

Planning and Highways Committee

Tuesday 20 October 2015 at 2.00 pm

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

The Press and Public are Welcome to Attend

Membership

Councillors Alan Law (Chair), Peter Rippon (Chair), Nasima Akther, David Baker, Jack Clarkson, Tony Damms, Roger Davison, Adam Hurst, Ibrar Hussain, Bryan Lodge, Peter Price, Denise Reaney, Chris Rosling-Josephs, Garry Weatherall and Joyce Wright

Substitute Members

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

PUBLIC ACCESS TO THE MEETING

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

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

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

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

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

FACILITIES

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

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

**PLANNING AND HIGHWAYS COMMITTEE AGENDA
20 OCTOBER 2015**

Order of Business

- 1. Welcome and Housekeeping Arrangements**
- 2. Apologies for Absence**
- 3. Exclusion of Public and Press**
To identify items where resolutions may be moved to exclude the press and public
- 4. Declarations of Interest** (Pages 1 - 4)
Members to declare any interests they have in the business to be considered at the meeting
- 5. Minutes of Previous Meeting** (Pages 5 - 8)
Minutes of the meeting of the Committee held on 29 September, 2015
- 6. Site Visit**
To agree a date for any site visits required in connection with planning applications prior to the next meeting of the Committee
- 7. Applications Under Various Acts/Regulations** (Pages 9 - 280)
Report of the Director of Regeneration and Development Services
- 8. Enforcement Of Planning Control: 34 Leebrook Avenue** (Pages 281 - 288)
Report of Director of Regeneration and Development Services
- 9. Record of Planning Appeal Submissions and Decisions** (Pages 289 - 292)
Report of the Director of Regeneration and Development Services
- 10. Date of Next Meeting**
The next meeting of the Committee will be held on 10 November, 2015

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ADVICE TO MEMBERS ON DECLARING INTERESTS AT MEETINGS

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

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

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

You **must**:

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

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

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

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

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

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

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

You have a personal interest where –

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

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

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

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

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

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

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Planning and Highways Committee

Meeting held 29 September 2015

PRESENT: Councillors Peter Rippon (Chair), David Baker, Tony Damms, Roger Davison, Ibrar Hussain, Alan Law, Bryan Lodge, Peter Price, Denise Reaney, Garry Weatherall, Joyce Wright and Roy Munn (Substitute Member)

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1. APOLOGIES FOR ABSENCE

1.1 An apology for absence was received from Councillor Adam Hurst and Councillor Roy Munn attended as the duly appointed substitute. An apology for absence was also received from Councillor Nasima Akther but no substitute was appointed.

2. EXCLUSION OF PUBLIC AND PRESS

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

3. DECLARATIONS OF INTEREST

3.1 There were no declarations of interest.

4. MINUTES OF PREVIOUS MEETING

4.1 The minutes of the meeting of the Committee held on 4 September 2015 were approved as a correct record subject to the removal of Councillor Garry Weatherall from the list of those present at the meeting.

5. SITE VISIT

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

6. TREE PRESERVATION ORDER NO. 400: 2 TAPTON PARK MOUNT

6.1 **RESOLVED:** That no objections having been received, the Tree Preservation Order No. 400 made on 7 April 2015, in respect of trees in the garden of 2 Tapton Park Mount be confirmed as an unopposed Order.

7. TREE PRESERVATION ORDER NO. 401: 297 WESTERN BANK

7.1 **RESOLVED:** That no objections having been received, the Tree Preservation Order No. 401 made on 23 April 2015, in respect of a large Oriental Plane tree in the front garden of 297 Western Bank be confirmed as an unopposed Order.

8. TREE PRESERVATION ORDER NO. 402: 110 IVY PARK ROAD

- 8.1 **RESOLVED:** That no objections having been received, the Tree Preservation Order No. 402 made on 23 April 2015, in respect of a mature pine tree in the front garden of 110 Ivy Park Road be confirmed as an unopposed Order.

9. TREE PRESERVATION ORDER NO. 403: LAND AT STORTH LANE, ADJOINING SLACK FIELDS LANE, WHARNCLIFFE SIDE

- 9.1 **RESOLVED:** That no objections having been received, the Tree Preservation Order No. 403 made on 28 April 2015, in respect of trees at land at Storth Lane, Wharncliffe Side be confirmed as an unopposed Order.

10. APPLICATIONS UNDER VARIOUS ACTS/REGULATIONS

- 10.1 **RESOLVED:** That (a) the applications now submitted for permission to develop land under the Town and Country Planning Act 1990 and the Regulations made thereunder and for consent under the Town and Country Planning (Control of Advertisements) Regulations 1989, be decided as shown in the minutes of this meeting, and the requisite notices issued; the granting of any permission or consent shall not constitute approval, permission or consent by this Committee or the Council for any other purpose;

(b) (i) an application for advertisement consent for a 1 no. illuminated fascia sign at Sahib Restaurant, 138 West Street (Case No. 15/01746/ADV) be refused as the Committee considered that given the scale, design and siting of the fascia sign it was entirely out of character with the existing building and the wider locality, with particular note made to the adjacent City Centre Conservation Area from which it is clearly viewed, and that the sign was therefore considered to be contrary to Paragraph 67 of the National Planning Policy Framework, Policy BE13 (Advertisements) and Policy BE16 (Development in Conservation Areas) within the adopted Sheffield Unitary Development Plan; and

(ii) the Director of Development Services or Head of Planning be authorised to take all necessary steps, including enforcement action and the institution of legal proceedings, if necessary, to secure the removal of the sign;

(c) (i) following consideration of representations from the chairman of a local junior football club, a local Ward Councillor and a representative of the applicant, an application for planning permission for the erection of 58 dwellinghouses and 6 affordable housing apartments, public open space and alterations to public highway at site of King Ecgberts Upper School, Furniss Avenue (Case No. 15/01504/FUL) be granted, conditionally, subject to unilateral agreement; and

(b) whilst the Committee understood that the expenditure of Community Infrastructure Levy monies was not for the Committee to decide, they requested that it be noted that the Committee would wish to see the neighbourhood portion of the monies from the Community Infrastructure Levy collected as a result of this development to be spent on the provision of toilet and changing facilities on the neighbouring sports pitches site;

(d) following consideration of additional representations from the applicant and an officer response, as contained in a supplementary report circulated at the meeting, and representations at the meeting from the applicant against the officer recommendation to refuse, an application for planning permission for demolition of car showroom and associated buildings and erection of mixed use development comprising four blocks ranging from 6-12 storeys in height to provide 2027m² of retail space, 130 residential apartments, 44 student cluster flats (209 beds) with subterranean car parking accommodation, associated landscaping works, external bin store, cycle parking and electricity substation at 245 Ecclesall Road (Case No. 15/00180/FUL) be refused for the reasons set out in the report; and

(e) (i) following consideration of corrections to the report, a response from the Coal Authority, an additional representation from a local MP and an officer response, and, subject to amended conditions and a revised head of terms, all as detailed in a supplementary report circulated at the meeting, and representations at the meeting from a representative of the applicant speaking in favour of the application, an application for outline planning permission for retail and leisure scheme with associated customer car parking, landscaping and servicing at land between Drake House Crescent and Eckington Way, Drake House Way (Case No. 15/00277/OUT) be granted, conditionally, subject to the completion of a legal agreement; and

(ii) whilst not considered relevant to the determination of this application, the Committee expressed concerns regarding traffic problems in the vicinity of the site and the need for this to be investigated further by way of a detailed study and requested that this be recorded.

11. RECORD OF PLANNING APPEAL SUBMISSIONS AND DECISIONS

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

12. DATE OF NEXT MEETING

- 12.1 **RESOLVED:** That it be noted that the next meeting of the Committee will be held on Tuesday 20 October 2015 at 2.00 pm at the Town Hall.

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SHEFFIELD CITY COUNCIL

Planning and Highways Committee

Report of: Director of Regeneration and Development Services

Date: 20/10/2015

Subject: Applications under various acts/regulations

Author of Report: John Williamson and Lucy Bond (273 4218)

Summary:

Reasons for Recommendations

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

Recommendations:

Background Papers:

Category of Report: OPEN

Application No.	Location	Page No.
15/03117/FUL (Formerly PP-04438558)	1B Chambers Lane Sheffield S4 8DA	13
15/02950/FUL (Formerly PP-04381694)	Curtilage Of 1 Stumperlowe Hall Chase Sheffield S10 3QY	21
15/02893/FUL (Formerly PP-04389690)	Rivelin Water Treatment Works Manchester Road Crosspool Sheffield S6 5SP	37
15/02720/FUL (Formerly PP-04349235)	Land Adjoining 288 To 292 Shalesmoor Sheffield S4 8UL	54
15/01781/LBC (Formerly PP-04180786)	W A Tyzack & Co Ltd Green Lane Works Green Lane Shalesmoor Sheffield S3 8SE	73
15/01780/FUL (Formerly PP-04180786)	W A Tyzack & Co Ltd Green Lane Works Green Lane Shalesmoor Sheffield S3 8SE	88
15/01577/FUL (Formerly PP-04029624)	57 Stannington View Road Sheffield S10 1SQ	110
15/01262/OUT (Formerly PP-03786246)	Land Between Europa Link And Europa Court Europa Link Sheffield S9 1XE	124
15/00122/FUL (Formerly PP-03805971)	Dyson Refractories Ltd Griffs Fireclay Works Stopes Road Sheffield S6 6BW	212

SHEFFIELD CITY COUNCIL

Report Of The Head Of Planning
To the Planning and Highways Committee
Date Of Meeting: 20/10/2015

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	15/03117/FUL (Formerly PP-04438558)
Application Type	Full Planning Application
Proposal	Demolition of existing building and erection of 2 storage/workshop units
Location	1B Chambers Lane Sheffield S4 8DA
Date Received	20/08/2015
Team	West and North
Applicant/Agent	Lion Design
Recommendation	Grant Conditionally

Subject to:

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

Drawing numbers 02D and 03

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. No development shall commence until details of the implementation, adoption, maintenance and management of a sustainable drainage system have been submitted to and approved in writing by the Local Planning Authority, designed to limit runoff to 5l/sec/hectare, or to reduce runoff by 30% from the existing flows from the site. 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 and given that drainage works are one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences in order to ensure that the proposed drainage system will be fit for purpose.

**Pre-Occupancy and Other Stage of Development Condition(s)
Other Compliance Conditions**

4. The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) by Lion Design, Ref /DAS, dated July 2015 and the following mitigation measures detailed within the FRA:
 1. Finished floor levels are set no lower than 150mm above adjacent ground levels.
 2. The new buildings must be a minimum of 2 horizontal metres from the existing retaining wall that forms the boundary with the watercourse.
 3. Electrics to be raised a minimum of 1 metre above the finished floor level.
 4. The buildings must be constructed with flood resilient materials at ground floor level, including no use of plasterboard or plasterwork.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme.

Reason: In the interests of flood safety and mitigating against the risks of flooding.

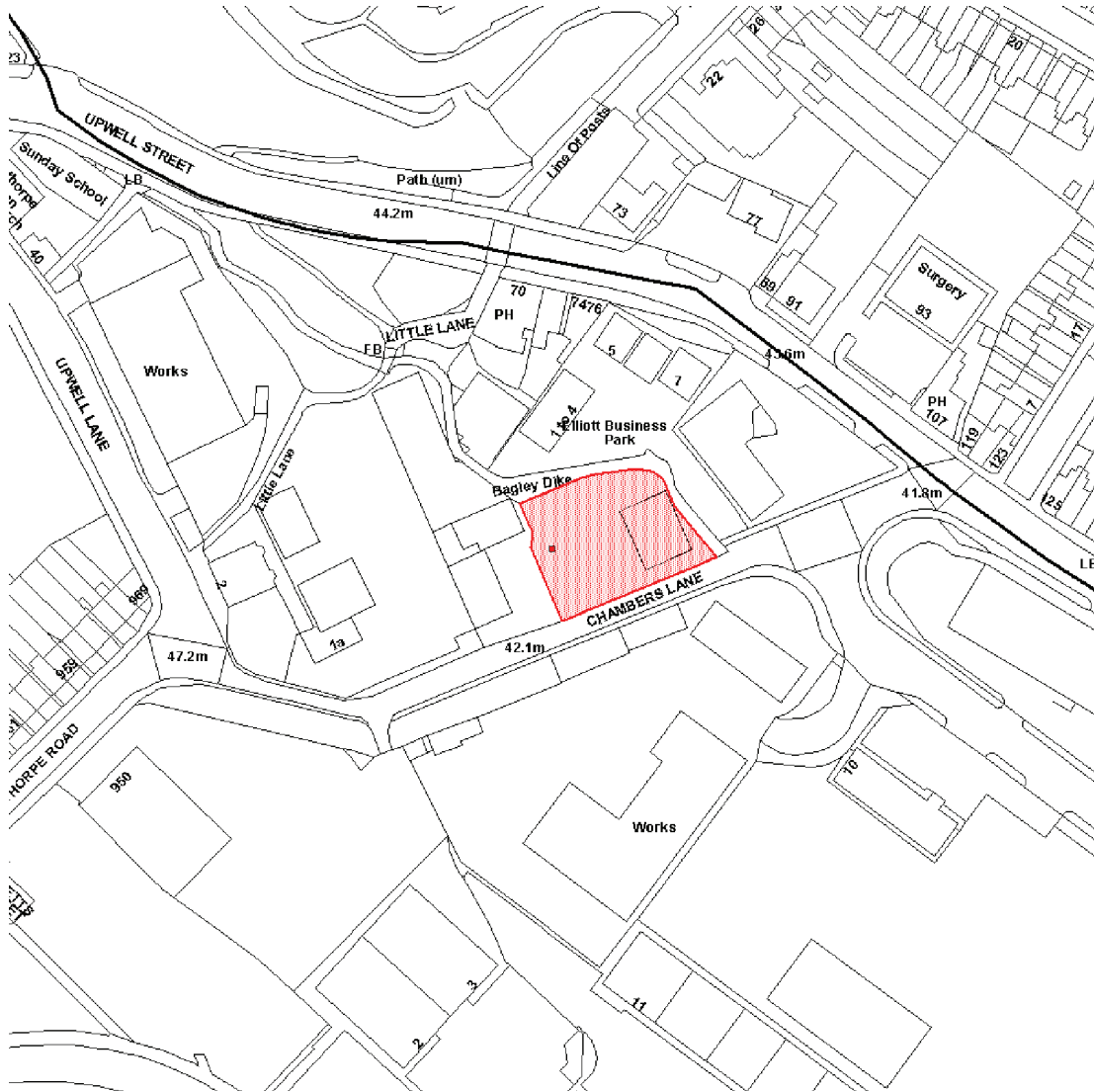
5. The approved buildings shall be used by the operator of the site for the purposes of the existing business operation. The buildings shall not be let out to a separate user nor shall the site within the red line boundary be subdivided between different business operators.

Reason: In the interests of flood safety and not introducing new business uses to the site in conflict with the aims of the sequential test approach advocated by the National Planning Policy Framework.

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner in accordance with the requirements of the National Planning Policy Framework. The Local Planning Authority considered that it wasn't necessary to have detailed discussions in this case.
2. Please note that the existing flood defence consent that you have for the site from the Environment Agency is only valid for 24 months from the start date, works must be completed before that date otherwise a new consent will be required from the Environment Agency.

Site Location



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LOCATION AND PROPOSAL

The proposal refers to an industrial area used as open storage, and partially covered storage, of vehicles used partially as a scrapyards. This falls within a B8 use class under the Use Class Order.

The site is partially within flood zone 3 (high risk).

The application seeks permission to demolish the existing building on site, and to erect 2 storage/workshop units to be used in conjunction with the scrapyards use.

RELEVANT PLANNING HISTORY

There is no recent relevant planning history for this site.

SUMMARY OF REPRESENTATIONS

No written representations have been received in conjunction with this application.

PLANNING ASSESSMENT

Principle of the Use

The site is within a Fringe Industry and Business Area as designated by the present Unitary Development Plan (UDP). Policy IB6 from the UDP 'Development in Fringe Industry and Business Areas' places B1 'Business' uses as a 'preferred' use. Open Storage (B8) is classed as an 'unacceptable' use. Warehouses, also in a B8 use class, are classed as a 'preferred use' however.

The development would, in principle, result in a greater coverage of warehousing facilities on the site. As a result, it would broadly be supported in principle by policy IB6 above.

Design and Appearance

In general design terms, there is a need for correspond with the aims of policy IB9 (part c) from the Unitary Development Plan, which seeks to ensure development is well designed with buildings and storage of a scale and nature appropriate to the site. Policy BE5 'Building Design and Siting' is also relevant. Part a) seeks to ensure buildings complement the scale, form and style of neighbouring buildings. Part b) seeks new developments of more than one building to have a comprehensive and co-ordinated approach to the overall design.

The streetscene is very 'functional' in character, with most buildings comprising of red brick and metal cladding, whilst the Open Storage use currently dominates views from Chambers Lane, located behind palisade fencing.

The purpose of the buildings is to make the use of the site more regimented and ordered, with several of the customer service and dismantling works being sited

undercover. The visual appearance of the new buildings will comprise of a brick base, and metal cladding for the upper walls and roof.

The buildings will both be two-stories in total height, with a maximum height of 7.59m, and an eaves height of 6.5m. The heights of the buildings will be in scale with other metal warehouse style buildings common in the local area, including an autocentre to the East of the site, and several buildings to the South.

Generally, the design will be in character with the local vicinity, and will slightly tidy up the site. As such, the proposal is considered adequately designed.

The gable end of the second building will be sited relatively close to the road, separated 500mm from the road edge. The setback, however, should assist in providing some visual relief to the road itself, and it not out of character with the placement of buildings against the road edge visible elsewhere.

The design of the units are fairly well co-ordinated, and would accord with part b) of policy BE5 above.

Flood Risk

The most significant constraint on the site covers the issue of Flood Risk. The site is within flood zones 1, 2, and 3a, with the majority within zone 3a. Looking at the area covered by zone 3a, it is not possible for the built form to be restricted to areas outside zone 3a.

Paragraphs 100 to 104 of the National Planning Policy Framework (NPPF) require development to be directed away from the areas of highest flood risk, utilising a sequential approach. The aim of this sequential test is to steer new development toward areas with the lowest probability of flooding, and would need to identify the absence of suitable available sites in flood zones 1 or 2 within a reasonably defined area before the principle of development of this site could be considered acceptable. Development should not be allocated or permitted if there are reasonably available sites appropriate for that development in areas of lower probability of flood risk.

The proposed, and existing, uses are classed as 'less vulnerable' uses according to the Flood Risk Matrix in the NPPF. As such, there would be no need for a separate exception test, should the above sequential test be passed.

No sequential test has been submitted with the application. Prior to submission of the application, discussions were made with the local authority about such a test. The local authority concluded that it was likely that a sequential approach would not be passed, due to the availability of empty sites in the Lower Don Valley and neighbouring Blackburn Valley.

In the case of this development, the proposed buildings are associated with the use of the existing site. As such, the units proposed are specific to changes to the applicant's existing business on site, which will be occupied by the applicant. The NPPF Planning Practice Guidance (paragraph 33) does state that, in using a

sequential approach to development, a pragmatic approach should be used in assessing alternative sites, using the example of how, in considering planning applications for extensions to existing business premises, it might be impractical to suggest that there are more suitable alternative locations for that development elsewhere.

Given that the use of the site is established, the new buildings will not introduce any specific new risk, subject to being designed to be flood resilient. In addition, the development would bring several specific benefits to the site, notably in contributing towards the economic use of the land and improving the built environment of the site.

Introduction of a new business to the buildings alongside the operator would, however, be contrary to the aims of the sequential test. As a result, it is appropriate that any permission introduces conditions to ensure that the use of the site is not split between two users, as this would intensify the number of operators within a site subject to high flood risk.

In addition to the above, there would still be a need for any new development to accord with policy CS67 'Flood Risk Management' from the Core Strategy. This requires development to be designed to reduce flood risks.

Where development can be supported in an area with a high probability of flooding, policy CS67 requires a degree of flood resilience. Part n) requires the lower floor levels with vulnerable equipment to remain dry in the event of flooding.

The applicant has stated that the new buildings will be designed to be flood resilient. All fixed electrics are proposed to be set at least 1m above the finished floor level, and the buildings will be constructed of 'fairfaced' masonry and aluminium cladding, which will be resilient, with no plasterwork proposed.

The applicant has also discussed measures that may be used to reduce water-runoff by 30% or to a maximum of 5l/sec/hect. It is considered that conditions to ensure this would be required to ensure that the redevelopment of the site is in line with the recommendations of policy CS67.

The applicant has reached agreement with the Environment Agency with regards to the need to leave an easement of 2m between the development and Bagley Dyke, which runs alongside the site.

The Environment Agency have raised no objections to the principle of the application subject to the above flood resilience measures being put into place.

Parts of the site are in flood zone 1, which would assist in an easy route for occupiers to move to less vulnerable land in the event of a flood event.

The application would need to be accompanied with a Flood Risk Assessment (FRA). The Environment Agency will determine if the FRA is acceptable (not the Council). As such, we would suggest the applicant submit a pre-app enquiry to the EA for them to consider the FRA.

Highways

Policy IB9 (part f) requires development to be adequately served by transport facilities and provide safe access to the highway with an appropriate degree of off-street parking provision. As the site is within the Urban Area and utilises an existing access, it is likely that the arrangements would be acceptable from a safety point of view. UDP guidelines are that 1 space should be provided for every 60 square metres of space. The parking provided on site would meet this requirement. Given the presence of on-street parking, and the reliance on this for the existing use, it is not considered that the proposals will cause undue harm to the demands for parking in the local area.

SUMMARY AND RECOMMENDATION

The proposal is considered visually acceptable, and will not have any significant highway consequences. Subject to the placement of relevant conditions, the scheme will suitably mitigate flood risk. Subject to mitigating circumstances regarding the use of the existing site for the present building, it is not considered that utilising a sequential approach for this development is reasonable.

Recommendation: Grant with Conditions.

Case Number	15/02950/FUL (Formerly PP-04381694)
Application Type	Full Planning Application
Proposal	Erection of dwellinghouse
Location	Curtilage Of 1 Stumperlowe Hall ChaseSheffieldS10 3QY
Date Received	05/08/2015
Team	West and North
Applicant/Agent	CRL Architects
Recommendation	Grant Conditionally

Subject to:

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

Job no: 2119. Dwg Nose: 02; 11; 01; 03

Reason: In order to define the permission.

Pre-Commencement Condition(s)

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

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

4. 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 protecting the free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

5. 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.

6. The sole means of vehicular ingress to and egress from the site shall be gained from and to Stumperlowe Hall Chase.

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

7. No development shall take place, including any works of demolition, until details are submitted for written approval by the Local Planning Authority specifying measures to monitor and control the emission of dust during demolition and construction works.

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

8. 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.

9. Any remediation works recommended in the Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to 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.

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

10. 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.

11. A comprehensive and detailed hard and soft landscape scheme for the site, which shall encompass replacement tree planting, 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.

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

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

Other Compliance Conditions

13. 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.

14. Construction and demolition works that are audible at the site boundary shall only take place between 0730 hours and 1800 hours on Monday to Fridays, and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays.

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

15. 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.

16. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (and any order revoking and re-enacting the order) no windows or other openings shall be formed in the side elevation(s) facing towards the East or West of the site of the new dwellinghouse hereby permitted without the prior written approval of the Local Planning Authority.

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

17. Surface water drainage shall be to soakaways.

Reason: To ensure satisfactory drainage arrangements.

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

Reason: To ensure satisfactory drainage arrangements.

19. The dwellinghouse shall not be used unless the car parking accommodation for at least 3 vehicles 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.

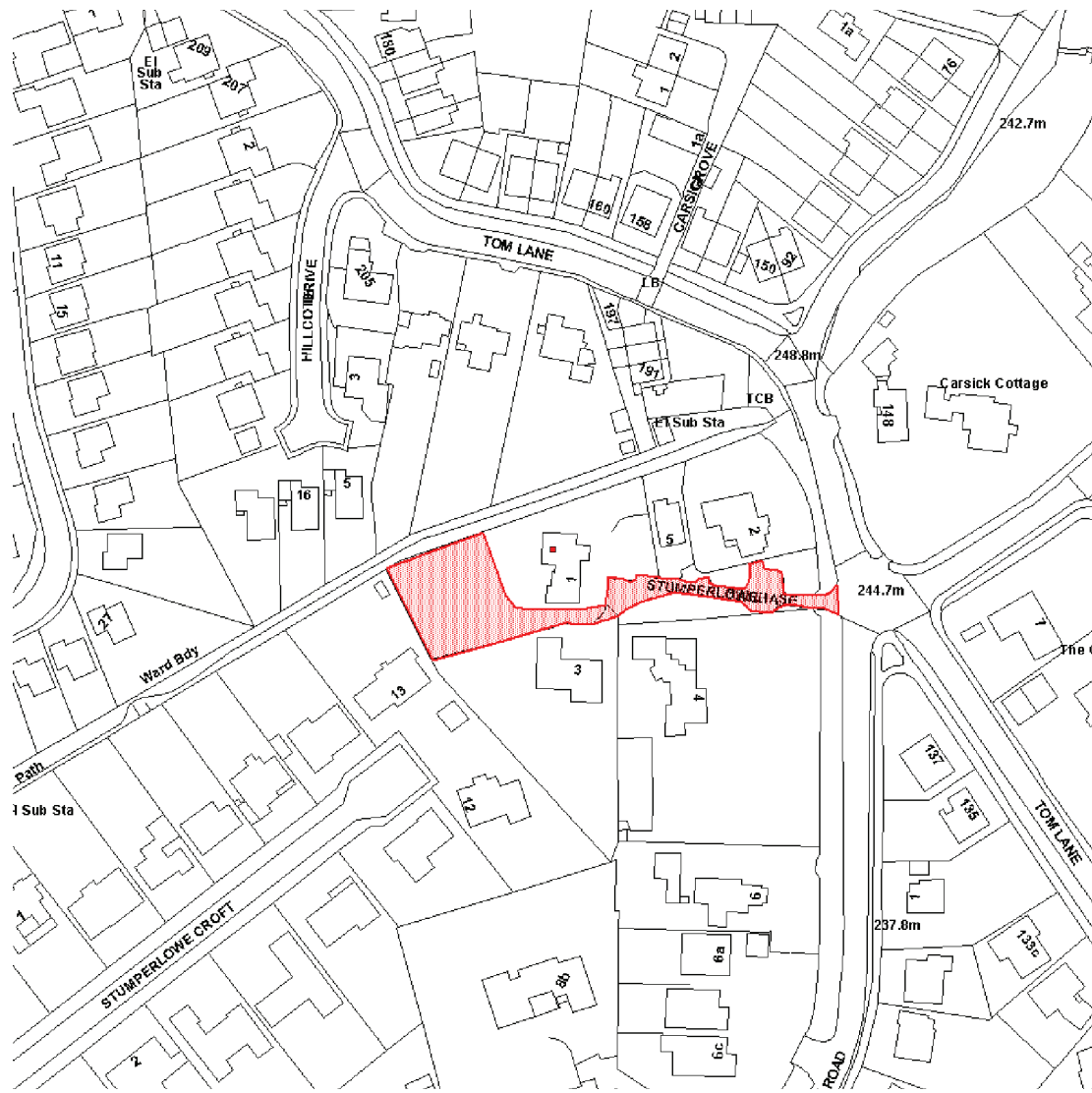
20. The existing car parking accommodation within the site, as indicated on the approved plans, shall be retained for the sole use of the occupiers of the development hereby approved.

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

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner in accordance with the requirements of the National Planning Policy Framework. The Local Planning Authority considered that it wasn't necessary to have detailed discussions in this case.
2. 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.

Site Location



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LOCATION AND PROPOSAL

The proposal refers to a detached dwellinghouse situated on Stumperlowe Hall Chase, a small cul-de-sac located off Tom Lane. The road has a shared surface. The site is outside of the Ranmoor Conservation Area, which lies on the opposite side of Tom Lane to the East. A public trackway lies to the North of the site. Beyond which, lie a series of detached dwellinghouses.

The subject property is of an unusual unique design within the local area, and is white rendered. The house sits towards the head of the cul-de-sac, which is lined with a series of uniquely designed houses. The majority of these, including number 1, are infill properties with no defined building line. Number 5, the most recent addition, was granted permission under 05/03653/FUL on 11/01/2006.

The application site is an area of garden to number 1, which is on a sloping site, which rises to the North and West. Tall hedges surround the site, plus several trees.

The application seeks consent to construct a new dwellinghouse here, with access formed between numbers 1 and 3 Stumperlowe Hall Chase.

RELEVANT PLANNING HISTORY

77/01918/OUT	Two dwellinghouses Granted Conditionally	27/07/1977
87/02829/OUT	Erection of a Dwelling Refused	29/02/1988
89/02068/FUL	Extension to form dining room and breakfast room, with bedroom bathroom and dressing room over. Granted Conditionally	31/07/1989

SUMMARY OF REPRESENTATIONS

Six representations have been received objecting to the proposal. A summary of the objections are provided below:

Design

- The proposal would remove an area of green space.
- The proposal would be an overdevelopment of the site, and is at odds with the character of the locality.
- Building a two-storey property close to Stumperlowe Croft will change the character of the area.
- Positioning the property at the top of a slope will result in a domineering appearance.

Impact on the Amenity of Neighbours

- 5 Hillcote Drive will be subjected to light pollution from the rear windows.
- 5 Hillcote Drive will be subjected to noise from the house and garden due to its close proximity to this neighbour.
- The proposal will look down upon 13 Stumperlowe Croft, and will overlook several rooms of this property.
- The upper floor windows will overlook 3 Stumperlowe Hall Chase

Impact on Trees

- The trees on site have an aesthetic value to neighbours, and also provide a habitat for wildlife, and would be removed by the proposed development.
- The pollarding of the trees has been carried out by the applicant, and should not be used to justify their removal.

Highways Considerations

- The road will not provide rapid access for Emergency Vehicles.
- Additional traffic will adversely affect and inconvenience properties on Stumperlowe Hall Chase.
- The Chase is too narrow for additional traffic.
- Safety concerns that the addition to traffic caused by the new property and lack of barriers between gardens and the access road will cause safety issues and danger to children.
- Increased traffic will increase emissions and pollution exposed to residents.
- One representation has quoted from the Sheffield Corporate Plan to argue that they believe the proposal to be contrary to objectives to improve community safety, to reduce emissions from vehicles, and to limit NOx emissions, which they argue that the increased traffic levels caused by the development would be contrary to.

Other Matters

- Reference to the refusal for a similar scheme in 1987 (87/02829/OUT).
- The proposal will increase local flooding risk by increasing water runoff.

Non Planning Matters

- Issues regarding whether the sewer system can cope with the development. (This would be assessed by Yorkshire Water, who would assess the capacity of the sewerage system and require improvements to be funded if additional capacity is required).
- Impacts on views from 5 Hillcote Drive (Impacts on views are not covered by planning policy, although impact on light will be assessed).

One representation does raise the issue of Planning Policy Statement 3: Housing (PPS3) last adopted in June 2011. PPS3 has been superseded by the National Planning Policy Framework (NPPF). However, changes to clarify garden

development as greenfield development has not been impacted by the introduction of the NPPF.

PLANNING ASSESSMENT

In terms of National Policy, the National Planning Policy Framework carries material weight.

Paragraph 14 states that:

“at the heart of the National Planning Policy Framework is a presumption in favour of sustainable development”.

It also explains that, for decision making, this means approving development proposals that accord with the development plan.

Within paragraph 17 of the NPPF, the document summarises the key planning principles, one of which is to:

“always seek to secure a ... good standard of amenity for all existing and future occupants of land and buildings”

Paragraph 12 of the NPPF emphasises that the document does not change the statutory status of the development plan as the starting point for decision making, and proposed development that conflicts should be refused unless other material considerations indicate otherwise.

In terms of policy for the Local Authority Area, weight is given to policy H14 ‘Conditions on Development in Housing Areas’ from the Unitary Development Plan (UDP). In addition, weight is given to policy H5 ‘Flats, bed-sitters, and shared housing’.

Policy BE5 ‘Building Design and Siting’ will carry weight with regards to the appearance of the proposal and impact on the local area.

The Sheffield Core Strategy also includes relevant policies. Key issues of reference will be with regards to policies CS31 ‘Housing in the South West Area’ and CS74 ‘Design Principles’.

Principle of Greenfield Development

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

The site is a garden, and the site would therefore need to be considered as a Greenfield development site. Government planning guidance in the form of the National Planning Policy Framework (NPPF) says, in paragraph 48, that Local Planning Authorities (LPA) should make allowance for windfall housing sites in the five year supply but this should not include residential gardens.

The NPPF goes on to say in paragraph 53 that LPAs should consider setting out policies to resist inappropriate development of residential gardens, for example where they would cause harm to the local area.

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

The NPPF also re-affirms previous national policy advice by excluding private residential gardens from the definition of previously developed land. Core Strategy policy CS24 gives priority for the development of new housing on previously developed land and states that no more than 12% of dwellings should be constructed on greenfield land in the period up to 2025/26. It also states that such development should only occur on small sites within urban areas, where it can be justified on sustainability grounds. The current house completion database shows that 5.7% of new houses have been built on Greenfield, well within the 12% threshold.

The site is small within an existing urban area, with a low building density that will remain even with the additional house. In this context, the development of this small Greenfield site for new housing complies with the aims of policy CS24.

With regards to the potential visual impact of the development, this is considered in sections of the report below.

Layout of the Development and impact of Loss of Residential Garden

The site is within the South West of the city, and so is covered by the provisions of policy CS31 'Housing in the South West Area'. This policy states that the scale of new development will be accommodated at an appropriate density. Paragraph 8.41 describes how the natural setting, parks, open spaces and mature gardens are characteristic of the area.

Core Strategy policy CS74 'Design Principles' requires development to respect and enhance the distinctive features of the city, its districts and neighbourhoods.

Unitary Development Plan (UDP) policy H14 'Conditions on Development in Housing Areas', under part a) requires development to respect the local area.

Due to the above policies, there is a need for the development layout to not appear overly contrived or out of scale with neighbouring property or the local area. In the case of this site, it is not considered that an argument can be sustained that the footprint is overly large when viewed in context with the range of footprints of neighbouring houses. The layout of the development will result in a continuation of the existing cul-de-sac visually, which is not out of character with the existing arrangement of the road, which appears as a long shared drive in any case. The level of garden that would remain to both the new house and number 1 would be in excess of that offered to number 5, and similar to that enjoyed by several other neighbouring properties including number 2 and properties to the West. As such, the space on offer for the new development and access arrangements shown

would ensure that a development would be accommodated at an appropriate density for the location with an arrangement that is not overly contrived and is in scale with the footprint of neighbouring houses and developments.

Design of the Proposed Dwellinghouse

Relevance is given to policy CS74, referred to above. In addition, policy BE5 'Building Design and Siting' applies, which stipulates the need for good building design. H14 (part a) requires development to be in character with the local area.

The house itself appears suitably designed for the location. It is shown built into the bank to the rear, and so will have an overall height that will not tower over the maximum heights of the existing property at number 1. The site is within an area where there is no uniform building height or massing, and will be viewed in context with the range of properties on Stumperlowe Hall Chase. As a result, it will not nook conspicuous or out of character with the local setting.

The house itself will feature a pitched roof and well aligned windows to the front aspect. Its form will also respond to the land levels by stepping up to the West slightly. In this manner, it would be hard to argue that, by itself, the house is poorly designed for the location.

The red line boundary of the site includes the private road to the East. However, the development itself and new driveway shown are approximately 75m distant from the edge of the Conservation Area. As such, the development will not be seen in context with the Conservation Area, and will not have any significant impact upon its character or appearance.

Impact on Trees and Landscaping

Policy BE6 'Landscape Design' from the UDP seeks good quality landscape design in new developments

The does consist of several trees and is surrounded by tall hedging. It is anticipated that the hedging will remain. It will be over 2m distant from the foundations of the new property at its closest point to the North, leaving enough room for survival. To the South, the majority of the beech hedge will be separated by the drive by a distance that should allow survival (over 1m). However, as the hedge itself it relatively short in height, its potential loss would not have a significant visual impact on the wider area.

It is expected that the house would require the removal or threaten the survival of four trees situated close to the Northern and Western curtilage boundaries. These are taller than the hedge, and are visible from other neighbouring gardens. Although pleasant to view, they are not of a high quality that would enable them to be covered by the Tree Preservation Order (TPO), which means that they can be removed without the need for a prior permission. Even without pollarding, it is unlikely that their quality or position warrants imposition of the TPO. In this context, therefore, a refusal of the scheme based on the loss of these would be

very hard to enforce, given that it would likely encourage any developer to remove them prior to submitting a further application.

Although the survival of the trees is unlikely, it is considered appropriate to require the planting of replacement species that would be able to survive alongside the development. This is important to ensure that the landscaping around the site responds to the green landscaping common to the local area. With the submission of a suitable landscaping scheme, it is considered that the overall visual impact caused by the loss of trees can be overcome. In addition, the landscaping scheme condition can be used to enable the planting of native species and wildlife encouraging species, in line with the principles of policy BE6.

Other landscaping on the site consists of low level shrubs and decorative walls and leylandii. These are of limited visual worth outside the garden itself, and the loss of these would cause limited visual harm to the wider area.

Impact upon the Amenities of Neighbouring Properties

Policy H14 (part c) requires development to not deprive residents of light, privacy or security.

Paragraph 17 of the NPPF states that a key planning principle is to secure a good standard of amenity for all existing and future occupants of buildings.

The NPPF makes a key emphasis on the presumption in favour of sustainable development. In stating what is required to achieve sustainable development, paragraph 9 states that sustainable development involves seeking positive improvement to people's quality of life, including improving the conditions in which people live.

To guide separation distances and considerations of privacy and overshadowing/overbearing impacts, reference is given to the adopted Supplementary Planning Guidelines (SPG) on 'Designing House Extensions', designed to supplement policy H14. Although specific to house extensions, the document is used to judge the impact on neighbouring living conditions, and it is appropriate to incorporate the guidelines in assessing the impact upon the apartment.

With regards to loss of light and overshadowing, a direct separation distance of 12m between the property and the closest directly facing main habitable room window of a neighbouring house is expected. With regards to the houses to the rear (at Tom Lane, a separation distance of above 40m is achieved). A separation distance of over 15m is achieved to the rear of 5 Hillcote Close, which also does not directly face the development site.

The side wall of 13 Stumperlowe Croft is 11m distant from the closest corner of the proposed dwellinghouse. No windows face directly diagonally to the corner of the proposed dwellinghouse, whilst the rear windows of number 13 will face at 90-degrees to the side wall of the new house. As such, no significant overshadowing or overbearing impact will occur to the rear windows of this bungalow.

To the South, the house is more than 19m distant from number 3.

The house at 1 Stumperlowe Hall Chase will have some windows impacted by the new house. However, these will not be the prime sole windows to the rooms served, whereby a main outlook is provided to the South. As such, the living conditions of this neighbour will not be unduly impacted upon.

Concerning the impact on neighbouring gardens, the new house is shown set in at least 3.5m from the curtilage to the West, and 8m from the curtilage with the houses to the North. This separation distance will significantly reduce the impact of the house directly on these garden areas to a degree whereby it cannot be considered to have a significant overbearing impact.

In terms of privacy, the house will not feature any windows directly facing towards number 13 Stumperlowe Croft. The main front windows will be at 90-degrees to the rear windows of this neighbour, and will not view towards the rear or side windows of this house. Likewise, no direct overlooking to the rooms of 1 Stumperlowe Hall Chase would occur.

Concerning other neighbours, off of these will have windows more than 21m distant from the windows shown upon the subject property when direct views from these are taken into account.

Views into neighbouring gardens should not be significant. The rear windows will be limited in size and number. They will be approximately 8m distant from the rear curtilage of houses to the rear, beyond a public trackway. This distance is considered sufficient to prevent considerable overlooking of the amenity space beyond, given that the Government's Permitted Development Order provides an 8m separation distance to the rear curtilage as an acceptable distance for two-storey extensions with clear glazed rear windows, which provides a guide as to what is considered acceptable to prevent considerable privacy impacts.

The separation distance to the front is greater than 8m, at around 14m.

Given the separation distances achieved, and the fact that the sloping land will minimise the usability of the amenity space to the rear of the building, the amount of light glare and noise the properties behind will be subjected to during typical usage of the house should not be significant.

Car movements along the driveway will increase traffic noise slightly. However, the extent of car movements at 4-6 movements per day that a typical family house would generate are unlikely to pose a significant noise nuisance for adjacent neighbours.

Living Conditions of the Subject Property

In line with the policies summarised above for policy H14 (part c) and the NPPF, there is a need to ensure that the living conditions of the subject dwelling will be acceptable.

In line with this, it is noted that all the main habitable rooms will enjoy a suitable outlook, notably to the front of the dwellinghouse, and that a sufficient private garden area will be formed to the front.

Environmental Protection

In line with policy H14 (part c), there is a need to ensure that all residents are not exposed to contaminants/noise during construction work. As such, relevant conditions will be used to limit construction hours to suitable times to avoid late night noise; to seek details to limit dust disposal; and to undertake a ground contamination survey to ensure that the land is not contaminated, and that suitable remediation measures are used to protect residents from any potential contamination or ground gas risk.

Impact upon Wildlife

Representations have raised concerns that the proposals will result in a loss of wildlife due to the loss of potential habitat. A key principle of the National Planning Policy Statement (NPPF) is to conserve and enhance the natural environment.

It is agreed, that the loss of trees and some low level planting will impact upon bird nesting sites. However, the size of the trees and small scale planting directly impacted upon are insufficient to provide a habitat for protected species. There is no evidence of protected species on the site. No snuffle holes exist suggesting foraging badgers for instance, whilst the foliage is insufficient to provide a bat habitat.

Generally, a sensitive landscaping scheme can be used to assist in introducing species of planting that can encourage wildlife, and it is expected that this will assist in neutralising the impact of the loss of the trees on site.

Highways Considerations

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

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

The Corporate Plan does include objectives that form material considerations. As highlighted by one representation, community safety, the requirement for people to be safe and well in their communities, and reducing vehicles emissions are key criteria.

The proposed development will be for a large family house. Presuming a larger than average 3-car family will occupy the dwelling, this will result in up to 6 car movements per day on average. It is difficult to pass judgement that an additional 6 car movements would be specifically damaging upon congestion or traffic safety

of the road. The road consists of passing places and would have suitable width to prevent the need for vehicles to reverse onto Tom Lane to allow a car to leave the site.

It is noted that no pavements exist to the road. This is not ideal. However, given the small traffic increase that the proposal would generate, it is hard to justify a refusal of the scheme on the basis of traffic safety, as there is no specific evidence that an increase of the magnitude likely of car movements would cause material harm to traffic safety per se.

The amount of car movements generated by a single dwellinghouse are not going to create a material impact upon pollutants that neighbours will be exposed to in the cul-de-sac to a manner that would fall contrary to the overarching aims of the Corporate Plan.

The site itself will feature ample parking on site to avoid the potential for parking congestion on street. In addition, enough space is shown allocated for 2 spaces to the front of number 1.

The width of the access will be suitable for fire appliances to be able to access the side, with a drive width of 3m shown, combined with suitable space either side for wing mirror clearance.

Flood Risk

Core Strategy Policy CS67 'Flood Risk Management' requires development to limit surface water runoff, and the promotion of sustainable drainage. Matters of drainage have also been raised by representations.

The policy does require reductions to runoff to no more than 5 litres per second per hectare. However, it only applies this to sites of over 1 hectare.

In the case of this development, the 1 hectare requirement does limit the specific controls on runoff that can be justified. However, it is appropriate to require the use of natural soak-aways for the driveway on site and for the new dwellinghouse to have natural water drainage into a separate system to local sewers, which can be conditioned.

Comparisons to the Scheme Refused under 87/02829/OUT

It is noted that a scheme was refused permission for a house here in 1987 on the basis of being backland development that would overlook adjacent property, and have an inadequate road access for additional traffic. It should be noted that this carried little weight to the assessment of this case, as it pre-dates existing policy and guidelines, the earliest of which date from 1998. However, it should be noted that the development proposed here involved a different footprint, occupying a larger area, with no specified window locations shown, nor any direct highway information. The footprint shown in this example was closer to properties to the East and South, and would likely have positioned windows closer than 10m from the curtilage with these houses.

SUMMARY AND RECOMMENDATION

Due to the reasons summarised above, the development is considered to meet relevant planning policy and is recommended for conditional approval.

Case Number 15/02893/FUL (Formerly PP-04389690)

Application Type Full Planning Application

Proposal Construction of a partially buried water treatment building (Clarifier building)

Location Rivelin Water Treatment WorksManchester RoadCrosspoolSheffieldS6 5SP

Date Received 31/07/2015

Team West and North

Applicant/Agent Mott MacDonald Bentley

Recommendation Grant Conditionally Subject to S of S

Subject to:

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

Drawing numbers:

Q0291_N503-MMB-000-ZZ-DR-C-0010 Rev P1
Q0291_N503-MMB-000-ZZ-DR-C-0011 Rev P1
Q0291_N503-MMB-000-ZZ-DR-C-0013 Rev P1
Q0291_N503-MMB-000-ZZ-DR-C-0015 Rev P2
Q0291_N503-MMB-000-ZZ-DR-C-0100 Rev P1
Q0291_N503-MMB-000-ZZ-DR-C-0101 Rev P1
Q0291_N503-MMB-000-ZZ-DR-C-0107 Rev P1
Q0291_N503-MMB-000-ZZ-DR-C-0108 Rev P1
Q0291_N503-MMB-000-ZZ-DR-C-0109 Rev P2

N503 Rivelin WTW Geo-Environmental Risk Assessment report by Yorkshire Water and Mott MacDonald Bentley dated September 2015
Construction Environmental Management Plan received on 29/09/2015
Q0291_N503-MMB-000-ZZ-DR-C-0016 Rev P1
Q0291_N503-MMB-000-ZZ-DR-C-0017 Rev P1

Email regarding the colour of the paladin fence to be RAL 6007 received on 06/10/2015

Reason: In Order to Define the Permission

Pre-Commencement Condition(s)

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

3. Within 6 months of the commencement of development, full details of the proposed tree planting shall be received. Details shall include information regarding the species, stem diameter, and position of new tree planting. Thereafter, the development shall be carried out in accordance with the approved details.

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

4. Within 6 months of the commencement of development, a full and comprehensive soft landscaping scheme shall have been received comprising of full details of the proposed replacement planting within the site, around the above the clarifier building. Measures should include planting that promotes biodiversity. Thereafter, the development shall be carried out in accordance with the approved details.

Reason: In the interests of protecting the biodiversity of the site.

5. Within 6 months of the commencement of development, 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 protecting the biodiversity of the site.

6. Prior to the placement of soil upon the clarifier building, full details shall be received and approved detailing the seed composition of the soil to be used. Thereafter, the works shall be in accordance with the approved details.

Reason: In the interests of protecting the biodiversity of the site.

7. Prior to the occupation of the clarifier building, full details shall be received and approved detailing timescales and methodology for the re-instatement of the construction compound to its original grassed state. The construction

compound to the West of the development site shall be returned to its original grassed state following completion of construction works on the clarifier building in line with the approved details.

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

8. Prior to the establishment of permanent lighting on the approved premises, the applicant shall submit for written approval by the Local Planning Authority a report giving details of the impact of lighting from this lighting to the South of the site. The report shall detail how lighting will be designed to limit light pollution at night to the wildlife area to the South. Thereafter, the lighting installation shall be carried out in accordance with the approved details.

Reason: In the interests of protecting the biodiversity of the site.

9. Details of any replacement stonework for the dry stone walls around the site shall be received and approved in writing before the use of that material commences. Thereafter, any new introduced material shall be in accordance with the approved details. Furthermore, the approved stone walls, as detailed on the approved plans and details shall be constructed before the occupation of the approved building.

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

10. Surface water discharge from the completed development site shall be restricted to a maximum flow rate of 5 litres per second per hectare. Before the first occupation of the approved building, a report shall be submitted and approved to demonstrate that the flow rate is less than 5 litres per second per hectare, necessary equipment has been installed and that the above 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.

11. Details of all proposed external materials and finishes for the Southern wall of the clarifier building including representative samples 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 the interests of the visual amenities of the locality.

12. Prior to the erection of any temporary lighting within 50 m of the Southern Application Site Boundary, full details shall be received and approved specifying the type of lights, their location, luminescence, direction of light, and timescale for removal. Thereafter, the lighting shall be erected and removed in accordance with the approved details.

Reason: In the interests of protecting the biodiversity of the site.

13. Prior to the commencement of works on the public footpath (She/450), details shall be received and approved by the Local Planning Authority detailing how the footpath will be temporarily diverted, including alignment, materials, and signage. Thereafter, the diversion shall take place in line with the approved details

Reason: To ensure access is available at all times.

14. Full details of the construction measures for the extended internal access road shall be provided prior to the commencement of construction of this element.

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

Other Compliance Conditions

15. The public footpath (she/450) shall be re-instated in accordance with the approved details prior to the occupation of the approved building.

Reason: To ensure access is available at all times.

16. Mitigation measures during the construction process to limit light pollution, water runoff, dust emissions, noise, and the escape of mud and debris onto the highway shall be enacted in accordance with those details received within the Construction Environmental Management Plan dated September 2015 received on 29/09/2015 at all times during the construction of the approved development.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property and in the interests of the safety of road users.

17. The height, finish and appearance of the paladin security fence shall be in accordance with the approved details received on 29/09/2015 and email details received on 06/10/2015 regarding the colour (utilising RAL 6007), and shall not include any razor or barbed wire feature.

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

18. Construction and demolition works that are audible at the site boundary shall only take place between 0730 hours and 1800 hours on Monday to Saturdays, and not at any time on Sundays and Public Holidays.

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 dealt with the planning application in a positive and proactive manner and sought solutions to problems where

necessary in accordance with the requirements of the National Planning Policy Framework.

2. As the proposed development will involve the closing/diversion of a footpath(s) you are advised to contact the City Solicitor and Head of Administration, Town Hall, Sheffield, S1 2HH, as soon as possible with a view to the necessary authority being obtained for the closure/diversion of the footpath(s) under Section 257 of the Town and country Planning Act 1990.
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.

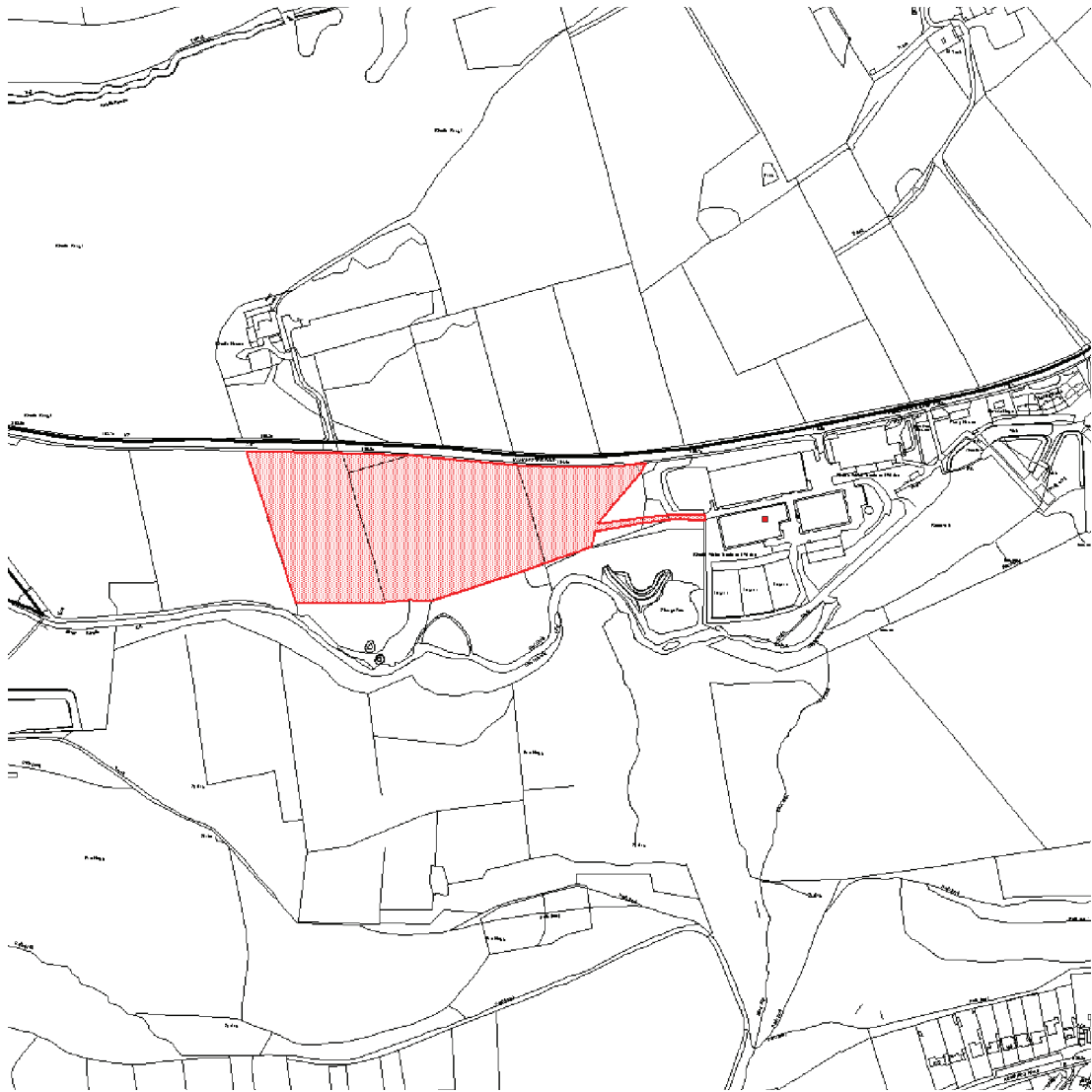
You should apply for a consent to: -

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. The developer is advised that in the event that any un-natural ground or unexpected contamination is encountered at any stage of the development process, the Local Planning Authority should be notified immediately. This will enable consultation with the Environmental Protection Service to ensure that the site is developed appropriately for its intended use. Any necessary remedial measures will need to be identified and subsequently agreed in writing by the Local Planning Authority.
5. Plant and equipment shall be designed to ensure that the total LAeq plant noise rating level (including any character correction for tonality or impulsive noise) does not exceed the LA90 background noise level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.

Site Location



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LOCATION AND PROPOSAL

The application relates to an area of open land to the West of the Rivelin Water Treatment Works along Manchester Road (A57). The fields the application refers to is owned and operated by Yorkshire Water. It is situated on the southern side of Manchester Road, some 300m west of its junction with Rivelin Valley Road and lies within the Green Belt. The western site boundary borders agricultural land and semi-mature deciduous woodland, with the southern and eastern boundaries bordering a series of trees next to the River Rivelin and Fox Hagg Local Wildlife Site. Across Manchester Road to the north of the site are open fields in agricultural use. Public footpath No. SHE/450 extends down the Eastern side of the site between the application site and the existing Yorkshire Water compound.

The existing site houses a water filtration system that involves a 'Sirofloc' process, commissioned in 1994. This relies on the use of Magnetite to assist in filtering the water as the first stage of the water treatment process. This allows the process to take place within a relatively small area. Due to the limited demand for Magnetite, its sole supplier is ending production, which requires a new clarification process to be formed for the water treatment works. It is proposed that a conventional 'flat bottomed' clarifier is the only process that provides an alternative option. As such, this application seeks consent to erect a new building to house the larger clarifier tanks this requires. It is proposed to house the building in a partially buried site, with banked embankments on three sides and a straight wall to the South, with a green roof for the top.

As part of the required security measures, a paladin fence is proposed around the base of the structure.

Access to the new building is proposed through the use of a new access road from the existing Waterworks site across the public footpath to the Southern boundary of the building.

Revised details have been received on 08/09/2015 to indicate alterations to the materials of the Southern wall of the clarifier building, to provide more information on the proposed access road, including tree removals and replacement, and indicative drawings showing a proposal to increase the height of the dry stone wall off Manchester Road to the North, and measures to plant new trees (indicative only) in order to assist in masking the prominence of the paladin fencing.

The land to the west of the site would be used as a compound area during the construction of the building.

RELEVANT SITE HISTORY

89/01833/FUL – Widening of a means of access and erection of entrance gate –
Granted 22/08/89

91/00298/OUT - Erection of water treatment works - Granted Conditionally 18/04/1991

91/02621/FUL - Erection of water treatment works - Granted Conditionally 19/11/1991

11/00922/FUL - Erection of building to house water treatment process equipment -
Granted Conditionally 11/08/2011 (Secretary of State Approval)

REPRESENTATIONS

Rivelin Valley Conservation Group (RVCG) has commented on this application. A summary of the response is listed below:-

- The partial burying of the building, with a Green Roof, is welcomed, as are proposals for dry stone walls.
- A matter of concern is the visibility of the security fence along the A57, and the RVCG with for measures of additional screening to be looked into.
- The RVCG believe that the application should confirm that the working compound to the West of the building will be full reinstated following completion of the work.

The Sheffield and Rotherham Wildlife Trust have raised comments with regards to the Fox Hagg Local Wildlife Site. They confirm that they have no major concerns with the development or impacts on the reserve. However, they ask for the issues below to be considered:-

- The Ecological report recommends that 'Measures should be agreed to ensure that the best practice mitigation measures are used during construction ... [which] should be included within a Construction Environmental Management Plan which should be prepared prior to the start of works'.
- They are pleased with the proposal for a Green Roof and wish for it to be designed to benefit local biodiversity and recommend the developers follow the best practice as set out in the 'Sheffield Green Roof Habitat Action Plan'.

As a consultation response, National Grid have identified that a gas main pipeline runs in a section of the site where the access road is proposed. The response identifies that there is a need for the developer to contact them and to negotiate to ensure that the Gas apparatus is not damaged or adversely impacted by the proposal. A directive on any determination will be imposed to ensure that the developer is aware of this obligation.

PROCEDURAL MATTERS

The application has been advertised as a departure from the Development Plan as the construction of the new building would conflict with Green Belt Policy. A site notice has been posted and the application advertised within the Sheffield Telegraph. Should Members be minded to grant planning permission, the application will have to be referred to the Secretary of State. The SOS has the power to call the application in for his own determination, issue a holding direction to allow for further consideration of the application or agree to allow the LPA to determine the application in accordance with the recommendations of the Area Board.

PLANNING ASSESSMENT

The application site is situated in the Green Belt. One of the key principles of Green Belt policy is to keep land permanently open with the policy position clear in terms of restricting new development that would lead to the unrestricted growth of the built-up area. Under Policy GE3 of the UDP, it states that the construction of new buildings will not be permitted, except in very special circumstances, for purposes other than agriculture, forestry, and essential facilities for outdoor recreation, cemeteries, and other uses which would comply with Policy GE1. These policies are broadly in line with government guidance contained within PPG2: Green Belts.

As the development does not fall within any of the above categories listed under Policy GE3, the proposal to construct a new building on this site would be contrary to development plan policy. Having regard to this, it is considered that the proposal to erect a building on this site turns on whether there are very special circumstances to justify setting aside the presumption against inappropriate development in the Green Belt.

The National Planning Policy Framework (NPPF) identifies in paragraphs 89 and 90 that Local Planning Authorities should regard the construction of new buildings as inappropriate in the Green Belt, but does list a range of exceptions. Essential infrastructure works for water suppliers is not listed, however.

The NPPF does, in paragraph 88, state that Local Planning Authorities should ensure that substantial weight is given to any harm to the Green Belt. It specifies that 'very special circumstances' to allow development will not exist unless the potential harm to the Green Belt is clearly outweighed by other considerations.

The justification for the proposed building is that it is required in order to prevent a loss of water treatment capacity. The Drinking Water Inspectorate (DWI) have required that the new clarification process needs to be in place by December 2017.

The applicant details that there is not enough capacity within the existing buildings on site to house the equipment and tanks required for the new clarifier process proposed for the site. Therefore, the only solution available is to erect a new clarifier building on site.

With regard to this application, officers' consider that significant weight should be given to the fact that the site is an established Water Treatment Plant dating back to the early 1900s and importantly that the building is being sought to improve the water quality in Sheffield and its surrounding hinterland. In this respect, the development should not therefore be viewed simply as the erection of a new build within the Green Belt. Rather, as the site is currently an established water treatment works, the erection of proposed clarifier building to support the site's existing water treatment process is not considered to cause any additional harm to the stated functions of the Green Belt.

