
Case Number	21/03334/RG3 (Formerly PP-09975927)
Application Type	Application Submitted by the Council
Proposal	Partial demolition (excluding facade retention) and erection of a three-storey building and redevelopment of 24-26 Cambridge Street to form a mixed use development together with 20-22 Cambridge Street (Leah's Yard) including cafe, restaurant, retail and office space (Class E), drinking establishment with expanded food provision (Sui Generis) and external seating including levelling works to external courtyard (Application under Regulation 3 - 1992)
Location	20-22 (Henry Leah and Sons Ltd) and 24-26 Cambridge Street Sheffield S1 4HP
Date Received	23/07/2021
Team	City Centre and East
Applicant/Agent	Nineteen47 Ltd
Recommendation	Grant Conditionally

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:

HOH-FCBS-Z1-ZZ-DR-A-0010 REV P01 - Proposed Site Location Plan

HOH-FCBS-Z1-B1-DR-A-0199 REV P01 - Proposed Uses Basement Level

HOH-FCBS-Z1-00-DR-A-0200 REV P01 - Proposed Uses Level 00

HOH-FCBS-Z1-01-DR-A-0201 REV P01 - Proposed Uses Level 01

HOH-FCBS-Z1-02-DR-A-0202 REV P01 - Proposed Uses Level 02

HOH-FCBS-Z1-03-DR-A-0203 REV P01 - Proposed Uses Level 03

HOH-FCBS-Z1-10-DR-A-0210 REV P01 - Proposed Uses Roof Level

HOH-FCBS-Z1-B1-DR-A-0249 REV P01 - Proposed Demolition and Alterations Basement Level

HOH-FCBS-Z1-00-DR-A-0250 REV P01 - Proposed Demolition and Alterations Level 00

HOH-FCBS-Z1-01-DR-A-0251 REV P01 - Proposed Demolition and Alterations Level 01
HOH-FCBS-Z1-02-DR-A-0252 REV P01 - Proposed Demolition and Alterations Level 02
HOH-FCBS-Z1-03-DR-A-0253 REV P01 - Proposed Demolition and Alterations Level 03
HOH-FCBS-Z1-10-DR-A-0260 REV P01 - Proposed Demolition and Alterations Roof Level
HOH-FCBS-Z1-ZZ-DR-A-0700 REV P01 - Sections A + B
HOH-FCBS-Z1-ZZ-DR-A-0701 REV P01 - Sections C + D
HOH-FCBS-Z1-ZZ-DR-A-0800 REV P01 - Proposed Elevations East and West
HOH-FCBS-Z1-ZZ-DR-A-0801 REV P01 - Proposed Elevation South
HOH-FCBS-Z1-ZZ-DR-A-0802 REV P01 - Proposed Courtyard Elevations
HOH-FCBS-Z1-ZZ-DR-A-0850 REV P01 - Proposed Site Elevations
HOH-FCBS-Z1-ZZ-DR-A-3250 REV P01 - Bay Study 01
HOH-FCBS-Z1-ZZ-DR-A-3251 REV P01 - Bay Study 02
HOH-FCBS-Z1-ZZ-DR-A-3252 REV P01 - Bay Study 03
HOH-FCBS-Z1-ZZ-DR-A-3253 REV P01 - Bay Study 04
HOH-FCBS-Z1-ZZ-DR-A-3254 REV P01 - Bay Study 05

Reason: In order to define the permission.

Pre-Commencement Condition(s)

3. 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 current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020).

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.

4. 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 construction works commencing. The Report shall be prepared in accordance with current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020).

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.

5. Any remediation works recommended in the Phase II Intrusive Site Investigation Report shall be the subject of a Remediation Strategy Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to construction works commencing. The Report shall be prepared in accordance current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation 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.

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

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

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

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

8. No demolition of 24-26 Cambridge Street hereby authorised shall be carried out before a contract for the carrying out of the works of redevelopment of the site has been made, evidence that such a contract has been submitted to and approved in writing by the Local Planning Authority and planning permission has been granted for the redevelopment for which the contract provides.

Reason: To ensure that premature demolition does not take place and result in an undeveloped site, some time before rebuilding, which would be detrimental to the visual character of the Conservation Area.

9. 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.

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

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

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

10. Prior to the occupation of development the improvements (which expression shall include traffic control, pedestrian and cycle safety measures) to the highways listed below shall 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 will have been entered into which will secure that such improvement works will be carried out before the development is brought into use.

Highway Improvement Works:

(i) Backfields (partial closure to motor vehicles/ diversion and associated public realm works)

(ii) Cambridge Street between Cross Burgess Street and Division Street

- Displacement of on-street parking, replacement of disabled parking, provision of service laybys and public realm works.

- Promotion of a Traffic Regulation Order in relation to servicing/loading (waiting and loading restrictions) and parking restrictions, and the prohibition of motorised traffic in the vicinity of the development site, all subject to usual procedures, including provision of associated signing and lining

(iii) Provision for the movement of cyclists, pedestrians and motorised traffic along Backfields, (including the provision of direction signing), with the aim of providing interventions that deliver safe cycle routes in the vicinity of the development.

(iv) Any accommodation works to traffic signs, road markings, repositioning street lighting columns, highway drainage, reinstatement of redundant crossings and general street furniture deemed necessary as a consequence of the development.

(v) All materials within public realm works and adopted highway in the vicinity of the development are to be in accordance with the Sheffield Urban Design Compendium.

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 in the interests of protecting free and safe flow of traffic on the public highway.

11. 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.

12. Before the commercial use(s) hereby permitted commences, 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 survey.

- 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 and transmission from the commercial use(s) and any associated plant or equipment, to all adjoining offices to levels complying with the following:

- (i) Offices: Noise Rating Curve NR35 (0700 to 2300 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 a 15 minute LZeq at octave band centre frequencies 63 Hz to 8 kHz.]

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

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

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

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

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

14. There shall be no piped discharge of surface water from the development prior to the completion of surface water drainage works, details of which will have been submitted to and approved by the Local Planning Authority. If discharge to public sewer is proposed, the information shall include, but not be exclusive to:-

- a) evidence to demonstrate that surface water disposal via infiltration or

- watercourse are not reasonably practical;
- b) evidence of existing positive drainage to public sewer and the current points of connection; and
- c) the means of restricting the discharge to public sewer to the existing rate less a minimum 30% reduction, based on the existing peak discharge rate during a 1 in 1 year storm event, to allow for climate change.

(To ensure that no surface water discharges take place until proper provision has been made for its disposal and in the interest of sustainable drainage)

Reason: To ensure satisfactory drainage arrangements.

15. Prior to the installation of any commercial kitchen fume extraction system full details, including a scheme of works to protect the occupiers of adjacent dwellings from odour and noise, shall first have been submitted to and approved in writing by the Local Planning Authority. These details shall include:
- a) Drawings showing the location of the external flue ducting and termination, which should include a low resistance cowl.
 - b) Acoustic emissions data for the system.
 - c) Details of any filters or other odour abatement equipment.
 - d) Details of the systems required cleaning and maintenance schedule.

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 occupiers of adjoining property.

16. 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 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 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 63 Hz to 8 kHz.]

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

17. Prior to use of the development hereby permitted commencing, a Delivery Management Plan (DMP) shall be submitted for written approval by the Local Planning Authority. The DMP shall include permitted timings for deliveries and associated activities, and set out procedures and controls designed to minimise local amenity impacts from delivery noise, as far as reasonably practicable. All commercial deliveries then shall be carried out in accordance with the noise mitigation procedures and controls, as set out in the approved DMP.

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

18. Prior to first occupation of the development, details of interpretive panels/boards

including their siting shall be submitted to and approved by the Local Planning Authority. Thereafter the approved details shall be implemented prior to occupation of the buildings.

