

Agenda Item 7c

Case Number	24/01672/FUL (Formerly PP-12994227)
Application Type	Full Planning Application
Proposal	Park Hill Phase 5 - Refurbishment and alterations to the Talbot Street block for a mixed-use development comprising 105 residential apartments and commercial space (Use Class E) with landscaping, car parking and other associated works
Location	Park Hill Estate Duke Street Park Hill Sheffield S2 5RQ
Date Received	05/06/2024
Team	City Centre and Major Projects
Applicant/Agent	Made It Together
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 hereby permitted shall be carried out in complete accordance with the following plans, except as may be specified in the conditions attached to this permission, which shall in all cases take precedence.

Plans amended and published on 28/08/2024:

- Proposed Location Plan - Drawing no. (00) 001 Revision P02
- Proposed Site Plan - Drawing no. (00) 002 Revision P02
- 6th Floor - Trench Plan - Drawing no. (00) 100 Revision P02
- 7th Floor - South Street Plan - Drawing no. (00) 101 Revision P02
- 8th Floor - Below Street / South Street Mews Plan - Drawing no. (00) 102 Revision P02
- 9th Floor - Long Henry Street Plan - Drawing no. (00) 103 Revision P02
- 10th Floor - Above Street / Upper Long Henry Street Plan - Drawing no. (00) 104

Revision P02

Plans amended on 23/08/2024 and published on 27/08/2024:

- Landscape General Arrangement - Drawing no. 123027-ASL-00-ZZ-DR-L-0900
Revision P9

Plans amended and published on 20/08/2024:

- Talbot St and South St Boundary - Drawing no. 123027-ASL-00-ZZ-DR-L-0901
Revision P1

Plans published on 05/06/2024:

- Flank J - Balcony Elevation - Drawing no. (00) 204 Revision P01
- Flank J - Street Elevation - Drawing no. (00) 205 Revision P01
- Flank K - Balcony Elevation - Drawing no. (00) 206 Revision P01
- Flank K - Street Elevation - Drawing no. (00) 207 Revision P01
- Flank L - Balcony Elevation - Drawing no. (00) 208 Revision P01
- Flank L - Street Elevation - Drawing no. (00) 209 Revision P01
- Flank L - End Elevations - Drawing no. (00) 210 Revision P01
- Unfolded Elevation - Drawing no. (00) 200 Revision P01
- Unfolded Elevation - Drawing no. (00) 201 Revision P01
- Flank I - Balcony Elevation - Drawing no. (00) 202 Revision P01
- Flank I - Street Elevation - Drawing no. (00) 203 Revision P01
- Flat Type F+ - Above Street - Drawing no. (22) 406 Revision P01
- Flat Type G - Below Street - Drawing no. (22) 407 Revision P01
- Flat Type G+ - Below Street - Drawing no. (22) 408 Revision P01
- Flat Type H - Below Street - Drawing no. (22) 409 Revision P01
- Flat Type M3 - Below Street - Drawing no. (22) 410 Revision P01
- Flat Type N - Above Street - Drawing no. (22) 411 Revision P01
- Flat Type O - Below Street - Drawing no. (22) 412 Revision P01
- Flat Type P - Above Street - Drawing no. (22) 413 Revision P01
- Flat Type Q+ - Above Street - Drawing no. (22) 414 Revision P01
- Flat Type R - Above Street - Drawing no. (22) 415 Revision P01
- Flat Type R+ - Above Street - Drawing no. (22) 416 Revision P01
- Flat Type S+ - Above Street - Drawing no. (22) 417 Revision P01
- Flat Type S2 - Above Street - Drawing no. (22) 418 Revision P01
- House Type TH1 - Townhouse - Drawing no. (22) 419 Revision P01
- House Type TH2 - Townhouse - Drawing no. (22) 420 Revision P01
- House Type TH3 - Townhouse - Drawing no. (22) 421 Revision P01
- House Type TH8 - Townhouse - Drawing no. (22) 422 Revision P01
- House Type TH9 - Townhouse - Drawing no. (22) 423 Revision P01
- House Type TH10 - Townhouse - Drawing no. (22) 424 Revision P01
- Flat Type GLA3 - Drawing no. (22) 425 Revision P01
- Flat Type GLA34 - Drawing no. (22) 426 Revision P01
- Flat Type A - Below Street - Drawing no. (22) 400 Revision P01
- Flat Type B - Below Street - Drawing no. (22) 401 Revision P01
- Flat Type C - Above Street - Drawing no. (22) 402 Revision P01
- Flat Type E - Above Street - Drawing no. (22) 403 Revision P01
- Flat Type E+ - Above Street - Drawing no. (22) 404 Revision P01
- Flat Type F - Above Street - Drawing no. (22) 405 Revision P01
- 11th Floor - Below / Above Street Plan - Drawing no. (00) 105 Revision P01
- 12th Floor - Norwich Street Plan - Drawing no. (00) 106 Revision P01
- 13th Floor - Above Street Plan - Drawing no. (00) 107 Revision P01

- Roof Plan - (00) 108 Revision P01

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

3. Development shall not commence until a Construction Management Plan (CMP) has been submitted to and approved by the Local Planning Authority. The CMP 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 traffic, noise, vibration, dust, air quality and pollution control measures. The CMP shall include details of the means of ingress and egress for vehicles engaged in the construction of the development, an area for delivery/service vehicles to load and unload, the parking of associated site vehicles, the storage of materials and measures to prevent or clear mud on the highway. Thereafter the development shall be carried out in accordance with the approved CMP.

Reason: In the interests of the amenities of the locality and occupiers of adjoining property, and in the interests of highway safety.

4. Prior to the commencement of the development, a detailed Inclusive Employment and Development Plan, designed to maximise opportunities for employment and training from the construction phase and the operational phase of the development, shall have been developed collaboratively with Talent Sheffield and submitted to and approved in writing by the Local Planning Authority.