It is clear in officers' view that there is a strong justification for the proposed building. The building is being sought to meet the requirements of the Drinking Water Inspectorate and in officers' view cannot be sited other than in a Green Belt location. It is considered therefore that on grounds of very special circumstances, the proposal to erect the new clarifier building can be justified in principle.

It is important to note that the new clarifier building is proposed located apart from the existing water treatment works. Paragraph 87 of the NPPF states that inappropriate development is harmful to the Green Belt, whilst UDP policy GE1 states that development in the Green Belt should not be permitted where it would:

- Lead to unrestricted growth of the built up area
- Contribute towards merging of existing settlements
- Lead to the encroachment of urban development into the countryside

Due to the above, there remains a need to ensure that development is designed to not appear as a development that would appear urban in context or as built development. This is further supported by policy GE2 'Protection and Improvement of the Green Belt Landscape', which seeks to ensure that areas with a high landscape value are maintained. As such, there is a need to ensure that the proposal does not have an adverse impact on the landscape of its immediate surroundings.

Design and Landscaping Issues

The proposed building's siting and design was subjected to protracted discussions with officers prior to the application being submitted. Additional amended details have been received during the course of the application. It is important to ensure that the scheme seeks compliance with policy GE2 above, and does not have an adverse impact on the overall appearance of the local environment.

The development consists of four main visual elements: the new embankments and green roof; the security fences; the Southern Wall; and the access road. As such, the assessment on each element will be discussed in turn below.

The new Embankments and Green Roof

The design to utilise graded embankments and a green roof have been incorporated in order to minimise the visual prominence of the building. Graded banks are sought on three sides of the building, with a relatively flat roof placed to the top. As shown on the plan below the cross section drawings, the grading of the banks will not be uniform, which will assist in making the form appear more organic in nature, helping to mask the fact that it is a man-made land form. The most visible gradients will be from Manchester Road.

Currently, the land form falls in elevation from the South of Manchester Road towards the River Rivelin. As such, the gradient of the Northern slopes will be minimised. To the West, the gradient will be relatively shallow, approximately level with the height of Manchester Road. This will rise to a maximum height difference of 3.55m from Manchester Road to the East, over a distance of around 20m. This part of the structure will have the most prominence. However, the erection of a dry stone wall of around 1.4m in height, plus tree planting to the East, should assist in reducing the prominence of this part of the proposal.

Due to the land slopes, the gradient on the Southern side, next to the hardstanding and wall area, will be relatively steep. However, views of this from the wider Green Belt

environment will be largely constrained due to the position of existing bands of trees in the local area.

A series of photomontages have been provided alongside the application to show the impact of the gradient of the embankment features. The most prominent elevations appear to be from the hill to the North and Manchester Road. The impact of the embankments will, however be largely mitigated by the fact it will be covered in grass to tie in with the ground cover of the fields.

The proposed roof will be relatively flat in profile. It is necessary to incorporate ventilators and an emergency escape stairway, and 2 roof hatch upstands. Visible, these elements will take up only a small area of the roof, and the visual appearance of a grassed roof will be the main visual element. The vents are the tallest elements, and will be designed to have the appearance of 'beehives', which is not an uncommon visual feature in the wider Green Belt. The main views of the roof will be from the distance, notably from Lodge Moor direction. Given that such distances are long views, the most industrial elements of the roof furniture should not appear overly prominent given their small scale relative to the roof.

The landscape appraisal submitted alongside the application highlights that the roof and banks are due to be covered with grass, which will develop to form wildflower meadows. The proposed arrangement will assist in making the mound form appear less uniform and more natural upon the landscape. Although no pretence is made that the structure will not look completely natural in form, it should blend in with the nature of the Green Belt landscape it surrounds, and should therefore have a limited overall harm.

The Security Fences

Paladin fences are proposed at the base of the structure as part of security requirements set by the Drinking Water Inspectorate (DWI) to ensure security of water supply.

Paladin style fences are of a wire mesh appearance, and will allow for views through, but will be visible themselves. In order to ensure the security requirements of the DWI are met, it is considered the most suitable type of fence visually to limit the harm as much as possible.

During pre-application discussions, discussions were made as to whether the fence was required around the entire structure, or whether it could be confined to the area close to the main entrance area. Due to the need to secure all vents and the emergency exit, it has been confirmed that the formation of the paladin fence is a necessity.

Efforts have been made in order to limit the visibility of the fence as viewed from the wider area. The most visible aspects will be from the North, from Manchester Road, as the existing trees to the South will obstruct close views, and the style of fence will be less prominent when viewed from a distance from the hills to the South. As such, from Manchester Road, efforts have been made to raise the height of the existing dry stone wall next to the road. The proposed height is 1.4m, which is not an excessive height

compared to neighbouring walls, but is a height that should assist in reducing direct views from vehicles towards the paladin fence that will be sited close to the road. Indicative tree planting has also been shown to the West, which will assist in reducing the views possible of the fence from this direction. Given that vehicles approaching from the West have an existing clear view of the site, it is considered that this is the most sensitive view where the fence will be prominently viewed.

The Southern Wall

In order to access the new building, a paved compound is shown to the South of the structure, which will include a straight wall to allow access. Glimpses of this will be visible from Lodge Lane to the South West, as long distance views. However, the prominence will generally be limited by the existing tree planting to the South.

The wall is proposed to be clad in wood boarding, with a stone base. The materials are fairly natural in overall appearance, and will not be at odds with buildings visible in the wider area, which as wood used upon barns and stone used in the stone walls around the site. As a result, efforts have been done to limit the prominence of this elevation when viewed against the context of the wider Green Belt.

The Access Road

It is proposed to access the new building from a new road to be built between the existing Water Treatment Works and the new site. This will incorporate minor amendments to the existing security fences in the existing site, and the continuation of an existing road to the new site. The public footpath will cross this, and the road will therefore be most visible to the public from this route.

The access road will cross through an area that is relatively heavily wooded, and will result in the loss of several trees. Additional details on this have been sought and received, and show an intention to plant replacement trees around the road. In the long term, the visual impact of this should maintain an element of tree cover, which will limit the impact on the wider Green Belt area.

Tree Planting

The local valley consists of open fields, some consisting of natural meadowland, and areas of trees, notably towards the River Rivelin, and upon some of the banked hills to the North and further to the South. A band of trees also exists between the existing treatment works and the clarifier building site.

The proposal seeks to incorporate new bands of tree planting alongside the structure, which will not appear out of character in the local area, bearing in mind the range of tree planting that exists.

Conditions will be required in order to ensure that the trees proposed are of a suitable species and size when planted to ensure future survival.

Other Design/Landscaping Matters

The building of the new clarifier building and structure will also involve other changes that will have visual consequences.

In order to accommodate the embankments, it is proposed to demolish and replace a dry stone wall between two fields. It is proposed to reuse stone from the removed wall, which is presently not in a good state of repair. The new wall should assist in minimising direct views to the Western Bank, and will restore a field boundary. The local green belt is characterised by dry stone wall field boundaries, and this rebuilding is considered necessary in order to maintain the character of the area.

The proposed construction works will require the use of a construction compound to the West to allow for the storage of building equipment, and will be the position where construction traffic will leave and enter the site. A construction management plan has been submitted, and it is proposed that the site will be returned to grassland when the construction works are complete. It is considered necessary to condition the restoration of this land to ensure that this occurs.

Lighting will be required alongside the structure and during construction works. The landscape appraisal document submitted with the application states that lighting associated with construction works will be designed to limit light pollution. In order to ensure this, conditions will be required for the submission of full details for all lighting within 50m of the Southern Boundary, which is the distance of bean dispersal from each light, to ensure that the lights are designed and located to minimise harm to the neighbouring wildlife site.

No high level lighting is proposed for the structure. However, some low level lighting is required for the Southern entrance point. Again, details to ensure this will be reserved by condition.

Highway Issues

Core Strategy CS51 'Transport Priorities' does refer to a need to improve road safety. C54 'Pedestrian Routes' promotes the improvement of walking routes along the Strategic Green Network. As such, there is a need to ensure this development is not contrary to what this policies aim to achieve, and can provide a safe road access and not adversely impact the pedestrian path that runs through the proposed access road.

The development is not considered to give rise to any significant highway concerns. The main issue from a highway perspective is likely to occur during the construction work. A Construction Environmental Management Plan (CEMP) was submitted on 29/09/2015, which also includes accompanying plans showing the proposed road access from the highway. The details show that vehicles entering the site will not need to stop on the highway, having a suitable offloading area, whilst the plans also show that appropriate visibility will be present at the points of ingress and egress. The CEMP includes measures to wash down vehicles to prevent soil and debris escaping onto the highway. The site roads will be temporarily tarmacked to limit the exposure of mud to the highway.

The applicant has entered into discussions with the Council's Public Rights of Way Department with regard the crossing upon She/450. They have commented that they

are happy for the works sought to be carried out. An advisory note should be attached to any decision notice advising the applicant of the need to apply to the relevant Council Section for an order to authorise these works.

Additional details on the public footpath crossing have been received, and show the formation of dropped kerbs and warning signs that should ensure a relative degree of safety. Details of the temporary arrangements during the construction process are required, however, and will be conditioned.

The proposal will not result in significant additional staff demands for the site, and the overall function will remain the same. As such, traffic levels to the site will not be significantly impacted by the proposal.

Land Contamination Issues

A key proponent of the NPPF is the need to ensure sustainable development. Paragraph 17 outlines core planning principles that include the need to reduce pollution. As such, there is a need to ensure the development here does not expose pollution to the environment.

GIS records indicate the water works site is potentially affected by contamination due to its current use, and also show historic landfill sites to the north and south east at c.300m. As the development is largely underground there may be potential gas ingress to affect confined spaces, presenting a risk to site users. Extensive excavations may require the removal of soils from the site, and some testing would typically be required to establish waste classification, and to ensure that the re-use of site won material for any landscaping on site is appropriately controlled to mitigate any risk to persons accessing the site.

The applicant has submitted information in the form of a geotechnical risk assessment to cover the above issues. Information on the landfill sites identified concludes that the landfills comprised of inert material deposited following the construction of the water treatment works in 1992, and a licence at Lawns Farm (to the North of the site) for non-biodegradable wastes. The licence has been surrendered and the Environment Agency has therefore concluded that there is no risk of contamination from this.

A ground investigation of the site was carried out in December 1990 as part of the works for the treatment works to the East. This included borehole tests. These did not identify any evidence of contamination.

Following submission of this information, Environmental Protection Colleagues are satisfied that the proposal will not cause a significant contamination risk.

Residential Amenity Issues

The NPPF includes provisions in paragraph 17 to ensure that planning decisions secure a good standard of amenity for occupants of buildings.

It is not considered that the development would give rise to any disamenity to the detriment of neighbouring properties. The nearest residential properties are located in

excess of 100m from the nearest part of the proposed building. Any effect on these properties residential amenity in terms of noise disturbance etc. would therefore be minimal. During construction works, there is a need to condition noise levels to prevent long range disturbances.

Sustainability Issues

Policies CS64 and CS65 of the Core Strategy require all non-residential developments over 500 sqm should achieve a BREEAM (BRE Environmental Assessment Method) rating of very good and, unless this can be shown not to be feasible and viable, provide a minimum of 10% of their predicted energy needs from renewable or low carbon energy.

Although the development is over 500 square metres, in officers' opinion, it is unnecessary for the development to meet the requirements of CS64 and CS65. The building will be largely unmanned (only for maintenance purposes once operational) and no heating is required. It is also likely that there would be little to no energy requirement, so requiring 10% from renewable/low carbon sources is not appropriate. Finally, the adoption of solar panels or other sources of on-site generation would make the structure more conspicuous in appearance, and the benefits would not be outweighed by the visual harm to the Green Belt that would be caused by this apparatus.

Ecological Issues

Paragraph 17 of the NPPF list the need for planning decisions to contribute to conserving and enhancing the natural environment. Policy GE11 'Nature Conservation and Development' seeks to ensure that the natural environment is protected and enhanced, with development respecting and promoting nature conservation and measures to reduce any potentially harmful effects of development.

The application was submitted with a Preliminary Ecological Appraisal.

The appraisal identifies the presence of Fox Hagg Local Nature Reserve, located approximately 500m South of the site. The Fox Hagg Local Wildlife Site is immediately to the South. Such Wildlife Sites are rich in wildlife and there is a need to ensure development on the adjacent site does not unduly disturb wildlife here.

The main items of potential disruption will come from the construction itself. There is a need to ensure that the construction methodology limits dust release and light spillage onto the site. The construction methodology statement includes measures designed to reduce dust emissions from the movement of soil on site, utilising a spray system. In terms of lighting, it is proposed to utilise floodlighting upon some of the compound buildings. These will be used during the early evening and early morning during darkness in the winter months, and not throughout the night. The lights are designed to spill light into the site, and not directly towards the adjacent wildlife site to the South. This arrangement is considered acceptable.

Long term lighting is also proposed for the site, on the Southern boundary to aid vehicles and personal entering and leaving the clarifier building. Light spillage information on this has not been finalised, and this detail should be conditioned in order to limit the risk of light spillage and disturbance to the neighbouring wildlife site.

The local environment where the development itself will be sited consists of two habitat types. Broadleaved plantation woodland, and semi-improved neutral grassland.

The Construction Environmental Management Plan submitted includes measures designed to prevent water runoff from the site that would otherwise contaminate local watercourses, which are considered appropriate. A licence from the Environment Agency would be required prior to any discharge, and the statement ensures that the applicant is aware of this.

There is a need to ensure that the topsoil for the building will include suitable seed to promote biodiversity. It is proposed to utilise the soil from the existing site. As a result, cross contamination is not a significant risk. However, there is a potential need to promote new species should the need arise. Full details of this can be reserved by condition.

The young age of trees here means they are not identified as being a bat habitat, although the trees may provide nesting sites for birds, and foraging capacity for mammals. The proposals seek to replace the lost trees to an extent, and there is the opportunity to introduce species that provide an improved ecological environment for nature. This may assist with the introduction of more native species and tree species that provide food sources. The species sought in a future conditions application will allow for an assessment to ensure that suitable tree species are identified.

Grassland habitats are in decline in Sheffield, and identified species in the local grasslands include interesting foliage, although none are identified as protected species. The works sought will introduce grassland on the banks of the new building, and will keep the land ungrazed, allowing for a taller meadow form to be created. Subject to suitable planting reserved by condition, it is considered that a suitable biodiverse environment can be created.

No protected species are identified within the development site or neighbouring compound.

SUMMARY AND RECOMMENDATION

The application relates to Rivelin Valley Water Treatment Works along Manchester Road (A57). The UDP identifies the site as being entirely within the Green Belt.

The applicant (YW) is seeking approval to erect a building (Clarifier building) to house filtration tanks and associated mechanical equipment as part of the water treatment process.

Policy GE3 of the UDP details that the construction of new buildings will not be allowed in the Green Belt, except in very special circumstances, for purposes other than agriculture, forestry, essential facilities for outdoor recreation, cemeteries, and other

uses that would comply with Policy GE1. As the proposal does not fall within any of the specified categories the development therefore conflicts with development plan policy with regard new buildings in the Green Belt.

In support of the proposal, the applicant has demonstrated that the building is required in response to regulatory improvements set down by the Drinking Water Inspectorate. The building would support the site's existing water treatment process and include a new high-lift pumping station to transfer the treated water up to the existing service reservoir tanks. It is clear from the supporting information that there is a justification for the building with no scope to house the necessary equipment within an existing building on site. Officers are therefore satisfied that 'very special circumstances' has been demonstrated to justifying setting aside development plan policy and the presumption against inappropriate development in the Green Belt.

Officers are also satisfied with the proposed location and design of the building. Although large in size, and likely to be visible, suitable mitigation work has been achieved with the design in order to minimise its prominent, and to help it sit comfortably within the context of the site. Overall, it is not considered that the scheme will harm the open character of the Green Belt. The list of conditions that have been attached should ensure a high quality scheme is achieved without prejudicing highway safety or restricting public access rights during or after construction.

For these reasons, it is recommended that the application be referred to the Secretary of State with a recommendation to grant consent as a departure from the Development Plan.

Case Number	15/02720/FUL (Formerly PP-04349235)
Application Type	Full Planning Application
Proposal	Erection of a three and part four-storey building constructed from shipping containers to create a mixed use development comprising of Restaurants/cafes (Use Class A3), Drinking Establishments (Use Class A4) (including use of external spaces at ground floor and roof top level), Offices (Use Class B1), Assembly and Leisure (Use Class D2)
Location	Land Adjoining 288 To 292ShalesmoorSheffieldS4 8UL
Date Received	20/07/2015
Team	City Centre and East
Applicant/Agent	Coda Planning Ltd
Recommendation	Grant Conditionally

Subject to:

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

Proposed Site Plan - Drawing No. (90)001 Rev. A
Proposed Ground Floor Plan - Drawing No. (08)001
Proposed First Floor Plan - Drawing No. (08)002
Proposed Second Floor Plan - Drawing No. (08)003
Proposed Roof Terrace - Drawing No. (08)004 Rev.
Proposed Elevations A-A & B-B - Drawing No. (07)001 Rev. A

Proposed Elevations C-C & D-D - Drawing No. (07)002 Rev. A
Sections E-E, F-F & G-G - Drawing No. (07)003

Peak Acoustics Noise Assessment Report No. YS2707154NR; 11/08/2015

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. No development shall commence until a report has been submitted to and approved in writing by the Local Planning Authority identifying how a minimum of 10% of the predicted energy needs of the completed development will be obtained from decentralised and renewable or low carbon energy. Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources 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 and given that such works could be one of the first elements of site infrastructure that must be installed it is essential that this condition is complied with before the development commences.

4. No development shall take place until a detailed scheme for foundation design and all new groundworks has been approved in writing by the Local Planning Authority and that scheme shall be implemented and monitored to the satisfaction of the Local Planning Authority.

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.

5. No development shall commence until a Construction Management Strategy has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall include full details of the following:-
 - Construction and construction delivery traffic routes.
 - Any temporary site access for construction traffic.
 - Parking arrangements for contractors.
 - Wheel washing details

The construction works shall only be progressed in accordance with the approved details.

Reason: In the interests of traffic safety and the residential and visual amenities of the locality.

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

6. The building shall not be used unless the car parking accommodation for 2 cars 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.

7. The building shall not be used unless all redundant accesses 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.

8. The development shall not be brought into use until the following details have been submitted to and approved in writing by the Local Planning Authority:

- a) The design of the proposed bin store; and
- b) A bin/servicing strategy detailing the measures that will be put in place to detail how the collections, deliveries etc. will be put in place to ensure conflicts with existing and proposed car parking arrangements for the properties on Dun Lane are kept to a minimum.

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

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

9. Large scale details, including materials and finishes, at a minimum of scale 1:10, of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

- Meshing to be used throughout the development (including design and colour finish);
- Mesh Parapet at first floor level, including details of the type of plant species proposed and details of how it interacts with the parapet;
- Rainwater Goods
- Entrance doors
- Windows
- Ramps
- Ventilation grills/ducts
- Boundary treatment details (including pleached trees and supports);

- Balustrading; and
- Hard Landscaping details.

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

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

10. Details of all proposed external materials, finishes, fixings and lighting proposals, 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.

11. 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.

12. The office accommodation shall not be brought into use unless a scheme of sound insulation works has been implemented and is thereafter retained. Such works shall:
 - a) Be based on the findings and recommendations of approved Peak Acoustics Noise Assessment Report No. YS2707154NR; 11/08/2015.
 - b) Be capable of achieving the following noise level:
Noise Rating Curve NR40 (0700 to 2300 hours).
 - c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilations. [Noise Rating Curves should be measured as an Lzeq at octave band centre frequencies 31.5 Hz to 8 kHz.]

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

13. Prior to installation, full details of the cycle parking accommodation, including the design of the proposed shelter, shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be carried out in accordance with the approved details.

Reason: In the interests of delivering sustainable forms of transport and in order ensure the appropriate quality of development.

Other Compliance Conditions

14. The use of the building shall be in accordance with the following Classes of the Town and Country Planning (Use Classes) Order, 1987, as amended.

- Ground floor: Restaurant/bar use and associated outside terrace (Use Class A3/A4);
- First floor: Offices (Use Class B1);
- Second floor: Gym (Use Class D2) and Offices (Use Class B1); and
- Roof Level: Bar and associated outside terrace (Use Class A4).

The building shall not be used for any other purpose.

Reason: In order to define the position.

15. With the exception of the windows labelled 'Opaque Window' on the approved plans, no windows serving the development shall be blocked up, filmed over or otherwise non transparent.

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

16. No customer shall be permitted to be on the commercial premises forming the ground floor A3/A4 use parts of the building outside the following times: 0800 hours to 0000 hours midnight, on all days.

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

17. Windows shall be kept closed between 19:00 hours and 07:00 hours whenever amplified sound is played within the commercial uses hereby permitted at above background levels.

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

18. No amplified sound or live music shall be played in, or directed towards the roof terrace or other open area at above background levels. Use of the roof terrace shall cease at 22.00 hours on all days except on Fridays and Saturdays when the use of the roof terrace shall cease at 23.00 hours.

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

19. Commercial deliveries to and collections from the building shall be carried out only between the hours of 0700 to 2300 on Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

20. Movement, sorting or removal of waste materials, recyclables or their containers in the open air shall be carried on only between the hours of 0700 to 2300 Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

21. 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, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered.

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

22. The commercial food use hereby permitted shall not commence unless a scheme for the installation of equipment to control the emission of fumes and odours from the premises is submitted for written approval by the Local Planning Authority. These details shall include:

- a) Plans showing the location of the fume extraction system including any external ducting and the termination outlet point.
- b) Acoustic emissions data.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the system's required cleaning and maintenance schedule.

The use shall not commence until the approved equipment has been installed and is fully operational and shall thereafter be installed, operated, retained and maintained in accordance with the approved details.

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

23. No gate or door shall, when open, project over the adjoining public highway.

Reason: In the interests of pedestrian safety.

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

Reason: To ensure satisfactory drainage arrangements.

Attention is Drawn to the Following Directives:

1. 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

2. 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

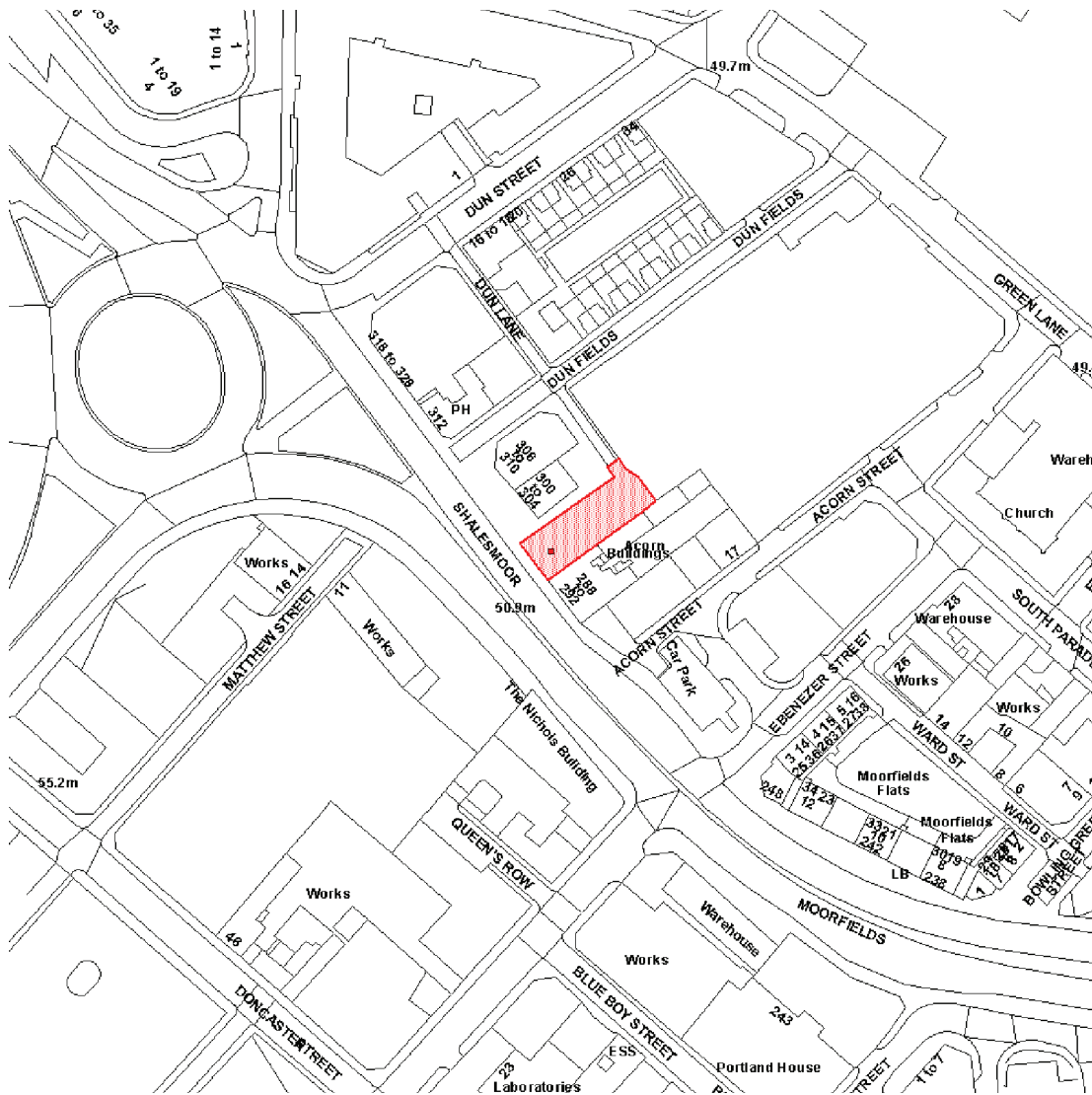
Please note failure to give the appropriate notice may lead to a fixed penalty notice being issued and any works on the highway being suspended.

3. By law, this development requires the allocation of official, registered address(es) by the Council's Street Naming and Numbering Officer. Please refer to the Street Naming and Numbering Guidelines and application forms on the Council website. For further help and advice please ring 0114 2736127 or email snn@sheffield.gov.uk. Please be aware that failure to apply for addresses at the commencement of the works will result in the refusal of statutory undertakers to lay/connect services, delays in finding the premises in the event of an emergency and legal difficulties when selling or letting the properties.
4. 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. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
6. Plant and equipment shall be designed to ensure that the total LAeq plant noise rating level (including any character correction for tonality or impulsive noise) does not exceed the LA90 background noise level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.
7. The applicant is advised that responsibility for the safe development and occupancy of the site rests with the developer. The Local Planning Authority has evaluated the risk assessment and remediation scheme on the basis of the information available to it, but there may be contamination within the land, which has not been discovered by the survey/assessment.
8. The applicant is advised that the signage indicated on the submitted drawings is not approved as part of this permission and will require separate Advertisement consent. To discuss arrangements for obtaining such consent, and to request application forms, the applicant should contact the Planning Service on Sheffield (0114) 2039183.
9. The applicant is advised that noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0730 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from SCC Environmental Protection Service, 2-10 Carbrook Hall Road, Sheffield, S9 2DB: Tel. (0114) 2734651, or by email at epsadmin@sheffield.gov.uk.

Site Location



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LOCATION AND PROPOSAL

The application site comprises of a vacant parcel of land on Shalesmoor, which is a busy dual carriageway and part of the City's Inner Ring Road strategic road system.

In terms of existing character, the site is rectangular in shape and measures approximately 0.04ha in site area. The site is surrounded by 2m high palisade security fencing (colour: black) and it is currently vacant having last been used for the sale of conservatories and sheds.

The site is situated within a mixed commercial and residential area and it is surrounded by a variety of existing land uses.

To the immediate north is a two storey building that is currently in commercial use occupied by South Yorkshire Security Solutions (SYSS). There is car parking to the rear and side of the premises.

To the immediate south is Acorn House, which is a three storey building including rear extensions along the shared boundary with the application site (blank elevation). The site is understood to currently comprises of a vacant shop unit at ground floor level, multiple occupation units at the upper levels, and a private bar/music space within the basement. It has a large rear yard with access from Acorn Street. Planning permission has recently been granted by the Council to convert the building into a mixed-use scheme comprising of a bar and residential development (see 'Relevant Planning History' below).

To the rear of the site (east) is a vacant site that was formerly the Williams Bros (Sheffield) Ltd industrial site which received planning permission for a mixed-use residential led development in 2006 (see 'Relevant Planning History' below). Finally, the land to the immediate west of the site is the Inner Ring Road and beyond this vacant land on Matthew Street and the Nichols Building.

It is proposed to redevelop the application site and erect a three storey building to be constructed from stacked shipping containers in order to create a mixed use development comprising of the following uses:

- Ground floor: Restaurant/bar use and associated outside terrace, kitchen, store, and toilet/changing facilities (Use Class A3/A4);
- First floor: Offices (Use Class B1);
- Second floor: Gym (Use Class D2) and Offices (Use Class B1); and
- Roof Level: Bar and associated outside terrace (Use Class A4).

RELEVANT PLANNING HISTORY

The planning history for the application site is limited to:

75/02495/FUL: Use of land for the display and sale of portable buildings - Granted Conditionally, 12.11.1975.

75/02511/FUL: Office and display and sale of portable buildings - Granted Conditionally, 22.10.1975

In addition, Members are advised that the following extant planning permissions relate to the adjacent sites:

- Acorn House 288 – 292 Shalesmoor (15/02087/FUL):

Alterations and extensions to shop unit and associated storage to form bar/restaurant and 13 residential units - Granted Conditionally, September 2015.

- Site of Williams Bros (Sheffield) Ltd, Green Lane, Acorn Street and Dun Fields (06/04904/FUL):

Part demolition and part retention and conversion of existing buildings and the construction of 3 x 4/5 storey linked blocks to provide 138 residential apartments and 658 square metres of office accommodation (Use Class B1) with associated landscaping and provision of 24 car parking spaces - Granted Conditionally, August 2007.

SUMMARY OF REPRESENTATIONS

The application has been advertised by site notice and neighbour notification letter. One letter of support has been received stating:

“As someone who is due to move into the local area later this year, this development excites me. I think the design is brilliant. It reminds me of something you might see in London's Shoreditch or Manchester's Northern Quarter.”

a) Land Use Issues

National Planning Policy Framework (NPPF)

The NPPF sets out the Government's planning policies for England and how they are to be applied. The key goal is the pursuit of sustainable development, which involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life.

It advises that weight should be given to the emerging land use allocations because the site's UDP allocation is based on an out-of-date planning policy. The NPPF is clear that "where the development plan is absent, silent or relevant policies are out-of-date, planning permission should be granted unless; any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or specific policies in this Framework indicate the development should be restricted."

Unitary Development Plan (UDP) & Core Strategy

The site lies within a General Industries Area without Special Industries in the UDP (1998).

UDP Policy IB5 (Development in General Industry Areas) states that the preferred uses are B2 and B8, and Policy IB9 (a) (Conditions on Development in Industry and Business Areas) states these preferred uses should remain dominant.

However, since the UDP was adopted, development in the area has taken a different direction. This is demonstrated by Core Strategy Policies CS6 (b) (Manufacturing and the City Centre – Transition Areas) and CS17 (j) (City Centre Quarters), which describe Kelham/Neepsend as a transition area where manufacturing uses are no longer appropriate but it is the focus for new jobs with the Inner Relief Road acting as a catalyst for redevelopment. The draft City Policies and Sites designated the site as a Business Area which promoted mixed uses schemes and, although this has limited weight, it is clear that the UDP designation has been superseded and is no longer appropriate.

Policy CS3 'Locations for Office Development' in the Core Strategy (2009) promotes the development of offices in accessible sites and highlights the important role that Supertram stops can play in achieving this, such as the Supertram stop near to the site. Furthermore, Core Strategy Policy CS4 'Offices in the City Centre' highlights the need for office developments to have active frontages and to create vibrant street scenes, and the inclusion of A3 and A4 uses in the proposal will help to achieve this.

The proposal is out of centre and includes A3 and A4 uses, which are main town centre uses (Annex 2 NPPF). The sequential approach applies to these and case law/appeal decisions clarify this. In this case we know of no City Centre site suitable for this type of construction as proposed. For leisure uses, including A3 and A4, the sequentially preferred area is within the City Centre boundary. The site is less than 300m from the City Centre so is edge of centre and is therefore in the next sequentially preferred location.

Overall the proposal is supported in principle from a planning policy point of view.

St. Vincent's Action Plan (2004 – 2014)

This document was drawn up to supplement and update planning policy for the St. Vincent's area prior to the completion of the Sheffield Development Framework.

Despite now being 1 year beyond its intended period of use, it is considered that its interim planning status remains more up-to-date than the UDP. The Action Plan promotes the area as 'New Business Area' where the preferred use should be business (B1) and acceptable uses include (amongst others) food and drink outlets (A3) and leisure and recreation facilities (D2). The rationale behind this is to help create an attractive mixed-use area and the regeneration of older industrial and commercial areas.

The proposal will regenerate an existing underused site and introduce uses onto it that are consistent with the Action Plan's requirements, which is considered to be acceptable.

Therefore, there is considered to be sufficient national and local policy justification (including emerging policy) as well as an action plan to support the mix of proposed uses at this site.

b) Design Issues

In terms of design, the NPPF promotes high quality and innovative design. UDP Policy BE5 (Building Design and Siting) expects good overall design and the use of high quality materials. Original architecture is encouraged, but new development should also complement the scale, form and architectural style of surrounding buildings. UDP Policy IB9 (c) (Conditions on Development in General Industry Areas) expects new development to be well designed with buildings of a scale and nature appropriate to the site. Core Strategy Policy CS 74 (Design Principles) reiterates the expectation of high quality design as well as recognising that new development should take advantage of and enhance the distinctive features of the city.

With regard to the historic setting, UDP Policy BE15 (Areas and Buildings of Special Architectural or Historic Interest) seeks to recognise the importance of Sheffield's heritage and states that development which would harm the character or appearance of Conservation Areas will not be permitted.

Proposed Layout

The application site has a limited frontage owing to its narrow width and is tightly constrained by development either side. The arrangement of the proposed development has, therefore, been heavily influenced by these characteristics. The new building will be positioned towards the front of the site and it will extend backwards towards the rear. The building has a rectangular shape with the narrowest elevations comprising the front and the rear elevations. The forward siting of the building will result in it having a back edge of footpath position, thus enhancing the building's presence in the Shalesmoor street scene. The intended location of the bar/restaurant on the ground floor frontage will create a new active frontage that does not currently exist along this section of Shalesmoor.

The rear of the site – accessed off Dun Fields/Dun Lane – will be characterised by service facilities, including two car parking spaces, cycle parking, and bin storage. The location of the facilities on this part of the site is considered to be acceptable; the location is discreet from public view and ensures that a suitable separation distance is retained between the proposed development and the future development site at the rear.

Pedestrian access into the building will be available via the front and rear elevations. On the front, it will require visitors to walk through the ground floor outside terrace that will be part of the proposed A3/A4 and at the rear the access will be via Dun Fields.

The proposed layout of the development is considered to be acceptable and will not be detrimental to the amenity of the site or surrounding land uses/buildings.

Proposed Architecture

The proposed development has a design that will create a unique building for Sheffield, although the concept has been utilised elsewhere. It will be a modern addition to the area and will principally utilise shipping containers of two different sizes stacked on top of each other to create the internal and external areas of the building. A number of the internal walls will be removed to create larger rooms and there are proposed to be generous window openings inserted in the north, east and west elevations in order to allow it to be functional for the variety of mixed uses intended.

In terms of material finish, the shipping containers will be constructed from steel and the submission indicates that the building is intended to have a predominantly dark grey colour finish with the exception of a container at ground floor level that will be painted bright yellow to highlight a ground floor kitchen area. The rooftop bar and central staircase/lift area will be surrounded by metal mesh material to help meet health and safety standards as well as allow views in to and out of the spaces. It is expected that the quality of this mesh material be high and as a consequence final approval of the details will be secured by condition.

Proposed Height and Scale

The application site sits alongside buildings that vary in height and scale. The building immediately adjacent to the south (288 – 292 Shalesmoor) is three storeys high and the buildings to the north are both two storeys high although they vary in height. Other buildings that provide the surrounding context to the site range between two and eight storeys high

The height of the new building will be three storeys and this will contain the proposed bar, offices and gym uses. The roof of the third storey is intended to be used as a fourth floor rooftop bar on the front portion of the building and on the rear there will be solar panels. The bar area will principally be an outdoor terrace area surrounded by protective fencing, thus increasing the building's height and mass at this point. There will be two small buildings inserted on the roof; including a small rectangular building with a glazed bi-fold doors that will open to create the bar serving area and a small toilet.

Access to all of the floors will be via a central access point – accessed from the front and rear of the building – that will rise to four storeys and include a staircase and lift facilities.

It is considered that the proposed height and scale of the building is acceptable and will sit comfortably alongside the adjacent and surrounding buildings.

Overall, it is acknowledged that this development will introduce a prominent and potentially eye-catching building because of its unusual design, position and use of

alternative materials. Whilst it is considered that this development should be regarded as an exception rather than the norm, it is considered that it is not unacceptable at this edge of centre location. The development is not excessive in size and it is a compact development containing a variety of uses. Furthermore, it will use a traditional industrial material/product in an innovative way to create a contemporary mixed-use building on a parcel of land that is currently redundant and adds no amenity or character to the area. It is hoped that this development alongside other recent permissions and completed development will help to improve the appearance of this part of Shalesmoor and add to the positive environment that is being created at Kelham Island and the nearby St. Vincent's Quarters.

In terms of the development's impact upon the adjacent historic setting, it is considered that it will not be unacceptable. There are no sensitive historic buildings within immediate proximity of the site and it is recognised that Kelham Island Conservation Area is evolving into an area where high quality contemporary architecture is celebrated (including the innovative use of materials) and modern buildings are being placed next to traditional buildings in order to create unique mixed use environment in a former industrial area.

Therefore, in light of the above, it is concluded that the proposed development is acceptable in terms of relevant UDP Policies BE5, BE15 and IB9, and Core Strategy Policies CS17 and CS74.

c) Sustainability Issues

Core Strategy Policy CS64 relates to 'Climate Change, Resources and Sustainable Design of Developments' and requires all new buildings to be energy efficient and to use resources sustainably. It also advises that all new significant developments (more than 500 square metres gross internal floorspace) should achieve a BREEAM rating of 'Very Good' (or equivalent) as a minimum.

It has been confirmed that the development will be designed to achieve a BREEAM 'Very Good'.

Policy CS 65 relates to 'Renewable Energy and Carbon Reduction' and requires new developments to provide 10% of their energy needs from decentralised and renewable or low carbon energy.

The proposed development includes renewable energy generation onsite from roof mounted solar panels and using this equipment the applicant states that the proposed scheme will provide a minimum of 10% of the buildings predicted energy needs from decentralised renewable energy.

From the evidence submitted, it is considered that the proposals will deliver significantly more than the minimum requirements of Core Strategy Policies CS 64 and CS 65.

d) Amenity Issues

UDP Policy IB9 (b) (Conditions on Development in Industry and Business Areas) states

that new development or change of use will be permitted provided that it would not cause residents or visitors in any hotel, hostel residential institution or housing to suffer from unacceptable living conditions. In this instance, there are residential properties situated close by on Dun Fields, above the Ship Inn and extant planning permissions for residential use on the site's situated to the South (Acorn House) and East.

Noise Issues

The proposed scheme comprises a mixture of uses which include A3, A4 and D2 planning uses, including open air elements at ground floor and roof level elements that are proposed to be used during daytime/night-time hours. The impact of the development on surrounding existing and proposed uses must, therefore, be addressed and the submission includes a Noise Assessment Report (the Report) to support the case.

The Report assumes that the proposed residential use has been adopted at the adjacent Acorn House and this is treated as the nearest noise sensitive receptor with regards to noise emissions from the development. As a consequence, the assessment and recommended scheme of sound attenuation and insulation measures have considered the amenity of occupiers of such a future change of use next door. In summary, the Report concludes that the proposed use will have a low impact on the adjacent use subject to recommendations in relation to glazing specification, wall construction and plant equipment in order to help minimise noise at the nearest sensitive receptor.

The Council's Environmental Protection Service (EPS) has considered the proposal and concludes that the unusual build may require some vigilance to ensure that breakout of noise is adequately mitigated. Whilst the site is in a noisy location, there are a variety of sensitive uses nearby. However, the noise report considers the potential for noise to affect occupiers of residential spaces in the adjacent (and abutting) Acorn House building, so the recommendations should be robust.

In light of the above the proposal is considered to be acceptable in noise amenity terms, subject to recommended conditions. These conditions include sound insulation and attenuation works, hours of operation, the control of amplified music, and the submission of details relating to the proposed fume and odour extraction equipment for the proposed commercial food kitchen at ground floor level.

Overlooking Issues

The proposed windows will predominantly be restricted to the front and rear elevations of the building. It is considered that the windows on the rear elevation will not compromise the amenity of the adjacent site to the east because of the distance to the shared boundary and the arrangement of the approved development beyond.

There will be five windows positioned on the north facing side elevation of the building, which overlooks the adjacent site, and the applicant has agreed to obscure glaze a number of these in order to ensure that the amenity of the adjacent site or any future proposal is not compromised.

For the reasons above, it is considered that the development will not have a detrimental

impact on the amenity of the area, in accordance with UDP Policy IB9.

e) Mobility Issues

UDP Policy BE7 (Design of Buildings Used by the Public) states that all buildings which are to be used by the public are expected to allow people with disabilities safe and easy access to the building and appropriate parking spaces.

The development includes ramped access into the building from the front and rear elevations of the building as well as a central lift access that is intended to provide access to each floor of the building (including roof level). Amendments have been made during the period of the application in order to increase the width of entrance doors and provide a disabled car parking space at the rear.

It is recommended that final details in relation to the proposed ramps and the size of the proposed lift should be conditioned in order to ensure the final gradients and sizes are acceptable and compliant. Subject to this condition, it is considered that the proposal is compliant with UDP Policy BE7.

f) Archaeology Issues

The South Yorkshire Archaeology Service (SYAS) advise that this is the site of the former Shales Moor Foundry and therefore there is the potential for historic features remaining underground.

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

The applicant has advised that the proposed development will not be subject to extensive excavations given the design of the building and no need for foundations. The current intent is to remove and replace the existing concrete slab and not excavate any further.

SYAS has confirmed that this is an acceptable approach because it will ensure that any archaeology of the Shales Moor Foundry will remain undisturbed. However, it is recommended that further details in relation to the proposed foundation design are required by condition in order to ensure that we retain control over what work is carried out on the site and so that we can ensure that any excavation does not go any deeper than currently proposed.

The proposal is concluded to be acceptable in terms of archaeology and UDP Policy BE22, subject to the recommended condition being applied to any decision.

g) Highway Issues

UDP Policy IB9 (Conditions on Development in Industry and Business Areas), part (f), states that new development or change of use will be permitted provided that it

would be adequately served by transport facilities and provide safe access to the highway network and appropriate off-street parking.

Core Strategy Policy CS53 (Management of Demand for Travel), part b., encourages the promotion of good quality public transport and routes for walking and cycling to broaden the choice of modes of travel.

The proposed off-street car parking provision is limited because of the site's restricted dimensions. There are only two spaces proposed at the rear of the building and one of these will be have a disabled allocation, which is welcomed. The proposed car parking is considered to be acceptable, the site is located in a sustainable edge of city centre location where there is no requirement to provide on-site car parking for a development of this nature.

Parking for eight bicycles is proposed and the design of the necessary covered shelter will be secured by a condition.

The commercial units within the building will have to be serviced via Dun Fields and Dun Lane because of the parking/loading restrictions on Shalesmoor. Given the scale of the development and the nature of the uses within it, it is considered that the servicing arrangements will be via this relatively restricted route. There is no other alternative means and the concern is not considered to be so significant to refuse the application and potentially restrict the redevelopment of the site.

In order to ensure satisfactory servicing arrangements occur and to ensure compatibility with the car parking arrangements of the adjacent building at No. 300 – 304 Shalesmoor, which also has parking via Dun Lane, it is recommended that a servicing management strategy be secured by condition to ensure that deliveries and bin management is conducted in the appropriate manner.

For the reasons above, it is considered that there will be no adverse highway issues resulting from this development and the application is considered to be in accordance with UDP Policy IB9 and Core Strategy Policy CS53, subject to recommended conditions.

h) Flood Risk Issues

Core Strategy Policy CS67 (Flood Risk Management) seeks to reduce the extent and impact of flooding.

The application site falls within Flood Zone 1, as defined on the Environment Agency's Strategic Flood Risk Map (SFRA), which means that it has a low risk of flooding. Therefore there are no significant concerns in relation to the extent and impact of flooding on the land and its impact on the development.

i) Community Infrastructure Levy (CIL)

Given the proposed use of the building, it is confirmed that CIL charges do not apply to this development.

SUMMARY AND RECOMMENDATION

The proposal will result in the welcome redevelopment of a vacant site to facilitate the creation of a contemporary building that will be constructed from shipping containers, which is unique for Sheffield. It will contain a mixture of uses that will be a positive addition to the local area. The proposed A3/A4/B1/D2 uses raise no land use concerns and they are considered to be compatible with the existing and proposed surrounding uses. Indeed, the amenity of existing and future residents is addressed in the supporting Acoustic Report and is it considered that they will be suitable protected by the addition of relevant conditions to prevent noise disturbance from the proposed new uses.

The proposals raise no detrimental concerns in relation to land use, amenity, sustainability, and highways. It is also considered that outstanding matters relating to the archaeology position at this site will be able to be addressed and resolved as part of this development.

Finally, the proposed design is very different and such a design has not previously been approved in Sheffield. Whilst the preference would always be to encourage a building using traditional and robust materials, it is noted that shipping containers have been used to create buildings elsewhere in the country and they can create interesting and contemporary developments when executed successfully. The site location is prominent on the Inner Ring Road but the application site is relatively small with a limited street frontage, as a consequence the proposed building is relatively compact and the proposed scale in-keeping with adjacent buildings.

Overall, it is considered that the proposed development, in design terms, will be a positive and interesting addition to the existing vacant site and it will not have a detrimental impact on the Kelham Island Conservation Area.

The proposals are considered to comply with the relevant policies in the NPPF, UDP and Core Strategy, and Members are therefore recommended to approve planning permission subject to the listed conditions.

Case Number	15/01781/LBC (Formerly PP-04180786)
Application Type	Listed Building Consent Application
Proposal	Alterations and extensions to building including two-storey front/side/rear extensions to create mixed use development comprising bar/cafe, office accommodation and 6 apartments with associated car parking and landscaping works
Location	W A Tyzack & Co Ltd Green Lane Works Green Lane Shalesmoor Sheffield S3 8SE
Date Received	18/05/2015
Team	City Centre and East
Applicant/Agent	CAL Architects
Recommendation	Grant Conditionally

Subject to:

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

14_014 L(pl)101 Rev b Proposed context plans;
14_014 L(pl)102 Rev d Proposed ground floor plan;
14_014 L(pl)103 Rev b Proposed first floor plan;
14_014 L(pl)104 Rev a Proposed second floor plan;
14_014 L(pl)106 Rev c Proposed south elevation, section AA;
14_014 L(pl)108 Rev b Proposed sections DD and EE all received on 24/9/2015

and
14_014 L(pl)109 Rev c Proposed north elevation, section FF and
14_014 L(pl)107 Rev d Proposed sections BB and CC received on
1/10/2015

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. No development, including any demolition and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for reporting the archaeological fieldwork carried out in 2009 in relation to permission 04/02017/FUL and a strategy for further archaeological investigation, and this has been approved in writing by the Local Planning Authority. The WSI shall include:-

- The programme and method for review of the 2009 site archives;
- The programme and method of further site investigation and recording;
- The requirement to seek preservation in situ of identified features of importance;
- The programme for post-investigation assessment of all phases of investigation;
- The provision to be made for analysis and reporting.
- The provision to be made for publication and dissemination of the results.
- The provision to be made for deposition of the archives created.
- Nomination of a competent person/persons or organisation to undertake the works.
- The timetable for completion of all site investigation and post-investigation works.

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

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

It is essential that this condition is complied with before any other works on site commence given that damage to archaeological remains is irreversible.

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

4. 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.

5. Before any works on the existing building commences a full Schedule of Repair Works, identifying all of the repair works inside and outside the building, including drawings and specifications, shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the works shall be carried out in accordance with the approved Schedule of Repair Works.

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

6. Large scale details at a minimum of 1:20 of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:-
 - Windows
 - Window reveals
 - Glass curtain walling
 - Doors
 - Eaves
 - Rainwater goods
 - Details of the abutments of the new structure with the listed buildingThereafter, the works shall be carried out in accordance with the approved details.

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

7. A sample panel of the proposed lime render and masonry brickwork shall be approved in writing by the Local Planning Authority before that part of the development commences.

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

Other Compliance Conditions

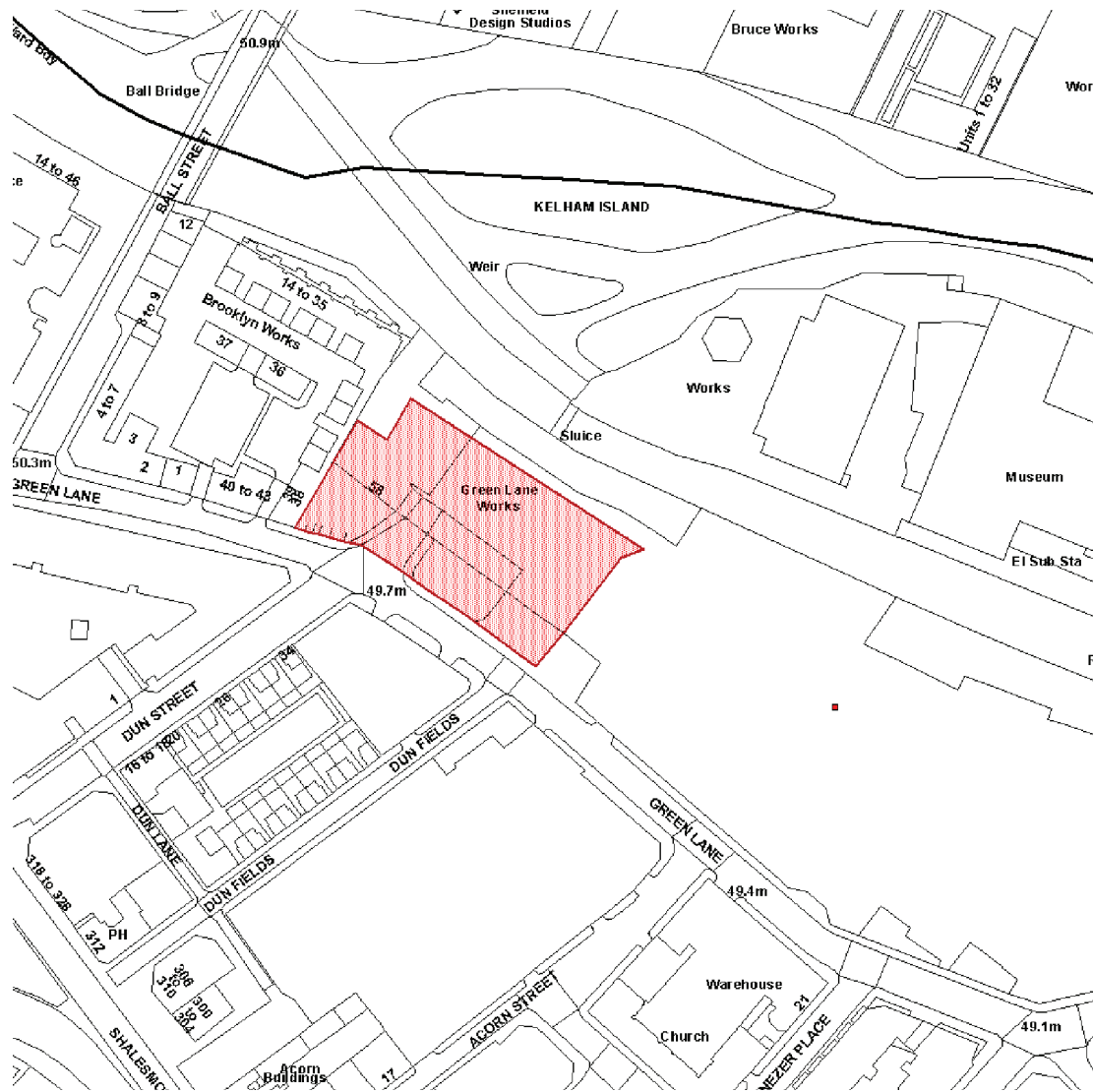
8. All the rainwater gutters, downpipes and external plumbing shall be of cast iron unless otherwise approved in writing by the Local Planning Authority.

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

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

Site Location



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LOCATION AND PROPOSAL

The application site is located on the northern side of Green Lane, opposite the junctions with Dun Street and Dunfields. It comprises of the front range of Green Lane Works, which includes the grade II* listed entrance building.

Green Lane Works was established in 1795 by the firm of Hoole and company, manufacturers of ornamental stove grates and fireplaces. The company's successes led to the rebuilding of the Works in 1860 by the then proprietor Henry Hoole, including the construction of a decorative entrance arch onto Green Lane. The three storey building, finished in ashlar, stucco and brick, incorporates a tripartite triumphal arch, clock tower and bronze relief panels of Industry and Art.

They continued to make stove grates at Green Lane Works until 1930. From 1940 to 1948 it produced files as part of the Ibbotson Brothers group, and in April 1948 the works were purchased by W.A. Tyzack who produced agricultural tools and parts for farm machinery. Green Lane Works is situated in the centre of the Kelham Island Conservation Area.

To the west the site adjoins the grade II listed Brooklyn Works, home of former steel, saw and file manufacturers Alfred Beckett and Sons, which was converted into residential accommodation in the 1990s.

Separating the site from the River Don and Kelham Goit is the northern unlisted range of Green Lane Works, while the largely residential mixed use development known as Little Kelham is under construction on land to the east.

To the south, on the opposite side of Green Lane, is the site of Cornish Steel Works which benefits from an extant consent for the erection of a 4 storey apartment building with a ground floor office and coffee shop (11/03950/REM refers).

As part of CITU's Little Kelham development, planning permission and listed building consent are now sought for alterations and extensions to the southern range of Green Lane Works. The proposals include two storey extensions to the front and side of the building to create a ground floor bar/café and office accommodation, plus 6 apartments over.

RELEVANT PLANNING HISTORY

14/04300/FUL	In May 2015, a Section 73 application was granted to vary conditions 9, 16, 20 (i and ii), (to allow phasing of highway improvement works); 14, (to allow an extension of the time in which details are to be submitted for the Zonal Walkway); 39 (to allow an extension of time for public art details to be submitted), and removal of condition 48 (stating no resident shall obtain a parking
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permit) as imposed by planning permission
12/03390/FUL.

- 14/03544/FUL An application for the replacement of boundary wall at Little Kelham was approved in November 2014.
- 13/01191/NMA An application for Gateway building to allow enlargement of two window openings, slate roof, black aluminium rainwater goods, removal of existing render, and exposed brickwork to be made good (Amendments to planning permission no. 12/01401/FUL) was approved in April 2013.
- 12/03390/FUL A Section 73 application to update phasing and allow rewording of conditions 3, 9, 20, 21, 27, 28, 29 and 30 as imposed by planning permission 12/01401/FUL was approved in January 2013.
- 12/01401/FUL In August 2012 planning permission was granted for the development of land and buildings to provide 107 residential units, conversion of Eagle Works to form shop/restaurant (use class A1/A3) and creative arts space (use class B1), conversion of gateway building to provide shop/restaurant (use class A1/A3), erection of 5 storey building for use as energy centre with office spaces above (use class B1) and laying out of associated car parking, access roads and landscaping.
- 04/02017/FUL An application for the demolition of 20th century two storey factory units, alterations/conversion of retained 19th century buildings and the erection of 2/3/4 and 5 storey buildings to provide 310 no. 1 and 2 bedroomed apartments with basement car parking was approved in March 2005.

SUMMARY OF REPRESENTATIONS

Two representations were received in relation to the proposed development, raising the following concerns:-

- I live in Brooklyn works directly adjacent to this development. In the 3d drawings it is apparent that the balconies of the flats will run right up to the walls at the back of mine and others apartments. What noise analysis has been undertaken to determine if this will be an issue?

There is already noise coming through from these works which have as yet not got planning permission

- Both mine and my neighbour below will have terraces running to our back walls. There will be no protection from what will be a very well used feature I imagine. This wall could be drilled into, used as a wall to throw a ball at or worse. I would request consideration is given to building an extra protective wall with noise insulation
- Although I support the restoration of this Grade II* Listed Building, I agree that the materials palette should match this area's existing materials and that the proposed development maintains and enhances the Kelham Island Conservation Area.

Historic England

In their initial comments, Historic England welcomed in principle the proposal to convert and refurbish this significant building at risk and they noted that that a number of two storey buildings historically adjoined the south west elevation fronting Green Lane to form a south west range. While they state that the form, footprint and alignment of the proposals fronting Green Lane differs significantly from the historic structures, now demolished, they have no objection to the extension of the principal range nor to the contemporary design. However, they requested that further consideration be given to the relationship of these extensions with the landmark grade II* listed building in order to enhance and maintain the status of the gateway.

Historic England advised that a consistent architectural vocabulary be used on both wing extensions, with an emphasis on solid rather than glazed elevations, and queried the palette of materials, suggesting that the greater use of brick would preserve the historic integrity of the area. They also commented that the colour of the proposed render should match the colour of the existing stonework.

Following the submission of amended plans, Historic England note that a number of amendments have been made to the scheme in line with their previous comments. These include the replacement of the proposed stone cladding on the south elevation with black brick; all new render will be undertaken in lime render; reconfiguration of fenestration on the north elevation to retain the rhythm of the facade and new apartment's entrance on the north elevation.

They previously advised that a consistent architectural vocabulary should be sought on both wing extensions on the south elevation with an emphasis on solid rather than glazed elevations and they note that the amended scheme has not sought to address this. They remain concerned about the proposed use of glazing on the left hand side extension which will serve a number of apartments on the upper floors and note that it is not clear from the submitted drawings what the interface will be between the clock tower and glazed extension nor how the remaining building will be supported with the substantial removal of the north elevation.

Historic England do not object to the proposals but recommend that further consideration be given to the design to achieve a greater use of brick on each wing

extension and that details should also be sought to ensure the structural stability of the clock tower and a greater retention of the existing north elevation if possible.

They advise that all alternative options be explored in order to minimise the conflict between the conservation of the listed building and these aspect of the proposals. Where we consider there is a clear and convincing justification for this harm, the public benefit of bringing the building back into use needs to be assessed, along with other wider public benefits, to ensure they will outweigh the harm caused. If we are minded to grant consent for the proposals, they suggest obtaining further details of the proposed materials, the proposed single storey apartment entrance and the protection and support of the remaining structure to ensure the stability and finish is appropriate to the listed building and Conservation Area.

The Sheffield Conservation Advisory Group considered the proposals at their meeting on 21st July 2015. The Group felt that there was no objection to the principle of development at the site, but the method was key in view of the potential effect on the gateway building, a building of exceptional quality and importance to the area and the City. The Group considered that there was a lack of integrated design and no integration with the landscape and the right hand extension building, which does not follow the line of Green Lane and competes with the gateway rather than complementing it. The Group considered that the Clock Tower was highly charged and that something of that language should be incorporated in the development, to acknowledge the gateway. The also felt that the use of brick rather than stone should be considered. The Group considered that there was a historical basis to extensions on the site, but that the development should repeat the layout of the 1850s map.

In addition, comments were received from The Victorian Society following a meeting of its Northern Buildings Committee. They also are supportive of the principle of a scheme that proposes the conservation and reuse of this extremely important building. However, they consider that the scheme presently proposed would cause a degree of harm that is both unjustified and unnecessary.

The Society note that Nikolaus Pevsner considered the gateway of the Green Lane Works to be "*the most spectacular survival of factory architecture*" in Sheffield and that, for a city that relied heavily on industry, and which still boasts a good many fine examples of its industrial heritage, this is high praise indeed. The central gateway and clock tower are listed Grade II*, reflective of their particular significance. The range is also one of the most important buildings in the Kelham Island Industrial Conservation Area, one characterised by its nineteenth-century industrial buildings.

The Society accept the principle of converting the building to the uses proposed, and we are content with the principle of new additions either side of the gateway, where structures once existed, extending from the plain walls of the main range towards Green Lane. Nonetheless, they have certain reservations with the proposal. While a contemporary idiom for the extensions is acceptable, they consider the strong contrast and lack of consistency between the two extensions to

be jarring and aesthetically incongruous, and would be harmful to the setting of the listed building.