Reason: In the interests of the enhancing the character of the listed building and conservation area.

19. A comprehensive and detailed hard and soft landscape scheme for the site including a layout, details of steps and ramps, handrails, gradients, planters, lighting, retaining walls, balustrades, and seating shall be submitted to and approved in writing by the Local Planning Authority before any above ground works commence, or within an alternative timeframe to be agreed by the Local Planning Authority.

Reason: In the interest of the preserving the character of the conservation area and listed building and facilitating inclusive access.

20. Prior to any construction above parapet level of nos 24-26 Cambridge Street commencing details of an advertising strategy shall be submitted to and approved by the Local Planning Authority for the development as a whole and thereafter the development shall be carried out in accordance with the approved strategy.

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

21. Prior to above ground works commencing details of measures to incorporate public art into the scheme along with a timescale for implementing the works shall be submitted to and approved by the Local Planning Authority. Thereafter the public art shall be implemented in accordance with the approved details.

Reason: In the interests of the amenities of the locality and in accordance with Unitary Development Plan policy BE12.

22. 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.

23. A sample panel of the proposed masonry and re-laid courtyard setts 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 before any masonry works or relaying of setts commence and shall be retained for verification purposes until the completion of such works.

Reason: In order to ensure an appropriate quality of development and to facilitate inclusive access.

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

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

25. Details of the extent and specification of brick/stone repair and cleaning shall be submitted to and approved in writing by the Local Planning Authority prior to that part of the works commencing and the works shall thereafter be carried out in accordance with the approved details.

Reason: In order to ensure that the fabric of the building is not damaged.

26. Large scale details of the retained facade, including materials and finishes, at a minimum of 1 to 20 of the items listed below shall be approved in writing by the Local Planning Authority before that part of the development commences:

Windows/doors
Shopfronts
Eaves
Rainwater goods

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

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

Other Compliance Conditions

27. 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 current Land Contamination Risk Management guidance (LCRM; Environment Agency 2020) and Sheffield City Council's supporting guidance issued in relation 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.

28. 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.

29. No amplified sound or live music shall be played within the commercial use(s) hereby permitted at above background levels, nor shall loudspeakers be fixed externally nor directed to broadcast sound outside the building at any time. The specification, location and mountings of any loudspeakers affixed internally to the building shall be subject to written approval by the Local Planning Authority prior to installation.

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 out 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.

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

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

32. The repaired windows within the retained facade shall be set in the same depth of reveal as existing.

Reason: In the interests of the visual amenities and historic character of the conservation area.

33. The Travel Plan shall be implemented in accordance with the details and timescales contained within it.

Reason: In the interests of encouraging sustainable travel to the site.

34. The roof plant shall not project above the plant screen.

Reason: In the interests of preserving the setting of the listed building.

35. No customer shall be permitted to be on the commercial ground floor premises outside the following times:

0700 hours to 0030 hours (the following day) Monday to Saturday
0900 hours to 2330 hours on Sundays and Public Holidays

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

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

Reason: To ensure satisfactory drainage arrangements.

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

these works to have been carried out before the use commences.

38. Rooflights shall be conservation style whereby no part of the rooflight shall project above the surface of the roofing slates unless otherwise approved in writing by the Local Planning Authority.

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

39. The windows, casing and bars to the upper floors of the retained facade facing Cambridge Street shall be of timber construction and shall be double hung vertically sliding sashes [using cord and weights and not spiral balances]. The glazing pattern, the thickness and profile of the glazing bars, meeting rails, surrounds and reveal depth shall match those of the existing windows in the property and the windows shall be finished in gloss paint.

Reason: In order to ensure an appropriate quality of development

Attention is Drawn to the Following Directives:

1. Plant and equipment shall be designed to ensure that the total LA_r plant noise rating level (i.e. total plant noise LA_{eq} plus any character correction for tonality, impulsive noise, etc.) does not exceed the LA₉₀ background sound level at any time when measured at positions on the site boundary adjacent to any noise sensitive use.
2. The required CEMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CEMP should include, as a minimum:

Reference to permitted standard hours of working;

- 0730 to 1830 Monday to Friday
- 0800 to 1700 Saturday
- No working on Sundays or Public Holidays

Prior consultation procedure (EPS & LPA) for extraordinary working hours arrangements.

A communications strategy for principal sensitive parties close to the site.

Management and control proposals, including delegation of responsibilities for monitoring and response to issues identified/notified, for:

- Noise - including welfare provisions and associated generators, in addition to construction/demolition activities.
- Vibration.
- Dust - including wheel-washing/highway sweeping; details of water supply arrangements.

A consideration of site-suitable piling techniques in terms of off-site impacts, where appropriate.

A noise impact assessment - this should identify principal phases of the site preparation and construction works, and propose suitable mitigation measures in relation to noisy processes and/or equipment.

Details of site access & egress for construction traffic and deliveries.

A consideration of potential lighting impacts for any overnight security lighting.

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

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 on the Council website here:

<https://www.sheffield.gov.uk/content/sheffield/home/roads-pavements/address-management.html>

The guidance document on the website includes details of how to apply, and what information we require. 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. Before commencement of the development, and upon completion, you will be required to carry out a dilapidation survey of the highways adjoining the site with the Highway Authority. Any deterioration in the condition of the highway attributable to the construction works will need to be rectified.

To arrange the dilapidation survey, you should contact:

Highway Co-Ordination

Telephone: 0114 273 6677

Email: highways@sheffield.gov.uk

5. For larger commercial kitchens or cooking types where odour and noise risk is higher, reference should be made to the updated guidance document; 'Control of odour and noise from commercial kitchen exhaust systems' (EMAQ; 05/09/2018). Appendix 2 of the document provides guidance on the information required to support a planning application for a commercial kitchen
6. You are required, as part of this development, to carry out works within the public highway. You must not start any of this work until you have received formal permission under the Highways Act 1980 in the form of an S278 Agreement. Highway Authority and Inspection fees will be payable and a Bond of Surety required as part of the S278 Agreement.