The Plan shall include a detailed Implementation Schedule, with provision to review and report back on progress achieved, via Talent Sheffield, to the Local Planning Authority. Thereafter the Plan shall be implemented in accordance with the approved details.

Reason: In the interests of maximising the economic and social benefits of the development.

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

5. No ground works 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.

6. Any intrusive investigation recommended in the Phase I Preliminary Risk Assessment Report shall be carried out and be the subject of a Phase II Intrusive Site Investigation Report which shall have been submitted to and approved in writing by the Local Planning Authority prior to ground 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.

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

8. 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.

9. 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.

10. The approved drainage scheme shall be implemented in accordance with the submitted Flood Risk Assessment Report (Booth King, ref. 14941, revision P02, published 5 June 2024) and thereafter managed and maintained in accordance with the details in the report, unless an alternative drainage strategy has been approved in writing by the Local Planning Authority prior to the commencement of drainage works.

Reason: In the interests of satisfactory and sustainable surface water drainage.

11. No development, with the exception of demolition and soft strip works, shall commence until a Habitat Management and Monitoring Plan (HMMP) has been submitted to and approved in writing by the Local Planning Authority. The HMMP shall ensure that significant on-site habitat enhancements achieve a minimum 10%

net gain in biodiversity, as measured using the latest statutory DEFRA metric, unless a lower percentage is agreed where supplemented with off-site biodiversity units secured through the general biodiversity gain plan condition imposed by Schedule 7A, Part 2, Paragraph 13 of the Town and Country Planning Act 1990 (as amended).

The HMMP shall be based on the indicative measures set out in the approved Biodiversity Net Gain Report (Estrada Ecology, ref. SQ-1568, dated 29 April 2024, published 5 June 2024) and Landscape General Arrangement (Drawing no. 123027-ASL-00-ZZ-DR-L-0900 Revision P9, published 27 August 2024). The HMMP shall include objectives, management responsibilities, maintenance schedules and a methodology to ensure the submission of monitoring reports over a 30-year period, at a frequency to be agreed with the Local Planning Authority, following the completion of the development. The development shall thereafter be undertaken in accordance with the approved HMMP and the management and monitoring undertaken in line with its approved phasing and methodology.

Reason: To secure significant on-site biodiversity net gains and maintenance of habitat enhancement for 30 years as required by Schedule 7A, Part 2, Paragraph 9 of the Town and Country Planning Act 1990 (as amended). This condition must be pre-commencement to ensure that the detailed biodiversity enhancements are factored into the site layout and that any retained habitats are protected before works commence.

12. No landscaping, hard surfacing or ground works shall commence until a comprehensive and detailed hard and soft landscape scheme for the site, based on the indicative measures shown in the approved landscape plan (Drawing no. 123027-ASL-00-ZZ-DR-L-0900 Revision P9, published 27 August 2024), has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include the following details:

- Topsoil specification and depths
- Details of replacement tree planting to compensate for trees proposed for removal in the approved Arboricultural Report (AWA Tree Consultants, ref. AWA5960, published 5 June 2024)
- A planting schedule and planting plan, at 1:200 or 1:100 scale
- A comprehensive list of species and stock specification
- A maintenance schedule
- Details and samples of surfacing materials and all fixed outdoor furniture, including any play equipment
- Large-scale details of all boundary treatments and handrails, including artwork to be integrated into the concrete wall at the junction of Talbot Street and Norfolk Road
- Details of tactile paving and level accesses to main entrance points
- Sustainable drainage features
- Details of artificial lighting to the landscaped areas and the access decks within the building, to include wildlife-sensitive measures where necessary
- Large-scale details of infrastructure associated with the approved allotments
- Construction details of car parking bays and other landscape features in close proximity to existing water mains, and evidence that no landscape features shall be located within 3 metres of the centre line of any existing water main

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

Reason: In the interests of visual amenity and environmental quality.

13. No landscaping, hard surfacing or ground works shall commence until full details of measures to protect the existing trees to be retained have been submitted to and approved in writing by the Local Planning Authority, and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement, a plan showing accurate root protection areas, details of ground levels around the trees, details of no-dig construction methods for any adjacent hard surfacing, and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS: 5837, 2012 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any works commence given that damage to trees is irreversible.

14. Unless demonstrated to be unfeasible due to the constraints of the listed building, details of bat and bird boxes, to deliver ecological enhancements, shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the dwellings hereby approved. The details shall include proposals for the integration of 'Impeckable' swift boxes or a similar swift nesting product by another manufacturer. Thereafter, the enhancement works shall be undertaken in accordance with the approved details before the first occupation of the development, and shall be maintained for the lifetime of the development.

Reason: To secure environmental gains and promote biodiversity in accordance with paragraph 180 of the National Planning Policy Framework.

15. No development, with the exception of demolition and soft strip works, shall commence until an Air Quality Assessment (AQA) has been submitted to and approved in writing by the Local Planning Authority. The AQA shall include modelling of the air quality impacts of traffic forecasted to be generated by the completed development, compared to existing air quality conditions in the area, and assessed against legal health-related thresholds. If the AQA concludes that the development would have an adverse impact on air quality, or that future residents would be exposed to noncompliant pollution levels, mitigation measures to protect residents from the adverse effects of air quality shall be put forward, together with a timescale for implementation. Thereafter, the proposed development shall be undertaken in accordance with those mitigation measures in line with the approved implementation timescale.

Reason: To protect residents from air pollution, in line with policy GE23 of the Unitary Development Plan and policy CS66 of the Core Strategy.

16. Unless it can be shown not to be feasible or viable, no development, with the exception of demolition and soft strip works, 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.