They also strongly recommend that brick is adopted as a primary material. Brick is very much the prevailing building material in the Conservation Area; and they consider that its adoption here would therefore be appropriate and it would assist in weaving the new development into the fabric of its predominantly nineteenth-century setting.

The Society felt that the proposed interventions to the north-eastern elevation were more problematic, particularly the new fenestration, which would be jarring and unsuitable in what is a far more coherent and characterful historic elevation. They therefore object to this aspect of the proposals and suggest that this elevation should be conserved and restored in a scholarly fashion and the striking contemporary fenestration omitted. They advise that the painting over of historic brickwork would also be harmful and should be avoided.

The Society confirms that, should the scheme be amended in accordance with their advice, then it is one they would be happy to support. In its present form, however, the proposed works would be detrimental to the setting of the listed building and to the character and appearance of the Conservation Area in which it is located.

Finally, the Council for British Archaeology (CBA) was consulted in relation to the application for listed building consent. They initially commented on the inadequacy of the application in heritage terms and queried whether the significance of the asset (the grade II* listed works) was fully understood by the applicant.

Following the meeting of their Casework Panel, the CBA submitted a more detailed response in which they confirmed their support for the principle of regeneration in the Kelham Island area and of Green Lane Works itself, a building they consider was designed with a public facing persona and a façade which borrows from classical architecture. However, they considered the proposals (as originally submitted) to be poorly designed and re-iterated that there is not enough information to fully assess the proposed conversion and restoration works.

Specifically, the CBA considers there to be a lack of consideration of heritage in the design of the new extensions, and no information on the conservation or conversion works. They consider that the design of the new extensions should draw upon the heritage of the building and area and that a conservation accredited architect should be responsible for the conversion and restoration the listed building.

The CBA refers to Planning Practice Guidance (para. 032) which states that 'Design and Access Statements accompanying applications for listed building consent must include an explanation of the design principles and concepts that have been applied to the proposed works, and how they have taken account of:-

- The special architectural or historic importance of the building.

- The particular physical features of the building that justify its designation as a listed building; and
- The building's setting.

The CBA notes that the Design and Access Statement for a listed building should be proportionate to the asset's importance and to the scale of the proposals and that, in this instance, we are dealing with a grade II* listed building, within the top eight percent of all listed buildings, and within one of the first industrial conservation areas to be designated.

They advise that the application should not progress without a proper Heritage Statement and that problems may have arisen from the lack of involvement of a conservation accredited architect.

PLANNING ASSESSMENT

Land Use and the Sequential Test

The site is located within the Kelham Mixed Use Area as defined in the Unitary Development Plan (UDP). Policy MU9 (Kelham Mixed Use Area) describes open space, business (B1), housing (C3) and leisure and recreation facilities (D2) as the preferred uses of land, whilst food and drink uses are considered to be acceptable. Policy MU11 (Conditions on Development in Mixed Use Areas) requires, amongst other things, that no single use is dominant.

This general approach was retained in Core Strategy policy CS17 (City Centre Quarters) (j) which identifies Kelham and Neepsend as a focus for new riverside housing and jobs. Similarly policy CS27 (Housing in the City Centre) promotes City Centre living in the Kelham area as part of a mix of uses.

A bar/café of about 200 square metres is proposed as part of the development, an acceptable use in principle as defined by policy MU9. Cafes are main town centre uses, as described at Annex 2 of the National Planning Policy Framework (NPPF) and, as such, are required to comply with the sequential approach. As the proposed bar/café would add to the vitality of the area, and in order to do so could not be located elsewhere, it is considered to be acceptable under the sequential approach.

The proposals are therefore considered to be acceptable in land use terms.

Design and Heritage

The application site lies in the heart of the Kelham Island Conservation Area. Policy BE16 of the UDP (Development in Conservation Areas) expects new development to preserve or enhance the character or appearance of the conservation area, it supports the retention of buildings which make a positive contribution to the character or appearance of the area, and it encourages the redevelopment of sites which detract from the conservation area where it would enhance the character or appearance of the area.

The development also involves alterations and extensions to a grade II* listed building. Policy BE19 of the UDP (Development Affecting Listed Buildings) expects proposals for internal or external alterations, which would affect the special interest of a listed building, to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest. Proposals for change of use are also expected to preserve the character of the building.

The National Planning Policy Framework (NPPF) states that, in determining planning applications involving a heritage asset, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness (para.131).

It also advises that great weight should be given to the asset's conservation. That the more important the asset, the greater the weight should be, and that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings, should be wholly exceptional (para.132).

More generally, policy MU11 (Conditions on Development in Mixed Use Areas) requires new development to be well designed, of a scale and nature appropriate to the site.

The grade II* listed Green Lane Works is currently identified as a Building at Risk and so, in principle, its redevelopment is strongly supported. The condition of the listed clock tower has deteriorated over recent years and although works to stabilise the structure have taken place, securing a longer term solution involving the building's reuse has long been the aim of Conservation Officers.

The proposals, which have been amended following consultation with Historic England, involve the erection of two storey extensions to the building's south facing front elevation, projecting forward of the existing building range either side of the entrance arch. The south facing walls of the existing range are not original and both have been over-clad in a low quality brick. Historic evidence also demonstrates that the remaining building range originally sat behind other buildings that fronted onto Green Lane. Thus, the principle of extending to the south is considered to be acceptable and such extensions will not, in principle, harm the significance of this grade II* listed heritage asset.

The clock tower, the buildings either side, and the central cart entrance into Green Lane Works generate a symmetrical composition. The extensions, as proposed, break from this symmetry due to their staggered facades, varied parapet heights and the differences in external treatment. It is likely that previous additions also

impacted on this symmetry and, as the proposed extensions sit well below the eaves of the original three storey building and will contrast against its proposed lime render finish, it is felt that the listed building range will maintain a strong visual presence along Green Lane, helping to maintain its significance as a gateway and its standing within the conservation area more generally.

The extension at the western end of the building, which butts up against the rendered side wall of the grade II listed Brooklyn Works, projects approximately 3.6 metres beyond the existing south facing elevation of Green Lane Works. It is clad with glazed curtain walling and forms part of the bar/café at ground floor level, additions to the apartments proposed at first floor level and two terraces serving the living accommodation at second floor level. The glazed finish of the extension, which could appear lightweight compared to the robust and solid forms of the area's historic industrial buildings – and which remains a concern for Historic England – runs parallel to the existing façade of Green Lane Works and spills out onto a large, south facing external seating area. In many ways, the relatively small scale and transparency of this extension helps to maintain the visual prominence of the existing building and, arguably, also lessens its impact on Brooklyn Works, though the latter is generally protected from any significant visual affect by being set so far forward of Green Lane Works, adjacent the back edge of the footway.

The extension at the eastern end of the building forms office accommodation at ground and first floor levels with an apartment over. It wraps around the existing wing and projects to the north, once again partially enclosing the rear courtyard. This addition was originally clad in large format stone panels to the front and fibre cement panels to the side. However, Historic England felt that the use of stone in this context was not entirely in-keeping with the character of the Kelham Island Conservation Area and so the stone has been replaced with black brick, which reinforces local character and also reflects the materials being used to clad the housing under construction on the adjoining site.

Changes have also been made to the rear, courtyard facing elevation of the Works building on the advice of Historic England. Whereas previously a small number of modern openings had been introduced, these have been omitted in favour of more traditional, rhythmic fenestration. Existing windows are to be retained and refurbished and the render made good where possible. Where new render is required, a lime render will be used to match that proposed on the front elevation. The slate roofs of the existing buildings are to be retained and repaired. The roof to the new east wing will incorporate areas of sedum planting.

The proposed extensions to Green Lane Works are reminiscent of earlier additions and, while they are very much contemporary in appearance – with clean lines and large, simple, well defined openings – they are considered to sit relatively happily alongside the grade II* listed Green Lane Works building which, as a result of the proposals, will become a centrepiece of the Little Kelham development and, importantly, maintain its historic role as the entrance to a larger complex.

The proposed development also secures the long term future of this important Building at Risk, which was unsympathetically altered (probably during the 1980s). The Works have been vacant for well over a decade and their condition is

understood to have deteriorated in recent years. Under this scheme, original features of the listed building will be preserved and repaired and, as such, it is felt that the special interest of the listed building will not be compromised. A full schedule of works to the listed building will be required by condition.

It is considered that these substantial benefits outweigh any perceived harm to the significance or setting of either the grade II* listed Green Lane Works or its grade II listed neighbour, though it is generally argued that such harm, if any, will be negligible. Moreover, following the changes recommended by Historic England, it is considered that the proposed development will have a positive impact on the wider character and appearance of the Kelham Island Conservation Area.

Residential Amenity

The proposed mix of uses are considered to be acceptable, desirable even, yet issues can arise between neighbouring residential and commercial activities, particularly in the case of bars and restaurants. Policy MU11 (Conditions on Development in Mixed Use Areas) states that new development must not harm the living conditions of people living nearby and so a series of conditions are proposed in order to protect the amenities of both the proposed and existing residents. These conditions include the installation of a scheme of sound attenuation to the proposed apartments in order to achieve satisfactory internal noise levels, as well as a scheme of sound attenuation to the commercial units in order to restrict noise breakout to all adjoining residential accommodation, including neighbouring Brooklyn Works.

In addition, given the proximity of the proposed bar to residential accommodation, hours of use will be limited to between 0800 hours and 2300 hours Monday to Saturday and between 0900 hours and 2200 hours on Sundays and Public Holidays, with further restrictions on use of the proposed outdoor seating area (up until 2200 hours on any day).

The proposed development forms a part of a high density urban housing scheme where suburban levels of separation cannot be expected. Nevertheless, due to the layout of the existing building and proposed extensions, it is considered that good levels of privacy will be maintained.

Archaeology

Much of the required archaeological investigations for this site, including some below ground excavations, were undertaken under a previous consent (04/02017/FUL). However, there were a number of outstanding fieldwork issues in relation to those investigations which the applicant agreed to complete as part of the current submission. These relate to:-

- the completion of the excavation of an agreed area adjacent Green Lane Works, commenced by ARCUS in 2009, and the completion of all necessary post-excavation and reporting works;
- the completion of the building recording programme (by undertaking a watching brief on any works to the buildings), commenced by ARCUS in

2009, and the completion of all necessary reporting works for buildings 1-5 (as numbered by ARCUS).

We had requested that these issues be addressed in the Heritage Statement and, to assist with this process, provided the applicant with contact details for the Department of Archaeology at the University of Sheffield in order that they could arrange access to the archive material from the 2009 ARCUS fieldwork.

Whilst this information did not form part of the Heritage Statement, two draft Written Schemes of Investigation (WSIs) have been submitted by Elmet Archaeological Services Ltd. These documents, for completion of the area of excavation and building recording, are acceptable in principle but need further refining. Therefore a condition is proposed to secure the necessary archaeological works.

Sustainability

Policy CS64 of the Core Strategy (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings to be energy efficient and to use resources sustainably whilst policy CS 65 (Renewable Energy and Carbon Reduction) expects new developments to provide 10% of their energy needs from decentralised and renewable or low carbon energy.

Green Lane Works forms part of Phase II of the Little Kelham development, a low carbon predominantly residential mixed use development currently under construction on the adjoining site. Residents of the proposed Green Lane Works apartments will benefit from the already established site-wide energy strategy, which includes the on-site generation of electricity from photovoltaic panels (PVs) installed on the roofs of Phase 1's Garden Houses. It is not considered appropriate to install PVs on the roof of Green Lane Works.

The Sustainability Statement submitted with this application states that the new build elements of the scheme are designed to flood the building with natural light, optimising passive solar gain and reducing reliance on artificial lighting, and that construction materials will be selected with regard to their thermal performance, air tightness and energy efficiency, including their carbon footprint. The statement notes that the ventilation strategy will be modelled during the detailed design phase, with the aim of maximising the use of natural ventilation whilst reducing the potential for overheating in the summer. Options for the collection and re-use of rainwater will also be explored.

As with Phase I, the requirement for space heating will be minimised through a fabric first approach (i.e. properties will be super-insulated where possible). Consideration is being given to the use of biomass or electric air source heating to fulfil any residual heating requirements.

Flood Risk

The proposed development will only meet the requirements of the National Planning Policy Framework if the following measures as detailed in the Flood Risk

Assessment & Proposed floor plans submitted with this application are implemented and secured by way of a planning condition on any planning permission.

Bats

As bats have been recorded near Kelham Goit and roosts have been found nearby, a bat scoping survey was requested. The applicant's consultants undertook a dusk emergence survey and found no evidence of roosting bats, though a common pipistrelle was observed around the scaffolding present alongside the clock tower. It is likely that a condition will be proposed requiring the mitigation measures proposed by the consultant to be reserved by condition. This will be resolved prior to the committee meeting.

Highways

The proposals do not raise any significant highway concerns but were amended to include sufficient and secure cycle parking accommodation. In addition, a condition is proposed requiring the re-instatement of the adjoining footway in Primary Palette materials as defined in the Urban Design Compendium for Sheffield.

SUMMARY AND RECOMMENDATION

Planning permission and listed building consent are sought for alterations and extensions to the southern range of the grade II* listed Green Lane Works, including two storey extensions to the front and side of the building to create a ground floor bar/café and office accommodation, with 6 apartments over. This range of uses is considered to accord with the requirements of both the UDP and the Core Strategy

The proposed development secures the long term future of the grade II* listed Building at Risk, preserves and repairs original features of the listed building where possible and maintains the clock tower and archway's historic role as the entrance to a larger complex and the centrepiece of the Little Kelham development. These are substantial benefits and, while it is argued that the proposed alterations and additions cause no harm to the significance of the previously altered heritage asset (and other assets including Brooklyn Works and the wider conservation area), the benefits are considered to outweigh any perceived harm.

Conditions are proposed to protect residential amenities and in order to secure the outstanding archaeological works.

Members are therefore recommended to grant planning permission and listed building consent, subject to the proposed conditions.

Case Number	15/01780/FUL (Formerly PP-04180786)
Application Type	Full Planning Application
Proposal	Alterations and extensions to building including two-storey front/side/rear extensions to create mixed use development comprising bar/cafe, office accommodation and 6 apartments with associated car parking and landscaping works
Location	W A Tyzack & Co Ltd Green Lane Works Green Lane Shalesmoor Sheffield S3 8SE
Date Received	18/05/2015
Team	City Centre and East
Applicant/Agent	CAL Architects
Recommendation	Grant Conditionally

Subject to:

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

14_014 L(pl)101 Rev b Proposed context plans;
14_014 L(pl)102 Rev d Proposed ground floor plan;
14_014 L(pl)103 Rev b Proposed first floor plan;
14_014 L(pl)104 Rev a Proposed second floor plan;
14_014 L(pl)106 Rev c Proposed south elevation, section AA;
14_014 L(pl)108 Rev b Proposed sections DD and EE all received on 24/9/2015

And

14_014 L(pl)109 Rev c Proposed north elevation, section FF and
14_014 L(pl)107 Rev d Proposed sections BB and CC received on
1/10/2015

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. No development, including any demolition and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for reporting the archaeological fieldwork carried out in 2009 in relation to permission 04/02017/FUL and a strategy for further archaeological investigation, and this has been approved in writing by the Local Planning Authority.

The WSI shall include:

- The programme and method for review of the 2009 site archives
- The programme and method of further site investigation and recording
- The requirement to seek preservation in situ of identified features of importance
- The programme for post-investigation assessment of all phases of investigation
- The provision to be made for analysis and reporting
- The provision to be made for publication and dissemination of the results
- The provision to be made for deposition of the archives created
- Nomination of a competent person/persons or organisation to undertake the works
- The timetable for completion of all site investigation and post-investigation works

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

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

It is essential that this condition is complied with before any other works on site commence given that damage to archaeological remains is irreversible.

4. 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 protecting the free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

5. 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 and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

6. 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.

7. 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 and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

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

8. 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.

9. Before any works on the existing building commences a full Schedule of Repair Works, identifying all of the repair works inside and outside the building, including drawings and specifications, shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the works shall be carried out in accordance with the approved Schedule of Repair Works.

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

10. Large scale details at a minimum of 1:20 of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:-

- Windows
- Window reveals
- Glass curtain walling
- Doors
- Eaves
- Rainwater goods
- Details of the abutments of the new structure with the listed building

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

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

11. A sample panel of the proposed lime render and masonry brickwork shall be approved in writing by the Local Planning Authority before that part of the development commences.

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

12. 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 an alternative timeframe to be agreed in writing by the Local Planning Authority.

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

13. The proposed green roof shall be provided in accordance with locations shown on the approved plans. Details of the specification and maintenance regime shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant phase of the development commencing on site. The green roof shall be provided prior to the use of the building commencing unless otherwise approved. The plants shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

Reason: In the interests of sustainable development.

14. Before the development is commenced, and unless otherwise agreed in writing, proposals to infiltrate water will require evidence of percolation test results to BRE 365 standard, water table depth and calculations to demonstrate infiltration design to be submitted to and approved by the local planning authority. Evidence shall also be provided for consideration of appropriate risks, including contamination, ground instability, reissuing of infiltrated water and the orientation of the underlying strata.

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

15. 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, in Primary Palette materials as defined in the Urban Design Compendium, before the development is brought into use.

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

16. The development shall not be used unless the cycle parking accommodation for 24 cycles as shown on the approved plans has been provided in accordance with those plans and, thereafter, such cycle parking accommodation shall be retained.

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

17. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been installed and thereafter retained. Such scheme of works shall:-
 - a) Be based on the findings of an approved noise survey of the application site, including an approved method statement for the noise survey.
 - b) Be capable of achieving the following noise levels.
Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours); Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours);
Bedrooms: LAFmax - 45dB (2300 to 0700 hours).
 - c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

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

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

18. Before the use of the development is commenced, Validation Testing of the sound attenuation works shall have been carried out and the results submitted to and approved by the Local Planning Authority. Such Validation Testing shall:-
- a) Be carried out in accordance with an approved method statement.
 - b) Demonstrate that the specified noise levels have been achieved. In the event that the specified noise levels have not been achieved then, notwithstanding the sound attenuation works thus far approved, a further scheme of sound attenuation works capable of achieving the specified noise levels and recommended by an acoustic consultant shall be submitted to and approved by the Local Planning Authority before the use of the development is commenced. Such further scheme of works shall be installed as approved in writing by the Local Planning Authority before the use is commenced and shall thereafter be retained.

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

19. Before the commercial use(s) hereby permitted commence, a scheme of sound attenuation works shall have been installed and thereafter retained. Such a 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.
 - b) Be capable of restricting noise breakout from the commercial use(s) to the street to levels not exceeding the prevailing ambient noise level when measured:
 - (i) as a 15 minute LAeq, and;
 - (ii) at any one third octave band centre frequency as a 15 minute LZeq.
 - c) Be capable of restricting noise breakout from the commercial use(s) to all adjoining residential accommodation to levels complying with the following:
 - (i) Bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours);
 - (ii) Living Rooms & Bedrooms: Noise Rating Curve NR30 (0700 to 2300 hours);
 - (iii) Bedrooms: LAFmax 45dB (2300 to 0700 hours).

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.

[Noise Rating Curves should be measured as an LZeq at octave band centre frequencies 31.5 Hz to 8 kHz.]

Reason: In the interests of the amenities of the locality and of the residential occupiers of the building.

20. Prior to the installation of any commercial kitchen fume extraction system full details, including a scheme of works to protect the occupiers of adjacent

dwelling from odour and noise, shall first have been submitted to and approved in writing by the Local Planning Authority. These details shall include:-

- a) Plans showing the location and termination of the fume extraction system and flue, including a low resistance cowl.
- b) Acoustic emissions data.
- c) Details of any filters or other odour abatement equipment.
- d) Details of the system's required cleaning and maintenance schedule.
- e) Details of a scheme of works to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building.

The approved equipment shall then be installed, operated, retained and maintained in accordance with the approved details.

Reason: In the interests of the amenities of the locality and of the residential occupiers of the building.

21. 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, including acoustic emissions data, have first been submitted to and approved in writing by the Local Planning Authority. Once installed such plant or equipment shall not be altered.

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

22. Notwithstanding the submitted plans, no development shall commence until full details of all external illumination within the site boundary have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the lighting shall be installed in accordance with the approved details prior to the occupation of each phase of the development.

Reason: In the interests of the amenities of the locality, pedestrian and vehicle safety.

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.

Other Compliance Conditions

24. All the rainwater gutters, downpipes and external plumbing shall be of cast iron unless otherwise approved in writing by the Local Planning Authority.

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

25. 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.

26. The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) compiled by iD Civils Design Ltd - Report: 3682/FRA1 (dated June 2012) and the Proposed floor plans produced by calarchitects (dated May 2015) and the following mitigation measures detailed within the FRA:-

1. Finished floor levels are set no lower than 49.85m above Ordnance Datum (AOD).
2. No residential development on the ground floor. 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 reduce the risk of flooding to the proposed development and future occupants.

27. Units within the A3/A4 use classes shall only be used for such purpose between 0800 hours and 2300 hours Monday to Saturday and between 0900 hours and 2200 hours on Sundays and Public Holidays.

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

28. The outdoor seating area hereby approved shall only be used between 0900 hours and 2200 hours on any day.

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

29. Commercial deliveries to and collections from the building shall be carried out only between the hours of 0700 to 2300 on Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

30. Movement, sorting or removal of waste materials, recyclables or their containers in the open air shall be carried on only between the hours of 0700 to 2300 Mondays to Saturdays and between the hours of 0900 to 2300 on Sundays and Public Holidays.

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

Attention is Drawn to the Following Directives:

1. 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

2. 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

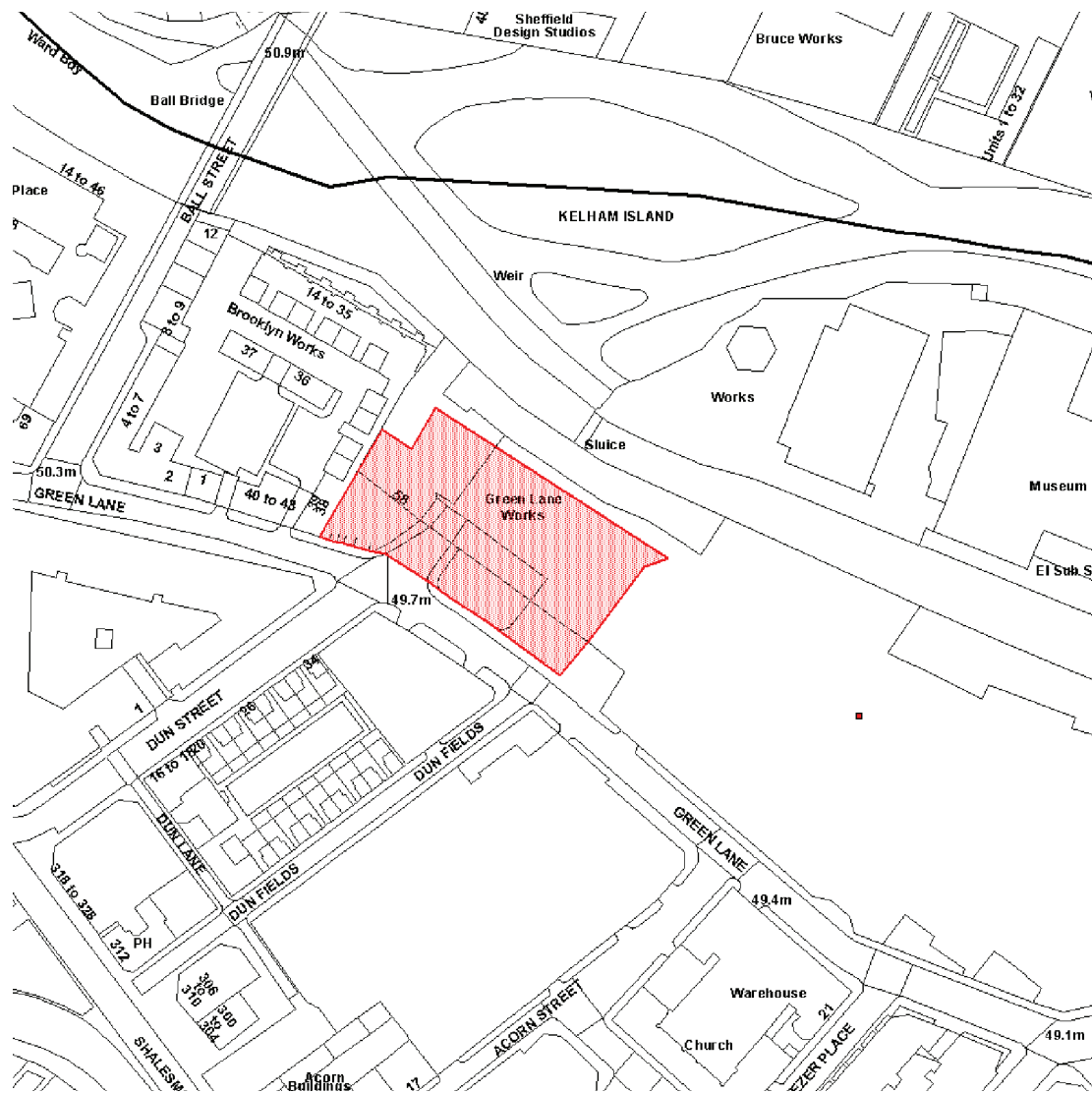
S9 2DB

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.

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 dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

Site Location



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LOCATION AND PROPOSAL

The application site is located on the northern side of Green Lane, opposite the junctions with Dun Street and Dunfields. It comprises of the front range of Green Lane Works, which includes the grade II* listed entrance building.

Green Lane Works was established in 1795 by the firm of Hoole and Company, manufacturers of ornamental stove grates and fireplaces. The company's successes led to the rebuilding of the Works in 1860 by the then proprietor Henry Hoole, including the construction of a decorative entrance arch onto Green Lane. The three storey building, finished in ashlar, stucco and brick, incorporates a tripartite triumphal arch, clock tower and bronze relief panels of Industry and Art.

They continued to make stove grates at Green Lane Works until 1930. From 1940 to 1948 it produced files as part of the Ibbotson Brothers group, and in April 1948 the works were purchased by W.A. Tyzack who produced agricultural tools and parts for farm machinery. Green Lane Works is situated in the centre of the Kelham Island Conservation Area.

To the west the site adjoins the grade II listed Brooklyn Works, home of former steel, saw and file manufacturers Alfred Beckett and Sons, which was converted into residential accommodation in the 1990s.

Separating the site from the River Don and Kelham Goit is the northern unlisted range of Green Lane Works, while the largely residential mixed use development known as Little Kelham is under construction on land to the east.

To the south, on the opposite side of Green Lane, is the site of Cornish Steel Works which benefits from an extant consent for the erection of a 4 storey apartment building with a ground floor office and coffee shop (11/03950/REM refers).

As part of CITU's Little Kelham development, planning permission and listed building consent are now sought for alterations and extensions to the southern range of Green Lane Works. The proposals include two storey extensions to the front and side of the building to create a ground floor bar/café and office accommodation, plus 6 apartments over.

RELEVANT PLANNING HISTORY

14/04300/FUL In May 2015, a Section 73 application was granted to vary conditions 9, 16, 20 (i and ii), (to allow phasing of highway improvement works); 14, (to allow an extension of the time in which details are to be submitted for the Zonal Walkway); 39 (to allow an extension of time for public art details to be submitted), and removal of condition 48 (stating no resident shall obtain a parking permit) as imposed by planning permission 12/03390/FUL.

14/03544/FUL	An application for the replacement of boundary wall at Little Kelham was approved in November 2014.
13/01191/NMA	An application for Gateway building to allow enlargement of two window openings, slate roof, black aluminium rainwater goods, removal of existing render, and exposed brickwork to be made good (Amendments to planning permission no. 12/01401/FUL) was approved in April 2013.
12/03390/FUL	A Section 73 application to update phasing and allow rewording of conditions 3, 9, 20, 21, 27, 28, 29 and 30 as imposed by planning permission 12/01401/FUL was approved in January 2013.
12/01401/FUL	In August 2012 planning permission was granted for the development of land and buildings to provide 107 residential units, conversion of Eagle Works to form shop/restaurant (use class A1/A3) and creative arts space (use class B1), conversion of gateway building to provide shop/restaurant (use class A1/A3), erection of 5 storey building for use as energy centre with office spaces above (use class B1) and laying out of associated car parking, access roads and landscaping.
04/02017/FUL	An application for the demolition of 20th century two storey factory units, alterations/conversion of retained 19th century buildings and the erection of 2/3/4 and 5 storey buildings to provide 310 no. 1 and 2 bedroomed apartments with basement car parking was approved in March 2005.

SUMMARY OF REPRESENTATIONS

Two representations were received in relation to the proposed development, raising the following concerns:-

- I live in Brooklyn works directly adjacent to this development. In the 3d drawings it is apparent that the balconies of the flats will run right up to the walls at the back of mine and others apartments. What noise analysis has been undertaken to determine if this will be an issue? There is already noise coming through from these works which have as yet not got planning permission.
- Both mine and my neighbour below will have terraces running to our back walls. There will be no protection from what will be a very well used feature I imagine. This wall could be drilled into, used as a wall to throw a ball at or worse. I would request consideration is given to building an extra protective wall with noise insulation.
- Although I support the restoration of this Grade II* Listed Building, I agree that the materials palette should match this area's existing materials and

that the proposed development maintains and enhances the Kelham Island Conservation Area.

Historic England

In their initial comments, Historic England welcomed in principle the proposal to convert and refurbish this significant building at risk and they noted that that a number of two storey buildings historically adjoined the south west elevation fronting Green Lane to form a south west range. While they state that the form, footprint and alignment of the proposals fronting Green Lane differs significantly from the historic structures, now demolished, they have no objection to the extension of the principal range nor to the contemporary design. However, they requested that further consideration be given to the relationship of these extensions with the landmark grade II* listed building in order to enhance and maintain the status of the gateway.

Historic England advised that a consistent architectural vocabulary be used on both wing extensions, with an emphasis on solid rather than glazed elevations, and queried the palette of materials, suggesting that the greater use of brick would preserve the historic integrity of the area. They also commented that the colour of the proposed render should match the colour of the existing stonework.

Following the submission of amended plans, Historic England note that a number of amendments have been made to the scheme in line with their previous comments. These include the replacement of the proposed stone cladding on the south elevation with black brick; all new render will be undertaken in lime render; reconfiguration of fenestration on the north elevation to retain the rhythm of the façade and new apartment's entrance on the north elevation.

They previously advised that a consistent architectural vocabulary should be sought on both wing extensions on the south elevation with an emphasis on solid rather than glazed elevations and they note that the amended scheme has not sought to address this. They remain concerned about the proposed use of glazing on the left hand side extension which will serve a number of apartments on the upper floors and note that it is not clear from the submitted drawings what the interface will be between the clock tower and glazed extension nor how the remaining building will be supported with the substantial removal of the north elevation.

Historic England do not object to the proposals but recommend that further consideration be given to the design to achieve a greater use of brick on each wing extension and that details should also be sought to ensure the structural stability of the clock tower and a greater retention of the existing north elevation if possible.

They advise that all alternative options be explored in order to minimise the conflict between the conservation of the listed building and these aspect of the proposals. Where we consider there is a clear and convincing justification for this harm, the public benefit of bringing the building back into use needs to be assessed, along with other wider public benefits, to ensure they will outweigh the harm caused. If we are minded to grant consent for the proposals, they suggest obtaining further

details of the proposed materials, the proposed single storey apartment entrance and the protection and support of the remaining structure to ensure the stability and finish is appropriate to the listed building and Conservation Area.

The Sheffield Conservation Advisory Group considered the proposals at their meeting on 21st July 2015. The Group felt that there was no objection to the principle of development at the site, but the method was key in view of the potential effect on the gateway building, a building of exceptional quality and importance to the area and the City. The Group considered that there was a lack of integrated design and no integration with the landscape and the right hand extension building, which does not follow the line of Green Lane and competes with the gateway rather than complementing it. The Group considered that the Clock Tower was highly charged and that something of that language should be incorporated in the development, to acknowledge the gateway. The also felt that the use of brick rather than stone should be considered. The Group considered that there was a historical basis to extensions on the site, but that the development should repeat the layout of the 1850s map.

In addition, comments were received from The Victorian Society following a meeting of its Northern Buildings Committee. They also are supportive of the principle of a scheme that proposes the conservation and reuse of this extremely important building. However, they consider that the scheme presently proposed would cause a degree of harm that is both unjustified and unnecessary.

The Society note that Nikolaus Pevsner considered the gateway of the Green Lane Works to be "*the most spectacular survival of factory architecture*" in Sheffield and that, for a city that relied heavily on industry, and which still boasts a good many fine examples of its industrial heritage, this is high praise indeed. The central gateway and clock tower are listed Grade II*, reflective of their particular significance. The range is also one of the most important buildings in the Kelham Island Industrial Conservation Area, one characterised by its nineteenth-century industrial buildings.

The Society accept the principle of converting the building to the uses proposed, and we are content with the principle of new additions either side of the gateway, where structures once existed, extending from the plain walls of the main range towards Green Lane. Nonetheless, they have certain reservations with the proposal. While a contemporary idiom for the extensions is acceptable, they consider the strong contrast and lack of consistency between the two extensions to be jarring and aesthetically incongruous, and would be harmful to the setting of the listed building.

They also strongly recommend that brick is adopted as a primary material. Brick is very much the prevailing building material in the Conservation Area; and they consider that its adoption here would therefore be appropriate and it would assist in weaving the new development into the fabric of its predominantly nineteenth-century setting.

The Society felt that the proposed interventions to the north-eastern elevation were

more problematic, particularly the new fenestration, which would be jarring and unsuitable in what is a far more coherent and characterful historic elevation. They therefore object to this aspect of the proposals and suggest that this elevation should be conserved and restored in a scholarly fashion and the striking contemporary fenestration omitted. They advise that the painting over of historic brickwork would also be harmful and should be avoided.

The Society confirms that, should the scheme be amended in accordance with their advice, then it is one they would be happy to support. In its present form, however, the proposed works would be detrimental to the setting of the listed building and to the character and appearance of the Conservation Area in which it is located.

Finally, the Council for British Archaeology (CBA) was consulted in relation to the application for listed building consent. They initially commented on the inadequacy of the application in heritage terms and queried whether the significance of the asset (the grade II* listed works) was fully understood by the applicant.

Following the meeting of their Casework Panel, the CBA submitted a more detailed response in which they confirmed their support for the principle of regeneration in the Kelham Island area and of Green Lane Works itself, a building they consider was designed with a public facing persona and a façade which borrows from classical architecture. However, they considered the proposals (as originally submitted) to be poorly designed and re-iterated that there is not enough information to fully assess the proposed conversion and restoration works.

Specifically, the CBA considers there to be a lack of consideration of heritage in the design of the new extensions, and no information on the conservation or conversion works. They consider that the design of the new extensions should draw upon the heritage of the building and area and that a conservation accredited architect should be responsible for the conversion and restoration the listed building.

The CBA refers to Planning Practice Guidance (para. 032) which states that 'Design and Access Statements accompanying applications for listed building consent must include an explanation of the design principles and concepts that have been applied to the proposed works, and how they have taken account of:-

- The special architectural or historic importance of the building.
- The particular physical features of the building that justify its designation as a listed building; and
- The building's setting.

The CBA notes that the Design and Access Statement for a listed building should be proportionate to the asset's importance and to the scale of the proposals and that, in this instance, we are dealing with a grade II* listed building, within the top eight percent of all listed buildings, and within one of the first industrial conservation areas to be designated.

They advise that the application should not progress without a proper Heritage Statement and that problems may have arisen from the lack of involvement of a conservation accredited architect.

PLANNING ASSESSMENT

Land Use and the Sequential Test

The site is located within the Kelham Mixed Use Area as defined in the Unitary Development Plan (UDP). Policy MU9 (Kelham Mixed Use Area) describes open space, business (B1), housing (C3) and leisure and recreation facilities (D2) as the preferred uses of land, whilst food and drink uses are considered to be acceptable. Policy MU11 (Conditions on Development in Mixed Use Areas) requires, amongst other things, that no single use is dominant.

This general approach was retained in Core Strategy policy CS17 (City Centre Quarters) (j) which identifies Kelham and Neepsend as a focus for new riverside housing and jobs. Similarly policy CS27 (Housing in the City Centre) promotes City Centre living in the Kelham area as part of a mix of uses.

A bar/café of about 200 square metres is proposed as part of the development, an acceptable use in principle as defined by policy MU9. Cafes are main town centre uses, as described at Annex 2 of the National Planning Policy Framework (NPPF) and, as such, are required to comply with the sequential approach. As the proposed bar/café would add to the vitality of the area, and in order to do so could not be located elsewhere, it is considered to be acceptable under the sequential approach.

The proposals are therefore considered to be acceptable in land use terms.

Design and Heritage

The application site lies in the heart of the Kelham Island Conservation Area. Policy BE16 of the UDP (Development in Conservation Areas) expects new development to preserve or enhance the character or appearance of the conservation area, it supports the retention of buildings which make a positive contribution to the character or appearance of the area, and it encourages the redevelopment of sites which detract from the conservation area where it would enhance the character or appearance of the area.

The development also involves alterations and extensions to a grade II* listed building. Policy BE19 of the UDP (Development Affecting Listed Buildings) expects proposals for internal or external alterations, which would affect the special interest of a listed building, to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest. Proposals for change of use are also expected to preserve the character of the building.

The National Planning Policy Framework (NPPF) states that, in determining planning applications involving a heritage asset, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness (para.131).

It also advises that great weight should be given to the asset's conservation. That the more important the asset, the greater the weight should be, and that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings, should be wholly exceptional (para.132).

More generally, policy MU11 (Conditions on Development in Mixed Use Areas) requires new development to be well designed, of a scale and nature appropriate to the site.

The grade II* listed Green Lane Works is currently identified as a Building at Risk and so, in principle, its redevelopment is strongly supported. The condition of the listed clock tower has deteriorated over recent years and although works to stabilise the structure have taken place, securing a longer term solution involving the building's reuse has long been the aim of Conservation Officers.

The proposals, which have been amended following consultation with Historic England, involve the erection of two storey extensions to the building's south facing front elevation, projecting forward of the existing building range either side of the entrance arch. The south facing walls of the existing range are not original and both have been over-clad in a low quality brick. Historic evidence also demonstrates that the remaining building range originally sat behind other buildings that fronted onto Green Lane. Thus, the principle of extending to the south is considered to be acceptable and such extensions will not, in principle, harm the significance of this grade II* listed heritage asset.

The clock tower, the buildings either side, and the central cart entrance into Green Lane Works generate a symmetrical composition. The extensions, as proposed, break from this symmetry due to their staggered facades, varied parapet heights and the differences in external treatment. It is likely that previous additions also impacted on this symmetry and, as the proposed extensions sit well below the eaves of the original three storey building and will contrast against its proposed lime render finish, it is felt that the listed building range will maintain a strong visual presence along Green Lane, helping to maintain its significance as a gateway and its standing within the conservation area more generally.

The extension at the western end of the building, which butts up against the rendered side wall of the grade II listed Brooklyn Works, projects approximately 3.6

metres beyond the existing south facing elevation of Green Lane Works. It is clad with glazed curtain walling and forms part of the bar/café at ground floor level, additions to the apartments proposed at first floor level and two terraces serving the living accommodation at second floor level. The glazed finish of the extension, which could appear lightweight compared to the robust and solid forms of the area's historic industrial buildings – and which remains a concern for Historic England – runs parallel to the existing façade of Green Lane Works and spills out onto a large, south facing external seating area. In many ways, the relatively small scale and transparency of this extension helps to maintain the visual prominence of the existing building and, arguably, also lessens its impact on Brooklyn Works, though the latter is generally protected from any significant visual affect by being set so far forward of Green Lane Works, adjacent the back edge of the footway.

The extension at the eastern end of the building forms office accommodation at ground and first floor levels with an apartment over. It wraps around the existing wing and projects to the north, once again partially enclosing the rear courtyard. This addition was originally clad in large format stone panels to the front and fibre cement panels to the side. However, Historic England felt that the use of stone in this context was not entirely in-keeping with the character of the Kelham Island Conservation Area and so the stone has been replaced with black brick, which reinforces local character and also reflects the materials being used to clad the housing under construction on the adjoining site.

Changes have also been made to the rear, courtyard facing elevation of the Works building on the advice of Historic England. Whereas previously a small number of modern openings had been introduced, these have been omitted in favour of more traditional, rhythmic fenestration. Existing windows are to be retained and refurbished and the render made good where possible. Where new render is required, a lime render will be used to match that proposed on the front elevation. The slate roofs of the existing buildings are to be retained and repaired. The roof to the new east wing will incorporate areas of sedum planting.

The proposed extensions to Green Lane Works are reminiscent of earlier additions and, while they are very much contemporary in appearance – with clean lines and large, simple, well defined openings – they are considered to sit relatively happily alongside the grade II* listed Green Lane Works building which, as a result of the proposals, will become a centrepiece of the Little Kelham development and, importantly, maintain its historic role as the entrance to a larger complex.

The proposed development also secures the long term future of this important Building at Risk, which was unsympathetically altered (probably during the 1980s). The Works have been vacant for well over a decade and their condition is understood to have deteriorated in recent years. Under this scheme, original features of the listed building will be preserved and repaired and, as such, it is felt that the special interest of the listed building will not be compromised. A full schedule of works to the listed building will be required by condition.

It is considered that these substantial benefits outweigh any perceived harm to the significance or setting of either the grade II* listed Green Lane Works or its grade II listed neighbour, though it is generally argued that such harm, if any, will be

negligible. Moreover, following the changes recommended by Historic England, it is considered that the proposed development will have a positive impact on the wider character and appearance of the Kelham Island Conservation Area.

Residential Amenity

The proposed mix of uses are considered to be acceptable, desirable even, yet issues can arise between neighbouring residential and commercial activities, particularly in the case of bars and restaurants. Policy MU11 (Conditions on Development in Mixed Use Areas) states that new development must not harm the living conditions of people living nearby and so a series of conditions are proposed in order to protect the amenities of both the proposed and existing residents. These conditions include the installation of a scheme of sound attenuation to the proposed apartments in order to achieve satisfactory internal noise levels, as well as a scheme of sound attenuation to the commercial units in order to restrict noise breakout to all adjoining residential accommodation, including neighbouring Brooklyn Works.

In addition, given the proximity of the proposed bar to residential accommodation, hours of use will be limited to between 0800 hours and 2300 hours Monday to Saturday and between 0900 hours and 2200 hours on Sundays and Public Holidays, with further restrictions on use of the proposed outdoor seating area (up until 2200 hours on any day).

The proposed development forms a part of a high density urban housing scheme where suburban levels of separation cannot be expected. Nevertheless, due to the layout of the existing building and proposed extensions, it is considered that good levels of privacy will be maintained.

Archaeology

Much of the required archaeological investigations for this site, including some below ground excavations, were undertaken under a previous consent (04/02017/FUL). However, there were a number of outstanding fieldwork issues in relation to those investigations which the applicant agreed to complete as part of the current submission. These relate to:

- the completion of the excavation of an agreed area adjacent Green Lane Works, commenced by ARCUS in 2009, and the completion of all necessary post-excavation and reporting works;
- the completion of the building recording programme (by undertaking a watching brief on any works to the buildings), commenced by ARCUS in 2009, and the completion of all necessary reporting works for buildings 1-5 (as numbered by ARCUS).

We had requested that these issues be addressed in the Heritage Statement and, to assist with this process, provided the applicant with contact details for the Department of Archaeology at the University of Sheffield in order that they could arrange access to the archive material from the 2009 ARCUS fieldwork.

Whilst this information did not form part of the Heritage Statement, two draft Written Schemes of Investigation (WSIs) have been submitted by Elmet Archaeological Services Ltd. These documents, for completion of the area of excavation and building recording, are acceptable in principle but need further refining. Therefore a condition is proposed to secure the necessary archaeological works.

Sustainability

Policy CS64 of the Core Strategy (Climate Change, Resources and Sustainable Design of Developments) requires all new buildings to be energy efficient and to use resources sustainably whilst policy CS 65 (Renewable Energy and Carbon Reduction) expects new developments to provide 10% of their energy needs from decentralised and renewable or low carbon energy.

Green Lane Works forms part of Phase II of the Little Kelham development, a low carbon predominantly residential mixed use development currently under construction on the adjoining site. Residents of the proposed Green Lane Works apartments will benefit from the already established site-wide energy strategy, which includes the on-site generation of electricity from photovoltaic panels (PVs) installed on the roofs of Phase 1's Garden Houses. It is not considered appropriate to install PVs on the roof of Green Lane Works.

The Sustainability Statement submitted with this application states that the new build elements of the scheme are designed to flood the building with natural light, optimising passive solar gain and reducing reliance on artificial lighting, and that construction materials will be selected with regard to their thermal performance, air tightness and energy efficiency, including their carbon footprint. The statement notes that the ventilation strategy will be modelled during the detailed design phase, with the aim of maximising the use of natural ventilation whilst reducing the potential for overheating in the summer. Options for the collection and re-use of rainwater will also be explored.

As with Phase I, the requirement for space heating will be minimised through a fabric first approach (i.e. properties will be super-insulated where possible). Consideration is being given to the use of biomass or electric air source heating to fulfil any residual heating requirements.

Flood Risk

The proposed development will only meet the requirements of the National Planning Policy Framework if the following measures as detailed in the Flood Risk Assessment & Proposed floor plans submitted with this application are implemented and secured by way of a planning condition on any planning permission.

Bats

As bats have been recorded near Kelham Goit and roosts have been found nearby, a bat scoping survey was requested. The applicant's consultants

undertook a dusk emergence survey and found no evidence of roosting bats, though a common pipistrelle was observed around the scaffolding present alongside the clock tower. It is likely that a condition will be proposed requiring the mitigation measures proposed by the consultant to be reserved by condition. This will be resolved prior to the committee meeting.

Highways

The proposals do not raise any significant highway concerns but were amended to include sufficient and secure cycle parking accommodation. In addition, a condition is proposed requiring the re-instatement of the adjoining footway in Primary Palette materials as defined in the Urban Design Compendium for Sheffield.

SUMMARY AND RECOMMENDATION

Planning permission and listed building consent are sought for alterations and extensions to the southern range of the grade II* listed Green Lane Works, including two storey extensions to the front and side of the building to create a ground floor bar/café and office accommodation, with 6 apartments over. This range of uses is considered to accord with the requirements of both the UDP and the Core Strategy

The proposed development secures the long term future of the grade II* listed Building at Risk, preserves and repairs original features of the listed building where possible and maintains the clock tower and archway's historic role as the entrance to a larger complex and the centrepiece of the Little Kelham development. These are substantial benefits and, while it is argued that the proposed alterations and additions cause no harm to the significance of the previously altered heritage asset (and other assets including Brooklyn Works and the wider conservation area), the benefits are considered to outweigh any perceived harm.

Conditions are proposed to protect residential amenities and in order to secure the outstanding archaeological works.

Members are therefore recommended to grant planning permission and listed building consent, subject to the proposed conditions.

Case Number	15/01577/FUL (Formerly PP-04029624)
Application Type	Full Planning Application
Proposal	Use of dwellinghouse (Use Class C3) as a House in Multiple Occupation (Use Class C4) and associated two-storey side extension, single-storey rear extension and provision of 2 parking spaces to rear
Location	57 Stannington View RoadSheffieldS10 1SQ
Date Received	06/05/2015
Team	West and North
Applicant/Agent	Mr R Zanesco
Recommendation	Grant Conditionally

Subject to:

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

- Location Plan;
- Proposed Roof Plan;
- Proposed Elevations (Front, Side and Rear)

received on the 7 May 2015 from Mr R Zanesco; and

- Proposed Ground Floor Plan;
- Proposed First Floor Plan

received on the 6 October 2015 from Mr R Zanesco

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. The HMO hereby permitted shall not be occupied unless a scheme of sound attenuation works to the ground and first floor party walls to No. 55 has been implemented, the details of which shall have been submitted to and approved in writing by the Local Planning Authority prior to installation. The approved works shall be thereafter retained.

Reason: In the interests of protecting the residential amenity of No. 55 Stannington View Road

4. No development shall commence until a ground gas risk assessment has been undertaken and a desktop study report has 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.

5. Any intrusive investigation recommended in the Ground Gas Risk Assessment Desktop Study 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.

6. 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.

7. 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.

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

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

9. The House of Multiple Occupation (HMO) shall not be used unless details have been submitted to and approved in writing by the Local Planning Authority, showing how surface water will be prevented from spilling onto the public highway. Once agreed, the measures shall be put into place prior to the use of the House of Multiple Occupation (HMO) commencing, and shall thereafter be retained.

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

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

Other Compliance Conditions

10. The proposed facing materials shall match the facing materials to the existing building.

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

11. The proposed roofing materials shall match the roofing materials to the existing building.

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

12. The development shall not be used unless the car parking accommodation for two vehicles 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.

13. The gradient of shared pedestrian/vehicular access shall not exceed 1:12 .

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

14. The rear garden area shown on the Site Plan (submitted by e-mail on the 6 October 2015) shall be lowered by 400mm prior to the HMO being brought into use. Thereafter, the rear garden ground levels shall be retained.

Reason: In the interests of protecting the residential amenity of No. 55 Stannington View Road

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. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

Site Location



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LOCATION AND PROPOSAL

The application relates to 57 Stannington View Road, an end terrace house in Crookes. The building is situated on the corner of Stannington View Road and Suthard Cross Road and lies within a Housing Area. The surrounding area is mainly characterised by two-storey terrace and semi-detached housing.

The dwellinghouse is the end property of a short block of six terrace houses. It is two-storey in height and constructed with a traditional dual pitched roof. Its walls are red brick and its roof is covered under grey slate tiles. Owing to the difference in ground levels, the terrace block is raised approximately 1m above the road levels of Stannington View Road.

The property has two road frontages; its principal elevation facing Stannington View Road and its side gable wall facing Suthard Cross Road. The property sits within a good sized plot of some 290 square metres, which allows for a good sized front, side and rear gardens. It is enclosed by a low picket fence to Stannington View Road and 1.8m high dense privet hedge along its boundary to Suthard Cross Road. The boundary treatment to No. 55 is an approximate 1.5m privet hedge. The property currently has no off-street parking.

The applicant is seeking full planning permission to change the use of the dwellinghouse into a 6 bedroomed HMO (House of Multiple Occupancy). As part of the proposal, approval is also being sought to erect a two-storey side and rear extension and a single-storey rear extension. Parking for two vehicles would be provided to the south-western corner of the site that would take their access from Suthard Cross Road.

RELEVANT PLANNING HISTORY

14/04621/PREAPP – Pre-application advice regarding the change of use of the dwellinghouse into a HMO, rear and side extensions and provision of car parking space. – Closed

SUMMARY OF REPRESENTATIONS

Fifteen objection letters and three letters of support have been received in response to the application from the residents of twelve neighbouring properties. Two representations have been received from two local councillors (Councillor Geoff Smith and Councillor Anne Murphy) and a petition with 40 named signatures (36 households) objecting to the application. A summary of the comments received are listed below:-

Objection

- The change of use of this property from a 2-bedroomed family home to a 6-bedroomed HMO would lead to a substantial increase in noise disturbance
- The potential increase in cars using the property will exacerbate parking problems in the area
- There have been several accidents on this route and is only a matter of time before someone is seriously injured or killed
- When extensions have been granted to other houses in the area, these have remained family homes

- By providing off-street parking, 2 on-street parking will be lost to allow access to these spaces
- Highway safety issues, particularly given the location of the property near a busy 'T' junction
- The proposed extensions would be totally out of character with the surrounding area and effect the visual aesthetics of the building lines when viewed from Suthard Cross Road; They would appear to more than double the size of the existing dwellinghouse
- The proposed rear extension will restrict the view and the sunlight to the attached property
- The surrounding houses are small and occupied by single, retired people and families
- The proposed extensions would mean long and disruptive building works
- There is no guarantee that the building or garden will be maintained afterwards
- Crookes and the surrounding areas has more than enough available rented student/postgraduate accommodation
- The HMO (No. 40 Midfield Road) in the immediate area, which the applicant manages is unkempt and badly maintained
- Family housing is needed and not more student accommodation
- The proposal to share the parking spaces with the occupants of 40 Midfield Road is not sustainable
- The two proposed parking spaces will prevent parking in front of the rear passageway leading to the back entrances to the attached houses
- Loss of light to properties opposite the site
- It is questionable whether providing 6 bedrooms would provide good quality accommodation for potential residents
- Result in overlooking of neighbouring houses across Stannington View Road
- Loss of a large proportion of the garden cannot be considered to be an environmental improvement
- The application has potential wide-reaching implications and should be determined should be a committee decision rather than a delegated decision;
- The reason the Council issued an Article 4 Direction within this area is to control high concentrations of shared housing in areas where there is already a high concentration
- The proposal will deter other families moving into the area knowing that there is a high concentration of HMOs and
- Other non-planning related issues

Support

- No. 40 Midfield Road is not owned by the applicant. He is the manager, who is employed to manage the property
- Support the application as it is considered that the development will benefit the house/business values in the area; when people buy houses, they believe they have the choice to rent or live in the property themselves. If this choice is denied them, then the options are likely to narrow to owner occupier only
- No. 40 Midfield Road is not badly maintained. SCC has an e-mail confirming that it is up to current standards

- Despite the concerns raised with regard to parking and accidents; these is a false account with no reported incidents and that there is many parking spaces available
- No. 40 Midfield Road has never been let out to 9 people
- The proposed planning provides a more mixed community, there is an abundance of parking spaces along the adjoining streets
- The development provides people who are not able to buy a house but wishes to live in this area and
- Disappointing to see some of the comments, which seem to generalise all HMO tenants as noisy and irresponsible

Councillor Anne Murphy has requested to be kept informed of the application as she would like to attend committee to represent objectors to the application.

Councillor Geoff Smith considers that the proposed extension is too large for the property. The property is at the end of a row of 2-bedroomed terraced houses and the proposed extension will make it substantially bigger and out of keeping. The proposal is likely to cause parking problems on a road and junction which already has parking problems, particularly that the stated aim of the applicant is to turn the house into a HMO targeted other than students. The proposal is may also create a noise issue for the immediate neighbours.

LEGISLATIVE BACKGROUND

Following revisions to the Use Classes Order in April 2010, a new use class (Class C4) was introduced. The new C4 class relates specifically to Houses in Multiple Occupation (HMO) and covers small shared dwellinghouses occupied by between 3 and 6 unrelated individuals who share basic amenities. Under the provisions of the General Permitted Development (Amendment) Order 2010 (GDPO), unless a Direction made under Article 4(1) of that Order, a use falling within Use Class C3 (Dwellinghouse) can move to Use Class C4 (HMO) without planning permission. This is also the case the other way round with a HMO (Use Class C4) allowed to move to a dwellinghouse (Class C3) without the need to seek planning permission.

Members will be aware that an Article 4(1) Direction was made restricting dwellinghouses to be converted into HMOs (Use Class C3 to Use Class C4 of the GDPO) in certain parts of the city. This came into force in December 2010 and meant that owners of residential properties who wish to use them for HMOs would need to apply for planning permission to do so. The reason behind introducing the Article 4 Direction was to control the impact of new shared housing, in areas where there are already high concentrations of such uses.

PLANNING ASSESSMENT

It is considered that the main issues relevant to this application include the following:-

- i) Principle of development – Policy and Land Use;
- ii) Highway Issues;
- iii) Design Issues; and
- iv) Living conditions of future occupants of the HMOs and effect of the development on the residential amenity of neighbouring properties; and

v) Other Issues

These are considered in turn below.

(i) Principle of Development - Policy and Land Use

The application property is situated within a Housing Area. In Housing Areas, under UDP Policy H10, housing (C3) is listed as the preferred use with uses including hotels, residential institutions and hostels listed within the menu of acceptable uses.

UDP Policy H5 relates to flats, bed-sitters and shared housing. Under this policy, it states that planning permission will be granted for the creation of flats, bed-sitters and the multiple sharing of houses only if (a), the concentration of these uses would not cause serious nuisance to existing residents, (b) living conditions would be satisfactory for occupants of the accommodation and their immediate neighbours, and (c) there would be appropriate off-street car parking for the needs living there. For the purposes of this policy, multiple sharing is defined as being seven or more non-related people living in a single dwellinghouse.

Policy CS41 of the Core Strategy relates to creating mixed communities. This policy states that mixed communities will be promoted by encouraging development of housing to meet a range of housing needs. Part (d) of this policy seeks to limit new or conversions to hostels, purpose-built student accommodation and Houses in Multiple Occupation where the community is already imbalanced by a concentration of such uses or where the development would create imbalance. To avoid a concentration of uses, the Core Strategy sets out that no more than 20% of residences within 200m of the application site should be shared housing.

In terms of Policy CS41, the latest figures show that 9% of residences within 200m of the application site are in shared housing. The percentage of properties that are registered as being in multiple occupation within the catchment of the site is significantly below the amount that is considered to create imbalance to the community. The proposal to change the use of the dwellinghouse into a 6-bedroomed HMO would therefore accord with UDP Policies H10 and BE5 and Core Strategy Policy CS41.

(ii) Highway Issues

UDP Policy H14 (d) seeks that new development and change of use proposals be provided with safe access to the highway network and provided with appropriate off-street parking.

At present, the property includes no off-street parking. The application proposes to excavate part of the site's south western corner to provide 2 off-street parking spaces with access taken from Suthard Cross Road. Despite objections citing concerns with regard to lack of parking and that the development would exacerbate parking along the adjoining streets, highways have commented that they have no objection to the application subject to imposition of conditions. It would be unreasonable in officers' opinion to insist on additional off-street parking spaces on say a 1-to-2 basis when the likely demand for parking in connection with the development is likely to be low.

In support of the application, the applicant has also provided officers with a plan showing the number of properties that have off-street parking and photographic evidence showing the parking availability along the adjacent highways at a time when parking is likely to be at its highest (after 1900 hours). This plan shows a good proportion of properties within vicinity have off-street parking and that any demand for off-street parking required in connection with the development over and above the proposed car parking spaces is likely to be readily accommodated along the adjacent streets.

It is not considered therefore that the proposal would result in any significant demand for on-street parking that would prejudice highway safety.

(iii) Design Issues

UDP Policy BE5 seeks good design and the use of good quality materials in all new and refurbished buildings and extensions.

The application proposes to erect a two-storey side/rear extension and a single storey rear extension in connection with the proposed change of use. The submitted plans show that the proposed two storey extension would project out approximately 4.5m out from the existing side gable of the property and extend beyond the property's rear elevation by 3m. The roofline of the existing dwellinghouse would continue across the length of the side extension with the rear section gable walled and pitched at right angles to the main roofline. The proposed single storey rear extension (3m by 2.3m) would be erected between the rear wall of the house and side wall of the proposed two storey rear extension. It is proposed to insert two windows within its front elevation (ground and first floor) to reflect the window arrangement of the existing house and two windows within its rear gable wall. Proposed materials would be red brick and concrete tiles to match existing.

It is considered that the proposed extensions are of acceptable design quality and would not detract from the character and appearance of the dwellinghouse or streetscene. Although it is accepted that the proposed extensions would amount to doubling the size of the existing dwellinghouse, in officers' opinion, this can be justified given the generous plot size and would not amount to the overdevelopment of the site that would justify a refusal. Even when accounting for the area of the garden that would be 'lost' to provide parking, the dwellinghouse would still benefit from a generous curtilage of over 150 square metres, a size that is considered commensurate to the extended property.

In terms of the effect on the character of the streetscene, as detailed above, the plans show the proposed two storey side extension would project out approximately 4.5m from the side gable wall of the house. As this would project towards Suthard Cross Road, consideration should be given to how the extension would be viewed in the streetscene. However, given the generous side garden of the property, it is not considered that the extension would appear prominent to the detriment of the street with over 3m being maintained between the nearest part of the extension to the back edge of the highway. Moreover, it is also noted that two end terrace houses that side onto Stannington View Road (Nos. 38 and 39 Midfield Road) have been extended to their sides in 2002 and 2006, both of which project out a similar distance to that proposed under this application. It is not considered therefore that the extensions would result in any harm to the character of

the street, and would represent an established and accepted form of development onto Suthard Cross Road.

(iv) Living conditions of future occupants of the HMOs and effect of the development on the residential amenity of neighbouring properties

UDP Policy H5 applies to 'shared housing'. It states that permission should only be granted for shared housing if the living conditions would be satisfactory for occupants of the accommodation and for their immediate neighbours.

