any additional trips being made and in fact as a result of the travel plan they expect that the proposal will result in a reduction in car trips. Officers accept that as no new development is proposed the scheme is not likely to result in any significant change to the number of vehicle trips being attracted to the shopping centre. It is possible that the more efficient operation of the car parks at peak periods and reduced congestion could encourage more customers to visit the shopping centre. However there is no clear evidence to support this and if this did occur any additional trips are likely to be balanced by reduced staff trips due to restricted staff parking and travel plan measures.

The application is supported by a travel plan which is intended to encourage sustainable travel. This includes targets to reduce the number of staff travelling to

work by car by 10% and to increase public transport usage from 43% to 60% and walking and cycling from 5% to 8%.

To achieve this, the following measures are proposed.

- Reduced staff parking, the applicant estimates that between 1,367 and 1,473 cars will be brought to the site on Friday and between 1,546 and 1,665 on a Saturday. This is likely to be an over-estimate as it does not take account of sickness/holidays and workers dropped off by car. At other times the staff numbers are likely to be less, however during Fridays and Saturdays there is likely to be a reduction in parking available for staff. In the run up to Christmas when approximately 2000 additional temporary staff are employed the reduction would be even greater
- SYPTE will continue to offer enhanced public transport discount for staff
- They will work with Sustrans to launch a cycle hire scheme and to promote cycling and walking to work
- They will increase the number of Transport Showcase events to increase opportunities for staff to talk to SYPTE reps
- They will promote a journey planner for staff

The above measures demonstrate that a balanced approach is being taken to transport issues by providing parking restraint and promoting sustainable access to the shopping centre as encouraged by transport policy.

Adequate provision is being made for pedestrian movements from the proposed staff car park to the shopping centre. Pedestrian refuges are being provided through the car parks and the pedestrian footbridge allows for safe access across Meadowhall Way into the shopping centre. Reasonable measures are being taken to safeguard personal safety with CCTV coverage of the site and the on-site security presence. The existing high mast lighting does not fully meet the British Standard recommendations for lighting levels for car parks on parts of the site. However the applicant has agreed to a condition to improve the lighting levels. Should planning permission be granted the applicant will be seeking the Safer Parking Award from the Police and all the main centre car parks already comply.

Disabled staff will continue to use the disabled parking provided next to the shopping centre entrances within the main centre car parks.

Visual Impact

The appearance of the coach park site is considered to be satisfactory. The site is surfaced in tarmac and the site was landscaped around the time the shopping centre was opened. This has matured and there is a substantial belt of landscaping along the river frontage of this part of the site.

The northern car park is larger than the coach park site and has the appearance of a site pending redevelopment. The site is level and surfaced with material recovered from road works which is free draining. There are some small mounds of material stored on the site and some grass and scrub invading the fringes of the site. There is a low stone boundary wall to the Meadowhall Road frontage of the

site with some self-seeded trees growing next to the part culverted and part open Blackburn Brook. The Alsing Road boundary comprises of metal posts linked by a chain with low stub walls remaining from the previous use. There is a large flat roofed portable building on the Alsing Road frontage of the site which was used as coach driver rest facilities and is now outside of planning control.

Officers have asked the applicant to hard surface the northern car park and provide a comprehensive landscape scheme. They have declined on the basis that they consider the existing car park surface to be suitable for its intended use after being cleared of obstructions and debris. They will clear existing vegetation from the parking areas and perimeter vegetation will be trimmed. A 1.2m weld mesh fence will be erected around the perimeter of the site and between parking areas. A narrow 2m deep landscape strip is proposed along part of the Alsing Road car park. The applicant is not willing to incorporate landscaping within the car park as they say it reduces the perception of safety, particularly for a staff car park where people are parking for long periods of time.

The application site is prominent from the Supertram route which skirts the edge of the site on a raised embankment. It is also visible from traffic passing over the Tinsley viaduct; from the public being dropped off in the coach park. In future the site will be seen by visitors to the E.ON visitor centre which will be accessed via Alsing Road.