17. The development shall be undertaken in accordance with the approved Travel Plan (Civic Engineers, job no. 272-21, dated 29 April 2024, published 5 June 2024) and monitoring reports shall be submitted to the Local Planning Authority in accordance with the recommendations and timings in sections 6 and 7 of the Travel Plan.

Reason: To encourage the use of sustainable transport modes.

18. Prior to the first occupation of the development, a Parking Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The Parking Management Plan shall set out measures to reserve all parking spaces within the application site for the exclusive use of residents and visitors. The measures shall thereafter be carried out in accordance with the approved Parking Management Plan for the lifetime of the development.

Reason: To limit the impacts of on-street parking intensification.

19. The development shall not be brought into use unless and until the car parking accommodation shown on the approved plans has been provided in accordance with those plans. Thereafter, such car parking shall be retained for the sole purpose intended.

Reason: To ensure satisfactory parking provision in the interests of traffic safety and the amenities of the locality, it is essential for these works to have been carried out before the use commences.

20. No landscaping works, nor refurbishment works to the external access decks within the building, shall commence until full details of suitable and sufficient cycle parking have been submitted to and approved in writing by the Local Planning Authority. The details shall ensure the provision of at least one secure, covered cycle parking space per dwelling, as well as visitor spaces, and shall include diagrams of strategies for the storage of bicycles within individual dwellings, as well as full details of at least one of the following additional cycle parking solutions:

- a) Fixed cycle parking on the external access decks within the building
- b) Additional cycle stores within the landscape (notwithstanding the approved plans)
- c) A central bicycle store(s) elsewhere within the wider Park Hill estate, as indicated by the blue line boundary on the approved location plan (Drawing no. (00) 001 Revision P02, published 28/08/2024)

The development shall not be brought into use unless and until such cycle parking has been provided in accordance with the approved details and, thereafter, such

cycle parking accommodation shall be retained.

Reason: In the interests of delivering sustainable forms of transport, and to protect the setting of the listed building.

21. Before the first occupation of any part of the development, full details of passenger information facilities displaying live public transport times, to be provided in an appropriate communal location within the building or the landscaped areas, shall have been submitted to and agreed in writing by the Local Planning Authority. The agreed facilities shall be installed within six months of the first occupation of any part of the development, and shall be retained in full working order for the lifetime of the development.

Reason: To promote the use of public transport.

22. Prior to the commercial uses 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 neighbouring and future residents.

23. No above-ground works, with the exception of demolition and soft strip works, shall commence until the highways improvements (which expression shall include traffic control, pedestrian and cycle safety measures) listed below have either:

a) been carried out; or

b) details have been submitted to and approved in writing by the Local Planning Authority of arrangements which have been entered into which will secure that such improvement works will be carried out before the development is brought into use. The development shall not be brought into use until such works have been carried out.

Highways Improvements:

- Alterations to and landscaping of South Street as shown in principle on the approved Landscape General Arrangement plan (Drawing no. 123027-ASL-00-ZZ-DR-L-0900 Rev P9, published 27/08/2024)
- Upgrades to bus stop 37023150 on Talbot Street by the provision of a new shelter with real-time passenger information display

Reason: To enable the above-mentioned highways to accommodate service vehicles associated with the development, and to prevent any related highway obstructions.

24. The development shall not be used unless the dedicated bin storage areas, as shown on the approved plans, have been provided in accordance with those plans. Thereafter, the bin storage areas shall be retained and used for their intended purpose and bins shall not be stored on the highway at any time (other than on bin collection days).

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

25. 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.

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

- Doors and door surrounds
- Windows (including reveals)
- Balconies and balustrades
- Infill panels
- Parapets
- Substation enclosures

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

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

27. Prior to the commencement of works to the existing building, a condition survey of the concrete balustrades shall be submitted to the Local Planning Authority. This shall assess the overall condition of the balustrades and set out subsequent proposals for the extent of replacement, retention and repair, to be agreed and approved in writing by the Local Planning Authority. Thereafter, the works to the balustrades shall be undertaken in accordance with the approved details.

Reason: To maximise the preservation and restoration of the original fabric of the listed building.

28. Prior to the commencement of any above-ground landscaping works, or within an alternative timeframe to be agreed in writing by the Local Planning Authority, full details of proposals for the inclusion of public art within the development shall have been submitted to and approved in writing by the Local Planning Authority. Such details shall then be implemented prior to the occupation of the development and thereafter be retained.

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

29. No allotment tool sheds shall be erected until design details for the sheds, in broad accordance with the outline specification set out in the 'Allotments Sheds' document published on 27 August 2024, have been submitted to and approved in writing by the Local Planning Authority. The details shall include plans and elevations to a standard metric scale, wildflower green roof specifications, and details of integrated public art. Thereafter, the tool sheds shall be constructed in accordance with the approved details and retained thereafter for the lifetime of the development.

Reason: In the interests of visual amenity and the protection and enhancement of the landscape setting of the listed building.

30. The residential accommodation hereby permitted shall not be occupied unless a scheme of sound insulation works has been installed and thereafter retained. Such scheme of works shall:
- a) Be based on the findings of the approved Residential Planning Noise Report (Sandy Brown Ltd, ref. 023765-R01-C, dated 30 April 2024, published 5 June 2024).
 - b) Be capable of achieving the following noise levels:
 - Bedrooms: LAeq (8 hour) - 30dB (2300 to 0700 hours)
 - Living Rooms & Bedrooms: LAeq (16 hour) - 35dB (0700 to 2300 hours)
 - Other Habitable Rooms: LAeq (16 hour) - 40dB (0700 to 2300 hours)
 - Bedrooms: LAFmax - 45dB (2300 to 0700 hours)
 - c) Where the above noise criteria cannot be achieved with windows partially open, include a system of alternative acoustically treated ventilation to all habitable rooms.