Policy H14(c) states that in Housing Areas development will be permitted provided that the site would not be over developed or deprive residents of light, privacy or security, or cause serious loss of existing garden space which would harm the character of the neighbourhood. Further guidance is contained within SPG Designing House Extensions. It details at Guideline 5 that to avoid an extension being overbearing and creating unacceptable overshadowing to the detriment of neighbouring properties, a two storey extension should not make an angle more than 45 degrees with the nearest point of a neighbour's window.

It is considered that the future occupants of the proposed HMO would be afforded with a good level of amenity. Inspection of the internal accommodation shows that the minimum space standards set out in the South Yorkshire Residential Design Guide (SYRDG) would be met with each of the six bedrooms (including en-suites) exceeding 7 square metres. This is in addition to the high level of external amenity that would be provided to the benefit of the HMO's future occupants.

In terms of neighbouring properties' amenity, it is considered that the main issues relate to noise disturbance, overlooking and overshadowing. These are each assessed in turn below:

Noise disturbance

The main issue in officers' opinion is whether the development would lead to an increase in noise disturbance that would be harmful to neighbouring properties' residential amenity. With regard to this, it is considered that the only property that would be directly affected by the proposed change of use is the attached neighbour (No. 55 Stannington View Road). It is considered that all other neighbouring properties are adequately distanced from the application property that any noise disturbance associated with changing the dwellinghouse into a HMO is likely to be minimal. A distance of over 21m would be maintained between the nearest part of the property (as extended) and the dwellinghouses across Stannington View Road and 22m to the dwellinghouse to the east (No. 59 Suthard Cross Road).

With regard to No. 57, the applicant has provided details showing the proposed internal layout of the HMO would remain unchanged from the existing layout of the dwellinghouse. This means that the HMO's ground floor living room and kitchen would continue to share the party wall with the adjoining neighbour's hallway, staircase and kitchen and the two first floor bedrooms sharing the party wall with neighbouring property's staircase, hallway and bathroom. The two properties would not therefore share any party walls that would adjoin main habitable rooms such as bedrooms and living areas, where noise breakout is

more sensitive. In addition to this, on the advice of officers, the applicant has agreed to insulate both the ground and first floor walls that abut No. 55 with sound absorbing material. This is despite no requirement to do so for a typical 6-bedroom HMO such as this for the purposes of Building Regulations. A condition would secure these sound attenuation measures and require them to be fitted before the HMO is being brought into use. Given this, officers remain satisfied that the occupants of this neighbouring property would not be subject to any significant noise disturbance that would be harmful to the property's residential amenity.

Although it is acknowledged that concerns have been raised that the proposed HMO would generate greater noise disturbance than a dwellinghouse, there is no evidence that officers are aware of that would suggest the type of tenure (6 bedroomed HMO) would generate a greater level of noise than say if it were occupied by 6 residents that are living together as a single household (Dwellinghouse). To refuse the application therefore on an unsubstantiated notion that the proposed HMO would cause greater disamenity from noise disturbance than a family dwellinghouse would be unreasonable and likely to be open to challenge at appeal.

Overlooking Issues

It is not considered that the proposed extensions would result in any significant overlooking of neighbouring properties. Although the proposed two-storey extension would project out 3m beyond the existing rear elevation of the original house, officers remain satisfied that the residential amenity of properties to the rear including No. 38 Midfield Road directly behind the property would be minimal. A distance of approximately 20.5m would be maintained between the furthest part of the extension and No. 38, and while this is below the distance recommended in SPG Designing House Extension, views from the proposed first floor window (Bedroom 4) would be slightly angled to the property's main ground floor habitable rooms. Although it would be possible to remove the bedroom window and replace it within its side elevation, this is not considered necessary given the proposed arrangement not resulting in any significant loss of privacy to the detriment of No. 38.

In terms of properties situated across Stannington View Road (Nos. 104-108) and No. 59 Suthard Cross Road, as detailed above, a separation distance of over 21m would be maintained between the nearest part of the side extension and first floor windows of these neighbouring properties. Any overlooking of these properties would not be significant that would be harmful to their residential amenity.

During officers site visit it was noted that some overlooking of the neighbouring property's rear garden was possible due to the slight difference in ground levels between the gardens of the two properties. In connection with the application therefore, it was suggested that part of the rear garden be lowered by approximately 400mm in order to improve the privacy of the neighbouring property's rear garden. This was agreed by the applicant who has submitted a revised site plan showing the garden area nearest to the shared boundary lowered as discussed.

Overshadowing/Outlook Issues

To avoid unreasonable overshadowing and overdominance of neighbouring properties, SPG Designing House Extensions (Guideline 5) states that the furthest extent of a two-storey extension should make an angle of no more than 45 degrees with the nearest point of the neighbour's window. With regard to this, the submitted plans show that the proposed two storey rear extension would not encroach beyond the 45 degree line drawn between the proposed two storey extension and the nearest ground floor window of No. 55.

Taking all the above into account, it is not considered that the residential amenity of neighbouring properties would be unduly harmed by the proposal to change the use of the dwellinghouse into a 6-bedroomed HMO. The applicant's agreement to improve the sound attenuation measures of the house and lower part of the rear garden by 400mm is welcomed and would significantly mitigate against noise disturbance and disamenity of the proposed use on the occupants of the neighbouring property.

v) Other Issues

Environmental Protection Service (EPS) has commented that the property is within 12m of an area identified as a historic landfill site due to its former use as a quarry, presumed to be in-filled, with the nature of any fill materials being unknown. There is therefore the potential for generation of ground gases within said fill materials, and potential for such gases to migrate laterally onto surrounding land and into surrounding properties. In light of this, EPS recommended that the standard suite of land contamination conditions be attached to any approval to establish whether there is any ground contamination on site and if so, its remediation.

SUMMARY AND RECOMMENDATION

The application relates to a two-storey end-terrace dwellinghouse that is situated on the corner of Stannington View Road and Suthard Cross Road in Crookes.

The application seeks approval to change the use of the dwellinghouse into a 6-bedroomed HMO (House of Multiple Occupancy). As part of the proposal, approval is also being sought to erect two-storey side and rear extensions, a single-storey rear extension and to provide off-street parking for two vehicles.

The aim of Policy CS41 of the Core Strategy is to promote mixed communities by encouraging development of housing to meet a range of housing needs. Part (d) of this policy seeks to limit new or conversions to hostels, purpose-built student accommodation and Houses in Multiple Occupation where the community is already imbalanced by a concentration of such uses or where the development would create imbalance. To avoid a concentration of uses, the policy states that no more than 20% of residences within 200m of the application site should be shared housing.

In terms of this application, the most up-to-date figures show that only 9% of residences within 200m of the application site are in shared housing. The proposal to change the dwellinghouse into a HMO would not therefore create any imbalance within the local community that would conflict with the aims of Policy CS41. It should also be noted and

material to the application in officers' opinion is the fact that if it was not for the Article 4 Direction, which was introduced to control concentration of shared housing in areas of concentration, save for the extensions, there would be no requirement for the applicant to seek planning permission to change the use of the dwellinghouse into a 6-bedroomed HMO by virtue of The Town Country Planning (Use Classes) Order 2010.

The proposed level of parking is considered to be adequate with any demand for on-street parking considered to be adequately catered on the adjoining streets with no evidence provided that would suggest that the development would place significant pressure for on-street parking that would be prejudicial to highway safety.

The application proposes two-storey side and rear extensions. Given the property's good sized plot and the fact that two end terrace houses fronting onto Suthard Cross Road have been extended to their side, it is considered that the property can absorb the level of extension without resulting in any significant harm to the character and appearance of the property or streetscene. No objections are raised in terms of the size, siting or design of the proposed extensions and would not be unreflective of similar two-storey extensions allowed to end terrace houses in the vicinity of the site.

It is acknowledged that a number of concerns have been raised that the development would harm the residential amenity of neighbouring properties, particularly in terms of increase noise disturbance. However, officers remain satisfied that the change in tenure of the building would not result in any significant harm that would justify grounds for refusal. Conditions have been attached that would secure sound proofing between the side party walls of the building to No. 55 and lowering the rear garden to improve privacy of the rear garden of the attached neighbour, while the distance between the proposed HMO and neighbouring properties is in the order of 21m that any impact on noise and issues of overlooking on these properties is likely to be minimal.

For the reasons set out within the report, it is considered that the application represents an appropriate form of development and would be in general accordance with UDP Policies H5, H10, H14, BE5, Core Strategy Policy CS41 and guidance contained in SPG Designing House Extensions. The application is therefore recommended for approval.

Case Number	15/01262/OUT (Formerly PP-03786246)
Application Type	Outline Planning Application
Proposal	Development of Advanced Manufacturing and Research Centre Campus (AMRC2) including demolition of hangars. Development to include up to 66,983sqm of B1(b) and B1(c) Advance manufacturing and research floorspace, up to 37,551sqm of C2 residential training centre and conferencing floorspace, D2 outdoor and indoor recreation (up to 450sqm of floor space) (Amended Description)
Location	Land Between Europa Link And Europa CourtEuropa LinkSheffieldS9 1XE
Date Received	10/04/2015
Team	City Centre and East
Applicant/Agent	DLP Planning Ltd
Recommendation	GC Subject to Legal Agmt Sec of State

Subject to:

Time Limit for Commencement of Development

1. Details of the layout, scale, appearance, access and landscaping (hereinafter called the "reserved matters") of any phase of the development shall be submitted to and approved in writing by the Local Planning Authority before any development begins on such phase and the development of that phase shall be carried out as approved.

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. The application for approval in respect of any matter reserved by this permission must be made not later than the expiration of 7 years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act and provide an extended period to implement this permission given its scale and complexity.

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.

Approved/Refused Plan(s)

4. The development must be carried out in complete accordance with the following approved documents:-
 - (a) Parameter Plan woodland, footpath and access assessment dwg:ref: 01616 rev P9
 - (b) Location Plan ref: 001100 rev P1

Reason: In order to define the permission.

Pre-Commencement Condition(s)

5. Prior to the commencement of development details regarding the phasing of the development shall be submitted to and approved in writing by the Local Planning Authority and such details shall include how the location and use(s) of the buildings in respect of which (i) approval already exists; (ii) construction has already begun or has been completed; and (iii) approval is being sought are in conformity with the Parameters Plan, and the broad design principles contained in the Design and Access Statement or as subsequently amended. The submitted details shall include the following:
 - (a) Details of the development plots, phase boundaries and quantum's (or part thereof) for which buildings have yet to come forward for approval of Reserved Matters.
 - (b) Phasing plan detailing how that phase of the development will relate to and interact with previous and future phases of development. It will also provide illustrative details of future phases and wherever relevant show how the development will interface with adjoining land uses.
 - (c) Any temporary access, surfacing, boundary treatment, landscaping measures, external lighting, drainage or car parking arrangements pending final provision.

Once approved the development of each phase shall be carried out in full accordance with such approved details or any subsequent amendments so approved.

Reason: In order to ensure that if the development proceeds in phases that each phase relates to previous and future phases and the framework

established by the Parameters Plans, in the interest of securing a properly co-ordinated development.

6. The development shall not be begun 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; or
 - b) details have been submitted to and approved 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 first phase of development is brought into use or an alternative time scale to be agreed in writing with the Local Planning Authority:

Highway Improvements:

1. Europa Link / Site access (as shown in principle on 60281210-P-TA-008 / 60281210-P-TA-011 and 60281210-P-TA-012)
2. A630 Sheffield Parkway / Europa Link (as shown in principle on 60281210-P-TA-009)
3. Europa Link (as shown in principle on 60281210-P-TA-010)
4. A630 Off slip (as shown in principle on 60281210-P-TA-009)

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 and to ensure that adequate provision is for pedestrians, cyclists and for access to public transport.

7. 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.

8. Before the development is commenced full details of the provision of and improvements to the public rights of way shown on drawing number SBP-BBA-00-XX-DR-A-01616 rev 09 shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall include a programme of implementation for the approved details. The public rights of way improvements shall thereafter be carried out in accordance with the approved details and programme of implementation and shall thereafter be retained.

Reason: In the interest of highway and pedestrian safety and securing improvements to access to the site.

9. No development shall commence until full details of measures to protect the existing trees, shrubs, hedges (including those adjacent to the site boundary) 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 protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees/shrubs and hedges is irreversible.

10. Prior to the commencement of the development, or within an alternative timeframe to be agreed in writing with the Local Planning Authority, a minimum 15 metre wide landscape buffer to the adjoining ancient woodlands along the southern and northern site boundaries as shown on parameter plan drawing reference: 01616 rev 09 shall have been provided and thereafter retained. The detailed landscaping of these buffers including planting specifications and ecology and habitat enhancements shall have been submitted to an approved in writing before the development is commenced or within an alternative timeframe to be agreed in writing by the Local Planning Authority and thereafter be implemented as approved.

No development shall at any time encroach into the landscape buffers and any future reserved matters applications which have a boundary with the landscape buffers must detail the location of the 15 metre buffer on the layout plans submitted with the applications.

Reason: In order to mitigate the impacts of the development on adjoining areas of ancient woodland in accordance with Natural England advice on the protection of veteran trees and ancient woodland.

11. No development shall commence until a Landscape and Ecological Management Plan, in accordance with the mitigation and residual impacts measures detailed in the Ecology and Biodiversity Assessment chapter of the Environmental Statement has been submitted to and approved in writing by the Local Planning Authority. The management plan shall include;
 1. Areas of retained landscaping.
 2. Planting zones, specifying the location, number and type of species to be planted, including details of different habitat areas (including wetland, grassland, tree, hedge, and scrub planting).
 3. Short, medium and long term aims and objectives, Management responsibilities and maintenance schedules for all distinct areas.
 4. Details of off-site ecology/biodiversity and habitat enhancements including interpretation boards in the adjoining woodlands.
 5. Provision of bird and bat boxes on and off site.

6. Method statement for site clearance to mitigate the impacts on hibernating reptiles.
7. A programme for the implementation of the measures identified in the management plan.

The Landscape and Ecological Management Plan and measures contained within it shall thereafter be implemented as approved and retained. The management plan shall be reviewed and updated in consultation with the Local Planning Authority as reserved matters approvals are granted.

Reason: In the interests of protecting the biodiversity of the site. It is essential that this condition is complied with before any other works on site commence given that damage to existing habitats is irreversible.

12. No development shall commence until a feasibility study to understand the impact of the development on the sewerage system has been submitted to an approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the findings and recommendations of the feasibility study.

Reason: To ensure that the development can be properly drained.

13. Prior to the commencement of development full details of the surface water attenuation pond to include:-
 - a) Its size.
 - b) capacity.
 - c) depth.
 - d) landscaping.
 - e) Cross sections drawings (including bank profiles) and
 - f) timing of its implementation.

shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter the surface water attenuation pond shall be provided in accordance with the approved details.

Reason: In order to ensure satisfactory drainage arrangements are in place and to secure Sustainable Urban Drainage systems are provided in accordance with the NPPF and Policy CS67 of the Core Strategy.

14. In respect of each part of the development the subject of a separate reserved matters approval, that part of the development approved shall not commence until Condition Numbers 15 and 16 (set out below) have been complied with for that part of the development.

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

15. 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.

16. 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 and the site is safe for the development to proceed, it is essential that this condition is complied with before the development is commenced.

17. In respect of each part of the development the subject of a separate reserved matters approval, that part of the development shall not commence until a report has been submitted to and approved in writing by the Local Planning Authority detailing further intrusive site investigation works that explore the ground conditions in respect of the coal mining legacy, including and assessment of shallow coal workings and any highwall areas of the site and details of any 'no-build' zones required associated with the highwall. In the event that the said report identifies the need for remedial/mitigation works relating to the report's findings the development shall be carried out in accordance with the required remedial mitigation works.

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

18. No development shall commence until the Local Planning Authority has approved a Construction Environmental Management Plan (CEMP). The approved CEMP (as may be amended) shall be observed and complied with during the carrying out of the development.

Reason: In the interests of the amenities of the locality occupiers of adjoining property and to mitigate the effects of the construction phases of the development.

19. In respect of each part of the development the subject of a separate reserved matters approval, no development shall commence of that phase until details are submitted for written approval by the Local Planning Authority specifying measures to monitor and control the emission of dust and PM10 (particulate matter) from demolition, track out, earthworks and construction during each phases of the scheme. The approved dust mitigation strategy (as may be amended by agreement with the Local

Planning Authority) shall be prepared in accordance with and include measures identified in the Institute of Air Quality Management (IAQM) document 'Guidance on the Assessment of Dust for Demolition and Construction' (February 2014), and/ or adopt the London Councils' Best Practice Guidance, November 2006, "The Control of Dust and Emissions from Construction and Demolition". All works shall thereafter be carried out in accordance with the approved details.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property and to mitigate the effects of dust during the construction phase of the scheme.

20. Before the commencement of any development permitted by any reserved matter, the applicant shall submit a lighting scheme for that phase of the development, giving details of the lighting scheme (building and free standing) and the impact of light from the development. The report shall demonstrate that the lighting scheme is designed in accordance with The Institution of Lighting Professionals document GN01: 2011 'Guidance Notes for the Reduction of Obtrusive Light' with specific reference to minimising light spillage from the site and mitigating the effects on adjoining woodlands and habitat from obtrusive light and light spillage from the site. No lighting shall be installed other than in strict accordance with the approved lighting scheme and the approved lighting scheme shall thereafter be retained.

Reason: In the interests of the amenities of the locality occupiers of adjoining property and to minimise the impacts on adjoining woodland.

21. As part of any reserved matters application details of existing and proposed site and building plot levels and the relationship with adjacent land and buildings (including cross and long site sections) shall be submitted to an approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved levels.

Reason: In the interest of an appropriate form of development.

22. As part of any reserved matters application seeking permission for access a detailed highway layout plan/plans for that specific phase shall have been submitted to and approved in writing by the Local Planning Authority before any part of that phase is commenced. The drawings shall give details of:-

1. Any new areas of public highway to be created including long and cross sections.
2. Vehicle servicing proposals and provision of public transport access and bus stops (with real time information).
3. Construction access points.
4. Details of how legibility and permeability (to include pedestrian and vehicle access) will be achieved with Sheffield Business Park Phase 2 (permitted under planning ref: 11/00610/OUT) and the existing Sheffield Business Park.

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

Reason: In order to ensure that adequate access and egress arrangements are provided in the interests of traffic and pedestrian safety and to ensure wider access to adjoining sites.

23. In respect of each part of the development the subject of a reserved matters application. Prior to any works commencing on that part of the development approved, a scheme shall be submitted to and approved in writing by the Local Planning Authority specifying:-
- (a) The sustainable drainage (Suds) measures to be incorporated into the surface water drainage system, to include design of the system and the measures incorporated to provide ecology and biodiversity enhancements.
 - (b) How the Suds system will interact/function with future phases/reserved matters applications.
 - (c) Details of the implementation, adoption, maintenance and management of the sustainable drainage system.

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

24. Applications for approval of the reserved matters shall comply with the development objectives and general parameters of scale, appearance and landscaping set out in the Design & Access Statement (reference SBP-BBA-AO-XX-RP-A-09001_P5).

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

25. Prior to the commencement of development on any part of plot 11 (as identified in the Design & Access Statement) an ecological assessment shall be carried out to assess the impact of any tall building on the adjoining ancient woodland. A landscape buffer zone of appropriate size, as agreed in writing by the Local Planning Authority taking into account the findings of the assessment, shall be provided before development on that plot commences. Such buffer zone shall be retained at the appropriate size for the lifetime of the development.

Reason: In order to protect the long term health of the ancient woodland.

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

26. Each reserved matters application shall be accompanied by full details of suitable and sufficient cycle and motorcycle parking accommodation in accordance with the Council's cycle parking guidelines (bicycle parking information sheet 4 and providing for motorcycles information sheet 5) to include provision of shower / changing / drying and storage facilities to be provided within that phase/building and the development shall not be used unless such cycle and motorcycle parking accommodation has been provided in accordance with the approved plans and thereafter such cycle and motorcycle parking accommodation shall be retained for the sole use of the occupiers of the development hereby approved.

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

27. The maximum number of car parking spaces to be provided within the application site in respect of the development hereby permitted shall not exceed 1,505 spaces inclusive of disabled parking, low emission priority parking spaces, and parking spaces associated with electrical car charging points.

Reason: To ensure that parking provision and the traffic generation and highway impact is limited to that assessed as part of the transport assessment.

28. Details of the proportion of the maximum car parking provision identified in condition 27 to be provided as part of each development plot/phase or reserved matter application shall be submitted to and approved in writing by the Local Planning Authority prior to any part of that phase/development plot being brought into use or occupied and the parking provision shall thereafter be implemented as approved and retained as such for the lifetime of the development.

Reason: In the interest of the satisfactory distribution of car parking.

29. Prior to any part of the development being brought into use and occupied a detailed car parking management strategy for the control, management, and enforcement of on-site parking including the exclusion of parking on development plots and on new sections of access and distributor road, shall have been submitted to and approved in writing by the Local Planning Authority. Thereafter the car parking associated with the development shall be managed in full accordance with this approved strategy.

Reason: In the interest of satisfactory management of car parking and to avoid the spilling out of parking on to non-designated parking areas.

30. Each reserved matters application shall include proposals to provide real time bus information. Prior to the occupation of the relevant building/phase the proposals shall have been first approved by the Local Planning

Authority, thereafter the approved details shall be implemented before the relevant building or buildings are brought into use.

Reason: To ensure that sufficient measures are in place to encourage access to the site by means other than the private car, to ensure that the traffic generation is limited to that assessed as part of the transport assessment and to ensure the proposal is consistent with the NPPF.

31. As part of each reserved matters application seeking approval for access arrangements a detailed dilapidation survey of all the highways abutting the reserved matters application site, including any structural surveys deemed necessary, shall be submitted to and approved by 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.

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

32. Each relevant reserved matters application shall be accompanied by a report which shall be submitted to and approved by the Local Planning Authority, setting out the measures to incorporate rainwater harvesting in the design. Thereafter the relevant phase of the development shall be implemented in accordance with the approved details.

Reason: In order to secure a sustainable development in accordance with The NPPF and Core Strategy Policy CS67.

33. Each reserved matters application for landscaping that includes areas of public realm shall be accompanied by proposals for the long term management and maintenance of these spaces which shall be submitted to and approved by the Local Planning Authority before any development of the phase commences. Thereafter the approved details shall be implemented.

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

34. Unless it can be shown not to be feasible and viable all buildings the subject of a reserved matters application shall incorporate green/brown roofs. Prior to each phase of the development commencing details of the design and location of green/brown roofs forming part of that phase shall be submitted to and approved by the Local Planning Authority. The proposed brown/green roof(s) (vegetated roof system) shall cover a minimum area of 80% of the roof and shall be provided prior to the use of the building commencing. Full details of the brown/green roof construction and specification, together with a maintenance schedule, shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site. Detailed specifications of the brown roof shall be approved by the local planning authority and unless alternative specification is approved the green roof shall include a substrate based growing medium of 80mm minimum depth and incorporating 15 - 25% compost or other

organic material and the vegetation type shall be herbaceous plants. The plant sward shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

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

35. Prior to the commencement of development details shall be submitted to an approved in writing by the Local Planning Authority of the measures to enhance the retained southern airport drainage ditch as shown on the approved parameter plan (dwg ref: 01616 rev 09) and pond No: 1 as identified in the Environmental Statement: to include the following:-
1. Landscaping and ecology/biodiversity and habitat enhancements.
 2. Any re-profiling of the ditch embankments and pond.
 3. Existing and proposed levels (including cross and long sections) of the ditch.
 4. How the ditch improvements will interact/tie in with the Sustainable drainage scheme and landscaping scheme installed (permitted under planning ref: 11/00610/OUT) on the adjoining Sheffield Business Park phase II.
 5. Timing of the implementation.

The drainage ditch and pond enhancements shall be carried out in accordance with the approved details prior to the occupation of any building and shall thereafter be retained.

Reason: In order to secure that satisfactory drainage methods are in place and to secure biodiversity and ecology enhancements.

36. 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: To ensure that the site is properly drained and surface water is not discharged to the foul sewerage system which will prevent overloading.

37. As part of the first reserved matters application or within an alternative timescale to be agreed in writing with the Local Planning Authority a public art strategy which sets out the process and programme for providing public art within the scheme as a whole shall be submitted to and approved by the Local Planning Authority. Thereafter public art shall be provided in accordance with the approved strategy.

Reason: In order to ensure that the development creates a unique sense of place which adds to the character of the development.

38. Surface water draining from areas of hardstanding shall be passed through an oil interceptor or series of oil interceptors, prior to being discharged into any watercourse, soakaway or surface water sewer. The interceptor(s) shall

be designed and constructed to have a capacity compatible with the area being drained, shall be installed prior to the occupation of the development and shall thereafter be retained and maintained throughout the lifetime of the development. Clean roof water shall not pass through the interceptor(s). Vehicle washdowns and detergents shall not be passed through the interceptor.

Reason: To reduce the risk of pollution to the water environment.

39. The total Surface Water flow rate from the site shall be limited to 137 litres per second and the flow rate for each part/phase of the site subject to a reserved matters application shall be proportioned according to the proportion of the total site area occupied by each reserved matters application. Before the use of the relevant building permitted by a reserved matters application is occupied, a validation test to demonstrate that the necessary equipment has been installed and that the above total site flow rate 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 prevent increased surface water run-off worsening flooding and ensure compliance with the overall surface water drainage strategy.

40. Unless it can be shown not to be feasible and viable each relevant reserved matters application shall be accompanied by a report which shall be submitted to and approved by the Local Planning Authority identifying the strategy for achieving a minimum of 10% of the energy needs of the overall development by using any combination of decentralised and renewable, or low carbon energy sources and the contribution to this target made by that phase. The percentage of energy that needs to be met for each phase of development from decentralised and renewable or low carbon energy sources shall be determined at the time each reserved matters application is made, taking into account local and national policy guidance and the practicality and feasibility of utilising the decentralised and renewable, or low carbon energy sources that might be available.

Any agreed decentralised and renewable or low carbon energy sources, connection to decentralised or low carbon energy sources or additional energy efficiency measures shall have been installed before any part of the relevant phase 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 approved measures or alternative measures that achieve the agreed percentage of renewable energy shall be retained 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 the NPPF and the Sheffield Development Framework Core Strategy Policy CS65.

41. All buildings shall be designed to achieve a BREEAM very good rating and before each building 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 order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change, in accordance with the NPPF and the Sheffield Development Framework Core Strategy Policy CS65.

42. A sustainability report shall be submitted to the Local Planning Authority for approval with each reserved matters application which reviews the standards set out in conditions numbers 40 and 41 and considers whether the sustainability measures should be enhanced in the light of relevant local, national policy and guidance at the time. The report shall include details of how the above mentioned standards are to be achieved and of any additional sustainability enhancements as agreed. The approved details shall be implemented before the relevant buildings are occupied.

Reason: In order to ensure that new development makes energy savings in the interests of mitigating the effects of climate change, in accordance with the NPPF and the Sheffield Development Framework Core Strategy Policy CS63, 64 and 65.

43. Prior to occupation of any phase of the development or building a scheme shall be submitted to and approved by the Local Planning Authority with each reserved matters application for the following:-
1. provision of electric cars for use within the site and for journeys between University sites.
 2. provision of electric charging points (with fast charging facility) including locations and number of charging points.
 3. parking permit scheme based on vehicle emissions and car sharing.
 4. priority parking for low emission vehicles.
 5. low emission travel incentives for employees.

The low emission car parking and electric vehicle charging shall be managed in accordance with the strategy set out in chapter 6 of the Environmental Statement.

The details shall thereafter be implemented as approved.

Reason: In order to mitigate the impact the proposal will have on air quality.

44. All University controlled delivery and service vehicles serving the site during its operational phases shall achieve Euro 6/IV standard or shall be fitted with an exhaust after treatment technology such as a continuously regenerating trap and or Selective Catalytic Reduction catalyst. Site construction vehicles shall also achieve Euro 6/IV standard where possible, where these are not available, or cannot be obtained the next best performing vehicle Euro .5/V or Euro.4/IV shall be used.

Reason: In order to minimise the impacts the proposal will have on air quality.

45. Each reserved matters application shall be accompanied by a comprehensive and detailed hard and soft landscape scheme which shall provide details of the species, number and location of new/replacement trees, hedges, shrubs and planting to be provided as compensation for those removed in accordance with Condition 9.

Thereafter the landscape scheme shall be implemented in accordance with the approved details prior to the occupation of the building.

Reason: in the interest of the visual amenities of the locality.

46. Upon completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy a Validation Report for each phase / plot 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 for that phase / plot 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.

47. Each part of the site the subject of a reserved matters application shall be accompanied by proposals for a suitable means of boundary treatment, which shall be submitted to and approved in writing by the Local Planning Authority before the development is occupied, or an alternative timeframe to be agreed in writing by the Local Planning Authority. Each phase of 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.

48. Prior to the indoor and outdoor recreation space (use class D2) being brought into use, a Community Use Scheme shall be submitted to and approved in writing by the Local Planning Authority. The agreement shall apply to all sporting facilities on-site including playing pitches, multi-use

games area (MUGA), changing facilities and on-site parking and shall include details of pricing policy, hours of use, access by non-staff users/non-members, management responsibilities and include a mechanism for review. The approved Scheme shall be implemented upon commencement of the use of these elements of the development.

Reason: To secure well managed safe community access to the sports facility, to ensure sufficient benefit to the development of sport.

49. Prior to the formation of the approved site access from Europa Link the detailed construction of the access to include implications for existing national grid infrastructure shall be submitted to an approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: In order to protect national grid infrastructure.

Other Compliance Conditions

50. This permission only allows for the following uses and maximum floor spaces set out below:-
- (a) Advanced Manufacturing within use Class B1 (b and c); Up to a maximum floor space of 66,983 m².
 - (b) Residential training and conferencing facilities within use class C2; Up to a maximum floor space of 37,551 m².
 - (c) Uses within Class D1 and D2 (including sports pitches and indoor recreation facilities); Up to a maximum floor space of 450 m².
 - (e) Car Parking.

Subject to total floor space not exceeding a total maximum of 104,984 m².

Reason: In order to define the permission.

51. In respect of reserved matters applications to be submitted the building ridge heights and individual building elements shall be within the minimum and maximum height limits set out in the paragraph 4.8 and figure 58 of the Bond Bryan Design and Access Statement received on the 20th August 2105.

Reason: In order to ensure an acceptable scale of development.

52. The residential training centre and conferencing facility (use class C2) shall at all times remain ancillary to the advanced manufacturing and research space (use class B1 b and c) hereby permitted.

Reason: This facility is only justified as it is an integral part of the operation of the advanced manufacturing park.

53. The development shall be provided in a campus form on a single site with buildings arranged around a central landscaped space as identified in the

design principles section 04 of the Bond Bryan design and access statement.

Reason: In order to ensure that in accordance with the case put forward as part of the application the design of the scheme is delivered as a of the need for an advanced manufacturing campus.

54. No building or other obstruction shall be located over or within the specified 3 and 4 metres distances either side of the sewers which cross the site.

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

55. All downpipes carrying rain water from areas of roof shall be sealed at ground-level prior to the occupation of the development. The sealed construction shall thereafter be retained throughout the lifetime of the development.

Reason: To prevent the contamination of clean surface water run-off.

56. 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.

57. All permitted B1 (b and C) advanced manufacturing processes associated with the development shall be carried out within the buildings which are the subject of a reserved matters application as approved by the Local Planning Authority. No industrial processes/advanced manufacturing shall be carried out in the open air.

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

58. 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.

59. At all times that construction works are being carried out equipment shall be provided to the satisfaction of the Local Planning Authority 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.

Reason: In the interests of protecting the free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

60. 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 Core Strategy Policies.

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. As the proposed development will involve the closing/diversion of a footpath(s) you are advised to contact the City Solicitor and Head of Administration, Town Hall, Sheffield, S1 2HH, as soon as possible with a view to the necessary

authority being obtained for the closure/diversion of the footpath(s) under Section 257 of the Town and country Planning Act 1990.

3. 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.

4. 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

5. 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.

6. Yorkshire Water

EXISTING INFRASTRUCTURE - On the Statutory Sewer Map, there is are several 100mm and 150mm diameter public foul rising mains recorded to cross the site at both the north and the south. There is also a 300mm public foul water sewer crossing the site at the north. The presence of the pipes may affect the layout of the site and as such may be a material consideration in the determination of the application.

A developer may, where it is reasonable to do so, require a sewerage undertaker to alter or remove a pipe where it is necessary to enable that person to carry out a proposed improvement of land. This provision is contained in section 185 of the Water Industry Act 1991 that also requires the developer to pay the full cost of carrying out the necessary works.

Owing to the repeal of section 18 of the Building Act 1984, in this instance, Yorkshire Water feels that an appropriate planning condition is necessary to adequately protect the pipes from being built over or near to. It is perceived that this will also be in the interests of future occupiers who may otherwise be dissatisfied. In this instance, a stand-off distance of 3 (three) metres is required at each side of the rising mains centre-line and a stand-off distance of 4 (four) metres is required at each side of the 300mm public foul sewer crossing the site.

FOUL WATER - The public sewer network does not have adequate capacity available to accommodate the anticipated foul water discharge from this proposal directly adjacent to the site. Owing to the significant development proposed for the area in general, the public sewer network does not have adequate capacity available to accommodate the anticipated foul water discharge from this proposal site. Regrettably there is no easy solution to providing the additional capacity required, the works are expected to be costly and require major investment. A Feasibility Study will be required in order to ascertain available capacity and points of discharge from the site.

Any foul water from kitchens and/or food preparation areas of any restaurants and/or canteens etc. must pass through a fat and grease trap of adequate design before any discharge to the public sewer network.

The development of the site should take place with separate systems for foul and surface water drainage.

SURFACE WATER - The Flood Risk Assessment and Drainage Strategy (prepared by The University of Sheffield (Report ref: 75538-FRA-SB dated 11/03/2015)) confirm; a watercourse exists near to the site - connection is subject to Environment Agency / Local Land Drainage Authority. Surface water will be managed on site and eventually outfall to the River Rother.

The public sewer network is for domestic sewage purposes. Land and highway drainage have no right of connection to the public sewer network.

Water Supply

EXISTING INFRASTRUCTURE - Company records indicate there is a 3" private water main crosses through the red line site boundary. The private water main will need to be abandoned or diverted to accommodate the above proposal. The developer should investigate on on-site. For further information and advice, the Distribution Asset Manager should be contacted at the following address:
Customer Services & Networks (Water Network Assets - South & East), Blackburn Meadows Sewage Treatment Works, Hawarth House 1st Floor, Alsing Rd Off Meadowhall Rd, Sheffield S9 1HF

A water supply can be provided under the terms of the Water Industry Act, 1991.

7. Environment Agency (EA)

For further information and advice about pollution prevention please refer to the Environment Agency's website to access Pollution Prevention Guidance Notes <http://www.environment-agency.gov.uk/business/topics/pollution/39083.aspx> and advice on how to get your site design right http://www.environmentagency.gov.uk/static/documents/Business/pp_pays_booklet_e_1212832.pdf

You may also wish to contact our National Customer Contact Centre on tel. 08708 506 506 for site-specific advice on pollution prevention.

Groundwater and Land Contamination

The EA recommend that developers should:-

- 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 used by anyone interested in groundwater and particularly those proposing an activity which may impact groundwater. GP3 is available on our website at: <https://www.gov.uk/government/publications/groundwater-protection-principles-andpractice-gp3>.

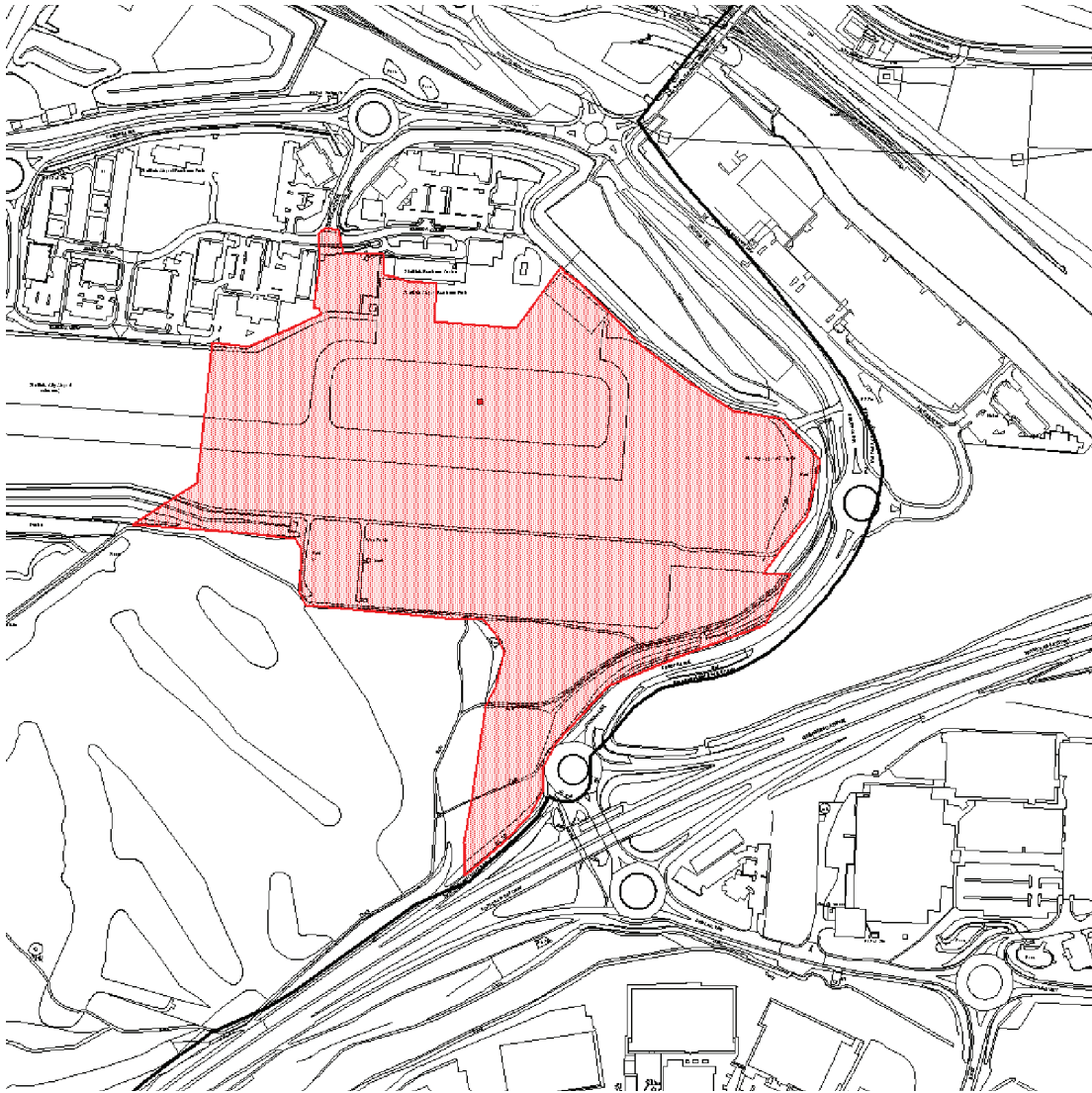
8. Aviation

D-Given that this development will impact upon operations at the adjacent aviation facility, the applicants' attention is drawn to the requirements of previous legal agreements and subsequent deeds of variation relating to the development of hangar facilities at the airport. Such agreements tied to planning permission references 02/00265/FUL and 03/01674/FUL, dated 25 October 2002 and 16 December 2003 respectively, require the removal of the hangars (currently located

within the green belt) when they are no longer required in connection with the airport or aviation uses, within 12 months of the aviation use ceasing to be operational, or in the event of the runway being reduced in length or otherwise altered such that it is no longer capable of being used by fixed wing aircraft.

9. The applicant is advised that noise and vibration from demolition and construction sites can be controlled by Sheffield City Council under Section 60 of the Control of Pollution Act 1974. As a general rule, where residential occupiers are likely to be affected, it is expected that noisy works of demolition and construction will be carried out during normal working hours, i.e. 0730 to 1800 hours Monday to Friday, and 0800 to 1300 hours on Saturdays with no working on Sundays or Public Holidays. Further advice, including a copy of the Council's Code of Practice for Minimising Nuisance from Construction and Demolition Sites is available from SCC Environmental Protection Service, 2-10 Carbrook Hall Road, Sheffield, S9 2DB: Tel. (0114) 2734651, or by email at epsadmin@sheffield.gov.uk.
10. National grid shall be notified of any demolition within 150 metres of national grid infrastructure at plantprotection@nationalgrid.com.

Site Location



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1.0 INTRODUCTION AND BACKGROUND

- 1.1 Sheffield University are seeking outline planning permission for an advanced manufacturing research campus located on part of the former Sheffield Airport site. The University has approximately 27,800 m² of established advanced manufacturing and research centre (AMRC) accommodation spread across 7 buildings, directly employing over 370 staff as well as an engineering training centre for 16-18 year olds on the Advanced Manufacturing Park (AMP) at Waverley, all of which is located approximately 500 metres to the east of the application site within Rotherham MBC's (RMBC) district boundary. The remainder of the AMP is occupied by private companies including Rolls Royce.
- 1.2 Sheffield University is identified as a world leader in translational research, which is engineering research that aims to take findings from basic or theoretical research and put this into practical applications. Translational research with its focus on multi-disciplinary collaboration seeks to bridge gaps in the process of converting research outcomes into innovation and new technologies for business, industry and government. 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 including Rolls Royce and Boeing Aerospace. 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.
- 1.3 The University's AMRC facilities on the AMP currently comprise of Nuclear AMRC, the AMRC training centre, Casting Technology International, the National Metals Technology Centre (Namtec), and the AMRC Technology Transfer Centre. These developments are supported by the European Regional Development Fund, the Technology Strategy Board, Higher Education Funding Council for England (HEFCE), Department for Business Information and Skills (BIS) and the Regional Growth Fund. The AMRC is a partner in the High Value Manufacturing Catapult, backed by the Technology Strategy Board. This enables the AMRC to tap into a national network of manufacturing research excellence and, if a particular technology falls outside of the area of expertise, catapult partners can provide the support needed.
- 1.4 With the exception of proposals to double the size of the existing engineering training centre and expansion of the Casting Technologies Institute (CTI) Smelting Plant the University has identified that land availability has become a limiting factor to continued AMRC development on the AMP at Waverley, particularly with regard to large scale development where the close proximity of new adjoining residential development is considered a major limiting factor to continued expansion. The proposed redevelopment of the remainder of the former Sheffield Airport site will provide the University with the ability to continue to expand the AMRC facilities and provide a campus style development that will enable

academics to work collaboratively easily sharing and developing knowledge and ideas which is an integral part of the translational research concept.

- 1.5 The proposed expansion of the University's AMRC facilities also 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 University has seen a continued growth in applications for undergraduate engineering degrees over the past 6 years with a 17% increase in applications in 2013 and a further 18% increase in 2014, following recent investment in engineering facilities at the city centre campus including the Pam Liversidge building, which opened in 2014 and the 'The Diamond' which has recently been completed and is now open. Over 700 students graduate in this field every year. The University has identified that this continued growth has created a need to take the research generated from the engineering faculty through to the AMRC to translate this into practical applications for Industry.

2.0 LOCATION AND PROPOSAL

- 2.1 The application site occupies an area of approximately 18.6 hectares and comprises of the eastern part of the former Sheffield Airport which was closed to commercial flights in 2008. The application site currently comprises of the former runway, associated apron, airfield, hanger buildings and a further parcel of land to the south of the airport. Approximately 2.5 hectares of the application site is in the process of being developed to accommodate Factory 2050 which Members may recall was permitted under planning reference 14/00321/FUL in May 2014. Factory 2050 forms part of the University's expansion of their existing AMRC facilities and is envisaged to form an integral part of the wider campus development proposed as part of this application. Factory 2050 is encompassed within the current red line application site boundary; however it does not form part of the detailed consideration of this outline application as it is authorised under the above highlighted planning consent.
- 2.2 To the north of the site is the established Sheffield Business Park which occupies land to the south of Europa Link and comprises of B1 offices and commercial units. To the west is approximately 20 hectares of land which comprises of the remainder of the former airport runway and is referred to as Sheffield Business Park (SBP) Phase II (formerly Blue Skies). The site has outline planning permission for office, industrial, storage and ancillary uses originally permitted in 2007 under planning reference 05/04338/OUT. The part of the former runway within the SBP Phase II scheme has recently been removed, and a development platform, site access and structural landscape scheme has been installed in readiness for future development phases, however no buildings have, to date been constructed on SBP Phase II. The SBP phase II is located in the Sheffield Enterprise Zone and benefits from a Local Development Order (LDO) which has recently been extended until 31st March 2018. To the east of the application site is Europa Link, immediately beyond which is land falling within RMBC's district, further

beyond which is the Sheffield Parkway (A630). To the south west of the site is the Tinsley Park Golf Club and 70 Acre Hill open space area.

- 2.3 In terms of topography the application site is relatively flat occupying an elevated position above Europa Link. The very southern part of the site falls approximately 4 to 5 metres towards the junction of the Sheffield Parkway slip road and the Europa Link roundabout.
- 2.4 The north eastern part of the site is currently located in the High Speed Rail Two (HS2) development zone, which as yet is not formally designed. The indicative layout submitted with this application indicates that built development will be limited in the HS2 zone, compromising of surface level parking, attenuation pond and potential ancillary leisure and recreation facilities in the form of a playing pitch. The outline application does, however allow flexibility for this parcel of land to be developed in a different form should the HS2 route or development zone be adjusted.
- 2.5 This application has been submitted by the University of Sheffield and is made in outline with only the means of access (first 70 metres only) to be considered at this stage. All other matters including, further access, appearance, landscaping, layout and scale are reserved for subsequent approval. During the course of the consideration of the application, at the request of the applicant, proposals for a C1 Hotel use have been removed and replaced with a C2 residential conferencing facility. The outline application indicates that the scheme will deliver a total maximum floorspace of 104,984 m² comprising of:
- Up to 66,983 m² of B1(b) and B1(c) Advance manufacturing and research floorspace
 - Up to 37,551 m² of C2 residential training centre and conferencing floorspace
 - D2 outdoor recreation space and up to 450 m² of D2 indoor recreation floor space
 - Demolition of existing Airport hangers
- 2.6 The design and access statement explains and illustrates how in broad terms the development may be brought forward. The application is also accompanied by a parameter plan which provides a context in which any future reserved matters applications can be delivered, ensuring that they take account of all the relevant issues to be considered at this outline planning stage. The parameter plan effectively fixes some elements of the scheme, including: proximity of future development to certain sensitive site boundaries; the position of the site access from Europa Link and the first 70 metres of new highway; the principle of public footpath and bridleway diversions; closures and enhancements; the location of an on-site drainage attenuation pond; and the location and retention of the existing southern airport drainage ditch.
- 2.7 Phasing

Factory 2050 is on site and nearing completion and is therefore identified as forming the first phase of the proposed wider AMRC campus development proposed under this outline application. The design and access statement indicates the potential for an 11 plot phased development; however the development phasing and plot definition is purely indicative at this stage. The applicant has indicated that phasing will largely be defined by access to public and private funding streams that become available to the University, such that complete phasing and development flexibility is required so as not to preclude future access to funding. The University has indicated that an outline planning consent itself will provide the context and assurity the University requires to enable them to successfully access funding streams and investment opportunities to deliver the scheme. Notwithstanding the above the Chancellor of the Exchequer announced in the Autumn Statement 2014 the award of £30 million to the University to co-locate the National Materials Institute with Factory 2050 which is then highly likely to form the second phase of the wider campus (after Factory 2050). Two other projects are at an advanced stage, which include a Laboratory for Verification and Validation (LVV) which will provide capability to house and test large scale structures across realistic environments; and an Integrated Civil and Infrastructure Research Centre (iCAIR) which will deliver state-of-the art research and innovation capability for Civil Engineering and Infrastructure research. There is further potential for a Fast Make Centre of Excellence and Energy 2050 building to follow in the 3rd and 4th phases.

2.8 Access

The means of access into the site and the first 70 metres of new highway is to be considered at this stage. Further details of highways to serve the site will form part of reserved matters applications. In order to facilitate vehicle and pedestrian access, a new signalised junction is proposed from Europa Link on the eastern boundary of the site. Access into the site will also be taken from Europa Court which is already authorised and is provided as part of the Factory 2050 consent.

2.9 Scale

The Submitted Design and Access statement (D & A) sets out a scale range of potential buildings between 4 metres and 50 metres in height, which are anticipated to form part of the development proposals, albeit scale does not form part of the consideration of this application and is reserved for subsequent approval.

The applicant has indicatively suggested the following:

- Plots 1, 2, 3 and 4 will have an overall height of 15 metres comprising of small medium research buildings, including Factory 2050 which is on site.
- Plots 5, 6 and 7 will have overall heights of 30 metres where high bay elements are required, with individual elements such as chimneys up to 50 metres in height.

- Plots 8 and 9 may have small single storey buildings for sports and recreation and ancillary uses.
- Plot 10 is envisaged to have a maximum height of 20 metres.
- Plot 11 is envisaged as a landmark building located closest to the Sheffield Parkway and would be a maximum of 50 metres in height.

2.10 Appearance and layout

The detailed design and appearance of buildings and layout of the site is not to be considered at this stage as it is reserved for subsequent approval. However the submitted Design & Access Statement (D&A) does set out a series of design principles and precedents from previous schemes that the applicant has delivered, which indicate the type of buildings and design quality that is intended as part of this development. The design principles indicate that the buildings will seek to represent the advance manufacturing use of the site through the use of high quality materials, and represent a step change from the typical standard-format commercial buildings commonly found in other industrial and business park areas of the city. Rather it will seek to align itself with the concept of the area as a new Innovation District. The concept layout will be designed around the creation of a campus with central pedestrianised hub linking buildings together.

2.11 Landscaping

Landscaping is again reserved for subsequent approval and, as such, detailed design is not included in this outline application. A series of landscape principles are identified in the D&A including creating a hierarchy of different routes which are designed and landscaped to reflect their use and purpose. The intention is to integrate the development in to the wider landscape and minimise its impact on the adjoining Green Belt by planting landscape buffers and retaining and enhancing perimeter landscaping where possible.

2.12 Length of Planning Permission

In accordance with section 92 of the Town and Country Planning act 1990 the period sought for the implementation of the planning permission is 7 years. The applicant considers this to be sufficient period to submit reserved matters applications and complete all elements of the proposed development.

2.13 Environmental Impact

The proposed development falls within Schedule 2, Category 10(b) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (the EIA Regulations) as an 'Urban Development Project' where the area of development exceeds 1 hectare. The proposed development is considered to have potential to give rise to significant environmental effects. Accordingly, the proposed development is

regarded as 'EIA Development' and the application is accompanied by an Environmental Statement (ES).

3.0 RELEVANT PLANNING HISTORY

3.1 (a) Relating to the application site:

14/00321/FUL - 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 – Granted Conditionally.

14/01420/FUL - Creation of surface water attenuation facility associated with application 14/000321/FUL) and Phases 1 and 2 of the wider redevelopment proposals – Granted Conditionally.

02/00265/FUL - Erection of Hangar building at airport – Granted conditionally (legal agreement). 03/01674/FUL - Extension to existing hangar - Granted conditionally (legal agreement).

3.2 (b) Planning history relating to adjoining development of SBP Phase II

(formerly blue skies):

05/04338/OUT - Mixed use development comprising of the erection of buildings to be used as offices, general industry & distribution (use classes B1, B2 & B8), the erection of ancillary buildings for use as retail, food & drink uses, non-residential institutions and leisure facilities (use classes A1, A3, A4, D1 & D2) (As amended by Project addendum dated 06.03.2006) – Granted conditionally (legal agreement).

10/01028/REM - Erection of distribution unit (Use Class B8) and associated landscaping, parking and infrastructure (Approval sought for access, landscaping, layout, appearance and siting of unit approved in planning permission 05/04338/OUT) – Granted conditionally.

10/03909/REM - Approval sought for access, appearance, landscaping, layout and scale of distribution unit and ancillary structures approved by planning permission 05/04338/OUT – Granted conditionally.

11/00610/OUT - 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) (Application under Section 73 to vary condition no: 5, 6, 7, 9, 12, 16, 25, 26, 27, 29, and 37 imposed by planning application 05/04338/OUT and impose additional conditions to allow the development to be built in separate phases) – Granted conditionally (legal agreement).

15/01591/OUTR - Mixed use development comprising 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, A3, A4, D1 and D2) (As amended by Project addendum dated 06.03.2006) (Application to extend time limit for implementation of application No 05/04338/OUT) – Pending consideration

4.0 SUMMARY OF REPRESENTATIONS

The application, being an EIA development, has been advertised as such, it has also been advertised as a departure from the provisions of the UDP and as development affecting a public right of way. The scheme has been advertised by press notice in the Sheffield Telegraph; by site notice; and letters have been sent to immediate neighbours/landowners.

Following amendments to the Environmental Statement and the description of development the application was re-advertised on the 20th August in the local press, site notices were posted on the 10th September and letters sent out on the 21st August.

No letters of objection have been received to this application from the general public. One letter of support from the Sheffield Business Park has been received, the issues are summarised below:

4.1 Sheffield Business Park

The proposals included in this application will support the growth of the Sheffield City Region economy by making a significant contribution to increasing its GVA and delivering the growth plan.

The project is also at the centre of the emerging Advanced Manufacturing Innovation District, supported by public and private partners which, together with other sites, will put Sheffield on the global map for advanced manufacturing/R&D relocations and business growth. This will help attract OEM companies and their supply chain to the City Region. Bearing in mind the above this application should be fully supported by all in the interests of local, regional and national growth.

The land subject to the proposal has no inherent ecological or agricultural value, nor was it chosen because it has natural beauty or protected wildlife. It is the site of former Open Cast mining reclaimed and subsequently used as an airport until closure in April 2008.

The project creates new economic land use of significant benefit and its boundaries provide a new and defensible Green Belt Boundary including Amenity Hill and Tinsley Park Golf Club.

As a City Region we need to get ahead of the game in modern advanced manufacturing/R&D and, if we do not, others will and it will be an opportunity lost. There is National and International competition for the same market and we have a one-off opportunity to compete at the global level. Following

due process every effort should be made to deliver this project at the earliest opportunity

4.2 The following responses have been received from consultees.

4.2.1 Rotherham Metropolitan Borough Council (RMBC)

RMBC planning committee resolved on the 17th September to raise no objection to the application subject to the approval of a site specific robust travel plan designed to place greater emphasis on mitigation by means of vehicle trip reduction; caps being placed on trip generation from the site preventing further development taking place should these caps be reached; and securing mitigation measures to the A630 roundabout in the future should congestion and operation issues become apparent as the development progresses.

The Woodlands Trust (WT)

The Woodlands Trust objected to the proposals.

WT state that development must be kept as far as possible from ancient woodland, with a buffer area maintained between the ancient woodland and any development boundary. An appropriate buffer area will depend on the local circumstances and the type of development but larger buffers may be required.

The permanent retention of buffer zones must be secured as part of the planning permission. These should be allowed to develop into semi-natural habitat.

The existing regenerated growth around the ancient woodland cores cannot be included in the proposed buffer zone. A buffer zone must be added in excess of what already exists. Because of the linear nature of these woodlands, which allows detrimental edge effects to penetrate right through the wood, WT recommend a buffer zone of at least 30m (in excess of the Natural England standing advice of 15 metres).

WT also note that there are still occasions where native and ancient woodland is threatened by development, and many woods suffer attrition through incursions at their boundaries. Even if the woodland itself is protected, it can suffer serious disturbance where houses or roads are built right up to its margins, both directly from the impact of development, or indirectly through changes to drainage.

WT highlight the Forestry Commission/Natural England standing advice for planning authorities dealing with applications that impact ancient woodland and highlight Paragraph 109 of the National Planning Policy Framework which states that the planning system should contribute to and enhance the natural and local environment by:

- protecting and enhancing valued landscapes, geological conservation interests and soils;
- recognising the wider benefits of ecosystem services;
- minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity.

Natural England

- Statutory nature conservation sites – no objection
Based upon the information provided, Natural England advises the Council that the proposal is unlikely to affect any statutorily protected sites or landscapes.
- Protected species
Natural England have not assessed this application and associated documents for impacts on protected species and refer the council to the Standing Advice on protected species which is a material consideration in the determination of applications in the same way as any individual response received from Natural England.

Natural England state that the Standing Advice should not be treated as giving any indication or providing any assurance in respect of European Protected Species (EPS) that the proposed development is unlikely to affect the EPS present on the site; nor should it be interpreted as meaning that Natural England has reached any views as to whether a licence is needed (which is the developer's responsibility) or may be granted.

- Local sites
Natural England state that if the proposal site is on or adjacent to a local site, e.g. Local Wildlife Site, Regionally Important Geological/Geomorphological Site (RIGS) or Local Nature Reserve (LNR) the authority should ensure it has sufficient information to fully understand the impact of the proposal on the local site before it determines the application.
- Biodiversity enhancements
The LPA should consider securing measures to enhance the biodiversity of the site from the applicant, if it is minded to grant permission for this application. This is in accordance with Paragraph 118 of the National Planning Policy Framework. Additionally, we would draw your attention to Section 40 of the Natural Environment and Rural Communities Act (2006) which states that 'Every public authority must, in exercising its functions, have regard, so far as is consistent with the proper exercise of those functions, to the purpose of conserving biodiversity'. Section 40(3) of the same Act also states that 'conserving biodiversity includes, in relation to a living organism or type of habitat, restoring or enhancing a population or habitat'. Opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes

The Environment Agency

Raise no objection to the proposal subject to the imposition of a number of conditions to deal with flooding and drainage issues.

Yorkshire Water

Raise no objection subject to the imposition of conditions

Highways England

Highways England initially issued a 'holding recommendation' against the application due to concerns that the proposal would detrimentally impact the Strategic Road Network (SRN), specifically the operation of Junctions 33 and 34 of the M1. Following further discussions with Highways England it has been agreed that, subject to the signing of a Section 106 agreement to impose a limit on the number of trips the development can put through Junctions 33 and 34 in the am peak hour (7am-9am), and securing a requirement to undertake mitigation works to either or both of these junctions should the specified trip rates be exceeded, this would satisfy their concerns. This has now been secured in the agreed draft section 106 agreement and Highways England have lifted their holding recommendation subject to the completion of this agreement.

Sheffield Sustainability and Urban Design Panel

Panel comments are repeated in full below:

The Panel welcomed this opportunity to comment at outline stage on such an exciting project for the City and the wider region, and strongly supported the ambition of the partners to deliver a world-leading advanced manufacturing and research centre within Sheffield.

Notwithstanding this, the Panel recognised the substantial challenges involved with realising a masterplan in this location that would achieve a level of place-making and design quality concordant with the ambition presented.

- (i) Overall Approach
The Panel appreciated the balance that had to be struck between fixing the essential components needed to establish a convincing new place and retaining the flexibility required to respond to emerging user requirements. It was felt that the masterplan should provide a clear framework and structure for each phase and needed to develop some of the more important features, such as the central spine – in form if not finished state - at the earliest possible stage.

It was considered that the proposals for the buildings appear to have developed to a significant degree, given the outline application stage reached. However, it was more likely that the circulation and landscape, having a greater degree of certainty, would generate the distinctive identity of this new business and learning environment. It was felt that putting greater emphasis on these areas now would pay long-term dividends in terms of generating a strong sense of place.

- (ii) **Landscape Structure**
Given the nature of the location, the type of environment envisaged and the character of neighbouring uses, the approach to the landscape was viewed as having a vital role to play in establishing the development framework. The Panel considered that the landscape elements of the masterplan were significantly under-developed. Concepts, such as the central spine, were potentially strong but required refinement and aligning with a strong access strategy to ensure that the heart-space, or town square, place of exchange envisaged could be confidently delivered.

It was understood that it may be a number of years before elements of the proposals could be realised, but a strong landscape structure could create an interim condition which could establish character and enable individual components to evolve. For example the central spine could be a linear park from day one, progressing to a hard space or internal winter garden as the site matures.

The formulation of a landscape framework across the site was considered critical. The quality of the structural landscape on the neighbouring business park was considered to be one of its redeeming features, one with which the AMRC should have some sense of connection. The design team was encouraged to reengage with the landscape proposals and develop a strong set of guiding principles with one or two key moves to set the standard for future development.

- (iii) **Architectural approach**
The Panel urged the design team to turn up the ambition of the design. Although acknowledging that the substantial work to date had produced a set of well-mannered buildings, the Panel considered that the current proposals lacked zest and the ability to convey the prestige and ambition of the AMRC.