The additional landscaping to the Alsing Road frontage is welcomed but in your officers view a permanent car park should be properly hard surfaced and a more comprehensive landscaping scheme should be provided. The applicant's safety concerns are noted, however the main customer car parks are well landscaped and the Police are not against landscaping within the car park provided it is below 1m high and trees have foliage above 2m high.

In your officers view the surface treatment and landscaping is poor for a permanent car park and whilst the proposed works will marginally improve the appearance of the site this is considered to be a lost opportunity. However given the semi-industrial context of the site, its limited visibility, and the fact that it may well be disturbed by HS2, it is considered on balance the visual quality of the site will not be so poor as to justify refusing planning permission.

Flooding

The applicant has submitted a Flood Risk Assessment which shows the majority of site being within flood zone 2 and the section nearest the viaduct being within zone 3. This has been confirmed by the applicant's own modelling which shows that the eastern half of the site is located in flood zone 3a and the western half in flood zone 2. Flood zone 2 has a medium probability of flooding between 1 in 100 and 1 in 1000 annual probability of flooding. Flood zone 3 has a high probability, greater than a 1 in 100 annual probability of flooding. The site flooded in the June 2007 flood which is estimated to be between a 1 in 100 and 1 in 200 year flood event.

The proposed use is classified as 'Less vulnerable' development which is appropriate for flood zones 2 and 3. As the proposal consists of a change of use and minor development the sequential test does not apply.

There are no changes to existing ground levels and no changes proposed to the surfacing water drainage arrangements and therefore it is concluded that there will be no impact on floodplain storage.

The western accesses to the car parks are located in flood zone 2 as is the junction of Alsing Road with Meadowhall Way. Therefore in the event of flood warning cars could be moved to safe areas. The site is located in the Environment Agency flood warning area for Meadowhall. A flood warning and evacuation plan already exists for Meadowhall and procedures will be included for evacuating the site.

The Environment Agency has raised no objections to the proposals subject to conditions being attached which require the development to be carried out in accordance with the mitigation set out in the flood risk assessment. They also require surface water drainage from hard standing areas being passed through interceptors before being discharged to a watercourses, soakaway or surface water sewer.

The Council's land drainage section initially had concerns about the impact of the proposal on water quality, however these have been resolved following a further submission from the applicant.

Air Quality

The site is located close to the Tinsley Area where air quality is a particular concern. However it is not expected that the development will generate significant additional traffic as the constrained staff parking along with the travel plan is likely to reduce staff travel to the site by car. It is possible that less congestion at peak times within the main centre car parks could encourage more customers to visit the centre by car however this is not certain and it is likely to be balanced by the reduction in staff travelling to the site by car.

SUMMARY AND RECOMMENDATION

The proposal is considered to be acceptable in policy terms as it supports the employment uses within the shopping centre and will reduce congestion and promote sustainable staff travel.

Reducing the number of days when shopping centre parking goes to overspill will reduce congestion and the resources needed to manage this process. Restraining the level of staff car parking along with the travel plan measures will help to reduce private vehicle staff trips and encourage sustainable travel to the site.

The more efficient operation of the car parks will allow the centre more flexibility to accommodate parking associated with Arena events thereby reducing congestion and improving the visitor experience.

There will be no significant change in the number of vehicle trips and consequently no discernible impact on air quality. The transport assessment demonstrates that the proposal will have a negative impact on the operation of the Alsing Road junction but the impact would not be severe. In addition the negative impact is outweighed by the benefits referred to above.

Whilst the appearance of the northern car park will be improved, the hard and soft landscaping for this site is not of a high standard and should ideally be improved. However this is not sufficient basis for opposing the scheme given its context.

Given the above it is concluded that the proposal should be supported and it is recommended that planning permission be granted subject to the listed conditions.

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