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

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

31. 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 residential accommodation to levels complying with the following:
 - (i) Bedrooms: Noise Rating Curve NR25 (2300 to 0700 hours)
 - (ii) Living Rooms & Bedrooms: Noise Rating Curve NR30 (0700 to 2300 hours)
 - (iii) Other Habitable Rooms: Noise Rating Curve NR35 (0700 to 2300 hours)
 - (iv) Bedrooms: LAFmax 45dB (2300 to 0700 hours)

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

[Noise Rating Curves should be measured as a 15 minute LZeq at octave band centre frequencies 31.5 Hz to 8 kHz.]

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

32. 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.

33. No amplified sound shall be played within the building except through an in-house amplified sound system fitted with a sound limiting facility capable of limiting the sound level output of the system to a pre-set level which may then be secured in a tamper-resistant manner, the design and settings of which shall have received the prior written approval of the Local Planning Authority.

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

34. 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. All plant shall be specified in accordance with plant noise limits recommended in the approved Residential Planning Noise Report (Sandy Brown Ltd, ref. 023765-R01-C, dated 30 April 2024, published 5 June 2024). Once installed such plant or equipment shall not be altered unless otherwise agreed in writing by the Local Planning Authority.

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

35. 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 system's required cleaning and maintenance schedule.
- e) Details of a scheme of works to prevent the transmission of structure borne noise or vibration to other sensitive portions of the building.

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

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

property.

Other Compliance Conditions

36. No customer shall be permitted to be on the premises of the commercial unit hereby approved outside the hours of 0800 to 2300 on any day.

Reason: In the interests of the amenities of neighbouring residents.

37. Commercial deliveries to and collections from the building shall be carried out only between the hours of 0800 to 2100 on Mondays to Saturdays and between the hours of 1000 to 1600 on Sundays and Public Holidays.

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

38. Movement, sorting or removal of waste materials, recyclables or their containers in the open air shall be carried out only between the hours of 0800 to 2300 on any day.

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

39. The fire exit doors shall only be used as an emergency exit and shall not at any other time be left standing open.

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

40. 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.

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

41. The commercial unit hereby approved shall be used only for purposes falling under use class E as set out in the Town and Country Planning (Use Classes) Order 1987 (as amended), or any subsequent Order which supersedes the 1987 Order.

Reason: To ensure the use of the unit is appropriate for the character and amenity of the area.

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.
2. You are advised that this development is liable for the Community Infrastructure Levy (CIL) charge. A liability notice will be sent to you shortly informing you of the CIL charge payable and the next steps in the process.

Please note: You must not start work until you have submitted and had acknowledged a CIL Form 6: Commencement Notice. Failure to do this will result in

surcharges and penalties.

3. Based on the information available this permission is considered to be one which will require the approval of a biodiversity gain plan before development is begun because none of the statutory exemptions or transitional arrangements are considered to apply.
4. The required CMP should cover all phases of demolition, site clearance, groundworks and above ground level construction. The content of the CMP should include, as a minimum;

- Reference to permitted standard hours of working (0730 to 1800 Monday to Friday; 0800 to 1300 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 and highway sweeping) and 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 CMP 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.

5. Applicants seeking to discharge planning conditions relating to the investigation, assessment and remediation/mitigation of potential or confirmed land contamination, including soils contamination and/or ground gases, should refer to the following resources;

- Land Contamination Risk Management (LCRM; EA 2020) published at; <https://www.gov.uk/government/publications/land-contamination-risk-management-lcrm>;
- Sheffield City Council's, Environmental Protection Service; 'Supporting Guidance' issued for persons dealing with land affected by contamination, published at; <https://www.sheffield.gov.uk/content/sheffield/home/pollution-nuisance/contaminated-land-site-investigation.html>.

6. The approved development lies within an area that has been defined by the Coal Authority as containing potential hazards arising from former coal mining activity. These hazards can include mine entries (shafts and adits), shallow coal workings, geological features (fissures and break lines), mine gas and previous surface mining sites. Although such hazards are seldom readily visible, they can often be present and problems can occur in the future, particularly as a result of development taking place.

Any intrusive activities which disturb or enter any coal seams, coal mine workings or coal mine entries (shafts and adits) requires a Coal Authority Permit. Such activities could include site investigation boreholes, digging of foundations, piling activities, other ground works and any subsequent treatment of coal mine workings and coal mine entries for ground stability purposes. Failure to obtain a Coal Authority Permit for such activities may result in the potential for court action.

Property-specific summary information on past, current and future coal mining activity can be obtained from www.groundstability.com or a similar service provider.

If any of the coal mining features are unexpectedly encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848. Further information is available on the Coal Authority website at www.gov.uk/coalauthority. In areas where shallow coal seams are present, caution should be taken when carrying out any on site burning or heat focused activities.

7. If the developer is looking to have new sewers included in a sewer adoption agreement with Yorkshire Water (under Section 104 of the Water Industry Act 1991), they should contact Yorkshire Water's Developer Services Team (03451 208 482, technical.sewerage@yorkshirewater.co.uk) at the earliest opportunity. Sewers intended for adoption should be designed and constructed in accordance with the WRc publication 'Code for Adoption - a design and construction guide for developers' as supplemented by Yorkshire Water's requirements.
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. The developer should be aware that electric vehicle charging points should be installed to parking spaces associated with the development as required by Approved Document S of the Building Regulations.
10. 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/Cash Deposit required as part of the S278 Agreement.

You should apply for a S278 Agreement at the following webpage:

<https://www.sheffield.gov.uk/roads-pavements/apply-s278-agreement> or by emailing highways_dc@sheffield.gov.uk

11. 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.