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

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

Tel: (0114) 273 6349

Email: james.burdett@sheffield.gov.uk

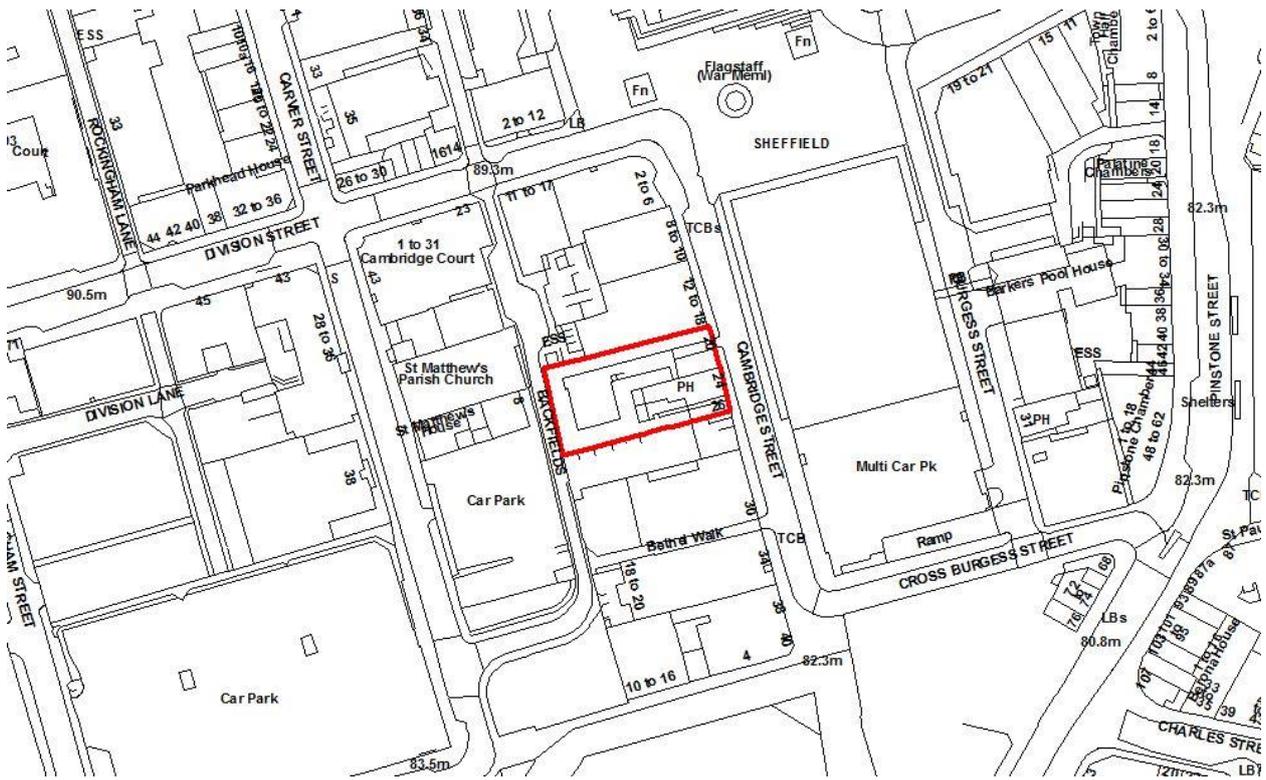
7. As the proposed development abuts the public highway you are advised to contact the Highways Co-ordination Group prior to commencing works:

Telephone: 0114 273 6677
Email: highways@sheffield.gov.uk

They 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.

8. In considering and devising a suitable Delivery Management Plan, useful reference may be made to the Department for Transport 2014 guidance document "Quiet Deliveries Good Practice Guidance - Key Principles and Processes for Freight Operators". Appendix A of the document provides general guidance, along with key points for delivery point controls, and driver controls.
9. You may need a Premises Licence under the Licensing Act 2003. You are advised to contact Sheffield City Council's Licensing Service for advice on Tel. (0114) 2734264 or by email at licensing@sheffield.gov.uk.
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 site consists of Nos 24-26 Cambridge Street, Nos 20-22 Leah's Yard (grade II* listed buildings) and land to the south of 26 Cambridge Street which was formerly occupied by Albert Works. The former are 3 storey unlisted buildings within the conservation area (formerly Chubbys takeaway and Tap and Tankard public house) and believed to date from the 1860s. Leah's Yard occupies an L shaped plot that has frontages to both Cambridge Street and Backfields and wraps around Nos 24-26 on two sides. It was originally a Shears works in the early 1800s, later a Horn works and mester works, it has been vacant since the late 1980s and has been on Historic England's Heritage at Risk register.

The site forms part of the HoCII project and is referred to as block H1. It lies to the west of the former John Lewis store, to the north of block H3 which is being developed for a mixed-use scheme including food hall, shops, food and drink and leisure uses. It is positioned to the south of existing bars and restaurants that face on to Cambridge Street and to the west of St Matthew's Church (listed grade II) and the attached Art House which faces on to Carver Street.

Overall, the scheme will provide approximately 3,300m² of floor space which is an increase of approximately 600m² over existing.

The overall aspiration for the site is to create a destination for independent businesses and retailers to trade from and reinstate public access to Leah's Yard.

The application is seeking permission to demolish Nos 20-22 Cambridge Street except the front façade and northern party wall and to construct a new building to the rear of the façade and to the south side on part of the former Albert Works plot. The new building will be three storeys high with the top floor sitting within the roof space. The roof will be new and following the existing pitch but extending higher. Existing paint and the faux Tudor façade will be removed, the brick cleaned, repaired and repointed. Stonework will be repaired and painted in dark masonry paint. The upper floor windows will be replaced with timber sash windows and the shopfronts will be replaced with timber frames with large uninterrupted glazing. The new building to the south of Nos 20-22 will be faced in masonry with a steeply pitched gable roof and contemporary window openings. The ground and first floors are proposed to be used as a drinking establishment with expanded food provision with lift, staircase, toilets, entertainment space and connections into the Leah's Yard ranges to the rear. At first floor level offices are proposed, extending into the roof space with circulation space, plant and toilets at the rear.

The Leah's Yard ranges are currently being made structurally stable and weatherproof under planning and listed building consent references 20/00425/FUL and 20/00426/LBC. The works include masonry repairs, new floors, structural stabilisation, new windows and doors, new roofs and improved basement ventilation. These works are due to be completed in 2021 and intended to remove Leah's Yard from Historic England's Heritage at Risk register.

A change of use is being sought for Leah's Yard to create a craft hub for makers with space to work, shop and socialise (Use Classes E and Sui Generis). It will provide 37 separate units offering flexible space for businesses. The basement is intended to be back of house and storage space. The ground floor is proposed for retail, food and drink and office uses including a drinking establishment with expanded food provision. The first and second floors are proposed as office space targeted at independent start-ups. To facilitate the scheme and improve access the following changes to the listed

buildings are proposed.

- Removal and replacement of certain staircases within the courtyard and some of the ranges to improve access.
- Raising the floor level in some of the ranges to get level access to the courtyard
- Removing the buttresses on the south facing wall and introducing new openings to connect the development to the public space being created as part of block H3.
- Creation of a new opening to a retail unit and lowering cills for fire escape reasons.
- Removal of stone staircase to create access to internal bin store.
- Installation of fire and acoustic ceilings
- Temporary removal of courtyard and carriageway stone setts and kerbs, permanent removal of external concrete floors, excavation of sub-base and the relaying of existing setts and kerbs to new levels alongside new natural stone paving.

This report assesses the planning issues relevant to both the planning application and listed building application.

RELEVANT PLANNING HISTORY

The site has been subject to several applications in connection with the Heart of the City (HoC).

The most recent application was for the land south of no 26 Cambridge Street forming part of HoCII block H3. This permitted the demolition of the freestanding wall facing on to Cambridge Street which was part of the former façade of the Albert Works. This is for the creation of an east/west link between Cambridge Street and Backfields and to provide access to a new public space as part of Block H3 (application reference 20/01437RG3).

The last applications for Leah's Yard were references 20/00425/FUL and 20/00426/LBC for stabilisation works and repairs to the buildings along with erection of a replacement shopfront and new shopfront.

SUMMARY OF REPRESENTATIONS

Historic England

Historic England draw attention to Leah's Yard being one of the most complete examples of a fine metals and cutlery workshop complex left in England. They note that 24 - 26 Cambridge Street, a former public house of the mid-19th century is unlisted but of historic interest.

They advise that the work to Leah's Yard seeks to make it fit for future uses and does so in way that balances modern standards with its special architectural and historic interest. The work to 24 to 26 Cambridge Street retains the facades but does so in a way that retains the buildings' visual contribution to the City Centre Conservation Area, whilst the new build part adds a distinctive new element that fits well with the conservation area. They observe that collectively the buildings add greatly to the Cambridge Street part of the Sheffield City Centre Conservation Area.

Permission has already been granted for structural repairs to Leah's Yard and these latest applications are concerned with its re-use. They consider that the approach taken is a respectful one. The arrangement of different units and spaces reflects the way the building was historically split between different trades and occupiers.