The Panel identified an opportunity to link the advanced technology and research with the design of buildings and structures across the AMRC in a stronger manner. This could be achieved through

materiality, form, volume, or colour to celebrate and promote the activity accommodated and supported by this development. The black sheds of the Don Valley were identified as an example of the industrial development that is so quintessentially Sheffield and could be employed in this location to great effect.

(iv) Campus Layout and Connectivity

The Panel supported the campus approach to the layout and the central spine, echoing the previous airport runway and providing some respite

from the exposed conditions of the location. However, the Panel regretted that this central spine had not been developed further to establish a genuine hub with shared facilities (gym and pitch) as well as a clear point of arrival. Where, for example, would visitors alight from their transport into this exciting new environment?

It was disappointing that the more varied uses, likely to generate activity at different times of the day, such as sports facilities and the hotel, had been dispersed to the periphery of the site rather than clustered around the spine. The design team was urged to revisit this aspect in association with a stronger landscape framework.

The introduction of a number of spaces and pedestrian/cycle routes within the site was welcomed, but the Panel agreed that they needed to

be given greater attention and focus to ensure they were located where

needed and were sufficiently attractive to encourage widespread use. In what is a relatively remote location, it is important that the potential for connections beyond the site, such as with the neighbouring Sheffield Business Park, are maximised. It was felt that the Trans Pennine Trail could be better integrated rather than run around the perimeter of the site.

(v) Conclusion

The Panel commended the ambition of this project and understood the

need to ensure an appropriate level of flexibility was accommodated at

this relatively early outline stage. Key concepts, such as the establishment of a strong spine, were supported in principle.

However,

it was the Panel's firm view that a further iteration of the design was needed to produce the degree of clarity required. The spine, for example, needed to work harder, to provide a focal point for more varied activities and provide a clear sense of arrival.

The Panel considered that a strong landscape framework would provide a real opportunity to establish the character of this new environment

and develop a cohesive setting for a family of exciting buildings, which would steadily emerge as the development matures. The design team was encouraged to embrace the opportunity to develop this landscape as the initial driver for the development by producing a comprehensive strategy.

South Yorkshire Passenger Transport Executive (SYPTTE)

SYPTTE note the strategic location of the application site within the Sheffield and Rotherham Economic Corridor, which is anticipated to experience significant levels of growth due to its Enterprise Zone status and the increasing importance of advanced manufacturing knowledge hub, business location and potential Innovation District.

SYPTTE deem public transport connectivity to be an essential element to the sustainable, long term development of this strategically important location as high quality and attractive public transport links can ensure access to employment opportunities and promote business relocation and investment. SYPTTE require a commitment from the developer to demonstrate how public transport and sustainable travel behaviour is going to be adopted by site users.

SYPTTE acknowledge and support the policy background which seeks to promote this location for regeneration and development and support this approach, although they acknowledge the need for the developer to demonstrate supporting measures to promote and enhance public transport services within the area masterplanning. This has been secured through a Section 106 Agreement on the SBP Phase 2, which requires a contribution to local bus services when floorspace triggers have been exceeded (upon the occupation of 27,870m² of Commercial [B2 and B8] or 13,000m² of Office [B1] Floorspace). A similar section 106 agreement should be secured as part of this scheme.

SYPTTE deem the indicative level of car parking to be an over-provision. The parking issues on the SBP are acknowledged; however they express concerns that over supply of parking provision actively encourages the use of the private car.

Concerns with the accuracy of some of the stated transport modelling results and points of clarification were required (NB - addressed later in this report).

The proposed link road through the central spine of the site provides the opportunity to potentially divert existing bus services currently using Europa Way. SYPTTE request that this road is designed to accommodate two way bus movements (minimum width of 6m) to ensure the future availability of bus services to use this road. This will have significant accessibility benefits as bus services could be located closer to the buildings and may also provide a degree of journey time savings from an operational perspective.

South Yorkshire Police

No comments have been made by the police on this application

South Yorkshire Fire Service

No objections to the proposed development

Creative Sheffield

Creative Sheffield have written in support of the application and their comments are set out below;

Creative Sheffield is Sheffield City Council's Economic Development department, leading on the development of the city's economic strategy and priority economic development plans. The City Regeneration Division is also now part of Creative Sheffield providing a focus for promoting the delivery of major physical economic regeneration schemes and flagship projects within the city.

It is in these roles that we are providing comments on the above application, and as such we will focus on:

- Strategic fit in the city's economic plans
- Economic rationale and importance of the proposed Advanced Manufacturing Innovation District (of which AMRC2 is a critical element)
- Principles underpinning the location of the AMRC2

(i) Strategic Fit

Sheffield City Region's (SCR) Strategic Economic Plan (SEP) has at its centre an economic ambition to deliver 70,000 jobs over the 10 years to 2025. The Sheffield Economic Strategy identifies the Sheffield Rotherham Economic Corridor (SREC) as a source of competitive advantage, productivity and demand and the SEP recognises that the future growth of this economic corridor will be fundamental in delivering against SCR's growth ambitions.

For over 200 years the SREC has been a centre of industrial innovation, particularly in metal and materials. The area has withstood the huge structural changes which have transformed the global industrial economy over the past 30 years and now has significant potential for future growth.

The critical capability and mass of the manufacturing sector in the SREC and the wider City Region is crucial to UK manufacturing. SCR has expertise in advanced engineering and materials comprising of design, production, fabrication, and assembly of high value engineered materials, components and systems. SCR's manufacturing cluster is not based around a single Original Equipment Manufacturing (OEM) company, serving a single industry but based on the skills and knowledge of advanced engineering and materials companies. Excellence in this field allows SCR manufacturing companies to lead in the supply of materials and components

to growing markets such as aerospace and defence, infrastructure, energy and medical equipment sectors; we believe this places the SCR at the centre of the UK manufacturing industry.

The SREC houses many of the UK's leading manufacturers, including nationally and internationally renowned enterprises such as Tata, Outokumpu, Forgemasters and Alcoa (formerly Firth Rixson). In recent years the strengths of these long established manufacturing businesses has been enhanced by the establishment and growth of the Advanced Manufacturing Park (AMP) and developments at Sheffield Business Park (SBP)

The AMP has seen a decade of development, propelled by its partnership with global brands including Boeing, Rolls-Royce and BAE systems. This unrivalled connection of industry and research led innovation has been a force for the further agglomeration of advanced manufacturing and technology firms.

The pace of development at the AMP has shown how public sector investment can be harnessed to stimulate private sector investment and the agglomeration of R&D intensive firms.

The Advanced Manufacturing Research Centre (AMRC) has been the catalyst for the increased pace and scale of development of the AMP – realising a well evidenced economic principle that high value industrial focused research can create significant economic spill over effects, attracting OEMs and an agglomeration of small and medium sized enterprises (SMEs). This momentum must not be lost, the expansion of the AMRC by the University of Sheffield to a second campus on the SBP, provides the opportunity to reposition the whole of the AMP and SBP capturing the demand from the 'proximity to the AMP' effect.

New research in the SCR Independent Economic Review and SCR Strategic Economic Plan illustrated the rapid growing and full life cycle capability in advanced manufacturing within the SCR. It highlights that in SCR we can 'design, develop, produce and distribute'. It evidences that:

- We have nationally relevant strengths in developing designs into final products, and these products facilitate (in the form of machinery) or become critically important parts of (in the way of components) other high value industries across the UK and beyond.
- The research led innovation at the AMP is a key location for the design of industrial parts and machinery and for the development of uses for a range of advanced materials. That design capability is also prevalent in healthcare technologies and across the digital technology specialism.
- The logistics sector, a key strength of the City Region economy, enables locally made products are integrated into other supply and value chains further afield.

The establishment of the SCR Enterprise Zone (EZ) in 2011 is also helping to secure long term commitments by large companies in capital investment and stimulated further SMEs clustering in Business Rate Relief zones in close proximity to the AMP. We plan to harness the EZ incentives and establish a future land supply within the EZ process to underpin a new industrial strategy to establish SCR as the Manufacturing Valley for the UK along the M1 corridor.

The AMRC2 site is adjacent to, but outside of the EZ sites at SBP and the AMP, and it is important to note that the incentives available to businesses to locate within the EZ are of much more limited financial benefit to the University.

Fundamental to driving growth, is the future capability of the SREC to continue to promote innovation, attract investment and drive demand in the manufacturing industry for new technology and processes that can then be delivered from the collective manufacturing strengths across the SCR. These principles are at the heart of a new vision for to create an Advanced Manufacturing Innovation District (AMID).

(ii) Economic rationale and importance of Advanced Manufacturing Innovation District:

Sheffield and Rotherham Local Authorities in partnership with the University of Sheffield are pursuing a new vision to create the UK's Advanced Manufacturing Innovation District, building on the bedrock of manufacturing expertise and R&D rich assets within the SREC.

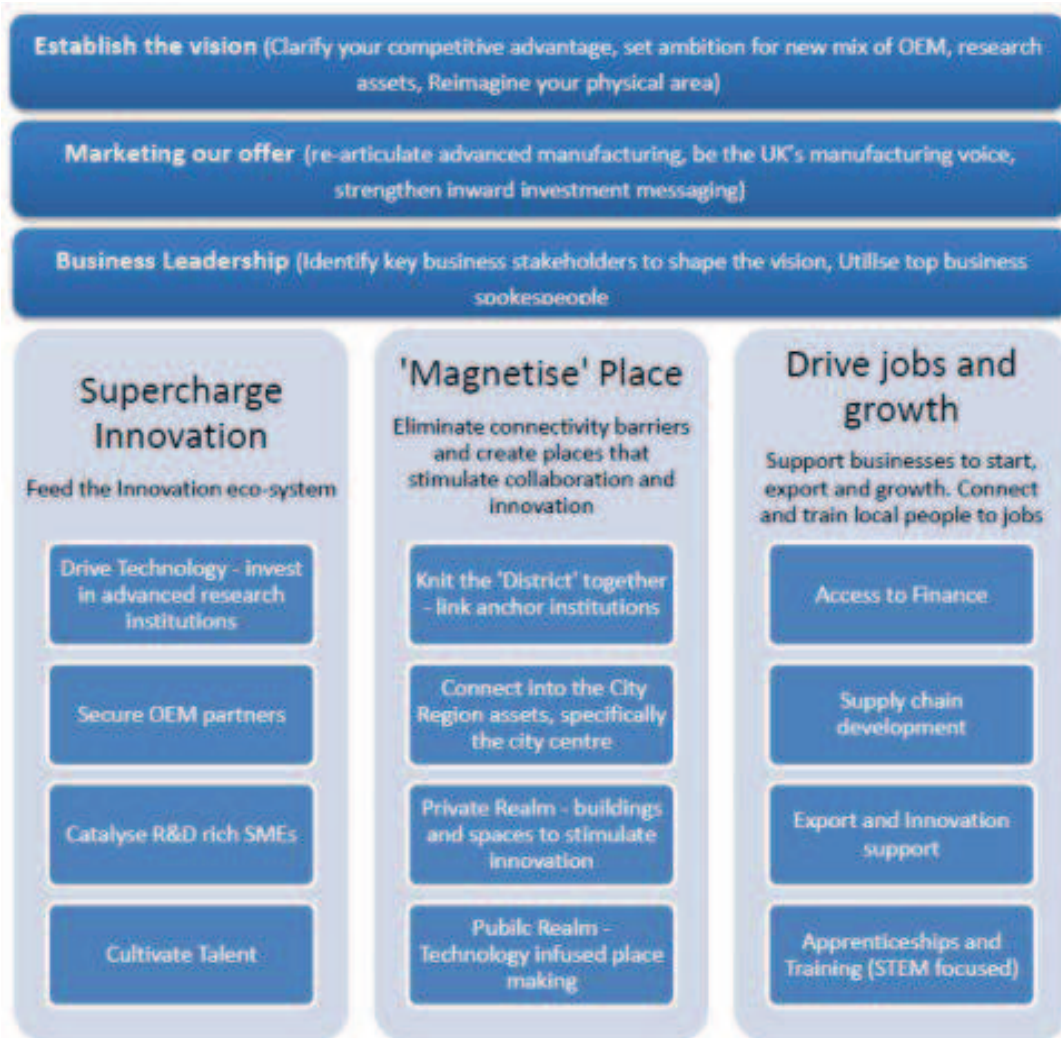
We are working with Brookings Institution in Washington, and specifically their Vice President Bruce Katz, in applying the principles of the Innovation District concept to advanced manufacturing.

Although this is at the vanguard of thinking in this area, there are global trends which point to the importance of this approach. For example:

- Talent attraction and retention (people and business): This is an increasingly important part of ensuring the future competitiveness and growth of our advanced industries; as such it is crucial that our future development plans create places where skilled workers want to live, work and play.
- 4th Industrial Revolution - the use of cyber-physical systems in the advanced manufacturing sector: The future of the advanced manufacturing sector will be driven by the integration of technology, robotics and software into production, customer demands to develop and produce customised materials and components, designing manufacturing processes to achieve efficiencies and to deliver whole life cycle servitisation.
- The places which recognise and adapt to these trends, will be at the forefront of advanced manufacturing. This is the core principal behind the vision to develop an Innovation District; it takes into account global

trends and provides a useful 'tool kit' to re-think the way we prioritise our interventions, and the way we design and develop spaces and places.

The following framework, worked up with the Brookings Institution, illustrates the core strategies that will underpin the delivery of the AMID proposals. The development of the AMRC2 on the site proposed is at the heart of virtually all of these core strategies.



The research assets that will be delivered at the AMRC2 are critical to the AMID, providing a catalyst for growth through attraction of OEMs and clustering of SMES who need / want to benefit from the innovation, research and technology.

It will also support manufacturers in SREC and SCR to move up the value chain by exploiting new technology and innovation. A major aim for the AMRC is to stimulate the development of a supply chain within advanced manufacturing sectors, with companies using AMRC to develop products or processes, and then locating nearby in order to continue accessing its

facilities. Those companies' suppliers in turn would also be encouraged to locate nearby.

These catalytic R&D economic spill over effects are not currently assessed by the economic impact study produced by Oxford Economics in support of the planning application and are likely to be significant – adding to the substantial direct, indirect and induced jobs highlighted by Oxford Economics.

(iii) Principles underpinning the location of the AMRC2

The benefits outlined above will be increased to their maximum potential if the new campus is located as outlined on the SBP in proximity to the existing AMRC and AMP. There are fundamental principles in creating an Innovation District that are pertinent to this application. These are:

- Density: Creating an agglomeration of research assets with space in close proximity for the clustering of OEMs, supply chain companies and SMEs.
- Proximity: Maximising R&D spill over effects by creating strong connections between research assets and businesses
- Quality of place: Ensuring that the spaces between the building are designed and planned to encourage collaboration and interaction
- Mix: A recognition that flexibility in land use can encourage innovation by allowing R&D assets, firms and supporting amenities to co-exist in close proximity

The research activities taking place at the existing AMRC and AMP are world class and at the cutting edge of innovation in advanced manufacturing but the environment and layout of both the AMP and the SBP do not reflect this. Both parks are inward looking, fairly traditional business parks and whilst the architecture and landscaping are of a good quality they have no real sense of place and are severed from each other by the Parkway.

The development of Factory 2050 on SBP is an important first step of expanding the R&D activities at the AMRC/AMP across the Parkway into Sheffield. The proposals in this planning application will build on this initiative and pull the two parks closer together both physically and in terms of agglomeration.

As stated above we are working with Rotherham MBC, the University and the landowners of both the AMP and SBP on promoting and delivering the AMID. We have jointly commissioned consultants who, amongst other actions, will be examining what further measures can be explored to intensify this connectivity even more. This could involve relatively early improvements to transport, pedestrian and cycling links between the parks; public realm improvements; encouraging new development of some scale and massing to consolidate at the edges of both parks adjacent to the

Parkway and a more ambitious longer term aspiration of a new bridge link over the Parkway.

It is vital for the success of these principles that the AMRC2 development is located as close as possible to the existing AMP rather than further away on the site of the former airport runway.

A further important principle is that we need to ensure that the success and growth of the advanced manufacturing stimulated by the AMRC/AMP is maximised and not stymied by a lack of available land for future development.

One of the reasons that the University have located Factory 2050 and the AMRC2 proposals on SBP is that the AMP has become so successful that there is now insufficient land there to meet the demands and aspirations of the University.

Furthermore the wider impact and importance of the AMP has been the attraction of major high value business such as Rolls Royce to locate new factories adjacent to the R&D facilities. There is every reason to assume that the development of Factory 2050 and the wider AMRC2 facilities within this planning application will have a similar catalytic effect here.

For this reason it is considered to be critical that the adjoining 50 acres of the remaining SBP is not developed by the University and is available for future private sector development by businesses who wish to locate close to these facilities.

As stated above this adjoining land is within the SCR EZ and the incentives available to private sector firms will add to its attractiveness to such businesses but is of more limited benefit to the University.

For all of the reasons set out above Creative Sheffield fully supports the AMRC2 development in this location and, in our view the importance of these proposals to the local and national economy is an exceptional circumstance which justifies allowing the development to be located in the Green Belt.

5.0 PUBLIC CONSULTATION

5.1 In addition to the Council's statutory consultation process, prior to the formal submission of the application, The University carried out an independent consultation exercise. The Council's policy on pre-application consultation is set out in the adopted revised Statement of Community Involvement (SCI) August 2014 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.

5.2 Two rounds of public exhibitions were undertaken. A more general overview of the University's estate development for the period up to 2024 which included the AMRC2 campus development was provided at four separate public exhibitions during September and October 2014 at the University Concourse, Jessop West, and the Winter Gardens. A further exhibition dedicated to the AMRC2 proposal was held in the Morrison's supermarket at Poplar Way, Catcliffe, close to the site on the 14th and 15th September 2014,

where display/information boards of the proposed development as well as examples of some of the technology involved at the AMP were provided. Over 200 people were recorded to have visited the exhibition, with all reported comments generally supportive of the proposal and job creation associated with it. Feedback could be left by way of comment forms at the event or by email. An earlier consultation exhibition was also carried out in December 2013 where descriptions of the proposed AMRC masterplan and specifically Factory 2050 were presented. In addition to the above The University has also indicated that it has had continued discussions with adjoining landowners including Sheffield Business Park and Sheffield International Venues who run Tinsley Park Golf Club. The University have also indicated that Handsworth Junior Football Team are interested in using the proposed sports pitches. The consultation process is considered to broadly accord with the aims and objectives of the Council's revised SCI.

PLANNING ASSESSMENT

6.0 LAND USE

- 6.1 This application represents a significant development to deliver a major expansion of the University's existing advanced manufacturing and research facilities. The planning position is relatively complex and the potential benefits of the scheme need to be weighed against the relevant local and national planning policy and guidance and, where the development does not conform with the provisions of the development plan, consideration needs to be given to other material considerations.

The key issues for consideration include the following:

- Principle of the development – B1 (b and c), C2 and D2 uses in the Green Belt.
- Highways and Transportation
- Drainage and Flood Risk
- Ecology and Biodiversity
- Sustainability
- Air quality
- Layout, scale, design and landscaping limited to the principles that can be considered at this outline application stage.

6.2 Principle of Development

- 6.2.1 Within the Sheffield Unitary Development Plan (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. A small section of the south-western part of the site which comprises of part of an existing airfield also falls in an area of Natural History Interest as defined in the UDP.

- 6.2.2 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. The policy also identifies Residential Institutions (C2) and sport and recreation uses (D2) as acceptable and identifies that all other uses should be considered on their own merits.
- 6.2.3 The (C2) residential conferencing element of the scheme would be owned and operated by the University, remaining ancillary to the AMRC, providing space for visiting research staff who may be staying for short or long periods to conduct their research as well as providing facilities for visiting customers and businesses interested in investing in the AMRC concept.
- 6.2.4 Policy CS2 of the Core Strategy seeks to prioritise new business and industry on previously developed sites. In accordance with the National Planning Policy Framework (NPPF) the large majority of the site, despite its Green Belt location, is considered to be previously developed.
- 6.2.5 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 both the universities and Tinsley Park. A majority of the maximum floorspace proposed comprises of advanced manufacturing and research (B1(b) and (c)) which is clearly a preferred use in accordance with Policy IB6. The site is located in close proximity to the University of Sheffield's existing AMRC facilities and buildings at the AMP and as such it is evident that the principle of the development and expansion of Advanced Manufacturing is supported by UDP and Core Strategy policies. The large majority of the proposed development site lies within the Green Belt and cannot be disaggregated. As such, the principle of developing this site must be considered in light of adopted local and national Green Belt policy.
- 6.3 Green Belt Policy
- 6.3.1 Policies GE1, GE2, GE3 of the UDP; Policy CS71 of the Core Strategy (CS); and The NPPF apply in respect of new development in the Green Belt . All of these 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.
- 6.3.2 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.

- 6.3.3 With the exception of the outdoor sports use and any small scale indoor sports and recreation use, the proposed development, when considered in the context of local and national planning policy, would be inappropriate development in the Green Belt and, as such, very special circumstances for developing this site 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 material considerations. There is no definition within national or local policy of what would constitute 'very special circumstances' as each proposal must be considered on its individual merits.
- 6.3.4 The UDP proposals map adopted in 1998 still defines the extent of the Green Belt in Sheffield. 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.
- 6.3.5 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 to the south (Tinsley Park / 70 Acre Hill) back into the Green Belt, which also satisfies the purposes of the Green Belt.
- 6.3.6 The Green Belt boundary, as drawn on the UDP proposal map, follows the alignment of a public footpath which crosses 70 Acre Hill then cuts across the application site. The public footpath from 70 Acre Hill does not physically continue through the former airport or application site - it currently 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 physical features on the ground. This is because the Green Belt designation pre-dates the runway and followed the public footpath and a fence line before it was diverted as part of the construction of the airport. 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.
- 6.3.7 In light of Policy CS71 and the key diagram attached to the Core Strategy it is 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 a diagrammatical representation of the policy - the plan does indicate the application site is to

be 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, however, specifically refer to the 'airport runway' being the feature to be removed from the Green Belt; albeit without a definition in words or in details as to what that precisely refers to. The application site encompasses the remaining airport runway as well as the apron, hanger buildings, surrounding airfield and a further parcel of land to the south of the airfield and therefore includes a wider area than that referred to as the 'airport runway' within the explanatory text of Policy CS71. Notwithstanding this, parts of the development site are located on parts of the former airport runway itself and the apron to the frontage of the terminal building which is referred to in the explanatory text of Policy CS71. 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 approximately 6 hectares of land from the Green Belt, which includes the hard surfaced runway and apron in front of the former terminal building and the existing hanger buildings. An Industry and Business Policy Area was indicated to be extended to include part of the application site including the 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).

- 6.3.8 The draft Local Plan Proposals map indicated the Council's proposed policy direction with respect to the precise future Green Belt boundary at the airport. 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 owners of Sheffield Business Park 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.
- 6.3.9 The Council decided following Cabinet authorisation in December 2013, not to submit the City Policies and Sites document (including the proposals map) to the Secretary of State for examination due to the lack of an identified 5 year housing land supply. Cabinet authorised that work on the current emerging Local Plan City Policies and Sites document and the proposals map should be incorporated into the new Local Plan. It was identified that as part of the Local Plan process more land for housing must be bought forward and part of the process of identifying further land would require a review of the Green Belt boundary.
- 6.3.10 The Core Strategy key diagram and Policy CS 71 clearly indicate that a change to the Green Belt boundary at the airport is required to correct an untenable anomaly with the existing boundary. Therefore the release of at least part of the site for development is established by the Core Strategy and is considered to carry significant weight in the determination of this application. The new Green Belt boundary is identified as being the airport runway in the supporting text of Policy CS71 and as illustrated on the draft

Local Plan proposals maps. The boundary shown on the emerging plan is not considered to follow built-form or a permanent physical feature on the ground such as a fence, hedge, road or footway and parts of the former runway and apron have been removed. The precise boundary is also considered to carry less weight in light of objections that the entire airport should be excluded from the Green Belt; and the fact that the Council decided not to submit the City Policies and Sites Document (including Proposals Map); which indicated the precise Green Belt boundary to the Secretary of the State; due to a requirement to find more development land, which has generated the requirement for the Council to undertake a Green Belt review.

- 6.3.11 As part of the first stages of a Green Belt review the Council undertook a call for sites in July and August 2014 which enabled developers and landowners to identify land that could be developed for housing and other purposes, including commercial development. As part of that process the applicant's consultants made representations to the Council in respect of the release of the application site from the Green Belt for development. The Council is currently anticipating undertaking initial consultation on strategic issues and options for the Local Plan later this year, however any new Green Belt boundary as part of the new Local Plan will not be adopted until 2018, which would not meet with the applicant's timescales for proposed redevelopment of the site. The proposal must therefore be considered in light of the current policy position.
- 6.3.12 As part of the emerging Local Plan work, consideration will also be given to the implications of the establishment of a new Advanced Manufacturing District (AMID) in this area.
- 6.3.13 The existing Advanced Manufacturing Research Centre (AMRC) with Boeing will share a £235 million funding package for what will be known as the Sir Henry Royce Institute for Advanced Material Science and a further £61 million has been allocated to the High Value Manufacturing Catapult, of which the AMRC is a leading member.

Given the funding streams available and the financial commitment already publicised by the Government towards the development of The National Materials Institute, this clearly demonstrates that the development is deliverable and there is an urgency to commence development before any formal Green Belt review could be concluded, or there is a risk that the development will simply not proceed at all.

6.4 Previously Developed Land in the Green Belt

- 6.4.1 Paragraph 89 of the NPPF identifies that limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt than the existing development, and would not conflict with the purposes of

including land within the Green Belt, is not considered to be inappropriate development.

6.4.2 Annex 2 of the NPPF goes on to define previously developed land as 'land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed).' In the case of this site large parts of it are considered to constitute previously developed land. The former hard surfaced air strip and former hard surfaced apron areas are clearly permeant features. The associated hanger buildings are also structures in the Green Belt although a Section 106 agreement tied to a previous planning consent requires the removal of these structures once their use has ceased. The grassed airfield areas to the south of the airstrip clearly form part of the curtilage of the former airport due to their enclosure by security fencing and their very clear on-going maintenance. However, a parcel of land extending to the south to join the Parkway slip road is clearly outside the existing curtilage of the airport, located beyond the current security fence. Despite references to this parcel of land being spoil, associated with previous coal mining activities in the locality, it is considered to have returned to a natural state over the passage of time and is not therefore considered to be previously developed.

6.4.3 Notwithstanding the above consideration must clearly be given to the impact the redevelopment of the previously developed and undeveloped parts of the site would have on the openness of the Green Belt. Any other harm associated with the development and any conflict with the purposes of including land in the Green Belt must also be considered.

6.4.4 In addition to harm to the Green Belt, by definition, as a result of inappropriate development, consideration must also be given to any further Green Belt harm by reason of conflict with the five Green Belt purposes. Paragraph 80 of The Framework (NPPF) identifies that Green Belt serves five purposes:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

6.4.5 The proposal is not considered to result in unrestricted sprawl of large built up areas. The site is contained by established built form immediately to the north, comprising of the Sheffield Business Park. The western site boundary is formed by a development site (SBP Phase II), which has extant permission for major commercial redevelopment. The eastern site boundary is very clearly defined by a physical boundary in the form of the Europa Link and the Sheffield Parkway. The southern site boundary is not defined by built form as the land to the south extends for approximately 2 km alongside the Sheffield Parkway until it meets housing development at Darnall which forms the Green Belt as defined on the UDP proposals map. However, the

established Tinsley Park Ancient woodland, Tinsley Park Golf course and Sheffield Parkway slip road do provide some containment and a recognisable boundary to the site. The Trans Pennine Trail forms an identifiable boundary to the remainder of the southern part of the application site. It is clear that a large majority of the site adjoins established urban development and any perception of urban sprawl is not 'unrestricted' as the site is considered to be contained and to fall within clear limits established by existing features on the ground and built form. When considering the application site in its wider context including established built form, infrastructure, topography and landscape features, the proposal could be considered to round off the existing pattern of development at the airport.

- 6.4.6 In terms of preventing neighbouring towns from merging into one another it is considered that the application site no longer performs this function effectively in its current form. The site is largely surrounded by built form, including development which falls within RMBC's boundary to the north and east of the site. The actual administrative boundary of SCC and RMBC is located immediately to the east of the application site defined by Europa Link. Other than the road itself, and band of landscaping alongside it, there are not considered to be any clear visual open features or buffers that visually separate the two settlements, including the application site. Rotherham MBC has identified their intention to remove the parcel of land between Europa Link and the Sheffield Parkway (immediately to the east of the site) from the Green Belt in the Final Draft of the Sites and Policies element of their emerging Local Plan. As part of RMBC's Green Belt review the land to the east of the application site is identified to provide a negligible contribution towards the Green Belt as the Green Belt boundary has no clear definition following recent development, including the Aston Hotel, car parking and car sales plots which are located to the north and east of the application site. RMBC have indicated the land is to be allocated for new employment uses in their 2014 Final Draft Sites and Policies Document, thus likely to accommodate development, further weakening the application site's role in preventing the perceived merging of settlements.
- 6.4.7 The perception of any physical separation of settlements in this location is no longer considered to exist. The only physical features which are visually recognisable as features which separate the settlements of Sheffield and Rotherham are located outside of the application site and both are considered to fall beyond the current Green Belt boundary and lie within RMBC's boundary; these features being the Sheffield Parkway (A630) and the railway cutting further to the north of the site, beyond Europa Link, which actually visually separates Brinsworth (RMBC) from parts of the Tinsley Marshalling Yards (SCC).
- 6.4.8 The site is not considered to assist in the safeguarding of the countryside from encroachment. As identified earlier, the site is largely considered to be previously developed land. Its previous use as an airport and the site's close relationship with existing urban development to the north; authorised development to the west and a major highway and proposed development land to the east are considered to characterise the site as being more urban

than rural and; visually distinct from the open space and landscaped areas further to the south of the site. Parts of the southern boundary are defined by the Trans Pennine Trail and existing established landscape features which would largely remain unaffected by the development. Furthermore the site is not considered to be countryside in the commonly used sense of that word.

- 6.4.9 The site does not currently perform the function of preserving the setting and special character of a historic town.
- 6.4.10 In terms of performing a function in assisting urban regeneration, by encouraging the recycling of derelict and other urban land, the application site could perform this function as there are vacant previously developed sites in the locality. However the majority of the site is itself considered to be previously developed in accordance with the NPPF and, as noted later in the report, the development is intended to lead to catalytic effects which will assist in the regeneration of previously developed land in the locality.
- 6.4.11 Despite a clear indication from the Council in the CS key diagram and the explanatory text associated with Policy CS71 to remove large parts of the site from the Green Belt boundary, the development currently still remains in the Green Belt. Although the development is not felt to result in any significant additional Green Belt harm as a result of any conflict with the five purposes of including land in the Green Belt identified above, the development is, by definition, inappropriate development. Therefore in accordance with the NPPF the development should be refused unless very special circumstances for developing in the Green Belt clearly outweigh Green Belt harm and any other harm.

6.5 Assessment of Green Belt Very Special Circumstances

- 6.5.1 The economic benefits of the proposed development to The Sheffield City Region must be considered. A presumption in favour of sustainable development is identified as a golden thread of decision making within the NPPF, an integral part of which the government states is building a strong, responsive and competitive economy and gives significant weight to supporting economic growth.
- 6.5.2 Paragraph 14 of the NPPF explains that, at the heart of both plan making and decision taking, there is an expectation that planning authorities should positively seek opportunities to meet the development needs of their areas unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits. Of the three dimensions of sustainable development (economic, social and environmental) referred to in the NPPF, great emphasis on the need to build a strong, competitive economy, in the light of the need for national growth, is identified.
- 6.5.3 Furthermore the NPPF goes on to emphasise the role of economic development and states that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the

country's inherent strengths, and meeting the twin challenges of global competition and of a low carbon future.

6.5.4 Paragraph 19 of the NPPF goes on to state that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore it is clear that significant weight should be placed on the need to support economic growth through the planning system.

6.5.5 One of the very clear objectives of the Core Strategy (CS) as set out in Chapter 3 (Vision and Objectives) is to create 'a city that will be economically prosperous and attractive to business and new investment and will sustain employment for all which seek it'. Para 3.7 of the CS sets out how the objective of achieving Economic Transformation (challenge 1) will be addressed as stated below:

- S1.1 Conditions created for a balanced, diverse and sustainable high growth economy in the Sheffield City Region (SCR)
- S1.2 Provision of modern high technology manufacturing and knowledge based services including links to the universities and opportunities for the creation of dynamic business clusters
- S1.3 Environments created, improved and conserved to attract business investment, including high technology manufacturing and knowledge based-services.

6.5.6 Sheffield City Region (SCR) Growth Plan sets out the 10 year Strategic Economic Plan (SEP) for the City Region. The Growth Plan identifies that the SCR is not achieving its economic potential. During the growth cycle of 1998 – 2008 the SCR was the only City Region to experience a net decrease in private sector employment with the recession and downturn not helping the City Region achieve the transformation that is considered to be required. GVA growth (Contribution to the economy of each individual producer, industry or sector in the United Kingdom) between 1998 and 2008 also lagged behind the national average (57% compared to 63%). The Growth Plan also identifies that medium and low-tech manufacturing is predicted to continue to lose jobs and therefore future growth is required to stabilise those losses. The Growth Plan states that the SCR needs to transform, rather than just grow its economy, with the City Region needing a restructured, 21st century manufacturing, materials and knowledge economy that is outward looking, contains a greater number of businesses and which generates more exports and better employment opportunities.

6.5.7 The Growth Plan identifies that the SCR has a specialism in advanced manufacturing, and in engineering and materials, of national significance. The University of Sheffield is identified as having developed the 'Manufacturing Strategy for the Sheffield City Region' and the delivery of the scheme strongly aligns with the Government's Industrial Strategy. The Growth Plan includes a series of spatial priorities for economic growth. The application site sits at the heart of the Sheffield/Rotherham Don Valley

Corridor which is identified as the largest cluster of modern manufacturing in the SCR.

- 6.5.8 The aim of the Growth Plan is to create 70,000 new jobs over the 10 year period to 2025 including approximately 30,000 highly skilled occupations to create a more prosperous economy and to increase GVA by £3.1 million. The Growth Plan specifically identifies the Advanced Manufacturing Research Centre (AMRC) as a key asset and the retention and growth of high value manufacturing and means that the SCR could clearly help Government deliver on its important ambition for export-led sustainable growth and will play a key role in driving growth in GVA, contributing towards the Government's ambitions to establish the Northern Powerhouse.
- 6.5.9 In light of the above it is clear that the continued development of the University's AMRC is central to the transformation and growth of the SCR economy, assisting significantly in meeting the ambitious employment and economic targets set out in the Growth Plan. The University has identified that the development proposal will satisfy an overwhelming educational need, which is to provide state of the art teaching facilities and opportunities for applied research and the development of spin-off businesses for the University's growing Engineering Faculty.
- 6.5.10 As noted earlier in the report the University's research is internationally recognised and is considered to be world leading in engineering research. On the back of this growing reputation the University has made significant investments in its wider campus to facilitate the growth in demand for engineering places. The continued growth in engineering is considered to be closely aligned with AMRC activities undertaken by the University.
- 6.5.11 The University's existing AMRC training centre trains 400 engineering apprentices a year, these highly skilled and trained graduates will leave with the sorts of skills which have the potential to contribute directly towards the economic development and regeneration of the SCR, potentially securing high quality employment and contributing towards the growth plan targets of increased employment in high value jobs with a trained and readily available workforce. The proposed expansion of the AMRC will stimulate growth and the potential catalytic effects of new business will directly benefit from the availability of highly qualified and trained staff.
- 6.5.12 The University has submitted an Economic Impact Statement in support of their application which sets out the potential economic and job creation benefits from the development. The applicant's economic modelling analyses the impact of the proposed development at sub-regional (Sheffield City Region); regional (Yorkshire and Humber); and national (United Kingdom) level in terms of the impact that both the construction phases and operational phases of the development will have on job creation and contribution to national economic impact (GVA).
- 6.5.13 The analysis and modelling is based on the performance and operation of the University's AMRC development at the AMP (scenario 1) and expected

levels of future economic activity, given planned Investment by Rolls Royce (scenario 2) at the AMP. These scenarios and the GVA and job creation figures associated with them are estimates, however they are based on the existing operational AMP which is considered to act as an accurate benchmark for assessing the impact of the proposed development given the comparable size, close geographical location and the type and nature of activity (advanced manufacturing and research) that is undertaken on the AMP. Estimates also include indirect effects i.e. activity that is supported as a result of the purchase of raw materials and services by firms in the supply chains, including purchases by those companies and so on. Also included are induced effects i.e. activity that is supported by spending of those employed directly and indirectly by the development.

- 6.5.14 It is predicted that construction activity associated with scenario 1 will directly generate £58.9 Million of GVA, creating 1,494 jobs in the SCR. Inclusive of indirect and induced benefits this rises to between £73.5 and £176.7 Million in GDP and 1,801 jobs for the SCR and 3,614 jobs nationally.
- 6.5.15 The operational effects of Scenario 1 are predicted to directly contribute £57.5 million of GVA and 1,112 jobs to the SCR. Inclusive of induced and indirect effects this rises to between £73.5 million to the SCR and £135.4 million of GDP at a national level and between 1,515 jobs to the SCR and 2,831 jobs at a national level.
- 6.5.16 It is predicted that construction activity associated with scenario 2 will directly generate £74.2 Million of GVA, creating 1,881 jobs in the SCR. Inclusive of indirect and induced benefits this rises to between £92.5 million to the SCR and £223.5 Million in GDP and 2,267 jobs for the SCR and 4,517 jobs nationally.
- 6.5.17 The operational effects of Scenario 2 are predicted to directly contribute £95.6 million of GVA and 1,644 jobs to the SCR. Inclusive of induced and indirect effects this rises to between £118.1 million to the SCR and £217.9 million of GDP at a national level and between 2,199 jobs to the SCR and 4,337 jobs at a national level.
- 6.5.18 The proposal also has the potential to stimulate additional development (catalytic impact) and associated employment and GVA growth as the University has a track record of attracting high value and advanced manufacturing business to locate in close proximity to their AMRC facilities, as is evidenced by the AMP at Waverley.
- 6.5.19 Should the proposed development go ahead on the former airport, other private businesses are likely to be attracted to locate on sites in the immediate locality, particularly the adjoining airport site. It is a key development site that has struggled to attract development despite it having extant planning permission, being located in an Enterprise Zone (EZ) with incentives for development available to private business, and the site also benefiting from a Local Development Order. Encouraging spin-off development as a result of the research and development work the

University does, and the associated investment and business growth this will generate, will contribute further to the economic growth of the SCR and, critically, to increase the private sector employment which is also one of the explicit key objectives of the Growth Plan

6.5.20 As a standalone proposal the scheme would contribute significant additional jobs through the construction phases and directly create up to 5% of the Growth Plan's target of 30,000 highly skilled occupations and make a significant contribution to GVA, aligning with SCR Growth Plan aims and ambitions and the economic objectives set out in the CS. Furthermore, the catalytic impact of the development, from the attraction of spin offs and spin-ins from private investors and business start-ups could give rise to further economic benefits to the SCR. As such it is clear that the development would support economic growth of the SCR and, due to the unique position the University holds in the advanced manufacturing field, assist with the Government's national economic objectives. Therefore the economic impact of the development should be afforded significant weight in accordance with the NPPF.

6.6 Consideration of alternative sites and development specific design, layout and location issues

6.6.1 The existing AMRC facilities on the AMP at Waverley have grown organically. Physical barriers including car parking located at the centre with buildings around the perimeter are not considered by the University to provide the environment to foster the conditions which will lead to the sharing of knowledge required to enhance advanced manufacturing development. Deliverability of a campus style development with a central hub, so that engineering scientists can meet easily to enable collaborative work so research is shared, promoted, enhanced and developed is now considered fundamental to the future success of AMRC facilities. The application site provides the opportunity to masterplan a campus where buildings can be co-located around a central covered hub with pedestrian and cycle access, with car parking located on the periphery of the site. The hub would provide a link between several of the proposed research buildings and, although layout is reserved for subsequent approval, the application supporting submissions, including the main theme in the design and access statement, is centred around the importance of the development of a campus 'central hub' which will provide opportunities for scientists and researchers to collaborate for the advancement of research which will be facilitated by the design and layout of the scheme.

6.6.2 Co-location and close proximity to the existing AMRC facilities at Waverley are also considered essential to the continued success of the AMRC. Although the application site will be physically separated from the AMP by the Sheffield Parkway; strategically the sites are considered close enough to be considered as a single entity for the purposes of bringing global companies and inward investment to the region. The AMRC is based on close co-operation between research staff and companies with research staff working in companies; and engineers from companies working

alongside research staff at the AMRC; and is predicated on the models established by other high value catapult centres such as Harwell Oxford. Electric vehicles will be provided to facilitate movement between sites as well as existing pedestrian and cycle routes between the two sites facilitating access. The Design and Access statement also proposed a building of scale close to the Europa Link Sheffield Parkway roundabout to provide a 'visual' linkage between the AMP and the site giving the perception of a larger joined campus when viewed from a much larger scale.

6.6.3 There are considered to be other available sites of a similar size across the region and the country on which the development could be located, however such proposals to relocate the AMRC facilities would only increase division between the existing facilities at the AMP which fundamentally goes against the ethos of collaborative working identified by the University and would not offer any of the economic benefits to the City Region highlighted earlier in the report. However consideration has been given to alternative sites in Sheffield and the availability of land on the existing AMP at Waverley for expansion. A number of sites were considered and discounted due to distance from the application site and the need to retain close links with the established AMP, being a key determining factor in the consideration of viable alternative sites.

6.6.4 All sites assessed were considered by the applicant to be locationally inferior to the proposed application site and unable to provide the links to the existing AMRC facilities which can be established by proximity of the application site. The proposed HS2 routing would potentially remove parts of the Tinsley Marshalling Yards and the Outukumpu site (Shepcote Lane) reducing the sites' available developable area and therefore they are not considered to be long term deliverable alternatives. Planning permission also exists on the Tinsley Marshalling Yard. The Former Ucar site (Middlewood), Smithy Wood (Chapletown) and Allvac Staybright works site (Weedon Street Meadowhall) were considered to be too distant from the existing AMRC facilities at the AMP and the deliverability of the sites is affected by a combination of extant planning permissions and access issues. In terms of the AMP there are no longer any comparable sites of the same size as the application site (18.6 hectares) which would afford a campus style development. The remaining sites on the AMP are between 5 and 8 hectares with a number of these sites having planning permission, having been partially built out or having locational constraints such as the proximity to residential property that provides design and operational constraints to future development. All the remaining sites on the AMP are visually distinct and would require disaggregation of the proposed scheme and therefore not deliver the single campus style development considered fundamental to the future development of advanced manufacturing research and the reason why the University are now looking to expand elsewhere beyond the existing AMP. One of the remaining sites on the AMP to the south of Highfield Spring (B606) is the subject of an application for the relocation of the Waverly new community district centre, further reducing available land.

- 6.6.5 The closest alternative site which could accommodate a development of 18.6 hectares and is located in the immediate vicinity is the Sheffield Business Park Phase II (Blue Skies) site which comprises of the western end of the former airport runway (20 hectares). The applicant has indicated that the development of this site would remove a large parcel of developable land which would limit the ability of other business and industries attracted to co-locate with the proposed AMRC facilities. This may undermine the impact that the University's expansion and development would have on the wider Sheffield/ Rotherham economic corridor and the Advanced Manufacturing Innovation District (AMID) which is being promoted by Sheffield CC and RMBC. The EZ benefits to the wider economy would be reduced as the University is registered as a charitable organisation - it does not therefore derive any further benefits from the EZ which would be available to new private investors or business. More fundamentally the ability to deliver the campus style development required on SBP phase II would be significantly constrained due to the linear nature (1.2 Km end to end) and limited width which would put constraints on the ability to accommodate or retain the critical central hub/knowledge-sharing space required as part of the campus and potentially limit any large format development that will be required to sit within a campus style development.
- 6.6.6 The co-location benefits of the site due to its proximity to the existing AMP and the proposals for the expansion of the University's research based advanced manufacturing on this site would build on the aims and objectives set out in the SCR Growth Plan and align with Core Strategy strategic visions and objectives as well as specific policy which encourages the expansion of the University's existing facilities and advanced manufacturing. Furthermore the Council, in conjunction with RMBC, are in the process of undertaking a masterplanning exercise to establish the Advanced Manufacturing Innovation District (AMID) with the aim of creating Europe's largest research-led Advanced Manufacturing cluster. The Master Plan area encompasses the Sheffield/Rotherham economic corridor to which the continued development and expansion of the University's AMRC facilities is central to the successful future development and economic prosperity of a much larger area.
- 6.7 Beneficial use of the Green belt
- 6.7.1 According to paragraph 81 of the NPPF, enhancement of the beneficial use of the Green Belt should be sought. Examples given are looking for opportunities to provide access; and for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land. In this case the indicative layout does indicate that the development will include sport and recreation features including changing facilities and a sports pitch which has been identified as being available for public use. This element is considered to be a beneficial use of the Green Belt.
- 6.7.2 The previous commercial operation of the site as an airfield did not permit public access and that currently remains the case. The development will

improve public access to the site, however the site will remain in commercial use and, whilst the proposed development will alter the character of the site, opening up some of the existing site features, the benefit to increased public access to the Green Belt is limited.

6.8 Other harm as a result of the Development

6.8.1 The NPPF requires 'other harm' as a result of the development to also be considered when balancing the weight to be attributed to the very special circumstances of the development.

6.8.2 With regard to other harm this is considered to relate to the highways and transportation; ecology and biodiversity; landscape and visual impact; flooding and drainage; air quality; and cumulative impacts of the development. The general impact of these issues are considered in detail later in the report, and a conclusion on whether very special circumstances exist cannot be made until this has been fully assessed

7.0 APPEARANCE, LAYOUT AND LANDSCAPING

7.1 Policy CS74 'Design Principles' seeks to deliver high-quality development which respects, takes advantage of and enhances the distinctive features of the city, its districts and neighbourhoods.

7.2 The NPPF attaches great importance to the design of the built environment and states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

7.3 As noted earlier in the report this application is in outline only with all matters reserved with the exception of access. Notwithstanding the above the applicant has submitted a design and access statement (D&A) which includes an indicative layout to demonstrate that the proposed quantum of floor space which could be delivered on the site. The D&A also sets out a series of principles for the potential future development including landscaping proposals, as well as indications of potential scale and massing of buildings and access and movement within the site.

7.4 The indicative layouts take account of the Factory 2050 development which is currently in the final stages of construction and is proposed to be integrated into the wider campus development. The plans contained in the D&A statements are indicative only and subsequent applications will not be formally tied into the layout shown.

7.5 The development seeks to create a completely new environment that will embody the aspirations for advanced manufacturing, moving away from the access and infrastructure driven layouts of traditional manufacturing areas in favour of a landscaped campus, where buildings are located and designed to facilitate interaction between users and laid out in way that creates a stronger more accessible pedestrian environment for its users.

- 7.6 The focus of the indicative layout is the delivery of a pedestrianised central boulevard/hub which runs as a central spine through the site. Buildings are indicated to be laid out either side of the boulevard and designed with active frontages on a central boulevard with a glazed atrium linking buildings together.
- 7.7 Accessibility and movement is critical to the successful development of a campus. The D&A identifies an intention to minimise road infrastructure whilst still ensuring that the appropriate heavy goods vehicles (HGV's) and large scales vehicles needed to service the proposed development can access the proposed campus. Ease of pedestrian movement and the provision of a central pedestrianised boulevard which links buildings together with parking around the edges of the site are identified as key parts of the design and layout of the site. A hierarchy of streets of differing character which reflects the different access and servicing requirements of the site is identified in the D&A. The success of the central pedestrianised campus hub which will facilitate the sharing of knowledge and ideas, has been stressed as so important to the development of advanced manufacturing research by the applicant, and will be highly dependant on the delivery of the stated movement strategy and route hierarchy. The principle perimeter car parking located on the edges of a centralised pedestrianised campus is considered acceptable subject to detailed design.
- 7.8 The general landscape character of the existing site is considered to be limited comprising predominantly of highly maintained grassland with scrub planting around its perimeter. The preliminary Sheffield Landscape Character Assessment undertaken in 2011 to inform the preparation of the Local Plan identifies a series of landscape character areas across the city. The assessment identifies the site as being located within 'a highly maintained landscape'; with ridge lines to the south. No detailed assessment is made of the application site within the report; however the assessment identifies that the general character of 'highly maintained' landscapes are dominated by management for amenity purposes, including sport and recreation and parks, and often located adjacent to urban areas as is the case with the application site.
- 7.9 The development of a strong landscape character is considered important given the site's location in the Green Belt and its proximity to adjacent mature landscape features. A landscape strategy is proposed to reinforce existing features. To ease the transition of built form to the established adjoining sites, landscape buffers will be provided to the southern and northern edges of the site, and a series of routes through the site all of which are identified to have a landscape context which relates to their intended use. This will ensure the site has a strong landscaped context. Connectivity with adjoining sites including the SBP, SBP Phase II, the adjoining Tinsley Park Woodland and 70 Acre Hill open space area will also be critical to ensure that the development is integrated into the landscape and the proposed and established built form which surrounds the site. Pedestrian and cycle routes around the site are to be enhanced as part of

the development and the historic footpath across the site diverted by the previous airport development is to be re-established as part of the adjoining development of SBP Phase II which will be linked into the application site.

7.10 Scale and massing – Indicative parameters suggest buildings heights could range between 4 metres and 30 metres with some individual elements of buildings extending up to 50 metres in height including the provision of a signature building at the southern end of the site adjacent to the Europa Link roundabout. The signature building is employed as a means of establishing a distinctive form due to its prominent position adjacent to a major road and to provide a visual link between the existing AMP at Waverley and the application site. The height and scale of buildings will be functionally driven by the needs of the specific research to be undertaken in each building and will be considered as part of any reserved matters applications. Buildings across the neighbouring SBP are generally a maximum height of 12 metres. Buildings on Phase II of the Business Park could be of varying scale dependent on the end users and the needs of the occupiers. Whilst buildings on the application site could well be taller than those on adjoining sites, the overall scale parameters are considered acceptable and maximum heights will be secured by condition.

7.11 Design Quality – The applicant has indicated that the proposed development will represent a significant step change from traditional business and industrial park development. The University's design led approach is well evidenced by high quality developments at the AMP at Waverley and more recently Factory 2050 which occupies part of the application site, where high quality design, landscaping and materials are used to reflect the advanced manufacturing and research use of the buildings. The detailed design of each building will be considered as part of any reserved matters applications

7.12 Conclusion – Appearance layout and landscaping

The indicative plans illustrate that the quantum of development proposed could be accommodated on the site subject to detailed design. The D&A statement is considered to set out a series of broad principles which will help to deliver a high quality campus development, centred around the delivery of a pedestrianised boulevard which will act as the heart of the development, and will promote knowledge sharing amongst its different users. The parameter plan establishes the provision of suitable landscape buffers and retention of existing features on the site which will contribute to its enhancement. Overall it is considered that the design principles will contribute towards creating a distinctive high quality environment. The proposal is therefore considered to accord with Policy CS74 of the CS and the guidance contained in the NPPF.

8.0 HIGHWAYS

8.1 Policy CS51 'Transport Priorities' sets out six strategic priorities including developing alternatives to the car, containing congestion levels and

supporting economic growth through demand management measures and sustainable travel initiatives. Policy CS53 'Management of Demand for Travel' also seeks to make the best use of the road network, promote good quality public transport, walking and cycling and use travel plans to maximise use of sustainable forms of travel and mitigate the negative impacts of transport.

8.2 University of Sheffield AMRC Transport Assessment

The Masterplan Transport Assessment (TA) has been carried out to investigate the highway impact of the University of Sheffield's proposed Advanced Manufacturing and Research Centre. The AMRC Masterplan is made up of 11 plots which equate to a building area of 104,984 m² of which 66,983 m² is use class B1(b) and (c), 450 m² use class D2 and 37,551 m² use class C2. The TA considers both the impact of the vehicular trips estimated to be generated by the proposal along with giving consideration to the site's accessibility and potential for travel by alternate modes of transport to the private car.

8.3 Scope of the Study

The first stage of the process was to identify the extent of the highway network to be considered. It was agreed that the following junctions would require capacity assessment:

- Europa Link/A630 Sheffield Parkway
- Europa Link/Site access
- Europa Link/Britannia Way
- Europa Link/Europa Court
- Europa Link/Europa View
- Europa Link/SY Police access
- Europa Link/Europa Court
- Europa Link/Wood Lane
- Europa Link/Shepcote Lane

8.4 A more limited assessment was also taken of M1 Junction 33 and 34. It was agreed that the assessments should cover both the AM and PM peak hours for the years 2015 and 2030.

8.4.1 Estimated Traffic Generation

The estimated trip generation has been calculated using the industry standard TRICS database. The method of calculation is to first determine the number of person trips to the site and then determine the mode of travel (eg car / walk / cycle / public transport). This is then used to provide estimates of the number of journeys made by each mode. The total number of person trips estimated to be generated is indicated below:

	AM Peak		PM Peak	
	Arrivals	Departures	Arrivals	Departures
Person Trips	1484	478	336	1160

The percentage of people travelling by each mode of travel is then applied to the above figure to calculate the number of trips made by the various different modes.

Initially the Transport Consultant suggested that reference was made to the Darnall Ward statistics and a Travel Survey that had been carried out at the AMP. This data indicated that the percentage of car use was 58% and 57% respectively. It was considered that the percentages suggested above were too low and could not be accepted. Further investigation was undertaken using the TRICS database which indicated an average percentage of 65%. It was agreed that this figure should be used and resulted in the following estimates:

	AM Peak		PM Peak	
	Arrivals	Departures	Arrivals	Departures
Vehicle Trips	964	310	218	756

The premise behind the use of the TRICS database is to identify similar sites which can then be used to calculate a trip rate (usually per 100 m² GFA). The applicant's Transport Consultant has commented that given the extremely specialised nature of the development proposals and the fact that it is predominantly large scale advanced manufacturing and research it is likely that the initial person trips calculated will be significantly higher than will materialise in reality and as such it is considered that the estimates of vehicular traffic generation should be regarded as providing a robust basis for assessment.

The applicant has provided an explanation of the processes likely to be taking place on this site and it does appear likely that the ratio of people to Gross Floor Area of the individual buildings does have potential to be significantly lower than that which would normally be expected from traditional manufacturing and industrial development.

8.4.2 Traffic Distribution

The additional traffic generated by the development proposals has to be distributed to the existing highway network. This exercise was carried out using the SATURN model. The results of the modelling are then used in the capacity assessments of the junctions mentioned above.

Comments received from Highways England (HE) raised concerns about the results of the SATURN modelling exercise in respect of the way in which traffic had been distributed to the highway network. In particular it was considered that the model maybe under-estimating the traffic distributed to the Strategic Road Network (SRN).

Whilst it is accepted that modelling is a valuable tool in terms of assisting with the assessment of development proposals, it must be borne in mind that there are numerous variables and outside influences that can never be

realistically replicated through the use of a mathematical model. Given this fact, combined with the uncertainty regarding the levels of estimated traffic generated by the site (as mentioned previously) it was agreed that detailed monitoring of the actual development flows would take place through the Travel Plan to ensure that the reported number of trips coming through the SRN in the am peak would not be exceeded. Should the predicted trip rate be exceeded, measures contained in a Section 106 agreement have been secured to prevent any further development from taking place until mitigation works to the SRN are agreed with HE and are implemented.

8.4.3 Committed Development

In order to ensure that as accurate an assessment as possible is being undertaken it is necessary to include traffic generated by committed development (proposals which have planning consent but have not yet been built). The committed development included in the assessment has been agreed and not only includes development in Sheffield but also Rotherham.

8.4.4 Junction Assessments

The junctions indicated above have been assessed for the AM and PM peak periods for the year 2015 and 2030. In order to provide a full picture of the operation of the highway network and the impact of the development proposal the assessments have to be carried out for the following scenarios:

- Base traffic (traffic already on the road) + committed development
- Base traffic (traffic already on the road) + committed development + proposed development

By carrying out these assessments it is possible to understand the impact of the development under consideration.

The assessments indicated that the highway network will, with the committed development and development traffic, continue to operate satisfactorily with the exception of the A630 Sheffield Parkway junction and the southern site access.

Mitigation measures have been proposed for the above junctions. The mitigation measures proposed are:

- Signalisation of the priority junction at the South site access with Europa link
- New segregated left turn slip road to separate northbound A630 exit arm traffic heading towards Europa Link northern arm at the A630 Sheffield Parkway / Europa Link junction
- Increase entry width and two lane approach on Europa Link to Europa Link roundabout.

Further mitigation was proposed at the A630 Parkway / Poplar Way section of the A630 Sheffield Parkway / Europa Link interchange (within RMBC) but this was not considered acceptable by RMBC. It was however agreed that no objection would be raised (by RMBC) to the development proposals without the proposed mitigation subject to the preparation of a robust Travel Plan.

Provision has been made in the Section 106 to secure works to the Poplar Way roundabout in the future should it prove to be necessary in line with the agreed Highways England M1 junction mitigation triggers and subject to agreement with RMBC. This is considered acceptable from an SCC perspective and is in accordance with the agreed way forward with HE.

Given the vehicular traffic generated by this proposal and the existing conditions which prevail on the local highway network it is accepted that there will be some additional vehicles joining the existing queue on the A630 Sheffield Parkway during the PM peak (queuing from J33). Whilst this is not ideal the impact is not considered to be severe and accords with Paragraph 32 of the NPPF which states: "Development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe".

8.4.5 Sustainable Access

The NPPF states that planning policies should protect and enhance public rights of way and access, and local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way networks, including National Trails. Policies CS54 and CS55 of the CS also seek to promote, improve and develop pedestrian and cycle routes.

8.4.6 Walking

As part of the assessment of the development proposal, consideration was given to the opportunities to access the site by alternative means to the private car. From a pedestrian perspective the desirable walking distance for commuting purposes is 500m with a preferred maximum of 2km. It is considered acceptable to refer to the maximum distance of 2km. Within a 2km walking distance of the site are the residential areas of Catcliffe and part of Brinsworth. Whilst there are adequate facilities to serve these areas it is considered that in reality there is only a limited catchment area for pedestrian trips to the site.

There are a number of public rights of way (PROW) which will be improved as part of the proposed development including works to the Trans Pennine Trail, however whilst these works are welcomed it is not considered that they are likely to significantly encourage pedestrian trips to the site.

8.4.7 Cycling

It is accepted that cycling has the potential to replace car trips for journeys of less than 5km. Given this there is a possibility of trips by cycle being made from areas such as Darnall, Handsworth, Brinsworth and Catcliffe.

It is accepted that the highways in the immediate vicinity of the site make good provision for cyclists, including dedicated and segregated cycle lanes, with enhancements secured to the routes in the immediate vicinity of the site.

8.4.8 Public Transport

The site is not in a sustainable location from a public transport perspective which means accessing the site by means other than the private car is very difficult. Currently there is very limited bus service provision, provided by the A1, 72B and 74 services. The A1 bus does not operate from Sheffield to Rotherham; the service only currently runs from Meadowhall to Waverley via Europa Link, generally on a 30 minute frequency, and only operates one trip in the morning at 04:35 from Sheffield. The 72B service operates only one trip in the morning peak period towards the site from the Sheffield Interchange.

The 74 service provides an hourly service from Sheffield Interchange.

The existing poor level of service provision is considered to leave a significant gap in terms of public transport connectivity to the site from the City Centre and the University's main campus, including the existing engineering faculty.

Paragraph 32 of the NPPF identifies that decisions on developments that generate significant volumes of traffic should take account of whether opportunities for sustainable transport modes have been taken up depending on the nature and location of the site and improvements can be undertaken within the transport network that cost effectively limits the significant impacts of the development.

The lack of public transport provision to the area is recognised in the Core Strategy and Policy CS8 'Tinsley Park' which states that public transport links to Tinsley Park for workers will be improved and Travel plans will be required for all new development to ensure that air quality does not suffer and to enable sustainable forms of public transport to be improved. It is not considered that the routing or frequency of the existing public transport services to the site is such that it will significantly encourage a modal shift from the private car. The applicant's TA indicates that they anticipate 10% of trips associated with the development (modal share) to be undertaken by bus, however existing service provision to the site is so limited that, without improvements, it is considered that sustainable access could not reasonably be achieved. In order to provide more sustainable access to the site and an alternative to the use of the car and following discussions with the applicant,

contributions towards public transportation enhancements have been secured via a Section 106 agreement. This will take the form of an annual contribution to public transport enhancement for a period of 5 years from the completion of 27,870m² of floorspace and is subject to a yearly review of service provision to optimise services (including routes and frequency) and to determine the contribution required to support these services.