12. The applicant is advised that the cost of the bus stop improvements secured through condition 23 above are estimated at £19,000.62 by South Yorkshire Mayoral Combined Authority, as of 5 August 2024. On entering the arrangements to secure the highway improvements, an updated quote may be required.
13. 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.
14. 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.
15. The applicant should install any external lighting to the site to meet the guidance provided by the Institution of Lighting Professionals in their document GN01: 2011 "Guidance Notes for the Reduction of Obtrusive Light". This is to prevent lighting causing disamenity to neighbours. The Guidance Notes are available for free download from the 'resource' pages of the Institute of Lighting Professionals' website.
16. The applicant is advised that, as per the attached condition, details of public art need to be agreed with the local planning authority prior to being implemented on site. Advice can be sought in advance of the submission of details from the Council's Public Art Officer. Please note there is an hourly charge for this advice.

You can contact the Public Art Officer at: publicart@sheffield.gov.uk

Further details on the Council's public art projects can be found at <https://www.sheffield.gov.uk/planning-development/public-art-projects>

17. The developer should have regard to the crime prevention and security guidance provided in the consultation response from South Yorkshire Police, published 10 June 2024. The response can be viewed in the Documents tab on Sheffield City Council's Public Access online planning database by searching for application 24/01672/FUL.
18. Northern Powergrid wish to refer the applicant to the Health Safety Executive's publication HS(G) 47 "Avoiding Danger From Underground Services", which emphasises that the position of any services in or near the proposed work area should be pinpointed as accurately as possible using a detecting device in conjunction with up-to-date service plans and other information which provides a guide to the possible location of services and helps interpret the signal.

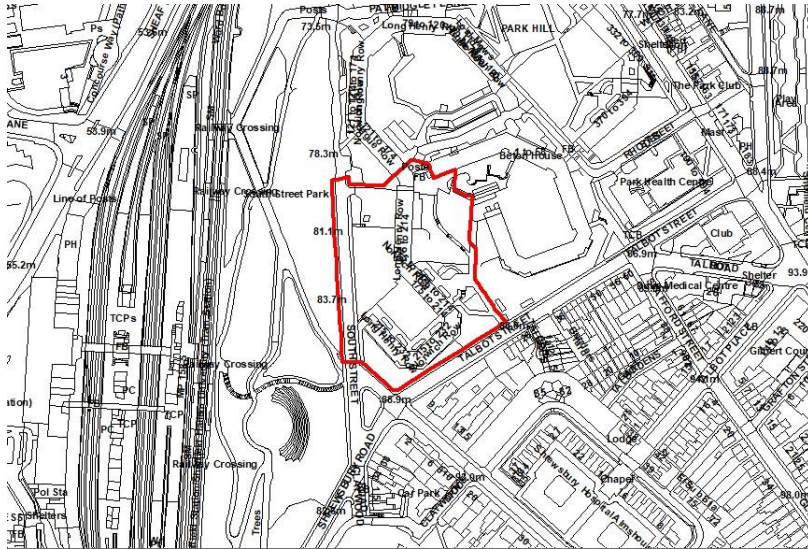
Excavation work should follow safe digging practices. Once a detecting device has been used to determine position and route, excavation may proceed, with trial holes dug as necessary, to confirm the position of any detected services. A cable is positively located only when it has been safely exposed. Cable depths are not generally indicated on Northern Powergrid records and can vary considerably even when shown. Great caution must be

exercised at all times when using mechanical plant. Careful trial digging should always be carried out on the whole route of the planned excavation to ascertain no cables exist.

The Health Safety Executive publication GS6 "Avoidance of Danger from Overhead Electric Lines" must be consulted if the works are near overhead power lines. Both of these documents provide comprehensive guidance for observance of statutory duties under the Electricity at Work Regulations 1989 and the Health Safety at Work Act 1974.

Please note that ground cover must not be altered either above or below Northern Powergrid cables or below overhead lines. In addition, no trees should be planted within 3 metres of existing underground cables or 10 metres of overhead lines. All apparatus is legally covered by a wayleave agreement, lease or deed, or alternatively provided under the Electricity Act 1989. Should any alteration/diversion of Northern Powergrid's apparatus be necessary, budget costs can be provided by writing to Network Connections, Alix House, Falcon Court, Stockton On Tees, TS18 3TU, or phoning 0800 0113433.

Site Location



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INTRODUCTION

This is a joint report for planning application 24/01672/FUL and listed building consent application 24/01673/LBC. The applications are being presented to Planning & Highways Committee as they represent the final phase of a regeneration project of major importance to the city, and due to significant public interest in previous phases.

The regeneration of the Park Hill estate has been ongoing for several years. Outline planning permission for the comprehensive redevelopment of the estate was first granted at Planning Committee in August 2006. This permission was for up to 874 refurbished flats across the whole of the existing Grade II* listed complex, together with a total of 13,761 square metres of various non-residential uses in refurbished and new-build spaces, along with landscaping and car parking. A number of matters were reserved by condition including details of design, external appearance, access and landscaping. The 2006 outline consent was subsequently varied three times (see full planning history below).

A reserved matters application for the first of five main phases of the project (the northernmost section) was approved in October 2007. However, as a result of market changes, the designs for Phase 1 evolved and an amended reserved matters application was approved in December 2011. This consent included a reduction in apartment numbers from 321 units to 263 units, and a deferral in the provision of a multi-storey car park to a later phase. The 2011 consent represents the as-built design for Phase 1, which was completed in March 2016.

The reserved matters application for Phase 2 was approved in December 2017. It granted consent for the refurbishment of the horseshoe-shaped block in the centre of the site, to provide 199 residential units and 1,963 square metres of commercial space. Phase 2 was completed in 2022.

In a departure from the consented outline scheme, planning permission and listed building consent were granted in July 2018 for the refurbishment of the Phase 3 block at the southern end of the site to provide student accommodation with some commercial space at ground floor level. Phase 3 was completed in 2021.