Importantly the central courtyard space retains its purpose as access and thoroughfare to these units and this allows the complex to be better understood as a whole. The proposed works adapt the buildings for modern use, such as levelling floors and some of the historic fabric of secondary importance would be lost. They accept that this is necessary if a new use is to be realised and the application is sensitive in applying these interventions, keeping to what is necessary. New interventions in the form of doors, replacement windows and fire escapes are well considered, either replicating existing forms where firmly placed in a historic surround or using a simple modern industrial look when more obviously new additions. They consider this element of the proposals are excellent and will result in a renewed Leah's Yard that is in itself interesting and attractive, but more widely a key focal point of interest in the Heart of the City Project.

The proposals for numbers 24 to 26 Cambridge Street are to retain the façades only, as part of a new building of contemporary design. They point out that just keeping the façade is not best conservation practice as it removes authenticity. However, they accept that the problems of re-using the existing building in terms of floor loading and layout are well argued for and suggest that any solution on this site would involve extensive remodelling.

They consider the resulting 'join' between old and new is handled well. The frontage to 24-26 Cambridge Street retains its visual independence and is improved by the removal of poor shopfronts, paint and faux timber framing. The new shopfront to 26 visually connects the old and new and retains the historic pattern where single buildings were subdivided into smaller shop units at ground floor.

They point out that the new building is relatively plain in its detail but references the historic form in its use of materials and outline. It is noted that it will be important that the quality of the brickwork and the subtle variations within their tone, bond and texture are successfully taken through into the finished scheme and recommend conditions to secure this.

As Leah's Yard is Grade II* listed its conservation should be given considerable weight as required by paragraph 199 of the NPPF. They consider the scheme should conserve the building and allow it to be widely appreciated for decades. Therefore, it is a good example of conservation.

They consider the impact on the conservation area, as expressed by the changes to the street scene, are also positive. Whilst the facadism of 24-26 Cambridge Street is not good conservation practice, the building's contribution to Cambridge Street would be protected and the new building adds an interesting contemporary addition.

They observe that paragraph 197 of the NPPF asks that the cultural, social and economic benefits of conserving historic assets and new design is considered in planning. In their view this application would provide these public benefits as part of this block but also in the wider context of the Heart of the City Project.

Historic England supports the applications on heritage grounds

Sheffield Conservation Advisory Group

The Group welcomed the quality of the work proposed to Leah's Yard itself, although noted that the proposal required the removal of machinery plinths, and the consequent loss of part of the industrial heritage. The Group was very concerned about the treatment of 24-26 Cambridge Street. The Sportsman Pub was contemporary with Leah's Yard and was an important part of the historical context of the works. Preserving only the front elevation is not sufficient to maintain either the integrity of the building or

its value as part of the historical record of the whole site. Maintaining the first-floor clubroom would be important in this regard. Members of the Group considered that the treatment of the façade of 24 Cambridge Street was inappropriate. A traditional shop front with a stall riser is necessary and the use of modern brickwork was unacceptable.

There are 12 representations objecting to the scheme including Hallamshire Historic Buildings (HHB) and Joined Up Heritage Sheffield. There are 10 representations in favour of the scheme and one neutral representation on behalf of the Campaign for Real Ale (CAMRA).

Comments in favour

The comments in favour of the scheme point out that cities are entering a challenging era and need to transform and modernise. This is particularly important given the pandemic, the movement to working from home and the closure of John Lewis. A new model is required based on experiences and high-quality affordable food and drink. It is critical to increase footfall and attract families back into the City Centre. Cambridge Street has been run down for some time and this project is exactly what is needed to transform and breathe life back into the City Centre. It will create an experience for customers and opportunities for young creatives. Local independent retail and entertainment businesses will be a fantastic draw for the City Centre. The scheme will create local jobs and generate growth in the local economy and is respectful of Leah's Yard.

It is pointed out that drinking habits have changed and that the pub was not welcoming and unlikely to attract families. The new application scheme will maintain a licenced drinking establishment on the site along with the façade. If this scheme is not approved the pub and its façade is likely to be lost anyway. The pub is unremarkable, and the scheme should not be stifled for the sake of a pub interior.

CAMRA

The neutral comment from CAMRA says they are pleased to see the retention of the façade and that local members note very little of the original 1863 ground floor internal fixtures and fittings remain. Ideally, they would like to see it returned to its original name and as a traditional outlet complementing food and drink outlets nearby. They would expect renovations to ensure as much of the original fittings are retained as possible.

Comments Against

The objections are generally concerned with the loss of the Sportsman pub and clubroom referring to the points covered in more detail below in the Hallamshire Historic Buildings (HHB) objection. Other comments are that the replacement building is bland and uninteresting. It is argued that facadism does not equate to conservation and it is retaining character that will attract visitors to the City Centre.

Hallamshire Historic Buildings

HHB consider the changes to Leah's Yard to be broadly acceptable and the reinstatement of the cutler's stone close to its historic position is welcomed.

They consider the development has failed to provide an adequate heritage statement which is incomplete in respect of Leah's Yard and largely ignores the contribution of Nos 24-26 Cambridge Street to the significance of the listed building. They say it does not comply with paragraph 189 of the NPPF which requires applicants to describe the significance of heritage assets affected including their setting and should be proportionate and use appropriate expertise. They also say it is contrary to Historic

England Advice Note 12 which says that Statements of Heritage Significance should not be an advocacy document. Leah's Yard is a Grade II* listed building of great importance and the inaccuracies and omissions in the heritage statement means that appropriate expertise was not applied.

HHB advise that most of the buildings of Leah's Yard were developed at the same time as 24-26 Cambridge Street and they consider the close physical and historical connection means that it makes an important contribution to the evidential, historical, aesthetic, communal and group value of the listed building. They say the historic association of public houses and industry is a defining characteristic of the city, but examples where the two survive together are increasingly rare. It is pointed out that in Planning Practice Guidance setting is not limited to visual considerations, and that understanding of a historic relationship amplifies the experience of the asset. They say the applicant has limited their assessment to a narrow assessment in visual terms. It is argued that the loss of most of 24-26 Cambridge Street, in particular the first-floor club room, harms multiple aspects of the significance of Leah's Yard. The cosmetic improvements to the façade of 24-26 Cambridge Street provide only slight mitigation.

HHB quote case law and the NPPF as supporting an argument that a rigorous assessment of potential alternatives is required for the local planning authority to carry out its duties under the Planning (Listed Buildings and Conservation Areas) Act. They say that no serious attempt was made to show how No 24-26 might be reused. It is argued that the technical challenges raised to not retaining the building could be overcome. These include the issues with stairs and lifts, floor to ceiling heights, roof replacement, floor levels and loading and structural loading.

HHB argues that the proposed shopfront to 26 Cambridge Street is inappropriate. They say that most of the shopfront of No 26 is intact or easily restorable. Allowing the style of the new build to intrude into a Victorian façade, neither preserves nor enhances that character. They say that there is good photographic evidence of a traditional shop front to No 26 and the most appropriate approach would be to repair and restore using natural stone and reclaimed brick.

HHB considers the harm arising from the development has been underestimated. That there would be benefit in bringing the former public house back into use, as it makes a contribution to the significance of the listed building. It is stated that retaining 24-26 would bring the same benefits as the development but the employment benefits would be greater as work on historic buildings is more specialised. There is a large choice of open plan food and beverage units whilst the supply of spaces retaining historic character is small. It is also argued that a high-quality historic environment increases rent and property prices, positively influences residents' quality of life and sense of pride and is sought by visitors. By not converting the building the development is not the optimum viable use. The re-use of the former pub buildings would increase sustainability. It is argued that as the development does not re-use and adapt the existing building it is not well designed and should be refused as required by the National Planning Policy Framework.