It is considered that, at this moment in time, access to the site by sustainable modes of transport is not a particularly attractive option. It is however accepted that, as the quantum of development in this area in general increases, there is the potential to give consideration to more strategic accessibility proposals which could prove to be more attractive and also be available to a much wider catchment. An assessment of options will be considered through the delivery phase of the AMID masterplan proposals.

8.4.9 Car and Cycle Parking

It is anticipated that the car and cycle parking provision will be finalised as the detail of each phase of the scheme is progressed. However an indication of the likely level of parking provision has been made by making reference to the Council's Guidelines. The maximum car parking provision acceptable for the development would equate to the provision of 1505 spaces whilst 180 long stay cycle parking spaces would be required for the B1 element of the scheme.

8.4.10 Travel Plan

The effectiveness of the Travel Plan in respect of this development proposal is vital. It is acknowledged that the University of Sheffield does already have a Travel Plan in place. However, the requirements of this development are significantly different to those of the main Central University Campus. As such it is necessary for a specific Travel Plan to be developed for the AMRC. It has been stressed that an acceptably robust and reliable system of trip monitoring will be required. The trip rate restrictions through the SRN required by HE will also provide a strong framework in which the developer must actively manage the traffic impact from the development and promote the use of sustainable methods of access and transportation to the site, as ultimately if the prescribed trip rates are exceeded this will but a permanent halt on site development until the SRN mitigation measures are in place.

A detailed Travel Plan has not been formally agreed as part of this application but details will be secured through the Section 106 agreement. The University's ongoing ownership of the site will provide them with greater control over travel planning than if this was a speculative commercial development where parts of the scheme were sold off separately. The applicant has indicated that a series of measures will be included in the Travel Plan including;

- Operating a robust car parking permit and management scheme,

- Implementing a car parking charging strategy,
- Actively promoting the use a public transport,
- Pool bikes,
- Electric vehicles to enable access between the existing facilities,
- Operation of a car share scheme,
- Modal shift targets and staff travel pattern monitoring and securing additional mitigation if targets are not met.

8.5 Conclusion – Highways

The transport assessment submitted in support of the application has been assessed against local and national planning policy guidance. Following negotiations with the applicant and input from Highways England the TA is considered to provide a robust assessment of the impacts of the development on the local and strategic highways network.

Junction improvement works on the local highways network will be secured prior to the commencement of development, and following discussion with Highways England a series of triggers have been agreed which will require mitigation works to be undertake to the strategic road network should trip rates from the development exceed prescribed levels.

Improvements to public transport provision, subject to the construction of a certain quantum of development required to support increased service provision, has also been secured by the Section 106 agreement and is designed to enhance the sustainability of the site and provide a real alternative than access by private car.

The Environmental Statement concludes that proposed traffic generation from the site is not considered to have a significant impact on the operation of the road network or strategic road network which would warrant the refusal of planning permission. Taking account of the above, the proposed highways and transportation impacts of the development are considered acceptable and, subject to imposition of conditions, are considered to comply with adopted local and national planning policy.

9.0 AIR QUALITY

9.1 The National Planning Policy Framework states that planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

9.2 Core Strategy policy CS66 states that action to protect air quality will be taken in all areas of the city. Further action to improve air quality will be taken particularly where residential areas in road corridors with high traffic levels are exposed to pollution above national targets.

9.3 Paragraph 124 of the NPPF states that planning policies should sustain compliance with and contribute towards EU limit values or national

objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

- 9.4 The whole of the Urban Sheffield City Council administrative area was declared as an Air Quality Management Area (AQMA) in 2013 due to high concentrations of No2 (annual mean and objective hourly mean objective) and PM10 (24 Hour mean). The site is also close to the Rotherham M1 Air Quality Management Area that includes the residential areas of Brinsworth and Catcliffe.
- 9.5 The applicant has conducted a qualitative construction phase air quality assessment to assess the potential effects from dust and vehicle emissions and an operational phase assessment to determine the impact of the proposed development on traffic derived pollutant concentrations at nearby sensitive receptors
- 9.6 The proposal would be developed in two phases, 2015 to 2030, and would result in dust generation during the construction; demolition, earthworks, construction and track out, and an increase in traffic movement in the local area, which is likely to have an impact on local air quality.
- 9.7 The specific pollutants assessed were nitrogen dioxide (NO₂) and particle matter (PM₁₀, PM_{2.5}) of size less than 10 and 2.5 microns, which are largely produced from internal combustion systems, such as motor vehicle engines during both the construction and operational phases. The Government have identified NO₂, PM₁₀ and PM_{2.5} pollutants for control, amongst others, in order to protect health, as detailed in the Air Quality (England) Standard Regulations 2010.
- 9.8 The qualitative construction phase of the assessment followed the Institution of Air Quality Management Guidance and concluded that dust abatement and mitigation measures set out in the assessment will be effective in reducing the impact during earthworks, construction works and track out, to acceptable levels.
- 9.9 A quantitative operational phase local air quality assessment was also conducted, in accordance with the Highways England and Environmental Protection UK local air quality significance criteria, to determine impacts due to increased traffic emissions resulting from vehicles accessing the proposed development. The assessment concluded that pollutant concentrations would be below the health-based national objectives and European limit values for NO₂ and PM₁₀/PM_{2.5} concentrations respectively at sensitive receptors and that the proposed development would result in “imperceptible” local air quality impacts.
- 9.10 The air quality assessment has been reviewed by the Council’s Air Quality Officer and the method of assessment used is considered acceptable, and

was properly carried out. The AQA report recommends that there is need for some mitigation measures to be considered and where possible adopted particularly during the construction phase.

- 9.11 The assessment was undertaken in accordance with the EPUK Guidance document 'Development Control: Planning for Air Quality' (EPUK 2010). New guidance was published in May this year, after the submission of this planning application so the applicant was requested to review the updated guidance and issue an addendum to the air quality assessment to ensure that any implications are addressed before a decision is made. This has been completed and the significance of the impacts at all modelled receptors was assessed in accordance with the 2015 EPUK/IAQM significance criteria. The impacts were described as negligible and the overall impact not considered to be significant. The conclusion reached was that "pollutant concentrations would be below the relevant National and European objectives at sensitive receptors and that the local air quality impacts due to the proposed development would not be significant".
- 9.12 The Council's Air Quality Officer has considered the addendum and accepts that it adequately reviews the EPUK 2015 guidance and identifies the air quality implications of the development in light of this new guidance. He concurs that the impact of the development will be 'negligible' and, given that the predicted annual mean concentrations of NO₂ and PM₁₀ are less than 1% of the National and European objectives at the sensitive receptors considered, he also concurs with the conclusion reached by the consultants, that "the local air quality impacts due to the proposed development would not be significant."
- 9.13 It is the Council's desire to improve air quality at every opportunity and minimise the pollution impacts of proposed developments on local areas, especially in an area where sensitivity with respect to human health and dust soiling during on-site works and track outs, are judged to be medium and 'risk of impacts' medium in accordance with the air quality assessment methodology.
- 9.14 Consequently, air pollution from construction (Demolition, Earthworks, Construction and Track Out) and vehicle movements to and from the proposed development site and surrounding areas should be minimised.
- 9.15 The Assessment Report recommends appropriate mitigation measures that should be followed, to assist in reducing construction and vehicle exhaust emissions. Where practicable, these measures should be implemented and will be made conditional of any planning consent. They include:
- 9.16 Demolition, Track Out, Earthworks and Construction phases – The developer should produce a dust management plan (DWP) from the measures detailed in the Institute of Air Quality Management (IAQM) document 'Guidance on the Assessment of Dust for Demolition and Construction' (February 2014), and or adopt the London Councils' Best Practice Guidance, November 2006, "The Control of Dust and Emissions

from Construction and Demolition". Either set of the Guidance should be used as a guide to evaluate and manage dust and PM10 emissions during the construction phase.

- 9.17 Delivery and service vehicles in the control of the applicant visiting the development site will meet Euro VI/6 standards or will be fitted with an exhaust after treatment technology such as a continuously regenerating trap and or Selective Catalytic Reduction catalyst and best endeavours will be made to ensure that vehicles involved in the construction of the site will meet Euro 6 or the next best available standard.
- 9.18 During the operational phase, as well as a Travel Plan, rapid electric charging points for electric vehicles are to be provided as part of each phase of the development to encourage the use of low emission vehicles. The University will also operate an electric vehicle fleet to enable staff to move between campuses (AMP and AMRC). A parking permit scheme to encourage the use of low emission vehicles and car sharing is proposed as well as low emission priority parking spaces as part of the development.
- 9.19 Conclusion – Air Quality

The air quality assessment (and addendum) concludes that the construction phase could have medium effects on air quality, which could be suitably mitigated through the submission of an appropriate dust management strategy. The operational impacts of the development are considered to have a negligible impact on air quality and enhancements can be secured by condition. The Council's air quality officer has reviewed the submissions, including the addendum. Securing all of the above highlighted mitigation measures is considered to minimise the impact of the development on local air quality to an acceptable level in compliance with adopted local and national policy.

10.0 ECOLOGY AND BIODIVERSITY

- 10.1 The applicant has submitted a number of ecological assessments and the ecology and biodiversity impact of the development has also been considered as part of the Environmental Statement submitted with the application. The submitted assessments describe those habitats and species present and on relevant adjacent parcels of land and assess the impact on those habitats. The baseline conditions relating to habitats and species have been identified through desktop surveys and national and local databases and through field survey work. The reports have been considered by the Council's Ecology section and the survey and impact assessment methods used by the applicant are acceptable.
- 10.2 A key principle of the NPPF is to conserve and enhance the natural environment. The planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity,

including by establishing coherent ecological networks that are more resilient to current and future pressures.

- 10.3 Paragraph 118 of the NPPF states that if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused. This policy is therefore considered to be permissive of development where any potential significant harm to biodiversity is adequately mitigated or compensated.
- 10.4 Policy GE11 'Nature conservation and development' of the UDP seeks to protect and enhance the natural environment ensuring that the design, siting and landscaping of development respects and promotes nature conservation and includes measures to reduce any potentially harmful effects of development.
- 10.5 Policy GE13 also seeks to ensure that development which would damage Areas of Natural History Interest should not be permitted and development affecting local nature sites should, wherever possible, be sited and designed so as to protect and enhance the most important features of natural history interest. Where development would decrease the nature conservation value of an Area of Natural History Interest or Local Nature Site, that decrease must be kept to a minimum and compensated for by creation or enhancement of wildlife habitats elsewhere, within the site or local area.
- 10.6 Policy GE15 seeks to protect trees and woodlands by requiring developers to retain mature trees, copses and hedgerows, wherever possible, and replace any trees which are lost; and not permitting development which would damage existing mature and ancient woodlands.
- 10.7 A small section of the south-west corner of the site forms part of an Area of Natural History Interest. However the UDP policy area defined on the proposals map does not reflect the situation on ground, as the UDP boundary extends beyond the defined airport boundary to encompass part of the airfield. The UDP policy area boundary is considered to reflect a historic woodland boundary with the site which no longer exists, having been altered as part of the development of the original airport. As such, although the application will encroach into this small area of natural history interest shown on the proposals map, it is not considered to conflict with the principle of the policy as this part of the site has been previously developed comprising of part of the airfield. Consideration of any impacts on the ancient woodlands and remaining areas of natural history interest further to the south are considered below.
- 10.8 Impacts on Birds

The site contains 5 species including Skylark, Song Thrush, Dunnock, Linnet and Bull Finch which are identified as species of 'Principal importance for the Conservation of Biodiversity In England as defined by section 41 of the Natural Environment and Rural Communities (NERC) Act'.

The Skylark, Song Thrush and Linnet are also included on the Red List (highest conservation priority) of Birds of Conservation Concern and are breeding on site with single birds, pairs and multiple birds recorded. Linnet, Skylark and Meadow Pipit are ground nesting birds and the development will result in the direct and permanent loss of meadow habitats which are identified as uncommon in South Yorkshire and areas of scrub which provide nesting sites, shelter and foraging areas for these birds. The majority of other birds are contained or active in the woodland and scrub (including drainage ditches) and the woodland areas at the site boundaries.

National planning policy is clear with regard to the conservation and enhancement of the natural environment. Development should contribute to and enhance the natural and local environment, minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity. Natural England guidance is clear regarding compensatory measures if avoidance and mitigation would not be effective. Compensation should:

- ensure that no more habitat is lost than is replaced (there's no 'net loss')
- provide like-for-like replacements
- provide a better habitat in terms of quality or area, compared to what will be lost (if significant impacts on species are predicted)
- make up for any lost connections between habitats

It would not be possible to retain or include appropriate large areas of species rich meadow habitat which support ground nesting birds as part of the new development. Therefore proposals for off-site habitat creation and compensation are to be secured through a Section 106 agreement to address the loss of breeding and nesting habitat. The habitat will provide year round habitat for ground nesting birds and will need to be established far enough in advance of development commencing on site so that it is ready for the species that will use it. Following discussions with the Council's Ecology section a number of sites for compensatory provision were identified by the developer in the wider locality including:

- Bowden Housestead Woods and adjacent fields.
- Richmond Heights and fields adjacent to Carbrook Ravine.
- High Hazels Park
- 70 Acre Hill
- Blackburn Meadows
- Shirtcliffe Valley including Flockton Park
- Woodhouse Washlands.

These sites have initially been appraised by the applicant with Woodhouse Washlands initially identified as the most suitable, however further assessment is required and agreement must be reached with the Local Planning Authority to secure a suitable site or sites for habitat compensation. A long term management plan outlining aims and objectives,

securing the long term future and suitability of the site for Skylark, Meadow Pipit and Linit whilst also providing wider ecological benefits for a range of different species will be secured. The mitigation strategy will be required to be submitted and agreed before any works are undertaken on site and the compensatory habitat provided before development commences, this requirement will be secured by way of a Section 106 agreement and is considered satisfactory to offset the loss of ground nesting and breeding bird habitat.

Bird nesting (swift bricks/boxes/sparrow nest boxes etc.) will be secured by condition to be included in new buildings where suitable and new nesting opportunities and boxes (kestrel and Barn owl) provided in the adjoining woodlands and wider vicinity. The agreed woodland buffers may also provide additional new habitat areas as part of the development but do not constitute compensation for the specific ground nesting bird habitat lost as part of the development.

10.9 Impact on trees and woodlands and existing landscaping

The majority of the site is clear of trees due to its previous use as an airport, with the exception of a parcel of land to the south which extends from the edge of the former airfield towards the Europa Link roundabout, which comprises of tree and scrub planting. Parts of the site are buffered to the south and north-east by the remaining parts of the Tinsley Park Ancient Woodlands which were largely cleared to facilitate the development of the original airport. The ancient woodlands are identified as a 'lowland mixed woodland' and a habitat of principal importance as defined by the UK Biodiversity Action Plan (UK BAP). The woodland supports red data and BAP priority species and is a local wildlife site; as such its protection from harmful effects of the development and its enhancement is extremely important from woodlands, ecology and biodiversity perspective.

A 10 metre buffer (measured from the tree trunks on the edge of the ancient woodland) between the development and the ancient woodland was originally suggested by the applicant. Natural England and the Forestry Commission's standing advice for protecting ancient woodland and veteran trees recommends a minimum 15 metre buffer between ancient woodland and development to protect it from the harmful effects from development.

The applicant has undertaken a formal tree survey of the trees on the woodland edge in order to establish the exact canopy edge and Root Protection Zones (RPZ) of the trees for the purposes of accurately defining a 15 metre wide buffer zone. The buffer will be located within the application site which will be landscaped and is considered to provide suitable protection to the ancient woodlands. The buffer zones are shown on the parameter plan. Concerns have been raised that the height of any buildings on indicative Plot 11, which are indicated as up to 50 metres in height, may have a more serious impact on the woodlands. However the application is in outline and scale is not to be considered at this stage, as such a condition will be added that the impact of any buildings of height adjacent to the

woodlands will require further assessment and may result in an increase in the size of the landscape buffer or other mitigation as part of the reserved matters application.

In relation to the area of ancient woodland to the north east of the site, this area of ancient woodland is located at a lower level than the application site with a steep embankment which rises up to the existing site plateau. The trees on the embankment are considered to provide at least part of the required 15 metre woodland buffer and as such the impact on the ancient woodland is less on this part of the site.

The woodlands buffer should include appropriate landscaping including semi-natural habitat, scrub and grass land planting to reinforce the woodland edge, details of which will be secured by planning conditions.

Proposals for off-site tree planting adjacent to the southern boundary of the site, have, following discussions with the Council's woodlands officer, been removed as it was considered that this area should be retained as scattered scrub land, remaining unchanged, as it provides valuable edge habitat for invertebrates and reptiles, given its proximity to the southern airport drainage ditch.

10.10 Impacts on Scrub and Grassland

The development will lead to the loss of species rich meadow habitat (11.84 hectares) which is identified as uncommon in South Yorkshire and a priority habitat as identified in the local BAP. The loss of this habitat directly detrimentally impacts breeding and wintering bird species as well as reptiles and other species. However as noted above off-site compensatory habitat in the form of new breeding bird habitat which will incorporate meadow grassland habitat adequately mitigates the habitat lost on site.

An area of scrub is to be lost in the southern section of the site (2.16 hectares). The habitat includes common species and it occurs frequently locally and throughout the UK. The applicant's ecologist has concluded that the impact of the loss of this area is adverse at the site level only, as it is a commonly occurring habitat, and therefore the impact is not considered to warrant any constraints on development or direct mitigation. As part of the requirement to retain a 15 metre buffer to the ancient woodlands, parts of the existing scrub planting can be retained, so the actual total loss of scrub is reduced. Parts of the newly proposed site woodland buffer, subject to detailed landscape design, could also provide new additional scrub planting along the site boundaries mitigating any adverse impacts. The footpath vegetation (eastern site boundary) which connects the remaining areas of ancient woodland together will also to a large extent be retained and losses necessary to accommodate the development will be replaced and supplemented as part of a detailed landscape scheme.

10.11 Impacts on Badgers

No evidence of badgers or badger activity was found on site and therefore no mitigation is required other than a requirement to undertake ground clearance in accordance with an ecology and landscape management plan.

10.12 Impacts on Bats

The structures on site have been surveyed and identified as having negligible potential for bats with no evidence of roosts. Bat activity across the site during the survey periods was low and the loss of the grass land is only considered adverse at site level only and does not therefore require any direct mitigation. The woodland edges, and perimeter scrub adjacent to the eastern boundary are used by foraging and commuting bats and the retention of this landscaping would be beneficial to commuting bats connecting the two areas of woodland together, which will be secured as part of the detailed landscape proposal. Provision will also be made for the inclusion of bat boxes in the neighbouring woodland edges or in suitable building structures. A sensitive lighting scheme which minimises light spread from the site will also be required in order to retain the potential for the neighbouring woodland edge to support foraging and commuting bats.

10.13 Impacts on Amphibians

No great crested newts were identified in any of the surveyed ponds within 500 metres of the site and therefore are not considered to be present on site or in the vicinity.

Toads were present in offsite ponds located on 70 Acre Hill but are unaffected by the development. The existing southern drainage ditch and neighbouring pond will be retained and enhanced as this forms the natural extension of the recent drainage scheme implemented on the adjoining business park and will serve to provide additional habitat for common amphibians.

10.14 Impact on Reptiles

Two instances of grass snake basking in the scrub habitat located at the southern end of the site were recorded as part of the ecology survey work. This part of the site is identified as representing only a small portion of the scrub habitat within the wider area and has direct connectivity with Tinsley Park wood and 70 Acre Hill Local Wildlife Sites (LWS) which are considered to provide a much larger area of suitable foraging habitat. Therefore land take of this area is considered to be adverse at site level only with no direct mitigation required. A site reptile method statement is recommended to provide information to construction staff of the steps to be taken if they do find a grass snake and to confirm how the site clearance works will proceed. The southern bank of the site adjacent to the existing airport boundary fence has the potential to accommodate some hibernation habitat and as such any site clearance should be undertaken outside of hibernation periods (November to February) and if not it must be supervised by a suitable qualified Ecologist. This is covered by condition.

The southern drainage ditch and on-site pond will be enhanced to improve habitat quality for reptiles, particularly grass snakes, which will also act as a green corridor linking site habitats to wider off-site ponds. Further habitat improvement will also be made to a pond located on the south-western edge of the site just inside the canopy of the woods by cutting back encroaching trees to reduce the effects of shading and creation of habitat piles. The pond and drainage ditch will also create and enhance the wetland habitat on site.

10.15 Impact from lighting

Obtrusive lighting and light spillage to adjoining habitats particularly those located on the edge of the site has the potential to affect existing habitats and contribute to a decline in biodiversity. As the scheme is in outline no formal lighting proposals have been put forward. However it is considered that subject to sensitive design and use of modern lighting systems, including the careful consideration of the location and needs for lighting, the impacts can be suitably mitigated. A condition will be attached requiring details of a comprehensive and individual plot lighting scheme to be submitted for approval as part of any reserved matters applications.

10.16 Conclusion – Ecology and Biodiversity

The ecological impact of the development has been examined by the applicant and they have concluded that the potential impacts of the development are predicted to be of no significance beyond the site level i.e unlikely impact outside of the immediate zone of influence of the development. In the absence of mitigation, the permanent adverse impacts to grassland habitats and ground nesting birds would be considered to be of importance at a local level and cumulatively at a district level. However, the inclusion of mitigation measures, including on-site woodland buffers; pond and drainage ditch enhancement; bird and bat boxes; and off-site compensatory habitat creation (including grassland and scrub land for ground nesting birds and a long term management plan to secure the compensatory habitat) which will secure an enhancement over that which is being destroyed to accommodate the development, means that the impacts of the development are considered to be suitably mitigated.

The City Ecologist has assessed the submission and raises no objection to the principle of the scheme, subject to securing the biodiversity enhancements for the site, off-site compensatory habitat provision and the imposition of relevant conditions for habitat protection and biodiversity enhancement highlighted above. Taking into account the mitigation that will be secured by condition and Section 106 agreement the development is not considered to give rise to any significant harmful ecological or biodiversity impacts that would warrant the refusal of planning permission.

11.0 FLOOD RISK AND DRAINAGE

- 11.1 Policy CS 67 Flood Risk Management of the CS seeks to reduce the extent and impact of flooding through a series of measure including limiting surface

water runoff, through the use of Sustainable drainage systems (Suds), de-culverting watercourses wherever possible with a general theme of guiding development where possible to areas at the lowest flood risk.

- 11.2 The site is in Flood Zone 1 which is at the lowest risk of flooding and the applicant's flood risk assessment concludes that the site is at a low risk of river and tidal flooding. With regard to surface water and ground water, small areas of higher risk are identified within the site associated with the existing drainage ditches which run along part of the southern and northern site boundary terminating into piped culverts which then cross the site, converge near Europa Link and then continue below the A630 before out falling into a watercourse which flows to the River Rother. The specific areas of flooding identified in relation to the north and south ditches relate to the immediate vicinity of the ditch only and do not relate to the culverted section or the wider site area. Therefore flood risk is considered low and can be mitigated by on site drainage design.
- 11.3 Peak discharge from the development site will be limited to 137 litres a second which accounts for a proportion of a total discharge rate of 400 litres to be apportioned to a number of potential development sites in the locality and which was agreed under planning reference 11/00610/OUT for the redevelopment of the Sheffield Business Park Phase II.
- 11.4 A further surface water attenuation pond with a maximum capacity of 7000m² is also required to attenuate surface water runoff with additional surface water storage provided in the form of a Suds systems incorporated into individual plots and into landscaping areas. The parameter plan submitted with the application indicates that the attenuation pond will be located adjacent to the eastern boundary of the site close to the existing culverted drainage outflow from the site.
- 11.5 As this scheme is in outline only with details of layout and landscaping reserved for subsequent approval the drainage system will be subject to detailed design as part of the reserved matters applications. However the applicant has indicated that the incorporation of source Suds control measures to limit the overall storage volume requirements of the proposed on-site balancing pond will be an integral part of the strategic drainage solution for the site. These measures will include water retention features including shallow ditch conveyance swales that are integrated into the overall landscape scheme and the use of permeable paving in hard surface areas and car parks, all of which will contribute to water quality improvement and on-site amenity enhancements.
- 11.6 Conclusion – Flood Risk and Drainage

The above measures are considered to reduce the impact of flooding and the detailed design of the features will be approved as part of the phased development of the scheme. The Environment Agency has raised no objection to the proposal subject to the imposition of conditions. The drainage solution is considered to have positive biodiversity implications for

the site and features to convey water, hold and control the flow of water will improve overall water quality, the general appearance of the site and lead to enhancement of flood water management and drainage.

12.0 LAND CONTAMINATION AND HISTORIC COAL MINING

12.1 The applicant has submitted a Phase 1 land geo-environmental contamination report in support of the application. The Coal Authority indicates that the site is in an area of defined coal mining High Risk Area; therefore within the application site and surrounding area there are coal mining features and hazards which need to be considered in relation to the development of the site. Thick coal outcrops may be present under the site and these may have been subject to historic unrecorded workings at shallow depth. The site is also in the boundary of a site from which coal has been removed by surface mining methods.

12.2 The geo-environmental report concludes that there is a potential risk to the development from past coal mining activity and recommends that further intrusive site investigations should be carried out on site in order to establish if there are any shallow coal mine workings beneath the site and assess the impact of ground gas on future development. The site has been the subject of historic remediation to form the airport, however the proposal for new buildings and associated site excavation to accommodate new foundations could uncover unexpected contamination or historic coal mining issues.

12.3 Conclusion – Land Contamination and historic coal mining

It is concluded that with appropriate mitigation there is no reason why the development of the site cannot be carried out safely. There is also no reason why the site contamination should have a significant impact on the permanent uses proposed on the site. Further intrusive ground investigations and detailed remediation will need to be prepared for each phase of the development to ensure the proper mitigation measures are in place, details of which will be secured by condition.

13.0 SUSTAINABILITY

13.1 Policies CS63, 64 and 65 of the CS set out the Council's approach to dealing with climate change and sustainability.

13.2 Policy CS63 sets out the overarching principles for mitigating the impacts of climate change including strategic locational factors for development, giving priority to development and higher density development located in sustainable locations that are well served by public transport, giving preference to previously developed land, encouraging walking and cycling and the use of public transport. Design should also increase energy efficiency, reduce waste, eliminate flood risk through the use of sustainable drainage and increase biodiversity.

- 13.3 The scheme is considered to satisfy a number of these points including the re use of previously developed land, minimise flood risk through the use of Suds and biodiversity enhancement. However the site is not currently considered to be well served by public transport and does not strictly accord with all elements of Policy CS63, although the development does include proposals to improve and enhance public transport services and walking and cycling infrastructure in an attempt to make the site more sustainable.
- 13.4 The supporting text to CS64 advises that to satisfy the policy, all new non-residential developments over 500 square metres should achieve a BREEAM rating of very good (or equivalent). The applicant has not provided any details of specific sustainability measures as the design requirements and future use of the buildings will define the overall approach to meeting the requirements of Policies CS63, 64 and 65.
- 13.5 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.
- 13.6 As noted in the flooding and drainage section of this report Suds will also be utilised to collect surface water run-off. This approach will intercept surface water run-off minimising the impact on existing mains drainage capacity whilst also enhancing the biodiversity of the site. Full details of the sustainable urban drainage methods will be secured by planning condition.
- 13.7 The incorporation of Green Roofs has also been identified to the applicant as a measure which will enhance the sustainability of the site, along with increasing biodiversity, dealing with water management, air quality improvements and also offering visual benefits, however no formal commitment to providing these features in the future design of buildings has been provided by the applicant. The Council's position on this issue is clearly set out in Guideline C1 of the 'Climate Change and Design' Supplementary Planning Document (SPD) which states that provided green roofs are compatible with other design and conservation considerations, and where viable, green roofs will be required on all larger developments, and encouraged on all other developments, with the green roof covering at least 80% of the total roof area. It is acknowledged that some very large format building may be required which structurally could not accommodate green roofs; however it is considered other elements of the scheme could reasonably do so. As such a condition will be imposed requiring green roofs to be provided where design and viability issues allow.
- 13.8 Policy CS65 also requires 10% of the development's energy needs to be provided by a decentralised low carbon or renewable resource. Again details of the delivery of this requirement will be the subject of detailed design and compliance will be secured by way of a planning condition.
- 13.9 Conclusion – sustainability

Large parts of the site are considered to be previously developed land. It is acknowledged that the site is not considered to be in a sustainable location from a transportation perspective; however measures have been secured to improve access to the site from more sustainable forms of transport. Measures to improve drainage and reduce surface water and site flood risk are considered acceptable.

The scheme is in outline with all matters apart from access reserved for subsequent approval, as such the detailed requirements of Policies CS64 and CS65 in terms of energy efficiency and production of renewable energy and Policy C1 of the climate change and Design SPD which requires the incorporation of green roofs will be secured by way planning condition. The renewable energy and energy efficient targets (BREEAM) will need to be reviewed through the development process to ensure that the targets keep pace with increasing sustainability aspirations. The measures above will ensure that the scheme is designed to produce fewer carbon emissions and increased energy efficiency than a scheme designed to meet the minimum statutory requirements. It is concluded that subject to the imposition of conditions this element of the scheme is considered acceptable.

14.0 CUMULATIVE IMPACTS

The ES assesses the cumulative impacts of the development in conjunction with major committed development in the vicinity of the site as agreed with the Council.

14.1 Air quality

The air quality assessment used traffic flow data that incorporated committed developments which have received planning permission as well as regional traffic growth and the development was assessed against a baseline which includes these schemes. The cumulative effects during the construction and operational phase of the development are considered and can be adequately mitigated by conditions.

14.2 Traffic and Highways Impacts

The relevant committed developments were identified and assessed as part of the agreed SYSTRA transport modelling exercise. As such the relevant cumulative impacts have been considered and the impact of the development in conjunction with these committed schemes is considered acceptable subject to mitigation secured through conditions and a legal agreement.

14.3 Surface water and Drainage

The proposed development will require connections to established drainage systems in the locality to control the flow of surface water from the site as proportion of a pre agreed discharge rate of 400 litres a second which is the total discharge rate for SBP, SBP Phase II and the application site. The

development will include a surface water attenuation feature in the design to reduce run off, and due to the location of the site in the lowest area of flood risk (Flood Zone 1) as defined by the Environment Agency the proposal, in conjunction with existing committed development, is not considered to give rise to any cumulative drainage or flooding issues.

14.4 Ecology and Biodiversity

The proposed redevelopment along with SBP Phase II and the Waverley new community will result in the loss of large areas of grassland habitat. The grassland has been removed from the SBP Phase II site with no requirement for mitigation in terms of off-site compensatory habitat provision. The temporary grassland at Waverley is relatively newly established, not considered to be species rich and only provided temporarily in advance of development phasing. However the cumulative loss of these grassland habitats is considered to be a permanent adverse impact of the developments.

In turn, the loss of grassland habitat affects ground nesting birds including Skylark, Meadow Pipit and Linnet which have been recorded on the application site. Some of the species affected are identified as of 'Principal importance for the Conservation of Biodiversity in England as defined by section 41 of the Natural Environment and Rural Communities (NERC) Act' and/or are included on the Red List (highest conservation priority) of Birds of Conservation Concern.

It would not be possible to recreate or provide the breeding bird habitat as part of the development, however in accordance with the NPPF, off site compensatory habitat will be created, secured by the Section 106 agreement which will provide grassland and scrub land habitat which in turn will provide suitable ground nesting bird habitat replacement and wider ecological benefits to a range of species.

Off-site compensatory habitat provision is considered a reasonable approach to mitigate the impact of this development, and whilst the level of mitigation secured will not (in site area) compensate for the impacts of the relevant developments, when considered cumulatively, it is considered proportional to the impact of development considered as part of this application and will begin to reverse the adverse cumulative impacts of development in the locality.

The loss of Grass snake habitat at both Waverley and the adjoining SBP is considered to be an adverse impact and the loss of further scrub land as part of the development will remove further habitat. However the impact is not considered to be significant beyond the local level and, as noted in the applicant's supporting submission, the parts of the application site affected are only likely to form a very small section of grass snakes' likely habitat given the proximity of Tinsley Park Woods. Habitat improvement will be included as part of the development including retention and enhancement of off-site and on site ponds, improvement to existing open water and drainage features and provision of site buffers, which will act as green corridors linking habitats together.

Lighting has the potential to impact and degrade habitat for bats and impact on edge habitat surrounding the site including the ancient woodland, however this can be mitigated by sensitive design of building and site lighting and is not considered to have any wider cumulative impacts. The development may also lead to cumulative impact as a result of increased public activity in the adjoining woodland and open space areas. Cumulatively these impacts are likely to be limited to SBP Phase II and the application site given the separation of the Waverley site by the Sheffield Parkway. The creation of formal entrances into the surrounding landscape from the application site will minimise unauthorised access and damage; and interpretation boards will provide potential users with information regarding the adjoining habitats.

14.5 Conclusion – Cumulative Impacts

The relevant cumulative impacts have been considered as part of the ES and suitable mitigation is proposed and can be secure by way of condition and section 106 agreements to offset any significant adverse impacts.

15.0 POLICY AND VERY SPECIAL CIRCUMSTANCES CONCLUSION

15.1 The application site is located in the Green Belt and an advanced manufacturing research campus (including B1(b and c), C2 and D2 uses and in combination) is considered to be an inappropriate form of development in the Green Belt in accordance with the NPPF. Substantial weight should be given to any harm to the Green Belt and therefore, in accordance with the NPPF, it is necessary to consider whether very special circumstances exist that outweigh the harm the development would cause to the Green Belt by reason of inappropriateness and any other harm. In this case the Council policy in the Core Strategy, specifically Policy CS71, its explanatory text and the key diagram, indicate the intention to correct an untenable anomaly in the Green Belt at the Airport, by excluding more land from the Green Belt at the airport albeit that the specific boundary of the Green Belt is as yet not formally identified in an adopted policy document. Whilst this shows the Council's thinking in policy terms the complete removal of the application site from the Green Belt is subject of a wider Green Belt review and public consultation exercise as part of the Local Plan process.

15.2 The site is largely considered to comprise of previously developed land, however its redevelopment would be much more intensive than the previous use of land in terms of built volume and visual impact and in this regard is considered to have a greater material impact on the Green Belt. Notwithstanding the above, the parcel of land is considered to perform poorly against the five purposes of including land in the Green Belt, taking account of the of established development surrounding the site, landform and landscape features, the site's urban context and its containment by existing features. RMBC also propose to remove a neighbouring site from the Green Belt and allocate the land for development as part of their Local

Plan process which will lead to the site being further enclosed by urban development. However, these reasons are not in themselves considered to constitute very special circumstances for the development. Nonetheless the economic and educational benefits of the scheme are considered to be material considerations in this case and are afforded significant weight in accordance with the NPPF. The construction and operational phases of the scheme will contribute to the specific aims and objectives set out in the SCR Growth Plan in terms of helping to transform the City Region's economy by supporting and developing the University's research role and development of advanced manufacturing. Economic development is also identified as a golden thread in the NPPF; and Core Strategy policies support the expansion and development of advanced manufacturing and the city's universities. In relation to job creation the development will make a significant contribution during the construction and operational phases of development contributing towards the Growth Plan's ambitious 70,000 job creation target, specifically contributing towards the 30,000 high technology jobs. The development will also support an uplift in GVA, which currently lags behind the national average, by the creation of high value jobs identified in the Growth Plan as well supporting new and existing businesses to expand and thrive.

- 15.3 The development would build on the established success of the AMP at Waverley and has the potential to create significant spin off private sector development, as has occurred at the AMP, which will further contribute to the economy of the city, the City Region and potentially nationally, given the unique role that the University has at the centre of advanced manufacturing research and development. The development would also support the future development of the Sheffield/Rotherham Economic corridor and the creation of the Advanced Manufacturing Innovation District (AMID) which is a joint masterplanning scheme designed to create Europe's largest collection of advanced manufacturing development, borne out of the aims and objectives set out in the Growth Plan. The Development would also support and contribute to the Government's national economic policy and agenda including the development of a Northern Powerhouse.
- 15.4 There are a number of other sites in the immediate vicinity that are located outside the Green Belt but are not large enough to accommodate the development as a whole. Larger sites further afield do not provide the co-location benefits that the application site does, and which enables the development to remain in close proximity to the existing AMRC facilities on the AMP which will be retained by the University. Any smaller available sites would require the disaggregation of the development and the long linear SBP Phase II scheme would not afford the creation of a campus style development with central hub which is considered fundamental to the scheme concept to further the development of research by increasing the opportunities for knowledge sharing through the design and layout of the scheme. The disparate nature of the existing arrangement of buildings at the AMP is one of the main reasons the University is looking to expand on to a site that can be master planned.

15.5 The proposal is considered to be inappropriate development in the Green Belt which must be given significant weight in accordance with the NPPF. However it is concluded that, in combination, the considerable economic benefits to the City and the City Region that would be derived from the expansion of the University's advanced manufacturing research centre; addressing key objectives in the SCR Growth Plan; the absence of viable alternative available sites which would afford the co-location benefits the application site offers; and the lack of sites which could accommodate the integrated campus style development in its entirety, are considered to amount to very special circumstances which outweigh harm to the Green Belt by reason of inappropriateness, or any other harm arising from the development in this specific unique case. Furthermore the Council has clearly indicated its intention to remove land from the Green Belt at the airport in the adopted Core Strategy.

16.0 COMMUNITY INFRASTRUCTURE LEVY (CIL)

No part of the development is CIL chargeable in accordance with the Council's charging schedule adopted in June 2015. The applicant is also a registered charity and as such would, in any event, be the subject of an exemption from payment in accordance with the regulations.

17.0 RESPONSE TO REPRESENTATIONS

17.1 The comments raised by the Woodlands Trust are considered in the main body of the report. The requirement for a 30 metre woodland buffer is in excess of Natural England's standing advice in relation to the protection of ancient woodland and veteran trees. A condition will be added to ensure that any necessary further consideration from the impacts of a potential tall building on the woodlands is undertaken as part of reserved matters applications.

17.2 The comments of the Sheffield Sustainability and Urban Design panel are noted; however this application is in outline only with all matters apart from the first 70 metres of access road reserved for consideration. As part of the submission of reserved matters applications the detailed design issues identified can be considered.

17.3 With regard to SYPTE's comments; the traffic modelling exercise and submitted TA is considered a robust assessment of the transportation and highway impacts of the development. Detailed highways design will ensure that buses can suitably access the site in order to improve public transportation access.

All other issues are covered in the main body of the report.

18.0 SUMMARY AND RECOMMENDATION

- 18.1 The application site occupies an area of approximately 18.6 hectares and comprises of the eastern part of the former Sheffield Airport which was closed to commercial flights in 2008.
- 18.2 This application has been submitted by the University of Sheffield and is made in outline with the means of access only to be considered at this stage, all other matters including, appearance, landscaping, layout and scale are reserved for subsequent approval. The application relates to 18.6 hectares of land and the outline application indicates that the scheme will deliver a maximum of 104,984 m² of buildings comprising of:
- Up to 66,983m² of B1(b) and B1(c) Advance manufacturing and research floorspace,
 - Up to 37,551m² of C2 residential training centre and conferencing floorspace,
 - D2 outdoor and indoor recreation Up to 450m² floor space.
 - Demolition of existing Airport hangers
- 18.3 The NPPF sets out the Government's planning policies and states that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. Planning policies and decisions must reflect and where appropriate promote relevant EU obligations and statutory requirements.
- 18.4 Within the Sheffield UDP the application site falls within two policy areas as defined on the proposals map - a Fringe Industry and Business Area and the Green Belt. A small section of the site is also in An Area of Natural History Interest. Principally the uses proposed are not considered to conflict with industry and business policies contained in the UDP and the Core Strategy; and Policy CS8 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 both the universities and Tinsley Park. However the majority of the site falls within the Green Belt and collectively an advanced manufacturing research campus including B1(b and c), C2 and D2 uses is considered to be an inappropriate form of development in the Green Belt. In accordance with the NPPF, by definition, inappropriate development should be refused unless very special circumstances for developing in the Green Belt exist that clearly outweigh Green Belt harm by reason of inappropriateness and any other harm associated with the development.
- 18.5 The Core Strategy key diagram and Policy CS71 clearly indicate that a change to the Green Belt boundary at the airport is required to correct an untenable anomaly with the existing Green Belt boundary at the airport. Therefore the release of at least part of the site for development is established by the Core Strategy and is considered to carry significant weight in the consideration of this application

- 18.6 Large parts of the application site are considered to be previously developed with the exception of a smaller part of the southern section of the site; however it is evident that the volume of development proposed will have a greater visual impact on the Green Belt than the existing use of the site as an airfield. Notwithstanding this the proposed development is very closely related to the established urban area comprising of the Sheffield Business Park and adjoins the committed Sheffield Business Park Phase II which is to be constructed on the western end of the former airport runway adjacent to the site. The site is considered to be contained by landscape and recreation features and footpaths including the Trans Pennine to the east. The site also performs poorly when considered against the five purposes of including land in the Green Belt set out in the NPPF. These above reasons themselves are not however considered to constitute very special circumstances. However the considerable and unique economic and educational benefits of the scheme are considered material considerations in this case, and are afforded significant weight in accordance with the NPPF which affords significant weight to the need to support economic growth by building a strong, competitive economy, in the light of the need for national growth.
- 18.7 The construction and operational phases of the scheme will contribute to the specific strategic economic aims and objectives set out in the SCR Growth Plan in terms of helping to transform the City Region's economy by supporting and developing the University's research role and development of advanced manufacturing which is considered central to the transformation of the City and the City Region's economy.
- 18.8 Economic development is also identified as a golden thread in the NPPF; and Core Strategy policies support the expansion and development of advanced manufacturing and the universities. The development will make a significant contribution during the construction and operational phases towards the job creation targets set out in the Growth Plan and support the required uplift in GVA, which currently lags behind the national average. The type of development proposed also has the potential to generate significant catalytic impacts through spin off private sector development, as has occurred at the AMP at Waverley, further contributing to economic development, job creation and supporting regeneration of the wider area and the Sheffield City Region.
- 18.9 As such it is clear that the development would support economic growth of the SCR and, due to the unique position that the University holds in the advanced manufacturing field, assist with the Government's national economic objectives.
- 18.10 The development would also support a joint council initiative between RMBC and SCC to create a world class Advanced Manufacturing Innovation District (AMID) which the continued expansion, development and success of the University's AMRC facilities is central to.
- 18.11 There are not considered to be any available alternative sites in the locality that offer the co-location benefits of the application site to the established

AMRC facilities at Waverley, or are considered to be large enough to deliver the development without disaggregation.

- 18.12 The proposal will remove areas of meadow grassland which support ground nesting birds including Skylark, as such there are biodiversity impacts, however these are considered to be suitably mitigated through the provision of off-site compensatory habitat and on-site mitigation.
- 18.13 The proposal is considered to be inappropriate development in the Green Belt which must be given substantial weight in accordance with the NPPF. However it is concluded that in combination, the considerable economic benefits to the City and the City Region that would be derived from the expansion of the University's advanced manufacturing research centre, the absence of viable alternative available sites which would afford the critical co-location benefits the application site offers; and the lack of sites which could accommodate the campus style development in its entirety are considered to amount to very special circumstances, which outweigh the harm to the Green Belt by reason of inappropriateness, or any other harm arising from the development in this specific unique case.
- 18.14 The application is accompanied by an Environmental Statement which has provided sufficient information to enable assessment of the main environmental effects of the development and, subject to suitable mitigation measures secured by planning condition and a Section 106 agreement, concludes that the impacts are considered acceptable.
- 18.15 The Design and Access statement and design principles contained therein demonstrate that the quantum of development proposed could be accommodated on the site in a satisfactory way. The delivery of a high quality campus development is considered to represent a step change in design quality in the area. The application is in outline only and it is considered that detailed design as part of any future reserved matters application would enable a successful development to be brought forward. The principles of a central hub of development with buildings interconnected around a publicly accessible space which affords interaction between future users, to aid in the sharing of knowledge, which is considered so essential to the advanced manufacturing concept proposed, is considered acceptable.
- 18.16 Sustainability is embedded into the design in terms of Suds and the intention to limit energy demand from the outset and further improvements can be secured by way of condition in terms of carbon reduction, renewable energy and green roofs in accordance with the Council's adopted policies.
- 18.17 The site is not considered to be in a sustainable location from a transportation perspective. However the scheme incorporates measures to improve transportation infrastructure in the form of bus service provision and enhancement. A robust framework travel plan and Section 106 agreement which limits vehicle trips generated by the development in order to minimise any impact on the Strategic Road Network (SRN), specifically Junctions 33 and 34 of the M1, has been secured at the request of Highways England.

The trip generation limits agreed will also provide a robust framework within which the developer will need to manage the traffic impact of the development through all phases of the scheme and seek to promote sustainable forms of travel from the outset, in order to avoid triggering the Section 106 requirements which would put a stop on development until mitigation works to the SRN are provided.

- 18.18 The proposal is not considered to give rise to any significant increase in congestion and the necessary highways improvements to the A630 Sheffield Parkway junction with Europa Link and the proposed eastern site access can be secured by condition to ensure that the network can continue to operate satisfactorily. Paragraph 32 of the NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe. Whilst the Transport Assessment indicates some additional vehicles from the development will join the existing queue on the Sheffield Parkway during the PM peak hour it is considered that this impact is not severe.
- 18.19 The effects of the development on air quality during the construction and operational phases of the development are not considered to be significant, subject to the inclusion of mitigation measures. The effects of the development would not result in any breaches of national or EU air quality standards or limits or give rise to any significant harm to sensitive receptors.
- 18.20 The site is in the lowest flood risk zone and the development includes measures to reduce surface water run-off and incorporates sustainable drainage systems including an on-site surface water retention pond to minimise the impact on the existing drainage network.
- 18.21 The development would result in the loss of grassland and ground nesting bird habitat which could not be accommodated within the site alongside the proposed development. Therefore in accordance with the NPPF mitigation measures have been secured which will ensure there is no net habitat loss and enhancements through the provision of new off-site compensatory habitat with long term management measures. The impact on all other biodiversity and ecology concerns including the impact on adjoining ancient woodland can therefore be suitably mitigated through planning conditions and the Section 106 agreement.
- 18.22 This application has the potential to secure a unique major regeneration project which would benefit the City Region and contribute to national economic development. It is considered that very special circumstances exist which outweighs any harm to the Green Belt by reason of inappropriateness and any other harm. The proposal is therefore considered to accord with the NPPF and other local and national planning policy.
- 18.23 The proposal represents development in the Green Belt and is a departure from the adopted UDP and Core Strategy. It is recommended that outline 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

Bus service enhancements

Pay a total sum of up to £1,895,400 towards the existing A1 bus service and/or other new or enhanced public transport service serving the site. Payment to be made in five annual instalments with the first instalment being paid upon the occupation of 27,870 m² of floorspace of the development and the following four instalments on each anniversary of the first payment subject to an appropriate review mechanism as set out in the Travel Plan

Travel Plan

Not to Occupy any Building until:

A detailed travel plan for the relevant section of the Site has been submitted to and approved by the Council;

Vehicle Trips from the site shall not exceed the agreed M1 Junction Trip Rates within any hour period during the Morning Highway Peak and for the avoidance of doubt the highest hourly flow shall be used for this purpose In the event that Vehicle Trips exceed the M1 Junction Trip Rates then the Landowner shall;

Carry out mitigation works to:

- (a) relieve congestion on the M1 motorway around junctions 33 and 34, such works to be agreed in writing with the Council in consultation with Highways England; and
- (b) relieve congestion at the A616 Poplar Way roundabout, such works to be agreed in writing with the Council;

Not permit any further development pursuant to the Planning Permission or any further Occupation of the Development until the additional mitigation works agreed have been carried out or secured to the reasonable satisfaction of the Council and Highways England.

Ecology mitigation

Not to Commence Development until a Habitat and biodiversity Management Plan has been submitted to and approved by the Council and the compensatory works set out therein have been secured and delivered in full;

Which shall identify:

- A suitable site or site(s) for the compensatory habitat provision that shall have a minimum size of 18.6 hectares.
- Details of the aims and objectives of the management plan to secure the long term future stability of the identified site for skylark, meadow pipit, linnet and other ground nesting birds whilst providing wider ecological benefits to a range of species
- Details of the works to be undertaken to ensure the identified habitat area(s) will be in place before the commencement of development.
- Details of how the compensatory habitat will be managed and to carry out the habitat management in the form approved by the Council

Case Number	15/00122/FUL (Formerly PP-03805971)
Application Type	Full Planning Application
Proposal	Demolition and site clearance, erection of 88 dwellings, with access, parking, open space, landscaping and associated works (amended plans)
Location	Dyson Refractories LtdGriffs Fireclay WorksStopes RoadSheffieldS6 6BW
Date Received	13/01/2015
Team	West and North
Applicant/Agent	Planning Prospects Ltd
Recommendation	Grant Conditionally

Subject to:

Time limit for Commencement of Development

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

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

Approved/Refused Plan(s)

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

BB.213214.LOC Location Plan 1:2500
 4143-BP Block Site Plan 1:1000
 16870 OGL REV1 1 Topographical Survey
 BB.213214.101 F Planning Layout 1:500
 BB.213214.105 B Materials and Boundaries
 BB.213214.SS01 - SS12 E Illustrative Street Scenes (11 Views)
 BB.213214.107 C Illustrative Street Scene Locations
 BB.213214.109 A Illustrative Existing / Proposed Photomontages
 BB.213214.104 C Site Sections 1:250
 BB.213214.108 A Site Sections 1:250
 BB.213214.106 A Building Areas

4143-230 A Entrance Details 1:250
4143/FPS Foul Pump Station
4143/Car Charge Electric Car Charging Connection Point Plan 1:500

Landscape Details

5164-L-01 C GA Planting Layout
5164-L-02 C Planting Layout 1:250
5164-L-03 C Planting Layout 1:250
5164-L-04 C Planting Layout 1:250
556 FGW01 E Public Open Space Landscape Masterplan 1:500
556 FGW02 C Public Open Space Planting Details 1:200
556 FGW03 Natural Play Areas 1:100
556 FGW04 A Griffs Square Masterplan 1:100
5164-A-05.1 A Tree Protection Plan West 1:1000
5164-A-05.2 A Tree Protection Plan East 1:1000
SD/001/008 A Permeable Paving Detail N/A Brett
4143/202.1 Public Open Space Sections (1 of 2)
4143/202.2 Public Open Space Sections (2 of 2)

Plans/Elevations - House Types etc

BB.213214.HT.110 C NEM STONE 1:100
BB.213214.HT.111 C NEM BRICK 1:100
BB.213214.HT.112 A NEM - PLANNING PLANS 1 1:100
BB.213214.HT.113 NEM - PLANNING PLANS 2 1:100
BB.213214.HT.114 C KIM STONE 1:100
BB.213214.HT.115 B KIM STONE BRICK 1:100
BB.213214.HT.116 KIM PLANS 1:100
BB.213214.HT.117 C DUM STONE 1:100
BB.213214.HT.118 B DUM BRICK 1:100
BB.213214.HT.119 DUM PLANS 1:100
BB.213214.HT.120 C THY STONE 1:100
BB.213214.HT.121 C THY STONE BRICK 1:100
BB.213214.HT.122 THY PLANS 1:100
BB.213214.HT.123 B STY - PLANNING ELEVS 1 1:100
BB.213214.HT.124 A STY - PLANNING ELEVS 2 1:100
BB.213214.HT.125 A STY - PLANNING ELEVS 3 1:100
BB.213214.HT.126 A STY - PLANNING PLANS 1 1:100
BB.213214.HT.127 STY - PLANNING PLANS 2 1:100
BB.213214.HT.128 B ROY STONE 1:100
BB.213214.HT.129 A ROY - PLANS 1:100
BB.213214.HT.130 A THN (4 BLOCK) 1 1:100
BB.213214.HT.131 A THN (4 BLOCK) 2 1:100
BB.213214.HT.135 B THN (4 BLOCK) 1 1:100
BB.213214.HT.136 A THN (4 BLOCK) 2 1:100
BB.213214.HT.137 THN (4 BLOCK) PLANS 1 1:100
BB.213214.HT.138 THN (4 BLOCK) PLANS 2 1:100
BB.213214.HT.139 C DAY STONE 1:100
BB.213214.HT.140 A DAY PLANS 1:100

BB.213214.HT.141 B HAY STONE 1:100
BB.213214.HT.143 HAY (SEMI) PLANS 1:100
BB.213214.HT.144 C DAN1 STONE 1:100
BB.213214.HT.145 A DAN1 PLANS 1:100
BB.213214.HT.146 B DAN2 STONE 1:100
BB.213214.HT.147 C DAN2 STONE ALT 1:100
BB.213214.HT.148 A DAN2 PLANS 1:100
BB.213214.HT.149 A KEN STONE 1:100
BB.213214.HT.150 B KEN STONE (ALT ROOF) 1:100
BB.213214.HT.151 KEN PLANS 1:100
BB.213214.HT.152 A CRD+ 3 BLOCK 1:100
BB.213214.HT.153 B CRD+ SEMI 1:100
BB.213214.HT.154 CRD+ - 3 BLOCK PLANS 1:100
BB.213214.HT.157 C THN DAN2 BRICK 1:100
BB.213214.HT.158 THN DAN2 PLANS 1:100
BB.213214.HT.159 C HAY DAN1 STONE 1:100
BB.213214.HT.161 A HAY DAN1 PLANS 1:100
BB.213214.HT.162 A GARAGES 1 1:100
BB.213214.HT.163 A GARAGES 2 1:100
BB.213214.HT.164 GARAGE P29-30 1:100
BB.213214.HT.166 DAN1 BRICK 1:100
C969428 B Standard Distribution Substation Drawing - Roof Details As Shown NP
C991542 C Standard Distribution Substation Drawing - Masonry Enclosure As Shown NP

Supporting Submissions

Predicted Energy Assessment for each plot (received 12th June 2015)
June 2015, Rev E - Energy and Carbon Analysis (FES)
9 Sept. 2015, Version 4 Sustainability Summary Note
Design & Access Statement
Extended Phase I Habitat Survey
Bat Survey (by Brooks Ecological)
Bat Mitigation Statement (by Brooks Ecological)
Arboricultural Assessment (with Tree Retention Plans)
Landscape and Visual Impact Assessment
Geoenvironmental Appraisal including Coal Mining Risk Assessment (Lithos)
Asbestos Survey (submitted in three parts) (M2 Environmental)
Flood Risk Assessment (Eastwood & Partners)
Drainage Strategy (Eastwood & Partners)
E14/6241/001 B Drainage Feasibility Design (Haigh Huddleston)
Air Quality Assessment (BWB)
Transport Assessment (TPS)
Travel Plan (TPS)

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. 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.

4. No development shall commence until full and final details of all measures to protect the existing trees/shrubs 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, 2012 (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 unless otherwise approved.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees is irreversible.

5. 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 including details of the management trust to be established and the provision public access, 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: To ensure that an appropriate management plan is place for the landscaped areas and to ensure public access the open spaces is available at all times.

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

7. No 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. No development shall commence until either:-
 - a) improvement works to the highways specified below have been carried out to enable such highways to perform safely when subjected to the traffic which in the opinion of the Local Planning Authority will be generated by the development, or
 - b) details have been submitted to and approved by the Local Planning Authority of arrangements which will have been entered into which will secure that such improvement works will be carried out before the development is brought into use, or alternatively for the improvement works to be constructed in accordance with a timeline that shall first have been submitted to and approved in writing by the Local Planning Authority.

The Works:-

- Review/promotion of Traffic Regulation Orders in the vicinity of the development site that are deemed necessary as a consequence of the development (waiting/loading restrictions) entailing advertising, making and implementing the Order in accordance with Traffic Signs Regulations & General Directions 2002 (with provision of signs/lines as necessary).
- Any other accommodation works to traffic signs, road markings, lighting columns, and general street furniture deemed necessary as a consequence of development.
- Provision of a new footway running in a westerly direction away from the new junction which serves the development site to the outbound bus stop on Stopes Road.
- Revised vehicular access geometry to the new electrical sub-station on Stopes Road.
- Reconstruction/resurfacing and improved/new drainage to the public footpath flanking the western (red-line) boundary of the application site (Bradfield 74A).

- Signing/lining to warn of pedestrians crossing Stopes Road;

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.

9. 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.

10. 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 protecting the free and safe flow of traffic on the public highway it is essential that this condition is complied with before any works on site commence.

11. Travel Plan for residential development required:-

Prior to the construction of the footings of the first dwelling, 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.

12. No development shall commence until a Construction Management Strategy has been submitted to and approved in writing by the Local Planning Authority. The Strategy shall include full details of the following:-

- Construction method statement.
- Phasing of construction.
- Any temporary site access for construction traffic.
- Location and details of screening to the site compound and temporary car parking arrangements for contractors.
- Haulage routes.
- Any times when construction works and the movement of construction traffic will be restricted.
- Location and details of the site screening/security hoarding.

The construction works shall only be progressed in accordance with the approved details.

Reason: In the interests of traffic safety and the residential and visual amenities of the locality.

13. Prior to works starting on site, full construction details shall have been submitted to and approved in writing by the Local Planning Authority of all internal footpaths, including step details with distinguishable nosing, corduroy paving and pedestrian handrails. The paths shall have been provided in accordance with the above-mentioned approved details prior to occupation of the dwellings.

Reason: In the interests of pedestrian safety.

14. No development shall take place, including any works of demolition, until details are submitted for written approval by the Local Planning Authority specifying measures to monitor and control the emission of dust during demolition and construction works.

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

15. In accordance with the recommendations of approved Lithos Consulting 'Exploratory Geoenvironmental Appraisal' (Report No. 1982/1; Nov. 2014), further post-demolition intrusive investigations and risk assessments shall be carried out and be the subject of additional Phase II Intrusive Site Investigation Reporting which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The reporting 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.

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

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

17. 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.

18. Part A (pre-commencement)

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

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

Part B (pre-occupation/use)

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

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

19. No development shall take place until further site investigation to establish both the precise locations and conditions of the mine entries within the site has been carried out in accordance with a methodology which has first been submitted to and approved in writing by the Local Planning Authority. The results of the site investigation shall be made available to the Local Planning Authority before any development begins. If any mine entries or land instability issues are found during the site investigation, a report specifying the measures to be taken to remediate the site to render it suitable for the development hereby permitted shall be submitted to and approved in writing by the Local Planning Authority. The site shall be remediated in accordance with the approved measures before development is commenced.

If, during the course of development, any unexpected hazards are found which have not been identified in the site investigation, additional measures for their remediation shall be submitted to and approved in writing by the Local Planning Authority. The remediation of the site shall thereafter incorporate the approved additional measures.

Final confirmation/validation of any works undertaken shall be submitted to the Local Planning Authority for approval prior to the occupation of any dwelling on the site.

Reason: In accordance with the recommendations of the Exploratory Geo-environmental Appraisal submitted and to ensure that risks from land instability and mining related hazards to the future users of the land and neighbouring land are minimised, and to ensure that the development can be carried out safely without unacceptable risks.

20. No development, including any demolition works, shall take place until a Bat Survey has been repeated, in accordance with the recommendations of the approved Bat Survey, and has been submitted to and approved in writing by the Local Planning Authority. The revised Survey shall include full details of any all mitigation strategies and the development shall thereafter proceed in accordance with the approved details and recommendations.

Reason: In the interests of biodiversity.

21. Notwithstanding the details on the approved plans, before the development is commenced the final proposed building plot levels and roof ridge heights shall be submitted to and approved in writing by the Local Planning Authority. Cross sections shall be provided where requested. Thereafter, the development shall be carried out in accordance with the approved details.

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

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

22. The development shall be in accordance with the approved landscape plans (listed in condition number 2) and the 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 five year period shall be replaced.

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

23. 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.

24. No dwelling shall be occupied until all boundary treatments and enclosures (including screen fencing or walling) relevant to that dwelling have been erected in accordance with details the shown on the approved plans. Thereafter such screen fencing or walling shall be retained for the lifetime of the development.

Reason: In the interests of the residential amenities of the development.