In a further departure from the consented outline scheme, planning permission and listed building consent were granted in August 2019 for the refurbishment of the Duke Street block at the eastern end of the estate for use as 95 residential units, education space, artist studios, flexible workspaces, temporary artist accommodation and heritage flats, plus an extension to form a purpose-built art gallery with ancillary shop and café. This consent for Phase 4 was never implemented and has since lapsed.

Planning & Highways Committee Members voted to grant planning permission and listed building consent for an amended version of the Phase 4 scheme in November 2023, although the planning permission was not issued until July 2024, when the associated legal agreement under section 106 of the Town and Country Planning Act 1990 (as amended) was signed. The amended Phase 4 scheme omits the purpose-built art gallery and represents a simplified proposal for refurbishment, alterations

and landscape works only, to create 125 dwellings and two commercial units.

These applications seek planning permission and listed building consent for Phase 5 of the project, representing the final phase of Park Hill's regeneration.

LOCATION AND PROPOSAL

Site Location

The application site is located within the Park Hill estate to the east of the city centre. The estate covers approximately 13 hectares (32 acres) and is comprised of interconnecting wings that vary in scale from four to 13 storeys. It is bound by Anson Street and the Park Square roundabout to the north, Duke Street to the east, Talbot Street to the south and South Street to the west. Beyond South Street is the Sheaf Valley Park which leads down to Sheffield Midland Station in the valley bottom. The core of the city centre is located to the west of the Station. To the north-east and south-east, the surrounding areas are predominantly residential in character.

Park Hill was built between 1957 and 1961 by the Corporation of Sheffield as an ambitious social housing project to replace the previous slum housing present on the site. This prominent Grade II* listed brutalist structure is now the largest listed building in Europe. A characteristic feature of Park Hill is the 'streets in the sky' that link all of the blocks with external decks wide enough to accommodate a milk float. These walkways, which were intended to replicate the close community of a terraced street, occur at every third level within the blocks, and all front doors lead onto the decks. Large communal open spaces are located between the blocks, which snake around the landscape in an irregular arrangement. The roof height is consistent across the whole estate, with the number of storeys increasing towards the north as the topography falls.

Flats and maisonettes were designed around a three-bay, three-storey unit system comprising of a one-bed and a two-bed flat below deck level and a three-bed maisonette on and above the deck level. This system allowed for dual-aspect flats with high standards of daylight and, for many flats, spectacular views over the city centre. The rigid grid of flats and maisonettes also ensured that kitchens and bathrooms were stacked in pairs to facilitate servicing. Lifts, stairs, public houses and laundries were set at nodal points. The concrete structure was infilled with brickwork and full-height timber windows. Each of the three-storey bands (with the 'street' in the central storey of those bands) had a different brickwork colour, getting progressively lighter towards the top storey. The deck access shifts to different sides of each block to maximise the orientation of that wing, so that the balconies on the other side can benefit from the best views and sunlight.

Whilst the estate was celebrated by residents and critics in its early days, it gradually declined from the mid-1970s as local and national economic conditions led to widespread unemployment and social problems. By the 1990s the estate was facing huge problems of crime, drugs and lack of maintenance, and its brutalist design had become unpopular with many. Nonetheless, the building was listed in 1998 in recognition of its international importance as an imaginative flagship example of modernist inner-city social housing. At the turn of the 21st century, plans for the

regeneration of the estate were put into motion, and three of the five phases are now complete. Phase 1 involved the replacement of the brickwork infills with brightly coloured spandrel panels, whereas Phases 2-4 have restored the original brickwork and instead focused colour on the balcony reveals, being primary colours on Phase 3 and more muted tones in the case of Phases 2 and 4.

The Phase 5 site is located at the southern end of the estate, bound by South Street to the west, Norfolk Road to the south-west and Talbot Street to the south-east. This block ranges from four to seven storeys, with the lowest level being 'level 7' in relation to the estate as a whole – Phase 5 sits on the highest land, hence the block itself is lowest in height due to the estate's constant roof line. The block has four flanks, referred to as Flanks I-L (with Flank I being the northernmost section), resembling a hook-like shape on plan, and connects to Phases 2 and 3 at the northern end. The grounds surrounding Phase 5 are almost entirely lawned, with a small existing parking and servicing area accessed from South Street at the northern end. The overall site area is approximately 1.35 hectares.

Application Proposal

These applications seek planning permission and listed building consent for the refurbishment of the Phase 5 block. The block would be redeveloped in a similar manner to Phase 2 and the extant consents for Phase 4, with the brick infills restored and the same colour palette used for the balcony reveals. A ground floor commercial unit would be provided at the northern end of Flank I, next to the lift core, but the use of this part of the building would be otherwise residential, including 'townhouse'-style ground floor duplexes with private entrances. The total number of dwellings would be 105.

The external areas would be landscaped in a similar style to the previous phases of the wider project. Areas to the east of the block and some lawns surrounding the parking areas would be publicly accessible, but the courtyard between Flanks J-L and the areas to the south of Flanks K and L would be for residents' use only. Allotments would be provided to the east of Flank J. Two small parking areas would be provided to the west of Flank I, with further formalised parking spaces being created along South Street, which would be remodelled with landscaping either side in an irregular angular layout, creating a traffic calming effect, similarly to the northern part of South Street adjacent to Phases 1 and 2.

RELEVANT PLANNING HISTORY

The planning history relating to Park Hill's regeneration is set out in full below (excluding applications to discharge conditions).

06/00848/OUT

In August 2006, outline planning consent was granted for the refurbishment and partial redevelopment of the Park Hill Estate to provide residential accommodation (use class C3), multi-storey car park, landscaping, new vehicular and pedestrian access routes and A1, A2, A3, A5, B1 and D1 uses.