They state that the level of community consultation does not meet the intentions of the NPPF and development plan policies. Whilst heritage groups were consulted it was at a stage where the design had been finalised and the applicant was only prepared to make minimal changes.

HHB conclude that 24-26 should be retained, the minimum being the first-floor club room, the shop front to No 26 should be redesigned to its historic appearance. They would also like conditions to be attached requiring the following:

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- The masonry element and cappings, cills and plinths to No 26 to be in natural

- stone.
- Re-use of historic features in No 26 including mouldings around windows and to the front, skirting to the club room, ground floor north fire surround, iron fireplace and tiled surround.
- Interior of retained walls to 24-26 to be painted plaster to distinguish old from new.
- The finish to new ground floor in Leah's Yard to include retention of features such as former machinery plinths.
- A scheme to be submitted for interpreting historical information.

Joined-Up Heritage Sheffield

Joined Up Heritage Sheffield endorse the objections of HHB. They consider the proposals in respect of Leah's Yard are acceptable and regard these as a respectful approach to the re-use and preservation of this important Grade II* complex. However, they object strongly to the plan to reduce 24-26 Cambridge Street to a mere facade, which entails the loss of the important club room on the first floor of the former public house. They consider there is an inadequate assessment of alternative solutions. They consider the heritage assessment does not comply with guidance that such statements should contain an impartial assessment of significance and the contribution of setting. They believe the Council should reject it and require a proper assessment.

The applicant has advised that the scheme was presented to Joined Up Heritage in early July and site visit arranged with them. They say the detailing to the façade of 24-26 has been updated at a result of comments.

PLANNING ASSESSMENT

Land Use Policy

Unitary Development Plan

The site lies within the Central Shopping Area and the Cambridge Street frontage is within the Retail Core of the Central Shopping Area. The wider block is identified as a Key Development Site in the Unitary Development Plan Proposals Map.

This means that on the ground floor in the Retail Core, retail and complementary uses which add to the vitality and viability of the Central Shopping Area will be encouraged (Policy S2). The proposed uses are either preferred or acceptable under this policy.

The site is not In the Fargate Area so there is no requirement for only shops (class E(a)) on ground floor frontages (as per Policy S2(a)) but shops are a preferred use elsewhere in the Retail Core which means it should be the dominant use. Over 70% of the units in the Retail Core are authorised as shops (which includes Fargate, The Moor, Pinstone Street and Cambridge Street) and even if none of the ground floor space was occupied by a shop it would not affect the dominance across the Retail Core, and in any case the potential for shop uses always remains open under the list of proposed uses under Class E.

Key development sites are sites where it is particularly important to attract office development and higher parking levels are allowed. Key Development sites are defined in Policy T22 and the parking standards have been superseded by the Car Parking Guidelines and therefore this policy has very limited weight.

Policy S3 'Development in the Central Shopping Area' says that shops, offices used by the public, food and drink outlets and hotels are the preferred uses (notwithstanding the Retail Core frontage along Cambridge Street under Policy S2). Business uses are

acceptable as are community facilities and institutions and Leisure and Recreation. All the proposed uses are either acceptable or preferred under Policy S3 therefore the proposal is in line with this policy.

Policy S10 says that new development should not lead to a concentration of uses which would prejudice the dominance of preferred uses in the Area or its principal role as a Shopping Centre. This proposal follows this policy as the development will support the role of the Central Shopping Area and not affect the current dominance of preferred uses (shops, financial service, food and drink and housing).

Core Strategy

Policy CS17 – City Centre Quarters is relevant. The Heart of the City Quarter promotes the New Retail Quarter, the prime office and retail streets and main civic, arts and cultural buildings, with high quality public spaces within this part of the city. This proposal is supported by this policy as it is delivering a key part of the New Retail Quarter (now Heart of the City II) and reinvigorating one of the retail streets.

Policy CS3 promotes the City Centre as a location for office development and Policy CS4 says that new large scale and high-density office development will be concentrated in the City Centre. The application is proposing office/studio space on the upper floors. The adjoining sites such as Grosvenor House, Block C and H3 provide a substantial amount of office space as well and therefore taken as a whole HOC II will achieve the objectives of these policies.

Supplementary Planning Guidance

‘Supplementary Planning Guidance for the New Retail Quarter’ was produced in 2002. Although now mostly superseded by other planning documents, it explained the strategy for the redevelopment of Sheffield City Centre and emphasised the importance of fully integrating the NRQ with other parts of the City Centre, taking account of pedestrian routes, visual links and the character of the surrounding area.

Draft City Centre Masterplan

Consultation on a new Draft City Centre Masterplan finished in 2018. The Plan is produced by the Council to promote the city centre as a great place to live, work and visit. It has not been prepared by the Local Planning Authority nor approved by the Planning and Highways Committee, and so it has no material weight in its own right but the context and evidence presented are considered to contribute to the decision-making process.

The new Plan recognises that Sheffield City Centre’s retail offer remains uniquely unbalanced in comparison with local and regional demand and that the Heart of the City II Project offers an unparalleled opportunity to provide a fuller, higher quality retail offer as well as prestige office accommodation, residential accommodation and great public spaces.

It says that subsequent phases after the HSBC block will provide a complete range of retail spaces including smaller units for independents and specialists. There will be a high ratio of food and drink opportunities, as these form an integral part of today’s shopping experience for many people. It will also provide opportunities for high density office employment, hotels, and primarily non-student residential in its upper floor development platforms, strengthening the appeal of the Central Business District as a whole.

the ambition for Block H1 as being a hive of activity with maker space; studios; quirky retail outlets; and cafes sitting around a characterful cobbled courtyard. This shows the latest landowner and developer investment intentions.

Overall, the proposed uses are supported by the most relevant land use policies and in line with the objectives of the HoC II project.

Impact on Heritage Assets

Heritage Policy

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 says that in deciding whether to grant planning or listed building consent the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. With respect to conservation areas section 72 says that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Paragraph 194 of the National Planning Policy Framework (NPPF) says that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

Paragraph 195 of the National Planning Policy Framework says the local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. This should be taken into account when considering the impact, to avoid or minimise any conflict of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 197 says that in determining applications, local planning authorities should take account of:

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

Great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be) when considering the impact, paragraph 199.

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of Grade II* listed buildings should be wholly exceptional, paragraph 200.

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the

public benefits of the proposal including, where appropriate, securing its optimum viable use, paragraph 202.

Paragraph 203 says the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

UDP Policy BE15 says the buildings and areas of special architectural or historic interest which are an important part of Sheffield's heritage will be preserved or enhanced. Development which would harm the character or appearance of Listed Buildings, Conservation Areas or Areas of Special Character will not be permitted.

UDP Policy BE16 says that within Conservation areas permission will only be given for proposals which would preserve or enhance the character or appearance of the Conservation Area. Buildings which make a positive contribution to the character or appearance of the Conservation Area will be retained.

UDP Policy BE19 says that proposals for internal or external alterations which would affect the special interest of a Listed Building will be expected to preserve the character and appearance of the building and, where appropriate, to preserve or repair original details and features of interest. Proposals for change of use will be expected to preserve the character of the building. Proposals for development within the curtilage of a building or affecting its setting, will be expected to preserve the character and appearance of the building and its setting.

Core Strategy Policy CS 74 says that high-quality development will be expected, which would respect, take advantage of and enhance the distinctive features of the city, its districts and neighbourhoods, including the distinctive heritage of the city, particularly the buildings and settlement forms associated with:

- i) The metal trades (including workshops)
- ii) The City Centre.