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

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

26. The surface water discharge from the site shall be subject to a reduction of at least 30% compared to the existing peak flow. This should be achieved by sustainable drainage methods where feasible. Should the design not include sustainable methods, evidence is to be provided to show why sustainable drainage methods are not feasible for this site. 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 per second per hectare (or 5 litres per second in total if less than 1 hectare) should be

demonstrated. The detailed proposals for surface water disposal, including calculations to demonstrate the reduction, must be submitted to and approved by the Local Planning Authority prior to the commencement of development. Thereafter, the development shall be completed in accordance with the above details.

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

27. No dwelling shall be occupied until the improvements (which expression shall include public transport infrastructure) to the items listed below have either:-

- a) been carried out; or
- b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into with South Yorkshire Passenger Transport Executive (SYPTTE) which will secure that such improvement works will be carried out before the first property is occupied.

Public Transport Infrastructure Improvements:-

- 1. The upgrade of the nearest inbound bus stop to the site to a specification to be confirmed by SYPTTE, including any raised footway and tactile paving to assist boarding/alighting.
- 2. The installation of an outbound bus stop to a specification and location to be confirmed by SYPTTE.

Reason: In the interests of improving public transport infrastructure and promoting more sustainable forms of transport.

28. Prior to the construction of any bus stop area or the erection of any structure required by SYPTTE as part of the preceding condition, full details of the design of any area and any structures shall be first submitted to and approved in writing by the Local Planning Authority. Thereafter the approved details shall be implemented on site.

Reason: In the interests of the amenities of the locality and to ensure the appropriate quality of development.

29. 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.

30. The development shall not be used unless that part of the road providing access thereto (and the visibility splays onto Stopes Road) has been provided in accordance with details that shall first have been submitted to

and approved in writing by the Local Planning Authority and The details shall include:-

- Full construction details
- Specification/materials
- Permeable paving details
- Long-sections
- Cross-sections
- Street lighting; and
- Drainage details

Thereafter, the development shall be carried out in accordance with the approved details and retained.

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

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

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

32. The development shall not be occupied until, notwithstanding the details submitted, full details of all external lighting throughout the site, including details of light spillage and to be designed to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 'Guidance Notes for the Reduction of Obtrusive Light' shall be submitted to and approved in writing by the LPA. The development shall thereafter continue in accordance with the approved details.

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

33. 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 the appropriate quality of development.

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

- Windows including screen venting detail
- Window reveals
- Doors (including front doors and garage doors)
- Eaves and verges
- External wall construction
- Entrance canopies
- Roof
- Ridge & valleys
- Parapet
- Rainwater goods
- Photovoltaic panels
- Street Furniture - including bollards, seats etc.

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

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

35. Details of the location, specification and appearance of all new services to the building (including meter boxes, outlets and inlets for gas, electricity, electric charging points, telephones, security systems, cabling, trunking, soil and vent stacks, fresh and foul water supply and runs, heating, air conditioning, ventilation, extract and odour control equipment, pipe runs and internal and external ducting) shall be approved in writing by the Local Planning Authority before installation.

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

36. No dwelling shall be occupied until evidence has been supplied to and approved in writing by the Local Planning Authority to demonstrate that that dwelling has an EPC A Rating for both Energy Efficiency and CO2 emissions, in accordance with the Predicted Energy Assessments presented by the applicant to the Local Planning Authority on 12th June 2015.

Reason: In the interests of mitigating the effects of climate change and to ensure sustainable development is achieved.

37. The dwellings hereby approved shall be constructed to achieve a minimum standard of 75 points under the Code Level for Sustainable Homes scheme of assessment. No dwelling shall be occupied (or within an alternative timescale to be agreed) until appropriate certification, demonstrating that the 75 points has been achieved, has been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of mitigating the effects of climate change and to ensure sustainable development is achieved.

38. Each dwelling shall provide a minimum of 20% of the predicted energy needs of the completed development from decentralised and renewable or

low carbon energy and each dwelling shall also generate further renewable or low carbon energy or incorporate design measures sufficient to reduce the development's overall predicted carbon dioxide emissions by 40%, as is set out in the submitted document entitled Version 4 Sustainability Summary Note (9th September 2015).

Any agreed renewable or low carbon energy equipment, connection to decentralised or low carbon energy sources 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.

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

39. No dwelling shall be occupied unless the car charging point related to that dwelling has been provided in accordance with the details identified on the approved drawing. The number of charging points provided across the development shall be at least 44 and once installed they shall be maintained and retained for the lifetime of the development

Reason: In the interests of mitigating the effects of climate change and to ensure sustainable development is achieved.

40. The proposed green roof(s) (vegetated roof system) shall be provided on the roof(s) in the locations shown on the approved plans prior to the use of the buildings commencing. Full details of the green roof construction and specification, together with a maintenance schedule shall be submitted to and approved in writing by the Local Planning Authority prior to foundation works commencing on site and unless otherwise agreed in writing shall include a substrate based growing medium of 80mm minimum depth incorporating 15-25% compost or other organic material. Herbaceous plants shall be employed and the plants shall be maintained for a period of 5 years from the date of implementation and any failures within that period shall be replaced.

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

41. The Local Planning Authority shall be notified in writing upon completion of the green roof.

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

42. The development shall be carried out in accordance with the approved Flood Risk Assessment (FRA) compiled by E&P, and dated December 2014 and the following mitigation measures detailed within the FRA:-
- Flood flow routing to be incorporated into the site to divert overland flows away from buildings.

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 reduce the risk of flooding to the proposed development and future occupants.

43. No works relating to the creation of trenches or culverts or the presence of pipes shall commence until measures to protect badgers from being trapped in open excavations and/or pipe and culverts have been submitted to and approved in writing by the Local Planning Authority. Such measures may include, but are not limited to:-

a) creation of sloping escape ramps for badgers, which may be achieved by edge profiling of trenches/excavations or by using planks placed into them at the end of each working day; and

b) open pipework greater than 150 mm outside diameter being blanked off at the end of each working day.

Reason: In the interests of biodiversity.

44. The proposed outdoor children's play equipment and trim trail, as detailed on the approved plans, shall be provided prior to the occupation of any dwelling on the site. The equipment and trail shall be maintained and retained for the lifetime of the development.

Reason: In the interests of the amenities of future residents.

Other Compliance Conditions

45. Unless otherwise indicated on the approved landscape plans (listed in Condition number 2) 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.

46. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (and any order revoking and re-enacting the order) no windows or other openings shall be formed in the elevations of the dwellings hereby permitted without the prior written approval of the Local Planning Authority.

Reason: In the interests of the visual and residential amenity of the development.

47. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2015, Part 1 (Classes A to H inclusive), Part 2 (Class A), or any Order revoking or re-enacting that Order, no extensions, porches, garages, ancillary curtilage buildings, swimming pools, enclosures, fences, walls or alterations which materially affect the external appearance of the dwellings shall be constructed without prior planning permission being obtained from the Local Planning Authority.

Reason: In the interests of the amenities of occupiers of adjoining property, bearing in mind the restricted size of the curtilage, and in the interests of the visual amenities of the Green Belt.

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

Reason: To ensure satisfactory drainage arrangements.

49. Surface water shall not discharge into a public foul sewer.

Reason: To ensure satisfactory drainage arrangements.

50. Construction and demolition works that are audible at the site boundary shall only take place between 0730 hours and 1800 hours on Monday to Fridays, and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays.

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

51. 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.

52. All built form and walls within the development, shown on the approved plans, shall be constructed in natural stone and any future improvements or maintenance to the development shall also use natural stone to match the stone approved for the construction of the development (including size, texture and colour). At no time shall artificial stone be used as a substitute.

Reason: In the interests of the visual amenities of the locality and to ensure the appropriate quality of development.

53. Any clearance of vegetation should take place outside of the bird breeding season (beginning of March to the end of August). If works are necessary during this period then a suitably qualified person (Ecologist) must check for nesting birds (including for nest construction) prior to the commencement of works.

Reason: In the interests of biodiversity.

54. All roofs within the development, shown on the approved plans, shall be constructed in natural slate and any future improvements or maintenance to the development shall also use natural slate to match the slate approved for the construction of the development (including size, texture and colour). At no time shall artificial slate be used as a substitute.

Reason: In the interests of the visual amenities of the locality and to ensure the appropriate quality of development.

55. Prior to construction works commencing on the site, full details of all landscaped areas, including the pathway to the front of the site and the final positioning of any and all children's play equipment and the "Trim Trail" , shall be submitted to and approved by the Local Planning Authority. Thereafter, the landscaping and play equipment shall be retained and maintained.

Reason: To ensure the provision and retention of the said equipment.

Attention is Drawn to the Following Directives:

1. The applicant is referred to the following documents of 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 and guiding principles on groundwater protection are set out in document GP3 - Groundwater Protection Policy and Practice, which is intended to be used by anyone interested in groundwater and particularly those proposing an activity which may impact groundwater. GP3 is available on our website at:<https://www.gov.uk/government/publications/groundwater-protection-principles-andpractice-gp3>.

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 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:-

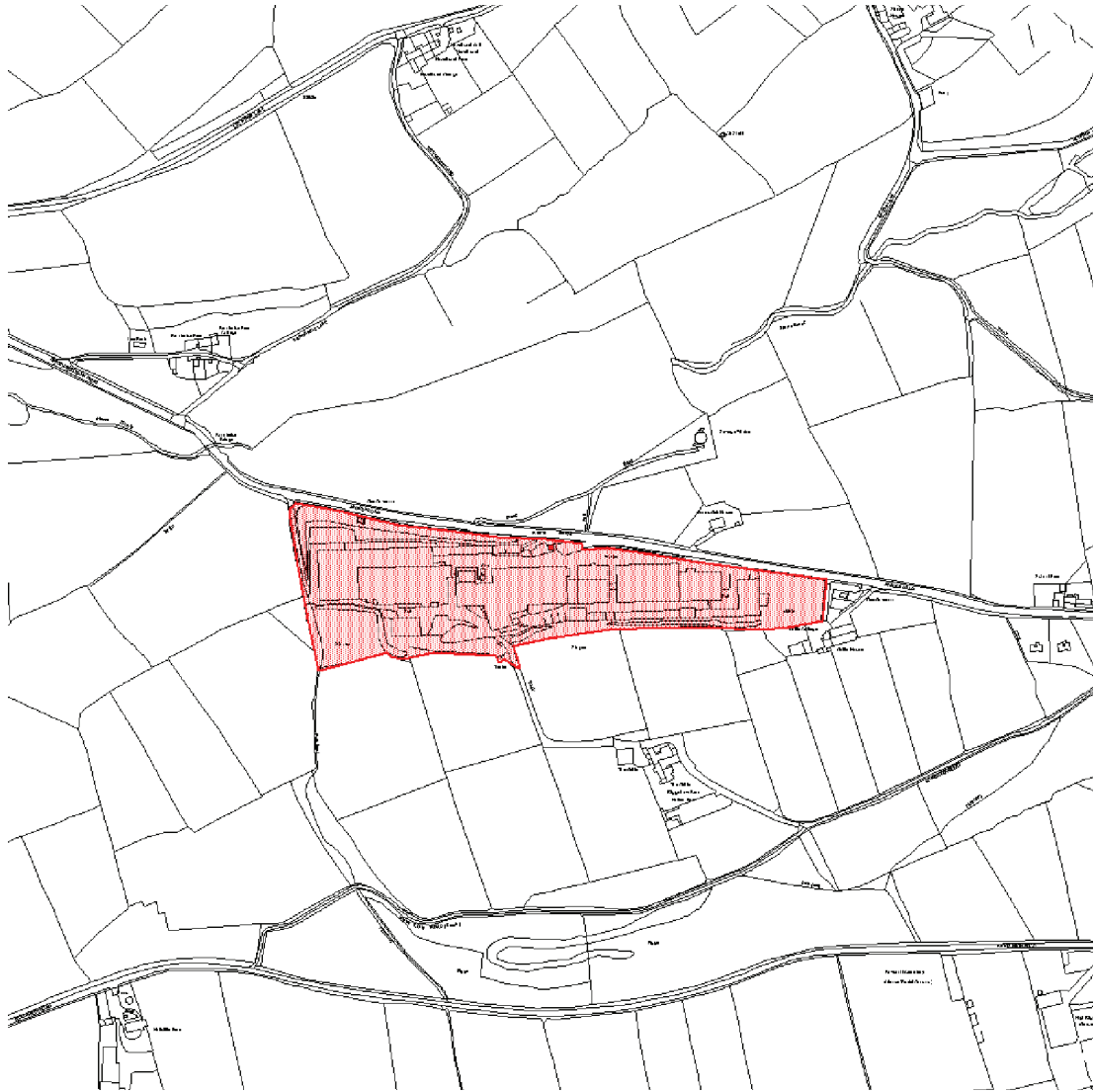
Highways Adoption Group
Regeneration & Development Services
Sheffield City Council
Howden House, 1 Union Street
Sheffield
S1 2SH
For the attention of Mr S Turner
Tel: (0114) 27 34383

4. Before the development is commenced, a dilapidation survey of the highways adjoining the site shall be jointly undertaken with the Council and the results of which agreed in writing with the Local Planning Authority. Any deterioration in the condition of the highway attributable to the construction works shall be rectified in accordance with a scheme of work to be agreed with the Local Planning Authority.
5. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group on Sheffield 2736677, prior to commencing works. The Co-ordinator will be able to advise you of any pre-commencement condition surveys, permits, permissions or licences you may require in order to carry out your works.
6. 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.
7. Green / brown roof specifications must include drainage layers, growing medium type and depths (minimum 75mm, but depends on system and type employed) and plant schedules. It should be designed to retain at least 60% of

the annual rainfall. A minimum of 2 maintenance visits per year will be required to remove unwanted species (as is the case with normal roofs). Assistance in green roof specification can be gained from the Sheffield Green Roof Forum - contact Officers in Environmental Planning in the first instance: 2734198 / 2734196. Alternatively visit www.livingroofs.org or see the Local Planning Authorities Green Roof Planning Guidance on the Council web site.

8. The applicant is reminded that a Section 106 agreement is relevant to and accompanies this application.
9. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process, or a draft Liability Notice will be sent if the liable parties have not been assumed using Form 1: Assumption of Liability.
10. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

Site Location



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LOCATION AND PROPOSAL

The application relates to the site of the former Dyson Refractories industrial complex located on Stopes Road, Sheffield and a field opposite the site which is within the same ownership.

The main development site comprises a complex of former industrial buildings and associated office accommodation, in a variety of building forms and hard-standing. The most characteristic feature of the site, and one which is a local marker, is the red brick chimney towards the centre of the site, although this has been reduced in height from its original form. The site is currently in a state of abandonment and a number of the buildings have suffered from vandalism and damage from the elements. Several buildings on site are considered to be unsafe.

The site is set above the highway on retained land, which has been regarded previously in order to accommodate the development of the site. To the westerly frontage of the site is a row of trees, and there is a larger wooded area to the south western corner of the site and the land rises up here to create a banking to the site.

The site is accessible via a single access point off Stopes Road.

The site is located within open Green Belt and the immediate context to the site is open fields with scattered stone built dwellings, which add to the rural context for development. There is a public footpath which runs to the side/rear of the site.

The development proposal before members is for the demolition and clearance of the site and the erection of 88 dwellings in place of the former industrial buildings along with associated open space and works to facilitate the development. Consent is also sought for drainage works on the open field across from the site which will be used to help provide a sustainable drainage solution for the site. For the avoidance of doubt there will be no buildings constructed within the field opposite.

RELEVANT PLANNING HISTORY

01/01622/FUL Surfacing and landscaping to the existing car park
GC 02/04/2002

SUMMARY OF REPRESENTATIONS

There have been two rounds of consultation on this application the second following a number of changes that the applicant made to the proposal. The general consensus with the second round of consultation was that the changes proposed were limited and did not address the fundamental issues with the development.

Overall, there have been 74 letters of representation.

A petition containing 301 names has also been received objecting on the grounds that; there is already too much traffic causing congestion and safety issues and there would be too many more vehicles, particularly at peak periods; the schools and doctors are already full and not enough for the current volume of residents, more demand would be unbearable and unfair to existing residents; the creation of a new development between Stannington and Dungworth is massive overdevelopment; and the area is of natural beauty and development would ruin the Green Belt and blight the landscape.

During the second round of consultation a further representation was received from the organiser of the petition stating that all those on the petition should be directly contacted. This has not been undertaken as the council does not have the resources to undertake this level of consultation, and is not required to under the Statement of Community Involvement. The representation also advises that having spoken to the parties who signed the petition that they would likely agree to the further objections that they make, namely that; the changes are minor; that it is still the overdevelopment of the site; that there will still be traffic implications; that it will be a blight on the landscape and is inappropriate development in the Green Belt; that it is contrary to previous appeal decisions ; that better sites exist for development; that sewage provision is inadequate; that there are issues with pollution and wildlife; and that there will be an impact upon the capacity of local amenities. It is not however, considered that these points of concern can be deemed to apply to all the people who previously signed the petition on the basis that they have not signed up to all these additional points.

The objections raised as part of this second round of consultation are summarised by theme alongside those received during the first round of consultation.

Visual Impact

- The Dysons site is a scab on the landscape but it is not a permanent one; housing would be permanent.
- The development will be visible from the Peak National Park.
- The site plan seems very overcrowded and the houses are close together.
- The urban impact on a quiet rural area should not be under-estimated.
- The development would look more appropriate as an all stone development like the Acorn estate rather than brick.
- The proposal represents overdevelopment of the site.
- The development is out of scale for the area.
- The Loxley Valley is an area of natural beauty, development should not be considered in this area whilst alternatives exist in residential areas.
- There would be a significant visual impact.
- The dwellings are modern and out of character with neighbouring stone, period properties.
- If the houses are the same as built by Ben Bailey on the Wood Lane site they will be a blight on the landscape and out of keeping.
- Rather than being developed for a housing estate the site should be landscaped in keeping with the adjacent countryside.
- The development will result in significant noise and light pollution

- The site would be highly visible, in an area of high landscape value and close to the Peak District National park, in both the day and at night.
- The character of the area is low density housing, with larger properties in substantial plots. Dungworth has 90 properties each surrounded by green space whilst the hamlet of Brookside has 5 properties and the hamlet of Storrs has 22 properties. The development is essentially creating a new village.
- The development will spoil one of the few remaining rural villages in Sheffield.
- There will be light pollution along the valley tops.
- The proposal will affect the status of a Grade II Listed building (Underbank Church). The Council have always curtailed
- development in the area due to the presence of this building.
- The development significant and detrimentally affects the general outlook of the Green belt from every viewpoint across the entire Loxley and Bradfield Valleys and the general area.
- Parking within the estate will be obtrusive in the Green Belt.
- The lighting report does not consider any lights/floodlights from the houses or uplighters to the trees and chimney shown.
- The stone built cottage on site's existence and demolition has been glossed over and as it is presumably one of the early 19th century cottages its retention should be considered.
- The local precedent for 3 storey town houses is also queried and they are out of context.
- Why is brick and render proposed? The site deserves a far higher standard of design than proposed and consideration should be given to local vernacular.
- Dysons is an eyesore but a housing estate is a step too far and not the right choice.
- When the Dyson site was used it closed down in the evening and at weekends and was quiet and in darkness at night. The housing estate would be visible at night, a situation which did not previously exist.
- The need for the development is not such that scale and quality should be ignored. If a financially viable solution is not available then the site should be left.
- The design creates a development which is little better than the derelict factory it replaces.
- The visual appraisal is highly subjective.
- The houses are too tall/slender.
- There should be a better design such as in the Peak District National Park in respect of materials and screening.
- Security
- The comments made by the Police have not been addressed.

Highways

- The traffic survey did not assess the impact at 3pm when school finished.
- The junction at Hollins Lane and Rivelin Valley Road was not considered where the bridge is only one car at a time.

- The transport assessment is hard to understand and the statistics are manipulated. The traffic figures do not reflect the former working patterns for the Dysons site and the peak impact was less significant. Traffic impact will be greater than previously existed.
- The rural location of the site means that almost all residents will travel by private vehicle whether to school, work or shopping and visitors/tradesmen.
- The overall data, analysis and conclusions of the transport assessment are cited as being hard to accept as a local resident. It is queried whether the Council will appoint a consultant to verify/further investigate these.
- The speed data submitted is open to interpretation and misleading.
- The source of the HGV data is queried.
- The development will result in increased traffic, and there is already congestion at Malin Bridge, Stannington and Hillsborough which has not been dealt with.
- It is incorrect to compare the development with the previous traffic levels associated with the site, as there was limited use of the site in the previous 10 years.
- An increase in traffic of 38% (as per the submitted information) cannot be deemed as insignificant.
- The new residential development on Myers Grove School increases the traffic problem in the area.
- Alternative routes are unrealistic as there are constraints to these.
- The bus service is hourly (two hourly on Sundays) and only utilised one route between Bradfield and Hillsborough which makes it an unrealistic option.
- The walk into Stannington, contrary to that suggested by the documents, is unpleasant for reason of exposure to weather, fast traffic and dog fouling.
- The road is fast, uphill and with no cycle lane and therefore unlikely to be appealing for the majority in terms of cycling, particularly with children.
- The travel plan is unrealistic.
- There will be an increase in air pollution
- Road safety will be affected.
- A business based in Wood Lane Countryside Centre cites the traffic problems in and out of Stannington as a problem and advises that if there was an increase in numbers of vehicles due to the development then the business owner would consider relocating his business which may have an impact upon the future of Wood Lane Countryside Centre and an indirect impact upon the local economy.
- An objector states that they would drop their objection if the developer committed to a full transport strategy for the development.
- The assessments are contradictory, citing pedestrian journey times and then outlining the hazards for pedestrians.
- There is insufficient parking provision, being designed for only one or 2 cars per property, and not allowing for visitors, delivery vans or families with multiple cars. This is an oversight which will result in overspill parking, to the detriment of highway safety.
- The bus service is circuitous and unlikely to suit morning commuters. The bus used may not be sufficient for capacity and parts of the route would be unable to accommodate a larger vehicle. If the route was amended this would be inconvenient to the residents of Dungworth and Bradfield.

- Rural driving is a skill and new residents brought into a rural setting to which they are not used to will be a hazard.
- There has been a number of traffic accidents in the area and safety issues have not been thought out.
- Safe parking at the local church and church hall will be compromised.
- School journeys will be by car and parking at local schools is already overstretched.
- Winter parking will be a hazard as is seen in Stannington Village, and will spill out onto the main road.
- There is insufficient parking at the health centre.
- The road has just been resurfaced and may need to be dug up.
- The transport assessment should be independent rather than for the benefit of the developers.
- The bus services referred to, to connect to the city centre, are run by different operators making through ticketing difficult or expensive.
- Existing residents find private car the most efficient option.
- The assessment justifies the volume of traffic on the basis that industrial use could be restored at any time without planning; however, the alternative options appraisal recognises that residential development is the only viable option for the site and the only reasonable comparator for traffic levels is the traffic associated with the current disused site.
- Roads are already threatened by the council over gritting in the winter months.
- The actual connectivity to local services is misleading and does not reflect the actual route take by pedestrians.
- To improve the highway safety of the development the following improvements are necessary: extend the 30mph zone beyond the site entrance, widen the pavement where necessary, and install traffic calming outside Stannington Infants.
- Building works will cause disruption to the highway network.
- A number of the workers at the Dysons site would have lived locally and not driven a car.
- Safety of road crossing at Stannington schools

Local Amenities

- It is queried whether local schools have the capacity to accept more children. The schools are at capacity and already operating from porta cabin classrooms.
- The development will put a strain on local health centres/doctors' surgeries and these do not have a capacity to take more patients.
- There isn't a mains sewer in the area
- The site is sufficient distance from shops to make walking unlikely so there will be increased traffic in the shopping area where parking is already limited.
- The developers are providing little towards the local community and are putting more stress on local services without providing additional support.

Ecology

- The development would affect local wildlife including protected species.

- The proposal was submitted without an ecological survey and the development would result in disturbance to wildlife which is protected by law.
- There is inadequate protection for the local wildlife.

Non Material Considerations

- The development will have an impact upon the value of properties as a result of the negative impacts.
- The site of parking opposite the factory looks designated to be built on in a few years.

Drainage

- There is a lot of water coming off the site and at the moment is absorbed by the land, if the site is covered by roads, houses and buildings there will be flooding on the road.
- Sewage is inadequate
- Inadequate drainage design has been submitted inc. pumping station, back up provision for tank, digging up the recently resurfaces road and cutting through root protection areas.
- Inadequate provision of dealing with surface water where a stream runs out most of the time.
- Water from the highway will run off into fields and stream, what will happen to the pollutants and oil etc. Run off has not been properly investigated.
- Previous schemes have been rejected in sewerage grounds.
- The capacity of the sewerage system is raised as is the issues of raw sewerage spilling into gardens. It is stated that Yorkshire Water has yet to rectify this due to lack of funds. A further 88 units would be environmentally irresponsible and detrimental to affected residents

Other Concerns/Suggestions

- The development may set a precedent and is unfair on other residents who have had applications refused.
- The site should be decommissioned, cleaned up and landscaped as was done following the closure of the clay mine in Ughill.
- It would be more appropriate to develop the site for 10-15 houses
- The consistency of how applications have been/should be dealt in relation to the Green Belt and this area is queried. SCC has always been dismissive of planning applications and only granting the bare minimum.
- Dysons hold covenants on a number of properties and their consent is required for some projects, now that Dysons hope to profit from the development they have had a change in attitude.
- It will be unaffordable and impossible to construct.

- Can a covenant be put in place if this development is granted to stop further development and stop this site joining up with Stannington?
- The Dyson's chimney is an iconic part of the landscape and the history of the site. Can a condition be applied which requires the developers to inform the local community of the demolition date so that its passing can be marked by a community event. Ideally though the chimney should be preserved.
- If the site is to be developed it should be an exclusive development of a few houses that blend into the countryside. It is not a "build them high and cheap area"
- The proposal has not been advertised properly and almost under the radar and if this development goes through as it stands then someone somewhere is on the take.
- The claims relating to demographics are unfounded and the argument that the houses are required to redress a social issue is a fallacy.
- It is queried whether a structural report on the chimney has been submitted, is it being retained or reduce in height. The risk will need reassessing when surrounded by houses.
- There should be a public consultation prior to consideration of the application as the development plans are not the same as submitted at the original consultation. The lack of publicity regarding the original consultation is also raised.
- The number of SCC site notices is limited to one.
- The plans are only available locally as hard copies at Stannington Library and Bradfield Council, which have limited opening times
- There are inconsistencies in the information submitted.
- Ben Bailey are already advertising the homes without yet having planning permission.
- It is queried how the amphitheatre will be a link to the past and how sculptured landscaping is appropriate in the Green Belt.
- Loss of much needed farming land, the item could be returned to farming.
- It is queried how much more are developers and council going to pressurise green land, as we are only a small island.
- The chimney is an iconic landmark and if it is to be retained it should be at a much greater height, based on the montages submitted it will be mostly obscured.
- Sheffield was recently voted the best city in the UK for countryside kier, and the Council has policies to protect the Green Belt.
- The demographic of Stannington are misrepresented and interpreted.
- There is the potential for the site to be developed for the benefit of the community. The current proposal is too big and is a new village without the infrastructure. A way forward would be to develop a Community Land Trust drawing on the energy and talent of local people to create a development which provides affordable housing and turn the objections received into support.
- The council who are voted in by the people of Sheffield have a duty to protect this asset for its people.
- There has been no consideration of the old ganister mines from the site.
- The vast number of objections show that the development is not wanted.

- The recent application for new housing at Greaves Lane means that the development will be made even more unacceptable.

Principle of Development

- Housing development within the Green Belt is inappropriate. The Green Belt should be sacrosanct.
- The approval of this application would set a precedent and have a knock on effect on other Green Belt sites.
- The development does not accord with the Core Strategy in respect of respecting the character of its surroundings, protecting the Green Belt and countryside from development.
- The case of Britton v Secretary of State is relevant in that the courts considered that the protection of the countryside falls within the interests of Article 8 (2) (in that private and family life encompasses not only the home but the surroundings). It is requested that respect is given for the special interest of the green belt area in which the objector resides as a human right.
- Creeping urbanisation should not be allowed and there are plenty of brownfield sites crying out for development.

Air Pollution

- The development will result in air pollution.

Affordable Housing

- The Council should focus on promoting more affordable housing so that people on lower incomes can buy.

Impact upon Amenity

- The proposal will be dominant and overbearing to local and adjacent properties.
- There will be noise pollution from both vehicles and the volume of people.
- The development will result in a loss of natural light to local properties and the Brookside Bridge Area.

Public Right of Way

- Plot 51 appears to encroach into the public right of way

Trees

- The development will result in damage to trees or would result in future calls for the removal of other trees retained.
- Local trees should be retained along with public footpaths.
- The development will result in loss/damage to the trees
- The development will affect the root protection zone.

- The development will result in future calls for the removal of trees to be retained on site.

Sustainability

- The references to solar gain are queried in that the site is towards the bottom of a steep north facing slope and is significantly overshadowed by trees. It is queried whether a sun/daylight analysis has been conducted. In winter the snow and ice loiters in this area.
- Charging points for electric cars should be factored into the overspill parking as these will be vital for the next generation.
- A local business centre could be developed to make it onto a model 'green village' for the 21st century.

2 letters of support have also been received for the development. The following comments in support have been made:

- The density of development is similar to the acorn estate.
- An increase in affordable housing and starter houses would increase density.
- A developer needs to be seeing a profit in order to take on the demolition and re-levelling of the site.
- There are a variety of housing options on site which reflect the area.
- Without investment the site will decay further.
- The comments regarding infrastructure lack foresight. It is commented that 70 years ago, Stannington was a collection of cottages and a couple of pubs. It is reasonable that supply follows demand.
- Congestion is not exclusive to S6/Malin Bridge and needs addressing at a strategic level, not by stopping the development.
- Congestion in Stannington is not as bad as other areas of the city.
- Family housing will encourage young people and families which will boost the economy/business and the local ageing population.
- It is a good use of a brownfield site.
- The development is sensible/viable project which will get rid of an eyesore and provide opportunities for rural living.
- The nature of the former industrial use should be considered as to what this would be like versus the houses.

South Yorkshire Badgers Group has commented that there does not appear to have been consideration given to badgers which are a protected species. It is advised that there are setts close by and it is not clear whether these will be destroyed or affected. The location of the setts is cited, as is the potential for disturbance. The lack of consultation has also been queried.

Rivelin Valley Conservation Group have commented as the proposal has wider than local significant and raises planning issues which are common to many rural parts of the city. RVCG consider that there are three key issues to be considered; the Green Belt, sustainable development and the future location of housing in the City. The policy context is cited and it concluded that the development does not meet the sustainable development criteria cited in the Core Strategy and City

Policies and Site document. The site is 1500metres form the nearest primary school and 1700m to the local shopping centre. Bus services are infrequent and the footpath and inadequate street lighting makes this a poor walking environment. The principle of creating an urban estate in an area removed from the urban area is not acceptable and would be out of keeping and highly visible. The scheme does not address the need for a mix of housing with an emphasis on affordable homes. The development will result in ribbon development and would likely lead to applications for housing applications between this site and Stannington. Until the strategic review of housing requirements and sites and the Green Belt review is concluded the granting of planning permission for this site would be premature and would lead to pressure for the premature development of other sites such as the former Hepworth site in the Loxley Valley.

In the future RVCG feel that a positive and sustainable future for the site should be found but any development required in order to achieve economic viability should involve minimal hard development and achieve sustainability criteria. The community should have the opportunity to express their views in the context of the plan review before any application for development of the site is taken.

In the second response RVCG state that the amendments submitted do not satisfy the objections previously made on the grounds that; the development is an urban development in rural location, as with Lodge Moor Hospital site where the applicant submitted variations for additional dwellings and varying house types after consent had been granted, this could be repeated on the Dysons site. The submission in respect of connectivity does not address the objection to sustainability, the site is not in a sustainable location and the development conflicts with national and local policies. RVCG also state that very special circumstances have not been demonstrated and the primacy of the development plan remains. It is also stated that it is inappropriate for this development to be approved at a time when the reviews of the Local Plan and the Green Belt are being undertaken.

Loxley Valley Protection Society

The site is a prominent feature in a high quality landscape. The development proposal is out of character in terms of its scale and is more akin to the village of Dungworth but without the amenities. LVPS states that they agree with the views set out by Rivelin Valley Conservation Group and CPRE.

The proposal is contrary to the Unitary Development Plan, Core Strategy and NPPF in respect of Green Belt policy and the reuse of previously developed land.

There is no affordable housing proposed.

The sole community benefit of the site would be that the site is cleared up and this is not sufficient justification to create the very special circumstances for a major new development on the site. Any additional amenities would be provided at an unsustainable distance from the site.

The development proposal does not meet the tests of sustainable development as set out in the NPPF.

The transport assessment and travel plan is un-realistic in that people will walk or use bicycles due to the distance, topography and weather. Cars are more likely to be used, this could be sustainable if recharging points were provided for electric/hybrid vehicles but it is still likely to be petrol, diesel in some instances. The buses are limited in their regularity and connectivity and services may be cut again in the future.

The concept that the “completed development will support the sustainability of public services and private businesses’ is flawed and does not reflect the reality of the situation which is oversubscribed local services. People will also use larger shopping facilities further afield.

The materials choice is inappropriate and would suburbanise the site, particularly the use of brick and render and will make the development stand out from miles around.

Town houses and dormers do not fit in this location and reflect the local vernacular. There is not a balanced mix of house types and styles and with no affordable housing; the development is weighted towards the high value end of the housing market.

The Acorn Estate was not in the Green Belt but had very firm conditions placed upon it in terms of materials, design and landscaping and the whole estate was in stone with slate roofing, along with a tree belt and open frontages, at the very least this proposal should conform to these conditions.

The development should conform to the Supplementary Planning Guidance ‘Loxley Valley Design Statement’.

The tree protection plan does not conform to the planning layout re the retention of trees.

Trees should be retained for screening and where trees overhang properties they should be protected by TPOs to prevent their subsequent removal.

Fencing is inappropriate or if it is to be used should be screened by planting and reduced in height. The Ben Bailey development at College Gardens (Wood Lane) shows how inappropriate this is.

There are conflicts with the advice of the Police requiring high lockable gates and a well-lit environment, but here light pollution should be kept to a minimum to limit the effect on nocturnal wildlife. The police report only highlights how it is inappropriate to transplant a suburban development into a rural location.

The Ben Bailey estate on the Loxley College site is not directly comparable with the Dysons scheme as the works with the college site meant that the openness was enhanced and the development was more sustainably located.

It is incorrect to state that there have been major developed sites designated in the Green Belt.

There is the risk that this site may set a precedent for other large previously developed sites in the Green Belt, in previously unsustainable locations. This would be catastrophic for the Green belt and an overstretched local infrastructure.

There is also the risk of precedent that the site will allow for urban sprawl and that the land between the site and Stannington will be developed as well.

The planning committee should visit the site and the surrounding areas to see the visibility and impact of the development from a distance.

Overall, the site is inappropriate in terms of design and materials in a green belt setting of high landscape value, on the border of the Peak District National park, that the location is not sustainable and would not enhance or improve the Green belt or confirm to policy.

In the second round of consultation LVPS also reiterate their objections previously made that the site is unsuitable for housing and that the density, materials and boundary treatment show its unsuitability. The site is also not considered to be sustainable as per the NPPF, and the development will ultimately have a greater impact on the Green Belt than a 'dark, silent, unvisited site' would. They also state that despite the mitigations proposed this does not change their previous objection to the proposal.

The increased use of stone will present a stone development to the frontage, but this will not be the case from all viewpoints. The site still has the appearance of an urban housing development. It is also believed that the chimney should be renovated and retained. Heritage bricks should be used rather than paving more suited to an urban setting and it is further commented that the townhouses do not fit. The development should be stone and the design specification upgraded and the energy specification and house numbers reduced. Other local inappropriate development should not be a precedent. LVPS also feel that the lack of a development plan should not be a justification for development, indeed it should be the opposite. Buses are currently being reviewed and cuts will mean that the sustainability of the development further. LVPS also cite the proposed relaxation in government guidance on brownfield, but state that this should not be in the Green Belt.

Sheffield and Peak Against City encroachment (SPACE)

The development would represent the inappropriate suburbanisation of the Green Belt and would be contrary to the NPPF.

The nature of the development is out of keeping with the rural nature of the landscape.

It is noted that the site has, by modern standards, inappropriate use this was prior to modern planning laws and would not be allowed today. The site offers an opportunity for something more imaginative, aesthetic, green and socially useful not a 'generic suburban housing estate.'

The site is remote from Stannington and will be car dependent. It will have no amenities and will put stress upon the amenities in Stannington. It may lead to future pressures for infill development between the site and Stannington.

SCC should refuse the application and work with the owners and stakeholders to make a solution which would enhance the countryside, the city's values and be an innovative model for others to follow.

SPACE reiterates their previous objection to the proposal in the second round of consultation.

Secretary of Dungworth Village Hall

Many people did not know about the application, the site is visible in the day but at night it is in darkness. This would no longer be the case if permission were to be granted. Policy states that there should be no more impact than at present and this would not be the case.

There is no affordable housing, employment, recreation or protection of wildlife proposed.

The development is inappropriate and is an urban estate without any amenities, The Core Strategy identifies that there is enough land within the city to meet housing need without building on the Green Belt. The spatial vision for Sheffield is about renewing rather than expanding.

There is no affordable housing and there are only 5no. 2 bedroomed properties and are to be on sale at well above the local average prove. 53 four and five bedroom properties are not affordable housing.

The site is not served by sustainable public transport options as per the Core strategy. There will be heavy car dependence. Cycling is unrealistic given the topography. There will be an increase in the volume of traffic. The site is opposite a field entrance and vehicles need the road to swing out. The volume of traffic close to schools will be detrimental to highway safety. There are already difficulties with buses and traffic turning in the area.

There are concerns regarding a shortage of school places, parental choice, children being taught in temporary classrooms and the physical distance to schools where places may be available.

Health care waiting times are also a concern.

The development will be out of character in terms of either scale or character and building design. There is insufficient parking

The site is within an Area of High Landscape Value, the Green Belt and is a true Green Corridor to the Peak Park.

Surface water is already a problem and the beck will not be able to cope.

There is no sewage provision indicated and the nearest connection will mean digging up a recently resurfaced road. Sewage would need pumping up hill and it is queried whether there would be a holding tank in the event of a power cut.

In the second round of consultation Dungworth Village Hall references that the development will not comply with the NPPF by reason of its impact upon openness through sprawl, traffic and lighting at night. It is also commented that the proposal is contrary to the development framework and is not in accordance with CS71 in relation to Green Belt. The development also does not meet the priorities set out in the SHMA.

Bradfield Parish Council

Bradfield Parish Council recommends refusal based on the following grounds; The plans appear to be out of context with those previously presented at consultation events.

BPC also states that there is a lack of appropriate infrastructure in terms of doctors' surgeries and schools.

Public safety is also queried re the potential for subsidence.

There is a lack of parking and there will be on street parking creating problems on a road where there are no traffic problems.

No appropriate wildlife surveys have been carried out

There will be a loss of trees.

There are drainage issues particularly with regards the local right of way.

The area is in the Green Belt.

The representation received as part of the second round of consultation states that the development will have a greater impact upon the openness of the Green Belt than the purpose of including land within it, as there will be a vast increase in traffic and the addition of new lighting at night will change the whole character of the area.

Campaign to Protect Rural England (CPRE) have objected to the application on the following grounds:

There is no justification for a market housing scheme on this site, in planning terms. Sheffield's housing supply concerns are not relevant in this case, because unmet housing need is not a 'very special circumstance' for Green Belt development.

The development is contrary to the NPPF para 80 in respect of safeguarding the countryside from encroachment. The previous industrial use has no bearing on

acceptability as a housing development would have an entirely different impact which would be harmful to the Green Belt, and would also not accord with para 89 in terms of the impact of the use rather than the footprint of development.

The development amounts to a new settlement without amenities and there is no national or local policy context for considering new settlement. Allowing the development proposed would breach the fundamental purpose of the Green Belt to prevent sprawl. It would also create development pressure on other sites along that Sheffield's western fringe.

The development would be an unsustainable location and could result in over 600 vehicle movements per day on this rural road. The pattern of movement is different to that which would have occurred on the former works.

It is acknowledged that the site should not remain derelict in the long term and that an appropriate reuse should be devised. In previous discussions with the agent, CPRE stated that they did not consider that a generic house builder solution would be appropriate for the site and that an imaginative, distinctive replacement development should be generated in full collaboration with the local community. The development achieved is a combination of pastiche designs and the tokenistic retention of the stump of the chimney. CPRE are also advised by Sheffield Wildlife Trust that there is an opportunity to use the redevelopment of the site to assist in connecting up the ecological network, which this proposal will not achieve.

CPRE in their second representation comment that the justification of the developer is unsound and do not agree with the justification put forward. The planning case versus the commercial case contradict one another and ultimately the golden thread of sustainability set out in the NPPF is not visible. CPRE also comment that the clearing up of a derelict site does not justify the proposal. Concern is also raised that the green-spaces proposed are urban in nature and it is also commented that the developer should make a commitment to zero carbon and that within the 1.2km distance there are no retain facilities.

Sheffield and Rotherham Wildlife Trust have commented on the application and make the following points:

- It is not clear whether the policy accords with the aims of policies CS71 'Protecting the Green Belt' or the emerging Sheffield City Policies and Sites policies G6.
- There should be a greater buffer between the western edge of the development and Loadbrook LNS, and plots 50 and 51 should be removed or moved.
- There are concerns regarding the use of 'well lit' footpaths and the implication of this upon wildlife and appropriate lighting mitigation should be used.
- The woodland edge and brook should be protected from development.
- The landscaping in reality offers little potential for wildlife.

- The scheme is an opportunity to show how a development can enhance an ecological network, even if it means a more imaginative scheme than currently proposed.
- A commitment to use local species should be set, and a wildlife pond could be included.
- The ecological network between the development site and the adjacent nature sites could be developed and enhanced.
- There should be a net gain for biodiversity in accordance with the NPPF.
- It is recommended that further protected species surveys are undertaken based upon local advice as well as further mitigation as appropriate.
- It is requested that surveys assess reports that the site is used by owls.
- There are reports of white clawed crayfish.
- Sustainable drainage should be included within the site.
- It is not considered that the mine has been appropriately surveyed and that further surveys should be undertaken to confirm that sites are not being used as a roost.
- There should be green travel plan and for example a new safe, green cycle path to Stannington should be created.
- The inclusion of a retail unit for a small convenience store would have the potential to reduce the number of car journeys into Stannington.
- The use of green roofs to garages is welcomed but following the guidance in the Sheffield Green Roof Habitat Action Plan would be desirable.
- The inclusion of bird and bat boxes and natural play facilities are welcomed.

PLANNING ASSESSMENT

National Planning Policy Framework (NPPF)

The National Planning Policy Framework (NPPF) sets out the Government's revised planning policies for England and how it expects them to be applied. The key goal of the NPPF is the pursuit of sustainable development, which involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

Principle of Developing in the Green Belt

The National Planning Policy Framework (NPPF) treats the construction of new buildings in the Green Belt as 'inappropriate development within the Green Belt' (NPPF, para. 89). The redevelopment of large, previously developed sites within the Green Belt is one of several exceptions to this rule provided redevelopment would have no greater impact than the existing development on the openness of the Green Belt and the purpose of including the land within it (NPPF, para. 89 bullet point 6).

The development is clearly a previously developed site within the Green Belt, and for the reasons set out below it is considered that ultimately the development would have no greater impact than the existing development on the openness of the Green Belt and the purpose of including land within it.

With regards the development having no greater impact than the existing development it is firstly noted that the actual footprint of development will reduce. The existing developed footprint is approx. 23000square metres whilst the revised developed footprint will be approx. 7000 square metres. The overall footprint of development will also be interspersed by green spaces which will further limit the expanse of development proposed, compared to the current form.

Whilst the dwellings will obviously be clearly visible as such, their nature and massing is not considered to have a greater impact upon the openness of the Green Belt than the existing development. This conclusion is informed by the submitted visual impact assessment, the submitted photomontages showing existing and proposed, an assessment on site of the proposed development and an examination of the existing massing and footprint of the buildings on site. These assessments also supplement and inform an assessment of the purposes of including land within the Green Belt.

Paragraph 89 refers to the purposes of including land within the Green Belt. These purposes are identified in paragraph 80 as: to check the unrestricted sprawl of the large built up areas; to prevent neighbouring towns merging into one another; to assist in the safeguarding the countryside from encroachment; to preserve the setting and special character of historic towns; and to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Taking each of these points in turn:

The development will not result in the unrestricted sprawl of large built up areas. The site is isolated, and the development does not propose to exceed the boundaries of the previously developed site and could reasonably be considered to be 'unrestricted sprawl'. The development will also not include any extension of built form either to or from the neighbouring settlements to enable a sprawl to be considered as occurring, and therefore the development is considered to be satisfactory in this regard.

The location of the development site means that the development proposed, if approved, would not result in merging with a neighbouring town. With regards the safeguarding of the countryside from encroachment, whilst this would result in built form, again it is arguably no greater encroachment than the exiting industrial buildings and the development would not facilitate the encroachment of the countryside in terms of the effect upon the physical openness of the Green Belt. The use of the site for housing rather than the current use will have a different impact upon the Green Belt, and consideration must also be reasonably given to the current derelict state of the site as an Industrial use an the future use of the site as an industrial use. Arguably, whilst it may be unlikely that the site would commence industry again, due to the heavy dilapidation of the premises on site; that industry was already an established use of the site would mean that it would be difficult for officers to recommend refusal of an application for new industrial buildings on the site albeit that such an application would have to be considered on its merits at the appropriate time. Such buildings, are likely to have a similar impact and would be constructed in functional materials with plant and equipment and would likely be lit in darkness. Similarly, the existing site could be

illuminated at night, under permitted development, and this would have a greater impact upon the openness of the Green Belt at night; which is where officers consider the argument of encroachment is greatest given that the site is now dark. The fall-back position, however likely this may be, must be given some consideration by the LPA.

Officers do not seek to argue that the development will not be visible at night, and that its impact will not resemble a small settlement, but equally the site is not obliged, under its current format, to be dark through the night. It is also noted that there will be some screening through trees to the western element of the site, although we would not suggest that this will blanket out all light. The provision of the ability to develop previously developed sites in the Green Belt in para 89 must accept that redevelopment will imply a number of alternative uses. Similarly, in terms of the impact, it is recommended that the external lighting of the scheme (with the exclusion of the street lighting, which cannot be termed as nuisance and therefore not be under the control of the Environmental Protection Service) be designed to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light (Obtrusive light includes light pollution and includes intrusive light, glare and sky glow) and this could be conditioned.

Again, the LPA would not presume to suggest that even taking account of these guidelines that the impact at night will not exist, but it does suggest that the impact could be reduced to a degree that the impact, compared to the fall back position of the current/former use of the site, would not have such an impact upon the openness of the Green Belt that the refusal of planning permission could be reasonably upheld. In respect of lighting at night more generally, it is also worthy of note that the site is not within the National Park, or within a Dark Skies area where the introduction of new lighting would merit much greater consideration. The development is not close to the setting and special character of historic towns and so there will be no impact upon this purpose.

With respect to the fifth purpose listed, the development will arguably allow for the recycling of derelict land, although it is equally acknowledged that this is not urban land, even if the function is more commonly associated with an urban setting. Officers consider that within the spirit of the purposes of the Green Belt, the fundamental aim of which is to prevent urban sprawl by keeping the land permanently open and that the essential characteristic of Green Belts are their openness and permanence, that these would not be compromised by the development proposed on this previously developed site.

Paragraph 81 of the NPPF also states that once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt including by improving damaged and derelict land. The development site is currently in a derelict state, and whilst to a degree this is an accepted feature within the landscape, it is not a positive addition to the Green Belt, and the future long term retention of a derelict set of buildings could not be reasonably considered to be a positive feature of the Green Belt. This in itself is not a justification for development, but it is a consideration.

The proposed development, and its impact in terms of the maintaining the openness of the Green Belt and the purpose of including land within it, when compared with the existing development leads officers to conclude that the development is not inappropriate development within the Green Belt and is satisfactory with regards the aims of paragraphs 80, 81 and 89.

Moving on from the NPPF to the Core Strategy, policy CS71 'Protecting the Green Belt' states that, countryside and other open land around the existing built up areas of the city will be safeguarded by maintaining the Green Belt. The policy also goes on to state that development needs will be met principally through the re-use of land and buildings rather than through expansion of the urban areas and villages. The supporting text to this policy(para 12.2) refers to this view complementing the priority to regeneration and the redevelopment of previously developed land and reflects the very high value attached by the people of the city to the openness of the surrounding countryside.

This development proposal would accord with the overall principle of this policy that development needs will be met principally through the reuse of previously developed land.

It is worth noting at this stage that the supporting text (para 12.3) refers to there being 'enough identifiable land within the city to meet the foreseeable needs for housing development.' At the time of writing the LPA cannot demonstrate that there is a sufficient supply of housing to meet the city's needs and this will be discussed in more detail later in this report.

The policy further states in the supporting text (12.5) that , "Anomalies in local boundaries will be rectified through the City Policies and City Sites documents, and the SDF Proposals Map, which will also designate sustainably located developed sites in the Green Belt as Major Developed Sites in the Green Belt, in accordance with Planning Policy Guidance Note 2." PPG 2 has since been deleted and the NPPF is now in place. The City Policies and Stes Document and the SDF Proposals Map have been consulted on but have not been taken forward and work is underway on a new Local Plan. Major developed sites in the Green Belt have therefore not been designated and it is reasonable therefore to fall back to the NPPF and the Unitary Development Plan for guidance as to the appropriateness of development.

The Unitary Development Plan in respect of the Green Belt sets out in policies GE1, GE2, GE3, GE4 and GE5 the protection that will be offered to the Green Belt. Policy GE1'Development in the Green Belt' essentially reiterates national guidance and states that development in the Green Belt will not be permitted where it will compromise the purposes of including land within the Green Belt. As is discussed earlier in this report, it is not considered that the development will fundamentally compromise those aims.

GE2 'Protection and Improvement of the Green Belt landscape' states that, "In the Green belt measures will be taken to a) maintain and enhance those areas with a generally high landscape value ; and b) improve poor landscapes in priority area."

The site is located within an area of high landscape value and could not reasonably be considered as a positive addition to this landscape. The removal of the derelict industrial site would result in an enhancement of the landscape. Whether the redevelopment of the site for residential is considered to be an enhancement is clearly a subjective view, but it is the opinion of officers that the redevelopment scheme, as currently proposed, will result in the maintenance of the appearance of an area of high landscape value.

This opinion is based upon the scheme which is currently put forward and which will be constructed in primarily natural stone(with some brick houses close to the chimney), natural slate roofs, a high quality design and layout with clusters of buildings so as to more closely represent a small settlement and high quality open spaces interspersing the development. (A more detailed assessment of the design will follow later in this report). All these factors come together to create a sense of a quality development, which will sit well and respect the landscape in which it sits and therefore it is not considered that the development would be contrary to the aims of Policy GE2.

Policy GE3 ' New Building in the Green Belt' states that " In the Green Belt, the construction of new buildings will not be permitted, except in very special circumstances, for purposes other than agriculture, forestry, essential facilities for outdoor sport and outdoor recreation, cemeteries, and other uses which would comply with Policy GE1."

The supporting text to this policy also states that "No special provisions have been made in the Policy for existing major developed sites in the Green Belt. Development proposed on such sites will be considered against this and other relevant Policies and having regard to national planning guidance. The merits, or otherwise, of identifying such sites will be addressed at the next review of the UDP having regard to their impact on the openness of the Green Belt and on the environment."

Clearly, since this this policy was adopted there has been no UDP review and major developed sites were not designated in the Core Strategy with this being deferred to the next stage of the local plan process. In this instance, and as per the policy referred to, it is appropriate that the development proposal be considered against those principles, as set out in the NPPF. The very special circumstances of this policy in relation to new buildings (i.e. housing in this instance) has been superseded by the NPPF, as a strong material planning consideration, which does not require very special circumstances to be demonstrated because, in accordance with paragraph 89, the partial or complete redevelopment of previously developed sites which would not have a greater impact on the openness of the Green Belt or the purposes of including in it than the existing development is not considered to be inappropriate development.

Policy GE4 'Development And The Green Belt Environment' states that "The scale and character of any development which is permitted in the Green Belt, or would be conspicuous from it, should be in keeping with the area and, wherever possible, conserve and enhance the landscape and natural environment." The supporting text for the policy also states that, "The Government's national planning guidance

states that the visual amenities of the Green Belt should not be injured by proposals for development within or conspicuous from the Green Belt. There is a need to ensure that any development that does take place in the Green Belt has regard for the existing character of the area and is appropriate in terms of siting, materials and design. Particular attention should be paid to conserving and enhancing the quality of the landscape and nature conservation sites, retaining the visual character of the location of any proposed development, and preventing pollution.”

The scale and character of the development is, overall, considered to be in keeping with the area and conserves and enhances the landscape and natural environment through the removal of a derelict industrial site and the replacement with a housing development of an appropriate quality and which utilises natural materials and open spaces and landscaping to open up the space and provide a greener environment on site.

GE5 Housing Development In The Green Belt states that, “New houses in the Green Belt, other than those needed to support agricultural and other acceptable uses, will be permitted only where this would involve either: (a) infilling of a single plot within the confines of an existing village, group of buildings or substantially developed road frontage; or (b) replacement of an existing house on the same site, providing that the new house is not significantly larger than the one it replaces. This policy is considered to be out of date as it is not in accordance with the NPPF. The policy also relates to housing supply, and the current lack of housing supply for Sheffield also has a material bearing on this policy.

Overall, in terms of Green Belt policy at both a national and a local level it is clearly a key consideration that development should not have an unacceptable impact upon the openness and character of the Green belt, nor its permanence.

In respect of this application, it is summarised that the development will not have a greater impact upon the Green Belt than the development which exists at present, nor will it ultimately compromise the purposes of including land within the Green Belt. Finally, the development does not prejudice the permanence of the Green Belt nor set a precedent for the future development of the Green Belt on the basis that this application is for the development of a previously developed site and not a greenfield, Green Belt site, which would be subject to other policy considerations as set out in the NPPF.

Potential of the Site for Alternative Uses

The site is not needed to be retained for industrial use in policy terms as its loss to an alternative use would not conflict with Core Strategy policy CS5, as the site is not prioritised as a location for development of employment uses.

A range of alternative uses including Care home, hotel, leisure and industrial uses, have been suggested to the land owners in the past but each alternative has been rejected after testing the market. Even mixed use housing development that could potentially make the site more sustainable by providing day to day services on-site

is not feasible in market terms, as the development is too small and isolated to viably support small shop development.

The applicants have put forward a case that the only realistically viable, efficient and feasible re-use of the site is for housing development. Officers do not dispute these findings, and cannot and would not seek to protect the site as an important industrial site which should be retained as such. It is also acknowledged that beyond this, the future use of the site will be determined by the market and the LPA cannot affect this market choice, notwithstanding the other policies in the NPPF, Core Strategy and UDP which will ultimately affect the acceptability of the final development proposal.

Visual Impact (Wider and Local)

A landscape and visual impact assessment has been submitted with the application. The assessment considers the effects at both the construction and the operational stage from a number of sensitive receptors. The LPA agrees with the views set out in the assessment.

At the construction stage the effects to the landscape will be short term and restricted in nature. The key impacts will include: Demolition of existing buildings, the stripping and storage of topsoil, the construction of new buildings, infrastructure and the planting of public open spaces and structural landscape areas; the construction of new access point on Stopes Road; Service connections to the Site; the storage of materials and installation of a contractors compound; Temporary traffic and pedestrian management arrangements; Traffic movements into and out of the Site; Views of construction machinery; and Lighting associated with construction and security.

It is considered that the location and design of any temporary site compounds, signage and perimeter screen fencing, combined with effective project management could minimise the potential landscape and visual effects during the construction phase.

It is also noted that the actual effects would vary subject to the location and intensity of the construction activity relative to the receptor. The properties or receptor closest to the site will be subject to the greatest effect, whereas those further away will be subject to a more limited effect due to the landform offering screening or simply through distance.

In terms of the operational effects of the development, this would result in permanent change to the landscape. These permanent changes include: the demolition of existing buildings; the creation of a new vehicular access onto Stopes Road; introduction of up to 88 new houses, access road, lighting and their associated activity; introduction of new green infrastructure including public open space and structural boundary planting; and the introduction of new sources of light.

The submitted assessment explains in more detail the landscape character areas and also assigns a likely sensitivity to the development from the various receptors.

These receptors include the properties around Stopes Road and The Griffs, the public right of way network, public roads, the local nature reserve at Loxley and Wadsley Common. The report also assesses the residual effects of the development in the longer term.

In the longer term it is concluded that adverse effects would be further reduced as a result of the maturing of the landscape and the weathering of the built fabric. The report advises that its findings are 'at worst' and would lessen over time. The report also goes on to state that in terms of the wider landscape, that the impact of the development could change from a minor adverse impact to a minor beneficial impact at year 1 as the new development is an improvement on the existing abandoned industrial works and the landscape proposals will connect the development with the surrounding vegetation.

The assessment report concludes that the impact upon the National Park will be negligible.

The conclusions of this are ultimately that the development will result in an improvement of the green infrastructure and that as planting matures, and as a result of existing screen planting that the development will become further integrated into the landscape.

The report states that the overall change will be low as the existing buildings are in state of disrepair and only positive landscape contributions are proposed. Whilst the changes being only positive are perhaps subjective, officers would not disagree that in the context of the visual impact appraisal, that the potential effects are considered to be relatively limited and contained in their extent.

The prediction set out in the report is that there are no residual landscape effects greater than Negligible after 15 years, as the existing buildings are out of scale with their surroundings and the site is not currently in use. And there will be the introduction of valuable new landscape elements including more trees and planting. The report also finds that when the development is established, effects around the site and in the wider landscape would generally be Minor Beneficial as the proposed development is an improvement to the existing site.

The report concludes that there would be "no overriding adverse effects that should preclude the proposed development on landscape and visual grounds and that a high quality urban design solution can be delivered on the Site which is in keeping with best practice and current Government Guidance and which would make a positive contribution to the local landscape"

Officers have carefully considered these matters and agree with the overall conclusions of the assessment, in respect of the visual impact of the development, and has used the conclusions drawn to inform the assessment of the impact of the development upon the openness of the Green Belt.

Impact upon the Peak District National Park.

The boundary of the Peak District National Park is approx. 1.5km west of the site and the site is wholly outside of the National Park. The physical separation and existing industrial buildings results in any effect the development may have on the Peak District National Park being considered limited. It is also noted that the Peak District National Park authority were consulted on the application and stated that, “ Due to the siting of it is not considered that it would have a significant impact on the landscape , valued characteristics or views into or out of the National Park” and therefore have no comments to make on the development.

Housing Supply

The NPPF requires Local Planning Authorities to identify a 5-year deliverable supply of housing land (para 47(2)).

Currently, Sheffield is able to identify only around 3.5 years-worth of deliverable housing sites (Housing Land Supply Monitoring Report Feb 2015). Furthermore paragraph 49 states that, planning applications for new housing should be considered in the context of the presumption in favour of sustainable development, with relevant policies for the supply of housing not being considered up-to-date if there is not a demonstrable 5-year housing land supply.

Therefore, although Core Strategy policy CS23 emphasises concentrating new housing development within or adjoining the main urban area of Sheffield, and the urban areas of Stocksbridge/Deepcar, greater weight has to be given to the shortfall in deliverable housing supply. That in turn then allows for consideration of housing in alternative locations, within the context of the presumption in favour of sustainable development.

Core Strategy policy CS24 aims to maximise the use of previously developed land for new housing, and this site would contribute towards achieving that aim.

Housing Density and Type

Core Strategy Policy CS 26 (Efficient Use of Housing Land and Accessibility) states that housing development will be required to make efficient use of land but accepts that the density of new developments should be in keeping with the character of the area and support the development of sustainable, balanced communities.

The location of the property means that the development should achieve a density of between 30 and 40 dwellings per hectare. The density of the site is 30. The proposal is therefore considered to be acceptable with regards this policy.

It is noted that a number of objectors feel that the density of the site should be much lower to take account of the character of the area and the Green Belt and the capacity of the area. This is a valid consideration, which has been duly considered, but in this instance as the site is brownfield and Sheffield does not have a demonstrable supply of housing, it is considered appropriate that the site should meet the recommended density of the development, in order to help meet the need to supply housing for the city and assist in some way of reducing the pressure on

other greenfield sites, which may arise in the future. It is also noted that at 30 dwellings per hectare that the development is at the lower end of the density recommended in policy CS26.