06/00849/LBC

In September 2006, listed building consent was granted for the removal of buildings and structures within the curtilage of Park Hill Flats.

07/01962/OUT

In July 2007, an application was approved under Section 73 of the Town and Country Planning Act 1990 (as amended) to vary condition 1 imposed by outline permission 06/00848/OUT, allowing for the phased development of the site.

07/02476/REM & 07/02475/LBC

Partial demolitions, refurbishment and reconfiguration of existing flats, erection of multi-storey car park with ancillary A1 (retail), A3 (cafes/restaurants), A4 (bars), A5 (takeaways), D1 (health/education) and B1 (offices) uses and landscaping (reserved matters in accordance with 06/00848/OUT) were approved in October 2007. This resulted in full planning permission and listed building consent being secured for Phase 1.

08/02793/OUT

In October 2008, an application to vary condition 7 (details of multi-storey car park) and condition 12 (car parking strategy) of outline planning permission 06/00848/OUT was approved under Section 73.

11/02801/REM & 11/03197/LBC

A revised reserved matters submission for Phase 1 was approved in December 2011, including a reduction in apartment numbers from 321 units to 263 units, and a deferral in the provision of a multi-storey car park to a later phase.

12/01758/OUT

An application under Section 73 to vary conditions 9 and 10 of outline planning permission ref. 06/00848/OUT, to allow landscaping, the creation of public access routes and highways improvement works to be delayed until Phase 2 of the development, was approved in September 2012.

12/01800/REM

An application under Section 73 to vary condition 5 of reserved matters permission ref. 07/02476/REM, allowing highways improvement works to be delayed until Phase 2 of the development, was also approved in September 2012.

13/00794/RG3

Planning permission was granted for the provision of a pedestrian link path/cycleway in May 2013.

17/00743/FUL

Planning permission was granted for the use of the garage block as an art studio, with alterations including the installation of a skylight, replacement windows and a fire escape, in April 2017.

17/03486/REM & 17/03686/LBC

In December 2017, reserved matters consent (in accordance with outline consents 06/00848/OUT, 07/01962/OUT, 08/02793/OUT and 12/01758/OUT) was granted for the central block, to provide 199 residential units and 1,963 square metres of commercial space (A1, A2, A3, A4, B1, D1 and D2 uses), landscaping, car parking and associated works. These applications formed the detailed consent for Phase 2.

18/01699/FUL & 18/01700/LBC

In July 2018, full planning permission and listed building consent were granted for external and internal alterations to the southern block (Phase 3) for use as student accommodation (Sui Generis), including use of part of the ground floor as use classes A1, A2, A3, A4 and/or D2, erection of cycle store and provision of landscaping, car parking and service areas, a sub-station and boundary treatments. These Phase 3 consents represent the first departure from the original outline scheme.

18/04469/NMA

A non-material amendment (NMA) to planning approval 18/01699/FUL to allow for the relocation of the substation was granted in December 2018.

19/00548/NMA & 19/00556/LBC

In March 2019, an NMA and listed building consent were granted to allow alterations to the approved shared bathroom arrangements in Phase 3, in order to provide en-suite bathrooms.

19/00302/REM

In May 2019, consent was granted under Section 73 to allow amendments to the wording of condition 7 of 17/03486/REM (internal subdivision of commercial unit).

19/00253/OUT

An application under Section 73 to remove conditions 10 and 28 (highway improvements), and to vary the wording of conditions 7 (external details of multi-storey carpark) and 15 (cycle parking accommodation) of planning permission 12/01758/OUT was approved in October 2019.

19/00523/FUL & 19/00902/LBC

Full planning permission and listed building consent were granted in August 2019 for

the refurbishment of the Duke Street tower block for a mixed-use development comprising of 95 residential units, education space, artist studios, flexible workspaces, temporary artist accommodations and heritage flats, and an extension to form a new purpose-built art gallery with ancillary shop and cafe, landscaping, car parking and associated works (use classes B1, C1, C3 and D1), forming Phase 4 of Park Hill's regeneration.

19/01850/NMA

An NMA to allow the removal of a steel entrance canopy (amendment to planning approval 18/01699/FUL) was granted in May 2019.

19/04090/FUL

Planning permission was granted in February 2020 for the relocation of an existing substation to create a new public route through to Phases 2 and 3.

21/01217/NMA

An NMA to allow a variation to the original description of reserved matters approval 17/03486/REM to remove reference to the apartment numbers for Phase 2 was granted in April 2021.

21/04319/REM & 21/04417/LBC

Applications to vary the wording of condition 6 of outline permission 12/01758/OUT (under Section 73 of the Town and Country Planning Act) and listed building consent 17/03686/LBC (under section 19 of the Listed Buildings and Conservation Areas Act) to remove reference to car park screening were approved in November 2021.

22/02659/NMA

An NMA to allow amendments to the trigger points of conditions 3, 4, 6, 7, 8 and 26 of planning approval 19/00523/FUL was granted in July 2022 (although the permission eventually lapsed in August 2022 regardless).

23/01960/FUL & 23/01961/LBC

Listed building consent was granted for the refurbishment and alterations to the Duke Street block for a mixed-use development comprising 125 residential apartments, two commercial units (Use Class E) with landscaping, car parking and other associated works in November 2023. Whilst the associated planning application was also determined by Members in the same Planning & Highways Committee meeting, the full planning permission was not issued until July 2024, following the signing of an associated section 106 agreement to secure bus stop improvements. These permissions form the updated Phase 4 proposals.

23/03398/LBC

In December 2023, listed building consent was granted for the installation of

augmented sacrificial anodes as part of repairs to Phase 1's concrete frame.

24/00658/LBC

In April 2024, listed building consent was granted for an external balustrade to one of the commercial units in Phase 2.

24/01188/LBC

Listed building consent was sought for the temporary installation of a climbing wall at the southern end of Phase 1, but the application was withdrawn in June 2024.