Heritage Assets

Leah's Yard is listed Grade II*, a status awarded to less than 6% of the listed buildings in the country. It is necessary to consider the impact of the development on its significance and also the impact of the new building on its setting. To the west, St Matthews's Church and to the south, Bethel Sunday School are also both listed Grade II. Nos 22-24 Cambridge Street are non-designated heritage assets and it is necessary to consider the impact of the development on their significance together with the impact of the development on the significance of the City Centre Conservation Area.

Significance

Leah's Yard is a very important example of a metals and cutlery workshop complex of which there were once many in Sheffield. It is assessed in the heritage statement as providing medium important evidential value of changes in working methods, building use and associated industries. It has high historical value as a good example of Sheffield's metalworks which were internationally important and shows evidence of industrial change. It has medium aesthetic value as a functionally designed industrial building with the alterations and courtyard adding to its interest. It has medium communal interest in illustrating a building form that is unique to the area in which many local people were employed and high **Page 82** due to the relationship between the buildings.

24-26 Cambridge Street are important components of the historic western side to Cambridge Street and as a setting to the Leah's Yard. The applicant's heritage statement says the 3-storey elevation contributes positively to Cambridge Street referring to the timber sash windows and stone headed window openings. They point out that number 26 has been heavily altered and at ground floor level and with faux timber cladding. They say many fixtures and fittings have been lost internally. There are some features associated with the pub in the basement but little of heritage value surviving on the ground or upper floors. The rear of the property has poor quality single storey extensions. They score the evidential value as low and the historical, aesthetic, communal and group value as low/medium

Hallamshire Historic Buildings on the other hand have argued that the significance of Nos 24-26 Cambridge Street has not been properly considered in the applicant's heritage statement. They say the heritage statement has not been properly influenced by the research into the origins of Nos 24-26. They have produced their own assessment of the significance of both Leah's Yard and 24-26 Cambridge Street. They rate the evidential and communal value at low/medium and the historical, aesthetic, group value significance as medium which is higher than the applicant's assessment.

In general terms their argument is that 24-26 Cambridge Street is contemporaneous with an expansion of Leah's Yard. Public houses had a close relationship with Sheffield's industries for hydrating workers. They were often adjacent to a factory and Leah's Yard is a unique example of a surviving works with surviving adjacent pub that is its exact contemporary. The extension of the works and increase in size of appointment of the pub reflects the trend to larger individual licenced premises. It illustrates the higher quality built form of the pub relative to the works. It is illustrative of the dual industrial and social role of drink in the community. There is sufficient evidence in the building to identify it as a better-quality working class public house and it retains some historic features associated with a pub whilst the first-floor club was frequently used by trades societies showing evidence of such spaces for the working classes as their wealth and organisation increased.

Impact on the character and significance

Leah's Yard

The applicant assesses the impact of the changes such as removing staircases, creating new openings, raising floor levels, treating ceilings and relaying the courtyard paving as ranging between minor negative, neutral and positive. They say the ground floor retail fenestration of Chubbys detracts from the setting of the listed buildings at Leah's Yard and the front elevation of No 24 makes a strong contribution to the setting of the adjacent listed buildings at Leah's Yard. They consider the first-floor front room to 26 Cambridge Street makes a small contribution to the character and setting of the adjacent listed buildings at Leah's Yard and the enhancements to the Cambridge Street elevation are likely to enhance the setting of the listed buildings at Leah's Yard. They say the loss of the first-floor interior will be neutral in terms of the setting of the listed buildings.

HHB argue that the elements of significance of 24-26 Cambridge Street highlighted by them and summarised above contribute to the significance of Leah's Yard, and would either be totally lost, or the development would have a major negative impact on them.

Conservation Area

The applicant's heritage consultants argue that the enhancements to the Cambridge Street elevation of 24 -26 Cambridge Street will make a positive contribution to the

streetscape and are likely to enhance the character of the Conservation Area. The loss of the internal structural walls is likely to result in minor detriment to the character of the conservation area and the loss of the first-floor interior will be neutral in terms of the Conservation Area.

HHB consider the loss of most of 24-26 Cambridge Street would erode the character of the once prevalent pattern of city centre development incorporating mixed uses of work, residence, social life and worship and this impact would be minor negative.

24-26 Cambridge Street

The applicant's heritage consultants have not commented on the impact of the development on the significance of the non-designated heritage asset of 24-26 Cambridge Street.

HHB consider that the alterations will result in the total loss or have a major negative impact in the evidential, historical and Communal value of the 24-26 Cambridge Street. They consider the cosmetic improvements proposed to the street elevation will have positive aesthetic benefits whilst loss of most of the building and internal features will have major negative impacts on its aesthetic significance. They argue the impact on Group value will be major/minor negative as the relationship between the pub and works is almost entirely obscured and a façade retention scheme results in character that is only superficial.

Conclusion on heritage impacts

Your officers concur with the applicant's assessment of impact of the development on the significance of the heritage assets in the most part. However, considering the research undertaken by the Heritage Groups and their comments on the application, the loss of much of 24 -26 Cambridge Street will have an increased negative impact on the significance of the listed building. However, the significance of Leah's Yard is largely being retained by its sensitive adaption and reuse and, in your officers' view, it does not derive much of its significance from the adjacent pub.

The improvements to the street façade of 24-26 Cambridge Street will improve the visual setting of the listed building. The new building behind the façade will be taller than the existing poor-quality extensions which are predominantly single storey. It will be visible from parts of the courtyard and upper floors of the listed building. However, because its scale, design and materials are sensitive to the character of the conservation area and the listed building it is considered that the extension will not have a harmful impact on the setting of the listed building.

Given that the front façade to 24-26 Cambridge Street will be retained and enhanced and the new building makes a sympathetic and distinctive addition to the Cambridge Street frontage it is considered that the development will improve the setting of Bethel Sunday School as part of the wider streetscape. The impact of the development on the setting of St Matthew's Church is considered to be neutral.

Whilst there will be improvements to the front façade of 24-26 Cambridge and the visual contribution to the conservation area will largely be maintained, the loss of the majority of the building is not good conservation practice and the proposal will have a minor negative impact on the character of the conservation area as a result.

When considering the impact on a non-designated heritage asset the NPPF advises that a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. As Historic England point out, retention of the building façade means its contribution to Cambridge Street would be protected,

however it must be acknowledged that there will be loss of historic interest due to the demolition of most of the building. Therefore, it is considered that there will be minor harm due to the loss of much of the non-designated heritage asset.

There is no dispute that the alterations to both Leah's Yard and retention of the front façade of 24-26 Cambridge Street will result in less than substantial harm to the designated heritage assets of Leah's Yard listed buildings and the Conservation area.

Therefore, it is necessary to consider whether there is a clear and convincing justification for the harm caused and whether the public benefits outweigh the harm caused to the designated heritage assets as stated in NPPF paragraphs 200 and 202.

Clear and convincing justification

The works to Leah's Yard are mostly concerned with making the buildings accessible and safe for modern day usage and providing a connection between Leah's Yard and the new Linley Square to integrate the development with HoC II Block H3 and improve circulation. These access and safety improvements are essential for bringing the listed building back into use and sustaining its use.

At pre-application stage both Historic England and council officers pressed the applicant to retain the whole of 24-26 Cambridge Street except the later additions at the rear, as this would be a better conservation solution.

The applicant has produced a well-argued case to demonstrate that, due to structural wall locations, low head height, level changes between units, non-compliant stairs and the need to strengthen floors, accommodating the needs of a modern drinking establishment with extended food offer would result in substantial rebuilding of the structure behind the Cambridge Street façade.

There is a clear and convincing justification for the loss of some fabric of secondary importance from the listed building to facilitate its reuse for purposes consistent with its conservation. There is also a clear and convincing justification for the demolition of all but the façade of nos 24-26 Cambridge because of the constraints of the existing structure to accommodate a modern family orientated pub with extended food use.