Core Strategy Policy CS 41 (Creating Mixed Communities) encourages development of housing to meet a range of housing needs. The development will provide 88 units through 13 different house types. These varying house types will yield: 5no. 2 bed dwellings, 29no. 3 bed dwelling, 33no. 4 bed dwellings and 21no. 5 bed dwellings and which will be distributed throughout the site.

These house types will allow the development to meet a range of housing needs and therefore satisfy CS41.

Highways

Paragraph 32 of the NPPF sets out that, all development which generates a significant amount of movements should be supported by a Transport Statement or Transport Assessment. Paragraph 32 also goes on to state that decisions should take account of whether: opportunities for sustainable transport modes have been taken up depending on the nature and location of the site to reduce the need for major transport infrastructure; that safe and suitable access to the site can be achieved for all people; and improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. The NPPF also goes on to state that development should only be prevented or refused on transport grounds where the residual cumulative impacts area severe.

Supplementing this is paragraph 35 which sets out that developments should be located and designed, where practical to accommodate the efficient delivery of goods and supplies, give priority to pedestrian and cycle movements and have access to high quality public transport facilities; create safe and secure layouts which reduce conflict between traffic, cyclists and pedestrians and avoid street clutter and where appropriate establishing home zones. Paragraph 35 also refers to incorporating facilities for charging plug in and other ultra-low emissions vehicles, and considering the needs of people with disabilities by all modes of transport. Paragraph 36 supplements this by advising that a key tool to facilitate these aims will be a Travel Plan.

Core Strategy policy CS53 'Management of Demand for Travel' sets out a variety of ways in which the increased demand for travel will be managed across the City.

A large number of objections have been received from the local community, amenity groups and the Parish Council regarding the highways implications of the development.

The main concerns are broadly summarised as being that the development will increase traffic generally and that the unsustainable location will cause increased levels of traffic and congestion; Holme Lane and Loxley Road are already at capacity; there will be noise and exhaust pollution; that there will be 1000 extra vehicle movements per day; that there will be rat-running; there will be more accidents; the available public transport is inadequate; the existing footpaths are

inadequate for school children; that parking outside schools will be problematic; that parking internally is inadequate which means parking will spill into Stopes Road; that the primary school is 1500 metres away and local shops are 1700 metres away; that people will use their cars more due to the location, distance and topography, that gritting will be a problem; and that the movement profile will be completely different to that of the previous use.

The application has been accompanied by the submission of a Transport Assessment (TA), the remit of which was scoped in advance by/with SCC highways officers. This is in accordance with the recommendations of NPPF paragraph 32 regarding the submission of a transport assessment for applications that generate significant traffic movements.

The development is a Brown Field development within the Green Belt, which by its very nature tends to be more car dependant than new residential development within already established urban areas. The TA considers the development's impact not just from a trip generation perspective, but also sustainability and connections with local facilities, demonstrates compliance with national/local policy and the historic use of the site is also reviewed.

The vehicular trips likely to be generated by the proposed 88 dwellings have been predicted by interrogating the computer database TRICS, which was also used to establish the likely trips associated with the old manufacturing use on the site.

TRICS is a database containing actual traffic survey information from different types/scale of development across the country. When using TRICS, practitioners select numerous sites with similar characteristics to that of the planning application under consideration (type/scale/urban location/rural location/level of public transport provision). The average number of trips (in this case per house) is then calculated. Highways officers are content with the methodology used here to predict the number of trips likely to be generated, even if the reality is that the actual number of trips might be slightly higher. TRICS gives the best estimate/prediction.

With regards the former Dysons refractory, this previous use is deemed to be discontinued, so these historic trips haven't been netted off the new residential trips in the consideration of this planning application. They do however; give an indication of what the old use might have produced had it still been trading/operating today.

For the 88 dwellings, TRICS predicts for the AM weekday peak hour 13 vehicular arrivals; 39 AM departures; 27 PM arrivals; and 31 PM departures. This equates to 52 two-way AM peak hour movements, with the two-way PM peak being 58 movements. These are the figures contained in the submitted TA. Some further interrogation of TRICS undertaken by officers for sites of similar scale/ type revealed average two way am peak hour trips of 46 movements and pm peak hour trips of 48 movements. The 85th percentile was 66 am and 68pm. The TA's 52 and 58 (which are average trip rates from the survey samples in TRICS) are higher than the officer interrogation.

The above-mentioned predicted arrivals/departures are all new trips on the local highway network. Recent automatic traffic count data (held by the Council obtained from traffic lights/signal sensors) showed that on Stannington Road entering Holme Lane, during the working week the number of AM peak hour vehicles fluctuated by 40. During the PM peak hour, away from Holme Lane into Stannington Road, the fluctuation across the week was 104 vehicles. Even with these fluctuations, the Holme Lane gyratory is working at capacity during the AM peak hour, less so during the PM peak. This was demonstrated for the modelling of the Holme Lane gyratory (a micro simulation) for the Forge Valley Community School planning application. In the morning and evening peak periods, queues are slow moving and building, demonstrating that the junction is at over capacity. The queues then subside and dissipate. The spike is a 20 minute period within the peak hour periods. This profile is normal behaviour across most junctions throughout the City.

With regards the previous use of the site and the traffic generation associated with this use, the TA has also given due consideration to this matter. The TRICS was also interrogated to give an indication of the vehicle movements that might be expected from the old use had it still been in operation. The results generated from this interrogation were 37 AM peak hour arrivals, 12 AM peak hour departures, 12 PM peak hour arrivals, and 66 PM peak hour departures. This is considered to be broadly comparable with the journeys which are predicted for the residential development of the site.

The NPPF paragraph 32 states that when recommending planning applications be refused on highway grounds, officers need to be clear that the accumulative negative impacts will be severe. With regard trip generation from the proposed 88 dwellings, this cannot be the case. The arrivals and departures to/from the development site are within weekday fluctuations entering and leaving Holme Lane during the peak periods. As already stated, these are all new trips, which may result in some marginal (almost intangible) peak hour spread at the Holme Lane gyratory. It is not considered however, that the negative impacts of this are severe. Essentially the 20 minute spike referred to previously might occasionally be extended slightly.

With regard to the road network in the vicinity of the site, accident records show that in the last 5 years there have been no recorded injury accidents on Stopes Road between the junctions with Brookside Lane and Riggs Low Road. There have been 2 recorded injury accidents at the junction of Hollins Lane and Rivelin Valley Road. Whilst all accidents are regrettable, the accident data does not suggest that a magnitude, severity or trend of accident that would suggest the application should be refused on highway safety grounds.

Parking provision is provided either within the curtilage of each property through a driveway or garage or to the front/side/rear of the property. The overall level of parking provision for the development is considered to be acceptable.

Highways and Sustainability of the Location

With regards the connectivity with local facilities and Policy, the draft City Policies and Sites Document refers to the provision of facilities within a 1.2 km distance.

The Institution for Highways and Transport suggests a recommended maximum walking distance for journeys on foot of 2 km.

Within the range of 1 to 1.5 km are a number of local facilities including educational, healthcare, library and retail units. Bus Stops are located on the site frontage for service numbers 61 & 62 which operate on circular routes in different directions between Hillsborough Interchange and Bradfield. Bus Stops further afield (1.4 km from the site) carry service numbers 61, 81, 763, 764 and SL2 serving a wider area. A bus stop will also exist to the northern boundary of the site and will be accessed from the development via paths leading down from the development.

To help reduce reliance on private car trips, a framework Travel Plan has been submitted, in accordance with the aims of Paragraph 36 of the NPPF, in seeking to consider those points set out in paragraph 35. A Travel Plan Co-ordinator will be appointed, who will be in place prior to the site being marketed. The Co-ordinator will be responsible for: delivery of marketing measures, sourcing the correct information for each of the relevant measures, travel updates via e-mail and other social media, responding to travel issues/questions, managing the distribution of Travel Master Tickets to new residents, and co-ordinating the annual travel survey.

A mitigation budget will be provided to the Travel Plan Co-ordinator. Action Plan Measures contained within the framework are: produce travel information guide, launch community travel website, offer personalised journey planner, promote walking, promote cycling, provide suitable cycle parking facilities, promote cycle boost, promote and display public transport information, promote free 1 month Travel Master Ticket, promote car share, promote Eco-Driving, promote electric vehicle charging points, encourage home deliveries, and monitor/review Travel Plan via surveys.

In considering these matters, it is not considered that the granting of planning permission will not adversely compromise the operation, performance or safety on the local highway network.

In order to make the development wholly acceptable in highway terms however, it is recommended that a number of conditions are applied to any future consent, these include measures for the safety of junctions as well as considering means for controlling speed on the highway.

Overall the proposal is considered to be satisfactory with the aims of the NPPF and CS53 of the Core Strategy.

Sustainability of the Site

As is outlined in the highways section of this report, the site is located a distance away from local facilities. It is clearly not a sufficient justification for development to argue that facilities in rural areas are remotely located and that therefore the development in this location should be acceptable. Officers do however consider that as a result of the over-arching aim of sustainable development in the NPPF; the benefits of re-developing a derelict, brownfield site in the Green Belt and the

City's lack of demonstrable housing supply, that it would be a pragmatic approach to seek mitigation of the effects of its isolation, in order to justify the acceptability of the proposal.

In order to overcome the effects of its remote location, and the likely car dependency, officers have requested that a much higher standard of sustainability be offered throughout the site than officers would normally see or require on a housing development, in accordance with the provisions of policies CS64 and CS65; and the applicant has responded positively to this.

Policy CS64 ' Climate Change , Resources and Sustainable Design of Developments states that all new buildings must be designed to reduce emissions of greenhouses gases and function in a changing climate. The policy goes on to state that developments will be required to achieve a high standard of energy efficiency; make the best use of solar energy, passive heating and cooling, natural light and natural ventilation and be designed to use resources sustainably. This policy requires all new developments over 5 units to meet Code Level 3 of the Code for Sustainable Homes as a minimum.

Policy CS65 Renewable Energy and Carbon Reduction states that unless it can be shown to not be feasible or viable to provide a minimum of 10% of predicted energy needs from decentralised and renewable or low carbon energy. These policies are also supplemented the Supplementary Planning Document on Climate Change.

In considering these policy requirements and the need to effectively mitigate against the impact of the development being in a relatively remote location, a number of measures have been offered by the developer, on site which seek to go over and above the standard requirements. These are summarised as;

- Each dwelling on site to achieve an Energy Performance Certificate (EPC) with an A rating for both Energy Efficiency and CO2 emissions.

To achieve an A rating the calculated score must be higher than 92 for Energy Efficiency and CO2 emissions. This compares to an average rating in England and Wales of Band D (60) or to a new build dwelling conforming to current Part L Building regulations as Band C or B (78-83).

- Each dwelling on site to provide a minimum of 20% of their predicted energy needs from decentralised and renewable or low carbon energy.

This figure is double the provision stipulated in Policy CS 65 and will be delivered through enhanced fabric and the use of Photovoltaic (PV) panels to the roof profiles in order to utilise solar energy.

- Each dwelling to generate further renewable or low carbon energy or incorporate design measures sufficient to reduce the development's overall predicted carbon dioxide emissions by 40%.

This figure is double the provision stipulated in Policy CS 65 and will be delivered through enhanced fabric and the use of PV panels to the roof profiles.

- The development scheme will achieve Code 4 certification under the Code for Sustainable Homes scheme whilst achieving a point score in the region of 75. (Reference table for code points 36 points Level 1, 48 points Level 2, 57 Points Level 3, 68 points Level 4 (75 points falls in the middle of code 4 and 5), 84 points Level 5 90 points Level 6)
- The development scheme will also provide a minimum percentage Improvement in dwelling emission rate over target emission rate of 50%.
- This is double the percentage of the mandatory requirement of the energy section code 4 which is 25%
- The development scheme will be developed with water use products that will achieve an internal water consumption of no greater than 105 litres/person/day.
- This is equal to the mandatory requirement of code 4 and is a reduction in average usage.
- The provision of 44 electric car charging points (20 external and 22 internal)
- The provision of green roofs to external garages
-

It is clearly noted that a number of the proposals are reliant upon the provision of PV panels. The energy and carbon elements of the sustainability proposal are reliant upon the provision of PV panels. The overall provision of PV panels has been carefully balanced against the impact upon the Green Belt and the overall character of development, and therefore whilst it may be technically possible to achieve higher levels of energy through PV, this would result in an over-proliferation of PV which would ultimately be harmful to the character and appearance of the development and the Green Belt.

It should also be noted by members that Code for Sustainable Homes has now been abolished by the Government. This change in national policy has been brought about by a Written Ministerial Statement that is a material consideration in the determination of this application. However, it is still considered reasonable to require the provisions, as offered by the developer, in this instance, given that there has not been any change to the Council's development plan which requires all new developments to achieve a high standard of energy efficiency and the specific circumstances here are considered to outweigh the updated national policy position. Officers wish to make clear however, that the approach taken in this application does not represent a blanket opposition to the government's approach in respect of Code for Sustainable Homes, rather that the particular features of this application proposal means that officers consider the approach and requirement for code points to be appropriate and justifiable in this one instance.

The mitigation measures in this instance are particularly justified on the basis that the measures will deliver a reduction in greenhouse gases and overall energy consumption that one might typically see from a residential housing development such as this. This anticipated reduction in greenhouses gases post occupation will help to offset any increase in greenhouse gases that may arise as a result of increased car dependency given the location of the site and the topography of the area.

Without the approach that officers have taken the development would likely be considered unacceptable due to its remote and otherwise unsustainable location, were it not for the mitigation proposed. As are outlined earlier in this report, there are other benefits associated with the development of the site, not least the removal of derelict site from the Green Belt and the improvement that this will make to the overall landscape, the remediation of the land as a brownfield site for the benefit of housing and associated open space and greening, which would not otherwise occur and the lack of a deliverable housing supply within the city which can be supplemented by the redevelopment of a brownfield site, with limited impact upon the character of the Green Belt. Negotiations with a view to procuring a sustainable and high quality development were underway as part of the application prior to the abolition of the Code and to about turn on these negotiations and proceed to a refusal on the basis of this statement was not considered to be an appropriate and reasonable route for either the LPA or the developer/landowner.

Officers contend that this is a reasonable approach to take and on this basis recommend that members apply the recommended conditions in order to achieve the enhanced sustainability of the site, in respect of both points to be achieved under the Code and the other measures put forward by the applicant.

Design and Layout

UDP Policy BE5 (Building Design and Siting) expects good overall design and the use of high quality materials. Original architecture is encouraged, but new development should also complement the scale, form and architectural style of surrounding buildings.

Core Strategy Policy CS 74 (Design Principles) reiterates the expectation of high quality design as well as recognising that new development should take advantage of and enhance the distinctive features of the city. Amongst other items, this includes views and vistas to landmarks and skylines into and out of the City Centre and across the city to the surrounding countryside.

The Loxley Valley Design Statement also sets out how development should reflect and respect the character of the area.

The development consists of one main linear street ending in a cul-de-sac to either end, with smaller cul-de-sacs leading off. To the centre of the site there will be a turn in the road which will form a central square and which will lead to the retained chimney and the Griffs Square area of open space connecting through to the front of the site.

The overall layout has been designed so as to be similar to a new hamlet in terms of layout and rooflines. Given the size and scale of the site within the Green Belt, it is considered that this is the most appropriate design option for the site and one which will create new landscape character for the site, without resulting in a negative impact upon the Green Belt's openness and character. The development has also been designed so that parking will not be along the frontage of the site,

rather that it will be set within the actual development, to minimise the potential impact of a number of parked cars upon the Green Belt.

Design Approach

The design approach to the development has sought to combine both traditional and contemporary. The development will comprise a mixture of two storey and three storey dwellings in the form of terraced, semi-detached and detached properties, and there will be 13 different house types with further material breakdowns and variations between the house types.

The overall layout will see the different house types scattered throughout the site, although the larger three storey properties will be more towards the centre of the site in terms of layout. It is acknowledged that the three storeys will be set adjacent to one of the main open space areas and adjacent to this (via plots 81-84) along the frontage of the site; this will in turn increase their prominence. It is also noted that some comments have been made through neighbour representations which state that the 3 storey dwellings are not in keeping with the character for the area. There are no three storeys visible within the local area, but it is noted that the units proposed will be set within the overall context of development, and will not have a wholly unacceptable impact upon the character and appearance of the site or the openness and character of the Green Belt.

The remaining house types as two storey properties are considered to be acceptable within the wider landscape context in terms of both scale and proportion.

The property design throughout the estate is a mix between contemporary and traditional, and this is considered to be an appropriate approach. The traditional elements of the dwellings will be seen in the use of stone and brick properties with traditional pitched roofs. The contemporary elements will be the use of projecting bay features with parapets, larger window openings with screening to vented window openings and box projecting windows and dormers. The use of grey cladding to the area above the drive-through will also add to the contemporary approach, as will the use of grey bargeboards, fascia, windows and doors, with black rainwater goods to ground the development. In order to add further visual interest to the properties, a number of the stone properties will utilise both split faced and dressed stone to the elevations.

Materials

The overall approach to design and the detail of this is considered to be acceptable in principle and will help achieve the high quality of design required by the relevant NPPF, Core Strategy and UDP policies.

The materials to be used will primarily be natural stone, red brick and natural slate. All these materials are considered to be acceptable in principle.

The use of brick within the development has been subject to some discussion, and through the course of the application, the use of brick has been reduced to be

more closely related to those properties adjacent to the brick chimney. There will be 10 properties within the site which will have brick to them, with the actual amount of brick used dependent upon the house type. The majority of the brick units will have some stone detailing to them, either with a stone base and brick above to the three storey properties around the chimney for example or a stone built projecting detail and/or window surround for others. The only property which will be predominantly brick with only a stone canopy/flanking wall will be the property to plot 37, where the corner is turned on Griff's Square. Whilst it may be ultimately desirable for the entire development to be constructed in stone, it is acknowledged that there is currently brick on site and therefore there is some precedent for this material choice, and when balanced against the overall harm to the Green Belt, it is considered that a small amount of brick is acceptable in principle.

With regards the use of stone, the overriding character of the area is natural stone built properties, which have, over time, weathered in to the landscape; therefore the use of natural stone and slate are considered the appropriate construction material for the majority of the properties. The Local Planning Authority has considered the suggestion for artificial stone, as put forward by the applicant, but does not ultimately consider that this will result in an appropriate quality and reflect the character of the area in this sensitive location. It is the intention that natural stone is used throughout the site for the dwellings, retaining walls and boundary treatments etc. in order to continue through the quality of development. It is recommended that the use of natural stone is conditioned, and this is considered to be reasonable as without this the quality and therefore the acceptability of the development would be questioned.

The majority of the highways and footpaths will be tarmacked, although the areas to some of the cul de sacs, private drives and parking areas will be in contrasting materials such as paving or setts. This is considered to be acceptable in principle.

Site Enclosure

The overall enclosure of the site will be via a mix of retaining walls, estate railings and timber posts and rails towards the frontage of the site, with stone walls and copings over and screen fencing to the individual plots and stone retaining wall to the rear of the site. This approach is considered to be acceptable in principle and will not have a detrimental impact upon the overall visual amenity of the site either at close range or at distance. It is noted that the frontage of the site will require a large retaining wall, given the overall topography of the site relative to the highway and the finished levels of the site. It is not ultimately considered that this would be harmful to the visual amenity of the site.

Ancillary Works

To the main open space area at the entrance to the site will be a foul water pumping station. The visible element of this will essentially comprise an area of standing, a metal cabinet and bollards to demarcate the area. It is accepted that this is a necessary site for its installation, and whilst it may not be an ideal location so close to the main entrance, it is equally not considered that the harm arising will

be severe. Utilities are required for such a site and there are landscaping works which could be undertaken to further screen the works, although the cabinet is a typical installation.

A new substation will be provided to the northern boundary of the site, and again it is considered to be a functional part of the development which is required and will not compromise the openness of the Green Belt. This will be constructed in natural stone to match the dwellings and is considered to be appropriate in design terms.

Open Space

UDP Policy H16 (Open Space in New Housing Developments) requires that the Applicant makes an appropriate contribution towards the provision or enhancement of public space on or within the vicinity of the application site.

Core Strategy Policy CS 45 (Quality and Accessibility of Open Space) states that safeguarding and improvement of open space will take priority over creation of new areas. Policy CS 46 (Quantity of Open Space) encourages that as opportunities arise, new open space will be created where a quantitative shortage of open space is identified and where it is required for extending the City's Green Network.

Open space has been included on site, in accordance with policy CS46# at 10% of the site area. The open space will be provided in three main areas within the site and is designated as village green, Griffs' Square and the green. The village green are will be the largest area of space and will be set on two levels and comprise paths, seating area and natural children's play. Griffs' Square will comprise hard landscaped urban square like form in the centre of the development and which will be set adjacent to the retained chimney(in its reduced form) with adjacent seating and this will lead down to a further finger of green space which will be enclosed to the east and west by a run of terraced properties. A further area of natural children's play will be set down to the northern end of the space. The final area of open space will be a green finger towards the western end of the site and this will be landscaped and will be more of an amenity grassed area which will break up the massing of the development and add to the overall quality of the scheme.

Adding to the overall open space offer is a path which will run behind the tree line to the frontage of the site. This will connect the site with the public footpath which runs to the western boundary of the site and will also continue along the frontage of the site at a raised level and will connect the site, the green spaces within it through the bus stop area and the main entrance. The footpath will also be developed as a 'Trim Trail', providing fixed outdoor fitness equipment along the length of the path.

The overall offer of open space on the site is considered to be acceptable in terms of the amount to be provided and its acceptability with regards policy requirements.

Natural Children's Play has been chosen so as to further limit the visual impact upon the landscape and Green Belt which still offering a quality and stimulating play environment.

The overarching landscape strategy is considered to be acceptable in principle, but it is considered appropriate that a condition is applied which requires full details of all hard and soft landscaping details including final species and numbers.

The developer has advised that the open space will be maintained by a Trust and it is not therefore further space which is to be adopted and maintained by the City Council. In order to ensure that the management and maintenance provisions are appropriate it is recommended that a condition be applied which requires that full details of this are agreed prior to the development commencing.

The proposal is therefore considered to be acceptable with regards the provision of open space and the aims of policies H16, CS45 and CS46.

Residential Amenity

UDP Policy H15 'Design of New Housing Developments' expects the design of new housing developments to provide good quality living accommodation. This includes adequate private garden space or communal open space to ensure that basic standards of daylight, privacy, security and outlook are met. It also expects that walls or fences are provided around rear garden areas next to roads, footpaths or other open areas.

Additionally, as with all housing developments, there is a need to ensure that development is acceptable in terms potential nuisances – such as unacceptable air pollution, noise or other nuisance or a risk to health and safety.

Amenity for Existing Residents

Whilst there are neighbouring properties to the subject site, none are in such close proximity that they would suffer from an unacceptable loss of privacy or overbearing such that the refusal of planning permission could be reasonably justified. It is noted that when the development is occupied there will be an increase in traffic, but it is not considered that the volume of this traffic would be so significant as to result in unacceptable dis-amenity to existing residents.

Amenity for Future Residents

The layout of the properties within the overall development is considered to be acceptable in terms of the potential impact upon privacy and the potential for dwellings to be overbearing to neighbouring properties or gardens.

It is however, noted that there will be some smaller gardens than officers would ideally wish to see, and which would be less than the minimum 50 square metres and have less than 10 metres to the rear boundary that is recommended in the SPG on Designing House Extension which provides a useful tool for assessing the implications of residential units on one another. However, officers acknowledge that this is a new build development and that some compromises are necessary in order to meet the necessary density and to achieve the amount of open space provision on site and the desirability of the plot will be subject to the choice of the occupier.

It is not ultimately considered that the non-achievement of distances will be to such detrimental harm to the future occupiers that the refusal of planning permission could be justified. The restricted dimensions of the plots does however, mean that the LPA consider it reasonable to restrict permitted development rights relating to extensions, outbuildings and new windows in order to limit the potential overdevelopment of the plots and the potential impact upon the amenity of the neighbouring properties.

Ecology

NPPF para 118 states that in determining planning applications, local authorities should aim to conserve and enhance biodiversity and should encourage opportunities to incorporate biodiversity in and around the development.

UDP Policy GE11 (Nature Conservation and Development) states that the natural environment will be protected and enhanced. Therefore, the design, siting and landscaping of development should respect and promote nature conservation and include measures to reduce any potentially harmful effects of development on natural features of value.

As part of the application submission, ecological surveys have been submitted for the site and it is noted that there are protected species within the development site boundary.

The ecological surveys also include mitigation measures including measures to either remove protected species found on site to appropriate other locations (which will be subject to licences from Natural England). It is recommended that a condition is applied to require works to be undertaken in accordance with the recommendations of the submitted reports and that further conditions are applied to ensure that construction works do not propose a hazard to the protected species.

In accordance with the NPPF opportunities are also to be taken for the enhancement of biodiversity as part of development proposals and this will be achieved by means such as the provision of bat boxes as mitigation, the provision of green roofs to the garages (using sedum and wild flower mix) and areas of new open space and planting within the development. The wildlife trust has made a number of comments in relation to the ecology of the site, and these will be considered in the response to representations section of the report.

Landscape and Trees

UDP Policy BE6 'Landscape Design' expects good quality landscaping in new developments and refurbishment schemes. Landscape work should provide an interesting and attractive environment as well as integrating with existing features and promoting nature conservation.

UDP Policy GE15 (Trees and Woodland) states that trees and woodland will be encouraged and protected. There is a requirement for developers to retain mature trees, wherever possible, and replace any trees which are lost.

The development will result in the loss of a number of trees towards the top of the wooded bank to the frontage of the site, and some further trees to the rear of the site, the main element of the site is heavily developed without trees or landscape features. The arboricultural report identifies that the majority of the trees to be removed are category C trees and are therefore of limited value. It is however, acknowledged by officers that the trees do offer some screening to the site. Whilst the loss of these trees is not desirable, it always being preferable to retain as many as possible, it is equally not considered appropriate to require the full retention of all these trees bearing in mind their limited quality. The trees are not protected and given their quality it is unlikely that we would seek to protect them further by a TPO, it is therefore also noted that they could be removed at any time. There will still be some screening from the vegetation on the bankside, albeit to a much reduced level.

In order to ensure the full protection of those trees to be retained on site, it is recommended that a condition be applied which requires their protection and full and final details of the root protection zones indicated in the submitted plan and report.

It is noted that some of the trees, primarily to the wooded southern bank of the site have shading areas which will affect the rear gardens of the properties. This banking and the trees will be a factor for buyers to consider when purchasing the properties. The shading of the trees may result in future calls for the removal of the tree. Any application for the pruning or removal of a tree affecting a property would need to be balanced against the likely harm and the impact of the loss and be determined on its own merits at the time.

A comprehensive landscape scheme for the site is also proposed. The landscaping proposed also forms part of the open space offer for the site, and this is discussed in more detail in the open space section of this report. The landscaping and planting proposals are however, considered to be appropriate to the site and it is recommended that a condition be applied to secure the appropriate landscaping of the site.

In terms of the overall landscape proposals and the impact upon the trees on site, the development is considered to be satisfactory with regards the aims of Policy BE6 and GE15 of the Unitary Development Plan.

Air Quality

Policy CS66 'Air Quality' states that action will be taken in all areas of the city to protect air quality.

UDP Policy GE23 (Air Pollution) states that development will be permitted only where it would not located sensitive uses where they would be adversely affected by sources of air pollution. Furthermore, Core Strategy Policy CS 66 'Air Quality'

encourages action to improve air quality in all areas of the City, particularly where residents in road corridors with high levels of traffic will be exposed to levels of pollution above national targets.

The applicants have submitted an Air Quality Assessment (AQA) relating to the proposed development. The development as proposed would result in dust generation during the construction phase through demolition, earthworks, construction and track out as well as an increase in traffic movements in the local area. All of these actions are likely to have an impact on local air quality.

The specific pollutants assessed in the AQA were nitrogen dioxide (NO₂) and particle matter (PM₁₀, PM_{2.5}) of size less than 10 and 2.5 microns, which are largely produced from internal combustion systems, such as plant and motor vehicle engines and construction dust. The Government have identified NO₂, PM₁₀ and PM_{2.5} pollutants for control, amongst others in order to protect health, as detailed in the Air Quality (England) Standard Regulations 2010.

The air quality assessment of the proposed development predicts that the associated traffic impact of NO₂ and PM₁₀/PM_{2.5} concentrations respectively on the local area is not likely to be significant. The assessment also determines that the overall dust Emission Magnitude and PM₁₀ Risk for the construction phase (Demolition, Earthworks, Construction and Track out), based on the Institute of Air Quality Management (IAQM) is likely to be Medium and Low for Human Health. Further, that the health-based annual average air pollution standards of 40µg.m⁻³ for these pollutants and the 24hour mean standard for PM₁₀ are not breached at this local area / location, 'with' or 'without' the proposed development.

Notwithstanding the above, and as acknowledged in the AQA, the whole urban area of Sheffield is an Air Quality Management Area (AQMA) and there is a need for some mitigation measures to be considered and where possible adopted as conditions particularly during the construction phase. EPUK (2010) Guidance suggests that "Even..... where pollutant concentrations are predicted to be below objective / limit values, it remains important that appropriate mitigation is included in the scheme design and that, as far as is practicable developments should be "air quality neutral"".

It is always desirable to improve air quality and minimise the pollution impact of proposed developments and this is accepted in the report submitted. The report recommends appropriate mitigation measures to reduce construction and vehicle exhaust emissions. These are:

- a) Demolition, Earthworks, Construction and Track out phases – The developer should produce a dust management plan (DWP) from some of the measures detailed the Institute of Air Quality Management (IAQM) document 'Guidance on the Assessment of Dust for Demolition and Construction' (February 2014), and or adopt the London Councils' Best Practice Guidance, November 2006, "The Control of Dust and Emissions from Construction and Demolition". Either of the Guidance should be made a condition of a planning permission and used to evaluate and manage dust and PM₁₀ emissions during this phase.

- b) Ensure that delivery vehicles to the development site are at least Euro VI/6 standards or are fitted with an exhaust after treatment technology such as a continuously regenerating trap and or Selective Catalytic Reduction catalyst.
- c) During the operational phase, install at least 2 rapid electric charging points for electric vehicles.

The above measures would help the development achieve a neutral impact upon local air quality. The imposition of recommendations, a) and c) are considered to be reasonable and enforceable and it is recommended that these are taken forward and conditioned. It is also noted that 42 charging points will be provided as part of sustainability offsetting and therefore this is a significant improvement on the 2 recommended to address air quality.

Overall, the development proposal is considered to be satisfactory with regards the impact upon air quality and policy GE23 and CS66.

Impact upon local amenities (Doctors Surgeries and Local Schools)

Consultation has been undertaken with the NHS England who has advised that there are 4 GP practices that have Stannington within their boundary and they do not foresee that the development proposed will significantly affect the delivery of primary care.

As this is the view of NHS England it is not considered that any further consideration should be given to this matter as part of the planning process.

UDP Policy CF5 (Community Benefits) states that planning obligations will be sought where they would enhance development proposals, provided that they are necessary, relevant and directly related to the development.

The Council's School Organisation Project Team were initially consulted on this application with a view to the need for the payments towards education facilities, but this has now been superseded by the introduction of CIL.

The subject site is in the school catchment areas of Bradfield Dungworth Primary School and Bradfield Secondary School. The proposed development is for 88 units of 2 bedrooms or more.

Based on the yield calculation of 3 pupils per year group from every 100 properties, the expected pupil yield from the development (counting only properties of 2 beds or more) is 18 for the primary phase and 13 for the secondary phase.

The current advice is that although tight Bradfield Dungworth Primary School could accommodate the forecast additional pupils in most pre-school cohorts. The same principle applies at Bradfield Secondary School and so could accommodate the forecast additional pupils in most cohorts.

The Dyson Refractories site sits within catchment area for Bradfield Dungworth Primary School but close to the catchment border with Stannington Infant School

and Nook Lane Junior School. Stannington Infant School has 60 places per year and while it is a popular local school, forecasts indicate that it is not expected to fill all of its places from catchment applicants for the forecast period (3 years). Any out of catchment applicants will be considered using Sheffield City Council's Pupil Admissions Oversubscription Criteria.

Accordingly, it is reasonable to consider that there is sufficient capacity within the local area at the current time, and that in this regard the impact of the development is acceptable.

Public Right of Way

A public footpath runs to the western boundary of the site, and this will not be adversely affected by the development. There are currently drainage issues to the west of the site, and there is a significant amount of surface water here, but measures to control surface water as part of the development should also help to address this issue.

Coal / Mining Legacy

The application site falls within the defined Development High Risk Area; in respect of coal mining and therefore the features associated with coal mining features and hazards need to be considered in relation to this application.

According to Coal Authority records there are fifteen mine entries (shafts and adits) are located within, or within 20m of the development. The Coal Authority has no details relating to their locations or treatment.

The applicant has provided confirmation that an intrusive site investigation has been undertaken and has also obtained appropriate and up-to-date coal mining information for the proposed development site; including a Coal Mining Report, OS historical mapping, BGS geological mapping and information from Coal Authority Mine Abandonment Plans and this has also been used to inform the Exploratory Geo-environmental Appraisal (November 2014, prepared by Lithos Consulting Limited), which accompanies the planning application.

The report reviews existing mining information and confirms that no coal, nor any evidence of mine workings, was found in any of the probe holes, which confirms that mine workings are restricted to land beyond the site's southern boundary, as shown on The Coal Authority abandonment plans. Despite this, the Report correctly identifies the mine entries located within the site.

The Coal Authority is satisfied by the site layout, which appears to have been informed by their presence and the commitment to locate, investigate and treat (where necessary) the mine entries within the site, which have not been stabilised to an appropriate standard.

On the basis that building over or within the influencing distance of a mine entry (shaft or adit) can be dangerous and has the potential for significant risks to both the development and the occupiers if not undertaken appropriately. It is

recommended a condition is applied to any permission which requires that the site investigation works referred to in the exploratory geo-environmental appraisal are undertaken prior to the commencement of development. Further to this a condition is recommended that should the site investigations confirm the need for further remedial works to treat mine entries then details of these remedial works are submitted for approval by the Coal Authority and implemented accordingly.

For the avoidance of doubt however, the Coal Authority considers that the content and conclusions of the Exploratory Geo-Environmental Appraisal are sufficient for the purposes of the planning system and meet the requirements of the NPPF in demonstrating that the application site is, or can be made, safe and stable for the proposed development, subject to the imposition of appropriate conditions.

Environmental Protection Matters

One of the biggest issues on site is the land contamination associated with its former use. There are extensive remedial works required on site and asbestos is a significant issue on site. These contaminants have been considered in the submitted reports.

The geo-environmental appraisal submitted identifies that further intrusive investigations are required post-demolition of the existing buildings (which have restricted access to a significant portion of the site), and that gas monitoring is also still ongoing. Further investigation may result in the finding of further contaminants on site. In order to ensure however, that appropriate remediation of the site does occur then it is recommended that a full suite of land quality conditions are applied to any approval.

The location of the development means that noise for future occupiers of the site is unlikely to be a significant issue, such that the enhanced noise mitigation measures are required of the development.

The construction process may however, result in noise and dust disturbance to neighbouring properties. It is therefore recommended that a condition be applied which restricts the hours of construction to between 0730 hours and 1800 hours on Monday to Fridays, and between 0800 hours and 1300 hours on Saturdays, and not at any time on Sundays and Public Holidays and which will limit the potential for dis-amenity to neighbouring properties.

It is also recommended that a condition be applied to require full details of the measures to monitor and control the emission of dust during demolition and construction works and to ensure that these measures are carried through for the lifetime of the development. Again, it is considered that this should mitigate any dust disturbance to neighbouring properties.

In respect of the potential for light pollution, then it is acknowledged that the site is located within an exposed location and within a darker rural area (Zone E2) as categorised by the Institution of Lighting Professionals in their document, "Guidance Notes for the Reduction of Obtrusive Light". The lighting report submitted relates to street lighting only and is not therefore considered to be a potential nuisance issue

under the remit of the environmental protection service. The planning balance of light in the Green Belt is discussed earlier in this report.

It is acknowledged that there will be other lighting around the site and that this has the potential for a greater degree of nuisance. In order to minimise the impact it is recommended that a condition be applied which requires external lighting to be in accordance with the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light".

Flood Risk Issues

Core Strategy Policy CS67 relates to (Flood Risk Management) and, in part, seeks to ensure that more vulnerable uses (including housing) are discouraged from areas with a high probability of flooding.

The site falls within Flood Zone 1, which means it has a low risk of flooding. The size of the site means however, that a Flood Risk Assessment has been provided and upon the advice of the Environment Agency, it is recommended that development be in accordance with the FRA and the mitigation measures contained within it. Therefore, there are no significant flood risk implications generated by this application that cannot be resolved by the imposition of an appropriate condition, and the development is therefore satisfactory in terms of Policy CS 67.

Surface Water

Policy CS67 'Flood Risk Management' sets out that the extent and impact of flooding will be reduced by a number of means including: requiring developments to significantly limit surface water runoff, requiring the use of sustainable drainage techniques on sites where this is feasible and practicable and promoting sustainable drainage management in rural areas.

Indicative proposals have been put forward for addressing surface water drainage. These include an area of permeable paving within the site and works on land across the highway (within the application boundary) to provide a wetland/basin which will manage run off quantity and quality before ultimately discharging into the watercourse, Storrs Brook via a flow control device and cascade.. The benefits of this would be the creation of a new biodiversity habitat and a sustainable approach to surface water which in term will help reduce flood risk.

The visual impact of this would be minimal with the construction being primarily vegetation, water and stone cascades. The impact in the short term through construction and the establishment of the structures is likely to be greater than the long term, but ultimately it is not considered to be detrimental to the openness and character of the Green Belt.

There are further details to be addressed in relation to the final design and also who will adopt and maintain this. It is therefore recommended that a condition be applied to any consent which requires final details of this to be submitted prior to

the commencement of development. Subject to the imposition of this condition, it is considered that the proposal is satisfactory with regards the aims of policy CS67.

Drainage – Yorkshire Water

Yorkshire Water have commented that they have no objection to the development proposal and have confirmed that they have no objection in principle to; the proposed separate systems of drainage on site and off site; the proposed amount of domestic foul water to be discharged to the public combined water sewer; and the proposed point of discharge of foul water to the public sewer based upon the submitted details.

Based upon the comments of Yorkshire Water and subject to works commencing in accordance with the details provided, it is considered that the proposal is acceptable in this regard, subject to the imposition of an appropriate condition.

It is noted that there are a number of concerns regarding drainage provision, most particularly foul water, but Yorkshire Water as the responsible body have reiterated their view that the proposal is acceptable in principle. Existing issues with foul sewage, as per some representations received are a separate complaint with Yorkshire Water.

Affordable Housing

Core Strategy Policy CS 40 (Affordable Housing) states that, in all parts of the city, new housing developments will be required to contribute towards the provision of affordable housing where practicable and financially viable. The Affordable Housing Interim Planning Guidance (IPG) was updated in 2014 and it supports Policy CS40. IPG Guideline 2 identifies the site as being situated within the 'City Centre West' Affordable Housing Market Area where there is an expected developer's contribution of 10% towards affordable housing provision.

The District Valuer has appraised the proposal and has advised that the development is viable. The applicant has maintained throughout the process that the proposal is not so viable as to be able to provide affordable housing. During the course of the application discussions have been ongoing and reappraisals and costings exercises reviewed. The ultimate conclusion of these discussions has been that the original positions have been maintained on either side.

However, notwithstanding these positions, the applicant has ultimately agreed to offer the full affordable housing contribution that the IPG requires. This equates to a contribution of £1,856,641.35 as an offsite contribution. The amount required is based upon the final internal floor space proposed and the increased sales value as recommended by the District Valuer in his final report.

At the time of writing a draft s106 agreement is with the applicants and progress on this will be reported to members at committee.

Public Art

UDP Policy BE12 (Public Art) encourages the provision of these works of in places that can be readily seen by the public and as an integral part of the design of major developments. The applicant is aware of the requirement for the provision of public art on site, but at this stage in the proposal has not developed a scheme of works.

A scheme of works would likely be expected to reference the history of the site, and a condition would provide the developer with the opportunity to consider the best opportunity for including public art within the site.

Historical Assets

The NPPF section 12 'Conserving and Enhancing the Historic Environment' sets out how local planning authorities should consider heritage assets. In particular the guidance sets out that LPA's should identify the significance of a heritage asset that maybe affected by a proposal and take this into account when considering the impact of the proposal on a heritage asset to avoid or minimise conflict between the conservation of the asset and the proposal and the desirability of maintaining the asset versus the benefits of the development.

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

South Yorkshire Archaeology Service has been consulted on this application and has advised that the development of the application site has potential archaeological implications.

SYAS advise that in the early 19th century, two brick works - Stannington Brick Works and Griffs Brick Works were producing refractory bricks for the steel industry. These sites and their associated kilns, were developed and expanded over the 19th and early 20th centuries. The complex was massively expanded with new buildings in the 1940s to 1950s, and many of the original structures were demolished. However, it advised that there may be some survival of physical evidence of the earliest structures below-ground, which has not been considered in the submitted assessment report.

There is some potential for important remains to exist on this site and ground works associated with the development could destroy finds and features of potential archaeological importance. As such, a scheme of archaeological work is required to ensure any remains present on this site are recorded, as mitigation. SYAS have therefore recommended that an appropriate condition be applied to any consent which can secure the necessary archaeological investigation.

It is also not considered that the majority of buildings on site are of sufficient quality or value such that they should either in whole, or in part, be retained as part of any future redevelopment of the site. The exception to this is the chimney which is a local landmark, and this will be retained, albeit in a reduced form. The chimney is not listed and it is not considered to be appropriate to require its retention in full.

This is considered to be appropriate and satisfies the provisions of the NPPF and Policy BE22 of the UDP.

CIL

The Community Infrastructure Levy is now in place and the charging schedule has been adopted. The development proposed is CIL liable, being a residential development and no buildings are to be retained on site. A contribution of £309,114.00 is therefore required.

RESPONSE TO REPRESENTATIONS

The majority of concerns raised are dealt with in the main body of this report, but there are some matters which are better dealt with or clarified in this section.

Design

The main matters relating to the suitability of the design, materials and the impact of this upon the Green Belt, area of high landscape value and the Peak District National Park are considered within the main body of this report.

The property is not considered to be in such close proximity to Underbank church (Grade II listed) so as to affect its setting.

Highways

Matters relating to highway implications have in the most part been addressed within the main body of this report. It is noted that some representations do not agree with the scope of the surveys or the accuracy but these have been reviewed by the Council's highway officers who are ultimately satisfied with the proposal put forward and its impact upon the highway.

Concerns regarding the safety of the highway and parking around the school, church/church hall and local amenities are noted but it is not considered that the impact of this development on this would be such that the planning authority could refuse planning permission on highway grounds. The parking of cars in an unsafe manner on the highway, for example around schools, is a matter for control by parties such as parking enforcement or the police, as appropriate.

Concerns raised regarding the accessibility of the site in winter are noted, but it is not considered that these are material reasons for not granting planning permission.

There will be some highway inconvenience as a result of construction works and services may occur, but this will be temporary.

The comments regarding the likelihood of people walking or cycling given the topography is noted, but this is an option that will exist, and some people may choose to, as they do in other hilly locations within the city.

Officers, as is set out in the main body of the report, do not suggest that there will not be a preference to car usage or that the site is sustainable, but seeks to offset the implications of this through enhanced sustainability features.

Ecology

Appropriate measures have been put forward to deal with protected species on site and to mitigate the impact of the development. It is noted that the site will be adjacent to the Local Nature Site but the removal of the plots adjacent to this is not considered to be wholly justifiable on the grounds that the plots will not encroach onto the LNS.

It is noted that the scheme could go further in respect of biodiversity and tree retention, but the proposal is considered to be acceptable as it stands, and it is not considered that the proposal could be refused on the grounds of biodiversity.

Upon the advice of the council's ecology service the surveys submitted are considered acceptable, pending a review on the existence of bats prior to the commencement of development, and no further assessments such as for white clawed crayfish are required based on the evidence held in the records centre.

Drainage

Appropriate drainage proposals have been developed for the site to deal with surface water and foul water and Yorkshire Water and SCC Drainage are satisfied with the principles of the proposals put forward.

Landscaping

The landscaping will have some urban nature to it as it does serve a housing development, however, the overall approach has been softened through the application process. Natural play is encouraged and soft landscaping will soften the landscaped areas, compared to the harder approach that the scheme initially proposed. It is not ultimately considered that the landscaping will have an unacceptable impact upon the Green Belt's openness.

In terms of the impact upon the trees, the implications of this development have been duly considered and overall it is considered that the overall impact is acceptable and that the imposition of appropriate conditions with regards root protection, tree protection measures and replacement planting to mitigate the loss in parts will be sufficient to overcome the harm arising from the loss of the trees and protect those to be retained.

South Yorkshire Police Comments

It is noted that there will be some plots where there is no natural surveillance to the parking areas. This is not ideal, but the overall layout of the development is restricted by a number of constraints and ultimately it is not considered that this implication is sufficient to justify a refusal of consent.

The reference to lighting and security is balanced against the harm to the Green Belt environment, and officers accept that this is one of the challenges for the development. The final details of lighting will be agreed by condition in order to allow for suitable solutions to be explored.

Daylighting/Sunlighting

A formal daylight analysis has not been submitted. All plots have sources of natural light and the degree to which this may be affected in winter months due to the siting of the plot relative to the site is a matter for the future occupiers of the site and the principle of 'buyer beware' is appropriate here.

A formal sunlight assessment has not been submitted, but the site has been appraised for the suitability of PV, and has been informally reviewed and it is considered reasonable that PV be used onsite.

Future Viability

It is noted that in the future a more viable scheme may come forward and which changes the overall proposal. However, the LPA must consider the scheme which is proposed at present.

Compliance with Policy

The planning authority's view on compliance with policy at both a national and a local level is set out within the main body of the report.

Sheffield Housing Market Assessment

The provision of affordable housing will help address those priorities set out in the SHMA.

Other

Each application must be determined on its own merits.

The development will not set a precedent for development of other Green Belt sites, as there are relatively few brownfield sites within the Green Belt and in any case each application should be determined on its own merits.

It is not possible for the LPA to covenant the remainder of land between Stannington and the site to prevent future development.

The date and marking of the demolition of the chimney is a matter for the developer to agree with the community if they wish.

It is not appropriate to consider other applications in the area positive or negative, current or past, as each application is determined on its own merits.

The LPA cannot require the land to be reinstated to farmland or green space or an alternative development, it must consider the application as put forward.

The proposal is determined on its own merits and any accusations of underhand dealings should be reported to the Police for investigation as appropriate.

Site notices were posted in Storrs, the Loxley Valley and Stannington, in addition to near the site, twice, as well as being advertised in the Sheffield Telegraph with appropriate timescales for comment. The level of consultation is satisfactory with regards the Statement of Community Involvement. The developer also undertook their own consultation to keep residents informed of the development.

The demographics submitted and their interpretation is not considered to be a key determining factor in the acceptability of this proposal.

The potential for future cuts to bus services cannot be considered as these cuts are not a certainty and the proposal must be assessed on what is the case at the current time.

The nature of the developer is irrelevant to the application. The developer has worked with officers to develop a high quality scheme and responded to concerns regarding the visual impact of the scheme, sustainability and affordable housing provision.

It is unlikely that the size of the development will be of sufficient critical mass to be able to sustain a small convenience store, such that the LPA could require the provision of one.

Human Rights

In making its decision, the LPA should be aware of and take into account any implications that may arise from the Human Rights Act 1998. Under the Act, it is unlawful for a public authority to act in a manner which is incompatible with the European Convention on Human Rights. Particular reference is made to Article 8 (right to respect for private and family life) and Article 1 of the First Protocol (protection of possessions, including land). In addition, under Article 6 the applicant and those third parties (including local residents) who have made representations have the right to a fair hearing which means that full consideration should be given to their comments.

When making its decision the LPA must balance any likely private harm against the wider public good to ensure that interference with anyone's rights shall only be permitted if it is proportionate (the degree of harm to the individual balanced against the public interest). On this occasion it is the view of Officers that any interference is in accordance with the law and justified as being in the public interest and on the basis of the planning merits of the proposal. Any restriction on rights caused as a result of the proposed development is considered to be proportionate to the wider benefits of granting permission and that such a decision falls within the margin of discretion afforded to the LPA.

THE PLANNING BALANCE, SUMMARY AND RECOMMENDATION

The proposal will see the development of a brownfield site within the Green Belt. The site is derelict and could not reasonably be considered as making a positive contribution to the Green Belt. The development is contrary to the provisions of the Unitary Development Plan in respect of Green Belt development, but the material consideration of the NPPF is considered to provide the opportunity for developing a brownfield site in the Green Belt. The site is not within a sustainable location, and there is likely to be a greater car dependency than one would prefer. However, the developer has worked to offset the potential for increased greenhouse gas emissions by enhancing the sustainability credentials of the development and this is considered to weigh positively in the development's favour given other policy considerations.

The development will deliver a high quality residential environment, utilising natural materials for the majority of the properties and associated structures, in an appropriate design approach which is appropriate to the overall setting and context of the development. Useable and well-designed open space to complement the dwellings and provide public open space is also provided.

In all regards, and as is set out earlier in this report, the proposal either satisfies policy or there is considered to be reasonable justification for the development where it is contrary to policy. The imposition of appropriate conditions will ensure that the development is satisfactory, where further details or information are required, and it would not be appropriate to require all this information now.

The appropriate CIL and affordable housing contributions will be payable on the commencement of development.

Overall, the proposal is considered to ultimately be satisfactory with regards the NPPF and policies CS26, CS40, CS41, CS45, CS46, CS53, CS64, CS65, CS66, CS67, CS71 and CS74 of the Core Strategy, Policies GE1, GE2, GE3, GE4, GE5, GE15, GE23, BE5, BE6, BE12, BE22, H7, H15, H16 and CF5 of the Unitary Development Plan, the SPD on Climate Change, IPG Affordable Housing, Loxley Valley Design Statement and CIL.

A recommendation is therefore made for approval subject to conditions and legal agreement.

HEADS OF TERMS

A financial contribution in the sum of £1,856,641.35 towards the provision or enhancement of affordable housing in the local area and provided in accordance with the principles set out in the Council's Affordable Housing Interim Planning Guidance.



SHEFFIELD CITY COUNCIL Planning & Highways Committee Report

Report of: Director of Regeneration & Development Services

Date: 20 October 2015

Subject: Enforcement Report
34 Leebrook Avenue

Author of Report: Jonathan Baker

Summary: Unauthorised extension of rear garden into green belt land

Reasons for Recommendations:

To inform committee members of a breach of the Planning Regulations and to make recommendations on any further action required.

Recommendations:

That the Director of Regeneration & Development Services or Head of Planning be authorised to take any appropriate action including, if necessary, enforcement action and the institution of legal proceedings to cease the unauthorised change of use and extension onto Green Belt land, return the land to its former condition and remove all means of enclosure.

The Head of Planning is delegated to vary the action authorised in order to achieve the objectives hereby confirmed, including taking action to resolve any associated breaches of planning control.

Background Papers:

Category of Report: OPEN

ENFORCEMENT REPORT

1.1 UNAUTHORISED EXTENSION OF REAR GARDEN CURTILAGE INTO GREEN BELT LAND.

2. PURPOSE OF THE REPORT

The purpose of this report is to inform Committee Members of a breach of planning control and to make recommendations on any further action required.

3. BACKGROUND

3.1 Complaints were received about the unauthorised extension of garden curtilage into Green Belt land.

3.2 At the initial site visit it was observed that the rear garden had been extended 4 metres across its width into Green Belt woodland and a wooden means of enclosure of 2 metres high had been erected. Inside the enclosure, garden landscaping had taken place and a patio and summer house had been installed.

3.3 A letter was sent to the householder informing him that this was a breach of planning control and was unacceptable. He was advised to remove the means of enclosure and return the land back to its previous condition within 28 days. A letter was also sent to the landowners of the land where encroachment had taken place.

3.4 A site meeting was held with the householder and he showed me where he had started to remove the patio from the encroached area. He asked for a time extension. It was agreed a further six weeks should be allowed – to Friday 10 July – to allow the fence to be removed and the land returned to its previous condition. This was confirmed in a letter to the householder.

3.5 A site visit on 21 July confirmed that the means of enclosure and outbuilding was still in place. A reminder letter was sent out. To date, no attempt has been made to remove the enclosure and return the land to its previous condition and it is still being used as an extension to the garden.

4. ASSESSMENT OF THE BREACHES OF CONTROL

4.1 Under the Town and Country Planning Act (1990) (The Act) an extension of residential garden space into public open space or on to land with other uses requires planning permission for change of use.

4.2 This extension of garden curtilage requires planning permission, however, as this is extending on to Green Belt land and extends far beyond the natural garden boundary line, consistent to neighbouring gardens, any application is likely to be refused.

5. POLICY

5.1 Section GE1 of the The Green Environment section of the Unitary Development Plan (UDP) 'Development in the Green Belt' states -

*In the Green Belt, development **will not be permitted**, except in very special circumstances, where it would:*

(c) lead to encroachment of urban development into the countryside;

5.2 Section GE4 'Development of the Green Belt Environment states

The Government's national planning guidance states that the visual amenities of the Green Belt should not be injured by proposals for development within or conspicuous from the Green Belt.

There is a need to ensure that any development that does take place in the Green Belt has regard for the existing character of the area and is appropriate in terms of siting, materials and design.

5.3 Policy CS 71 of the Sheffield Development Framework; Core Strategy seeks to maintain and protect the Green Belt.

5.4 The National Planning Policy Framework, paragraph 87 states that

Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances

There are no special circumstances in this case.

6. REPRESENTATIONS

6.1 Two local residents have complained about the extension of curtilage being out of keeping with the area and ruining green belt land.

7. ASSESSMENT OF ENFORCEMENT OPTIONS

- 7.1 Section 172 of the Act provides for the service of an enforcement notice, (EN). In this case such a notice would require the removal of the unauthorised extension of the garden into green belt and the means of enclosure; and for the land to be returned to its previous state.

8. EQUAL OPPORTUNITIES

- 8.1 There are no equal opportunity implications arising from the recommendations in this report.

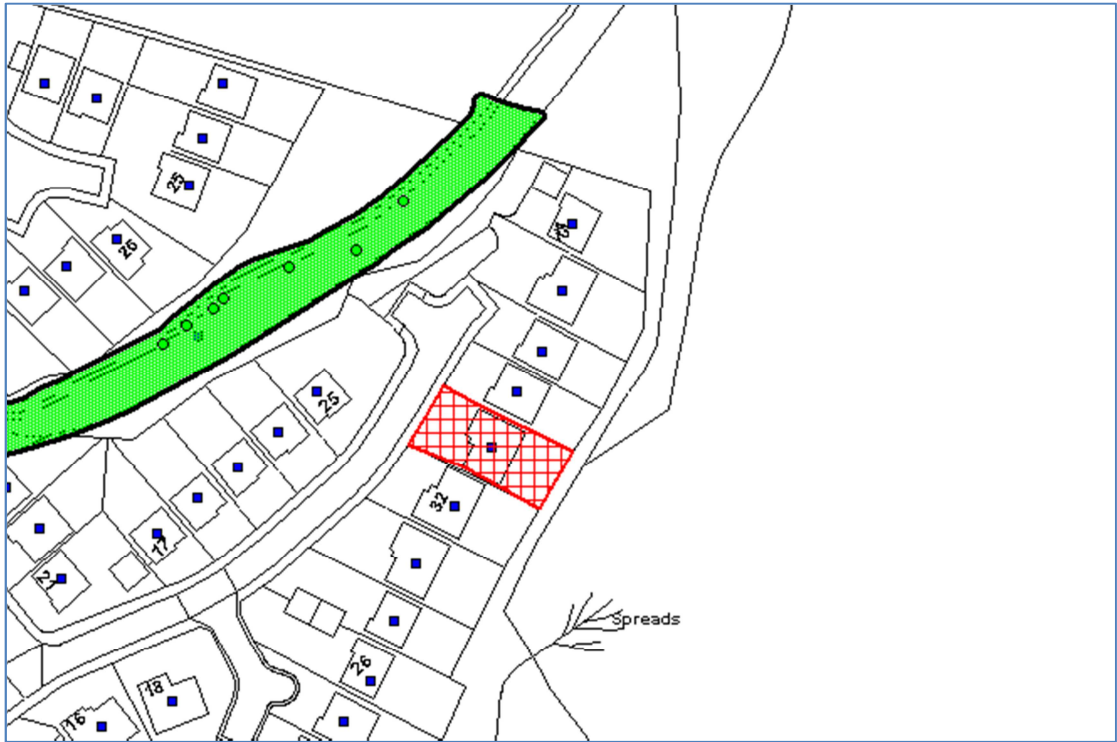
9. FINANCIAL IMPLICATIONS

- 9.1 There are no additional financial implications expected as a result of this report. If an appeal is made against the enforcement notice, costs can be made against the Council if it is shown that they have behaved “unreasonably” in the appeal process, it is unlikely that this will happen in this case. However, in the unlikely event compensation is paid, it would be met from the planning revenue budget.

10. RECOMMENDATION

- 10.1 That the Director of Regeneration and Development Services or Head of Planning be authorised to take any appropriate action including if necessary, enforcement action and the institution of legal proceedings to secure the removal of the unauthorised curtilage extension.
- 10.2 That the Head of Planning, in liaison with the chair of the committee, be authorised to vary the action in order to achieve the objectives hereby confirmed, including taking action to resolve any associated breaches of planning control.

SITE PLAN



PHOTOGRAPHS - BEFORE & AFTER

Before



After





Maria Duffy
Interim Head of Planning

20 October 2015

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SHEFFIELD CITY COUNCIL Planning & Highways Committee

Report of: Director of Regeneration & Development Services

Date: 20 OCTOBER 2015

Subject: RECORD OF PLANNING APPEALS
SUBMISSIONS & DECISIONS

Author of Report: Claire Woods 0114 2734219

Summary:

List of all newly submitted planning appeals and decisions received, together with a brief summary of the Inspector's reason for the decision

Reasons for Recommendations

Recommendations:

To Note

Background Papers:

Category of Report: OPEN

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DEVELOPMENT SERVICES

REPORT TO PLANNING &
HIGHWAYS COMMITTEE
20 October 2015

1.0 RECORD OF PLANNING APPEALS SUBMISSIONS AND DECISIONS

This report provides a schedule of all newly submitted planning appeals and decisions received, together with a brief summary of the Secretary of State's reasons for the decisions.

2.0 NEW APPEALS RECEIVED

(i) An appeal has been submitted to the Secretary of State against the decision of the Council at its meeting of 7th July 2015 to refuse planning consent for alterations and extension to height of building to provide 5 student cluster flats at second, third and fourth floor levels with ancillary cycle store and bin store at ground floor level (As amended 23/06/2015) at Broom park House, 200-208 Broom hall Street, Sheffield, S3 7SQ (Case No 15/00467/FUL)

(ii) An appeal has been submitted to the Secretary of State against the delegated decision to refuse planning consent for single-storey rear extension to dwellinghouse and alterations to glazing on side elevation at 3 Mosborough Hall Farm, Hollow Lane, Sheffield, S20 5DN (Case No 15/01861/FUL)

(iii) An appeal has been submitted to the Secretary of State against the decision of the Council at its meeting of 10th February 2015 to refuse planning consent for laying out and construction of a hard standing measuring 17m by 31.2m at South Yorkshire Police Sports and Social Club, Club House, Niagara Grounds, Niagara Road, Sheffield S26 1LU (Case No 14/04066/FUL)

3.0 APPEALS DECISIONS - DISMISSED

(i) An appeal against the delegated decision of the Council to refuse planning consent for the erection of a conservatory to rear of the dwelling at 4 Parker Way, Sheffield, S9 3DE (Case No 15/00453/HPN) has been dismissed.

Officer Comment:-

The Inspector noted that, under the terms of the General Permitted Development Order, an application for a larger home extension cannot be made retrospectively, which this application was. He went on to note that the extension would occupy most of the width and much of depth of the small garden and would also appear visually dominant and obtrusive in relation to numbers 2 & 6 adjacent and would also result in

overshadowing at certain times of day and a reduction in light to rear gardens of neighbouring dwellings. He concluded that that the extension would harm the living conditions of the occupiers of neighbouring dwellings and was therefore unacceptable.

Members should note that enforcement action will be required to remedy this situation and a separate enforcement report will follow if the matter cannot be resolved by mutual agreement.

5.0 RECOMMENDATIONS

That the report be noted

Maria Duffy
Acting Head of Planning

20 October 2015