Public Benefits

Given that there will be some harm to the significance of the heritage assets it is necessary to consider whether this harm is outweighed by the public benefits of the proposal. In this case the main public benefits of the scheme are:

- Creating a unique destination aimed at independent retail, food and drink uses and makers which will be vitally important in drawing footfall back to the City Centre to aid its recovery after the pandemic and the significant closures of national brands.
- Securing the future of the Leah's Yard and removing risk to an important heritage asset and enabling the public to experience the historic buildings and spaces. Leah's Yard has been on the national Heritage at Risk register for many years and most of the site has been vacant since 1973. The scheme will secure the optimum use of the heritage asset in support of its long-term conservation.
- Economic benefits from employment and economic activity associated with the development.
- Significantly improving inclusive access to the listed building and courtyard.

- Adding to the high-quality public realm in the City Centre and enhancing the new Linley Square and Albert Walk by activating these spaces and improving public safety.
- Integrating Leah's Yard with the Heart of the City Scheme thereby enhancing the connectivity of the City Centre and sustaining the listed building for the future.
- Accommodating the new events, gathering spaces, lift, bins stores, toilets and plant spaces which are needed to support the re-use of Leah's Yard within the extension to 24-26 Cambridge Street rather than taking up and impacting on the more characterful space within the listed building.
- Reinvigorating the Cambridge Street frontage which has been run down for some time, whilst creating a distinctive new building which will contribute positively to the streetscape character of the conservation area.

It is concluded that these benefits significantly outweigh the harm to the heritage assets and secure an optimum use for the listed buildings thereby complying with Paragraph 202 of the NPPF.

Design Issues

Chapter 12 of the NPPF is concerned with achieving well-designed places.

Paragraph 130 says planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Policy CS 74 is in line with the NPPF and carries significant weight. It is concerned with design principles and says that development should:

- e) contribute to place-making, be of a high quality, that contributes to a healthy, safe and sustainable environment, that promotes the city's transformation;
- f) help to transform the character of physical environments that have become run down and are lacking in distinctiveness;
- g) enable all people to gain access safely and conveniently, providing, in particular, for the needs of families and children, and of disabled people and older people;
- h) contribute towards creating attractive, sustainable and successful neighbourhoods.

The scheme has been designed to deliver a wide mix of uses aimed at attracting makers and creators with complimentary retail and food and drink uses, in order to

attract workers, residents and visitors. The ground floor is to be predominantly retail and food and drink use with the other E class uses on upper floors. The new build element is 3 storeys high which is in keeping with adjacent development and the conservation area. Access will be through the courtyard from Cambridge Street and a new access from the south off Linley Square with multiple entrances to the units from the courtyard. The back of house services will be largely located in the new extension to 24-26 Cambridge Street. A new raised terrace adjoining the south elevation of Leah's Yard will provide external seating for food and drink units with new openings providing direct access to this space. It will complement Linley Square and Albert Walk by activating the northern edge of the square and walkway.

Within Leah's Yard all new metal stairs, internal and external, will have a common character. They are proposed to have profiled metal balusters finished in a dark colour. Internally, timber treads and handrails are proposed. Externally, natural stone treads and metal handrails are proposed. All new window and door openings, except for a couple of locations, are proposed to be modern but sympathetic, highly glazed windows and doors. These are to be set within thin profile metal surrounds that will conceal any necessary cut brickwork. New precast lintels are proposed above openings in the south elevation and the wall will be repaired to have an aged character to it.

The alterations to the retained façade of 24-26 are described in the first part of this report above. The new roof to this part of the development will be pitched but slightly raised above the existing to improve the head height, it will be lit with Velux windows. It will run into the roof of the new build element to the south of 24-26 Cambridge Street which has been designed with a gable elevation and traditional pitched roof form to mark the new walkway through to Backfields. The new building will narrow the new Albert Walk creating a more intimate scale alleyway which is consistent with the character of the conservation area.

The new building will have a darker brick plinth framing the shopfront to Cambridge Street but will be predominantly faced in red brick with a slate roof. Different brick bonds will be used so that the building appears to have a more solid base and lighter top. A modern glazed shopfront will activate the Cambridge Street frontage with two other larger glazed openings along the Albert Walk elevation. The upper section of the Albert Walk elevation will be relieved by punched contemporary openings with deep reveals. The rear west facing elevation will have a glazed door and windows overlooking the new public space to the west providing direct access from one of the new units.

The street elevations show that the scale and massing of the extension will sit comfortably within the Cambridge Street frontage creating a distinctive and complementary addition to the fine-grained streetscape. The south elevation will create a rich and varied façade and, together with the buildings in Block H3, will form an attractive new pedestrian street. The elevational treatment to both these frontages is well considered and high quality and the improvements to nos 24-26 Cambridge Street including the new shopfronts will significantly improve the appearance of this street frontage.

The scheme is of a high design quality, sympathetic to local character, will help to maintain a strong sense of place, help to transform an area that has become run down and will create a safe place and significantly improve inclusive access. The proposal is therefore consistent with the relevant NPPF and Development Plan design policies.

South Yorkshire Police 'Designing out Crime Officer' has liaised with the architects and the recommended security measures have been agreed and incorporated into the design. The Police have no objections to the application.

Sustainable Development

Paragraph 7 of the NPPF says the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 8 describes this as having 3 overriding objectives

An economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure.

A social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

An environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Policy CS 64 'Climate Change, Resources and Sustainable Design of Developments' says that all new buildings and conversions of existing buildings must be designed to reduce emissions and greenhouse gases and function in a changing climate. All non-residential developments over 500m² gross internal floorspace should achieve a BREEAM (BRE Environmental Assessment Method) rating of very good (or equivalent) as a minimum.

Policy CS 65 'Renewable Energy and Carbon Reduction' says that development of more than 500m² gross internal floorspace will be required, unless this can be shown not to be feasible and viable, to: a. provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy.

The site is located in a highly sustainable location with a high potential to be accessed by sustainable means and benefit from linked trips. It is a key project in supporting the recovery of the city centre which is critical to the city's economy and will generate economic activity in its own right. It will deliver a high-quality scheme that will provide well designed, safe and accessible spaces that will support the city's cultural well-being. It will secure the long-term future for one of the city's most important listed buildings. It is regrettable that the scheme does not secure the retention of nos. 24 and 26 Cambridge Street and therefore there will be minor harmful impacts on the historic environment. In addition, demolishing most of this building and rebuilding a new one is not the most sustainable use of resources. However, the case for the proposed design submitted has been well made and overall the scheme is considered to be sustainable development.

Within Leah's Yard as part of the Phase One repair works the windows have been replaced, the roof replaced and insulated to improve the thermal performance of the building. Within the new build element, the heating and cooling energy demands will be reduced by high performing building fabric, and it will be designed to meet BREEAM Very Good standard. Given this it is considered the development will meet the terms of Policy CS64, a condition is proposed to ensure the improvements are delivered.

Where possible the development will maximise energy recovery via heat recovery devices in the ventilation, heating and cooling plant. The communal area central ventilation and pumped system will be demand-led to reduce energy consumption.

Energy to generate heating will be provided via low carbon air source heat pumps. The supporting submission indicates that this will constitute roughly 35% of the predicted energy consumption of the buildings. This means that the development should comply with Policy CS65, a condition is proposed to ensure that this is delivered.

Land Quality

The site lies within a Coal Mining High Risk Area. The applicant has submitted a Coal Mining Risk assessment which the Coal Authority consider acceptable, they have no objections to granting planning permission.

The submitted land contamination reports are sufficient to show that the site is suitable for development however further site investigations are required and these are secured by the standard suite of land contamination conditions.

Access Issues

Core Strategy Policy CS51 sets out the Council's transport priorities. The strategic priorities for transport are:

- a. promoting choice by developing alternatives to the car
- b. maximising accessibility
- c. containing congestion levels
- d. improving air quality
- e. improving road safety
- f. supporting economic objectives through demand management measures and sustainable travel initiatives.

The objectives of this policy are consistent with the NPPF and therefore it should be given significant weight.

Policy CS61 'Pedestrian Environment in the City Centre' says a Pedestrian Priority Zone in which a high-quality environment will allow priority for the safe, convenient and comfortable movement of pedestrians within and through the area, will be established in various locations in the City Centre one of which is the Heart of the City.

Paragraph 105 of the NPPF says that significant development should be focused in locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.

Paragraph 112 says that applications should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;

Paragraph 113 says that all developments that will generate significant amounts of movement should be required to provide a travel plan and be supported by a transport assessment.

There are numerous cycle routes through the City Centre. The nearest suggested cycle routes are on Pinstone Street and Burgess Street.

The city centre has an extensive bus network, there are bus routes near to the site on Pinstone Street (approx. 2 mins walk) and Furnival Gate (approx. 3 mins walk) and also

on West Street which accommodates Supertram (approximately 3-4 mins walk). In total there are over 100 bus services every hour which serve stops close to the development site and provide access to numerous destinations.

There are currently approximately 9,000 off street car parking spaces across Sheffield city centre. Approximately 4,000 of these car parking spaces are within an approximate 400 metres radius of the site. The Wellington Street NCP car park is to the south-west of the site (449 spaces). On street parking and loading is permitted on Cambridge Street and there is on street disabled parking on Cambridge Street and Cross Burgess Street with taxi parking on Burgess Street and one of the main City Centre taxi ranks on Barkers Pool. Loading is also allowed on Backfields.

The site is centrally located and is well served by public transport. The development will be car free which is acceptable given the accessibility of the site by sustainable travel, the accessible public car parking within close proximity to the site and the heritage considerations which do not lend themselves to on-site parking.

There will be no parking within the site so parking demand will be served by existing car parks and on-street parking. No parking provision is consistent with the Council's parking guidelines which are intended to reduce car trips within the city centre where there are opportunities for access by other modes. The occupancy of City Centre car parks has been assessed pre-Covid. This indicates over 400 long stay spaces and 680 short stay spaces available on a weekday. On a Saturday, there are approx. 1,000 long stay spaces and just under 1,000 short stay spaces available. It is considered that there will be sufficient capacity to accommodate the parking demand generated by the development.

A separate highway scheme is being proposed by the Council to reconfigure Cambridge Street, Carver Street and Backfields. This will deliver service bays and disabled parking along Cambridge Street. Bin store space is being provided within the new building.

The scheme will deliver high quality pedestrian spaces and be well connected with adjoining development and so is in line with policy to prioritise pedestrian movement.

There will be some visitor cycle parking stands on Albert Walk but there would be too great a risk of pedestrian/cycle conflicts to provide cycle parking accessed within the Leah's Yard courtyard. A convenient cycle hub is to be provided as part of the HoCII project which will provide cycle parking for staff. The location of this is not yet fixed.

There are currently many level changes throughout the site which prevent inclusive access. An inclusive access route will be provided through the site from Cambridge Street via the Leah's Yard archway into the courtyard, facilitating inclusive access to all the ground floor units and connecting through the listed building to the new Linley Square within Block H3. The alterations to internal floor levels within Leah's Yard will facilitate level access to the internal areas of ground floor buildings. The new lift within the extension to 24-26 Cambridge Street will allow inclusive access to 3 units on level 1 of Leah's Yard, to the new build office and studio space. The two storey food and drink unit facing Cambridge Street will have its own platform lift. The new external staircases will improve safe access to upper floors. Prior to the works being undertaken for Phase 1 only 10% of Leah's Yard was fully accessible and none of 24-26 Cambridge Street. The scheme aims to improve this to 55% within Leah's Yard and across the whole scheme including the new build, to 72%

Ecology

The site is covered with buildings and hard surfacing. The buildings have been surveyed to establish their potential for bat roosts. This concluded that there is no

evidence of bats using the site, no evidence of breeding birds and there is no potential for bat roosts. The City Ecologist is satisfied with the submission.

Drainage

Foul and surface water will discharge to the existing combined public sewer in Cambridge Street. Surface water storage will also be provided with a storage tank below the south terrace. Yorkshire Water have no objections to the proposals but have recommended conditions requiring separate systems of drainage on site and details of surface water drainage to be submitted to demonstrate a 30% reduction on existing peak discharge.

Amenity

The proposal has the potential to have adverse amenity impacts due to noise and odours from the food and drink uses, impacts during construction and noise from external plant. These impacts can be mitigated by design measures and planning conditions. A condition is proposed requiring submission of a Construction Environment Management Plan to manage impacts during construction. Conditions also limit operating hours and external amplified music, they require submission of sound insulation details, fume extraction systems and noise from external plant.

SUMMARY AND RECOMMENDATION

The proposal is supported by land use policy and will deliver town centre uses in a highly sustainable central location. It is positioned at the centre of the HOC II project and closely aligns with its objectives. It is aimed at makers and independents which will be housed in a unique historic building and together these attractions will provide something special that is likely to be a significant City Centre draw. Given the impact of the pandemic, increased working from home and the closure of John Lewis this is a particularly important project for the recovery of the City Centre. In addition to these economic benefits the scheme itself will generate economic activity and employment.

Together with Block H3 this project will help to reinvigorate a retail street which has been run down for a number of years. It will bring an important listed building back into use with creative and maker uses which will sit comfortably within the intimate spaces and resonate with the former use of the building. The scheme will allow the public to access and enjoy the architectural and historic interest of the building and the adaptations proposed will ensure it is more accessible to all whilst respecting the special interest.

The new connection to Linley Square will ensure the site is fully integrated with the HoC II scheme. It will add to the high-quality public realm in the City Centre creating a south facing café seating area and also enhancing the public space created as part of Block H3 by delivering uses that will activate Albert Walk and Linley Square, thereby adding to a sense of place.

The adaptations to the Leah's Yard are essential to facilitate the reuse of the site, improve public access and safety and integrate it with the rest of the City Centre. The changes proposed are sensitive to the special character of the listed building as acknowledged by the conservation bodies.

The new building is a high-quality contemporary respectful design that will sit comfortably with the listed building and conservation area. The form of the new building and materials respond the character of the conservation area. It will make a distinctive and positive contribution to Cambridge Street and Albert Walk.

contribution to the Conservation Area and enhance the appearance of the Cambridge Street frontage and the visual setting of the listed building. There will however be adverse heritage impacts due to the loss of most of the original non designated heritage asset itself which will also impact on the character of the conservation area and on the significance of the listed building. Whilst the loss of the existing pub is regrettable, a drinking establishment use will be retained in the building, and it will still be recognisable as a pub from the street. Both Council officers and Historic England accept that the applicant has demonstrated that a modern pub with extended food provision could not be accommodated in the existing building without extensive remodelling so the facadism approach is justified in this case. There will be some loss of historic fabric of secondary importance in the listed building. However overall, the less than substantial harm to heritage assets is outweighed by the public benefits that will arise from the development as a whole.

Considering the requirements of Sections 66 and 72 of the Planning and Listed Building Act 1991 and the heritage policies in the NPPF and Development Plan the proposals are judged to be in line with these statutory duties and policies. Overall, the scheme represents sustainable development. It is therefore recommended that planning and listed building consent be granted subject to the listed conditions.