24/01862/FUL and 24/01863/LBC

Planning permission and listed building consent were granted for the installation of solar photovoltaic panels on the boiler house roof in August 2024.

SUMMARY OF REPRESENTATIONS

The application has been advertised in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended).

Neighbour consultation letters were sent out to neighbouring properties with an adjoining boundary. Notices were displayed around the site location. A press notice was displayed in the Sheffield Telegraph.

Representations have been received from 10 residents, summarised as follows:

- The scheme is supported in general, and the developer has listened to residents more effectively than for Phase 4, but there are details which require attention.
- Page 31 of the Design & Access Statement states that the Phase 3 stair will be for use of the Phase 3 (Beton House) student residents, but this is objected to due to noise, and the Residents' Association has been otherwise informed that this stairwell will be for day-to-day use by residents of Phases 1, 2 and 5, and student residents will only be permitted to use it in an emergency.
- A condition should be imposed to require a soft closing door at the base of this stairwell to prevent loud noises.
- A condition should be imposed to prevent students from using the stairwell except in an emergency.
- Bicycle storage provision is inadequate and relies on residents storing bikes within their own residence, but the space within similar flats is insufficient in Phase 2.
- There is a clear demand for more dedicated bike storage, and a larger store with more accessible stand types should be provided.
- Bicycle use should be encouraged from an environmental perspective.
- Restrictions on the commercial unit should be imposed, including controls on operating times, noise and odour control for kitchen uses.

- The condenser unit at Park Hill Provisions is louder than it should be.
- There is an existing problem with litter on the estate, and a condition should be imposed in relation to waste management.
- More litter bins and more frequent emptying should be secured, with a responsibility for ground litter management written into any commercial leases.
- Outward-opening windows create problems at Phase 2 with blowing open and slamming shut in the wind and should not be used at Phase 5.
- Waste collection times should be conditioned.
- Spaces around the substations should be managed to deter antisocial behaviour and fly-tipping.
- Substantial trees and planting should be provided to screen the new car parks.
- Given that trees in Phase 3 have not been maintained, a condition should be applied to require replanting of failed species within five years of establishment for Phase 5.
- Adequate electric vehicle charging and car club provision should be secured.
- The walkway specification for the access decks is similar to Phase 2, but with a speckle added, presumably to hide dirt. No maintenance company seems to have found an effective way to clean the Phase 2 walkways, and a condition for ongoing cleaning and maintenance should be included.
- South Street experiences high levels of speeding, with the angled road layout doing little to slow down traffic – further speed controls (such as signs and/or lower speed restrictions) should be secured through condition to ensure pedestrian priority.
- Traffic on South Street causes noise and air pollution.
- A segregated pedestrian path should be provided on South Street, rather than pedestrians and vehicles sharing a narrow space.
- A stop or give way sign should be provided at the junction of South Street and Pat Midgley Lane.
- Speed bumps should be added along South Street.
- There are antisocial behaviour and drug dealing issues at the top of South Street near the amphitheatre, and this should be addressed.
- The Police should be consulted.
- It is suggested that there should be a road closure of part of South Street where it forms a triangle with Norfolk Road and Shrewsbury Road.
- There should be a pedestrian crossing to Talbot Street.
- A resident's community space would be a better use of the commercial unit at the ground floor of Flank I.
- It is disappointing that there is a continued loss of planned community and commercial facilities as planned for in the original outline consent for Park Hill.
- The proposed commercial unit would overlook the gardens of the Phase 2 ground floor townhouses.
- Noise impacts from the commercial unit should be considered.
- Flat numbering and signage should be consistent with Phase 2 to assist with wayfinding.
- Any post-build snags should be dealt with more quickly.
- More of the open space should be publicly accessible, including along South Street, but the allotments are welcomed.

- An exception should be made to the CIL and Planning Obligations SPD to ensure that there is affordable housing within a mixed community.
- The proposed boundary treatment at Talbot Street would create an imposing and unfriendly feeling with a lack of active frontage.
- The colour palette should be varied for Phase 5 to avoid a monotonous feel across the Park Hill estate.
- The roofs should be better utilised for solar panels or green roofs.

Many of the above requests relate to the day-to-day management of the estate, which is generally a matter for the operators rather than a planning consideration. Commercial lease arrangements are a separate legal matter. Paragraph 56 of the National Planning Policy Framework states that planning conditions should be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects.

Extensive prescriptive conditions relating to aspects such as stairwell access, door and window closing mechanisms, litter management and surfacing maintenance are not deemed necessary, enforceable or reasonable. However, some other conditions (e.g. waste collection times, opening hours, odour control and replanting of failed trees) are more commonly deemed necessary to define the consent and ensure a high quality of development with appropriate standards of amenity at the outset, and are accordingly included within the recommendation as discussed below.

Any existing noise concerns relating to other phases of the Park Hill development are not directly relevant to this Phase 5 application and should be addressed through a separate enforcement complaint if necessary. The application must be assessed on its own merits, and hypothetical alternative proposals for a community facility cannot be taken into account when there is no planning policy requirement for such a space. These are standalone applications rather than being linked to the previous outline consent.

Apartment numbering is not a matter for the Local Planning Authority. Antisocial behaviour outside the application site is not a planning matter and cannot be directly addressed through this application. The request for a highway closure of part of South Street relates to land outside the red line boundary and is not directly relevant to the application. Likewise, the junction of South Street and Pat Midgley Lane falls outside the application site and is not affected by this proposal. Responsibility for build quality and dealing with any snags raised by residents lies with the developer, not the Local Planning Authority.

Other issues, including highway safety, privacy, affordable housing and design matters, are material planning considerations and are discussed in the Planning Assessment below.

EXTERNAL CONSULTEE RESPONSES

Key statutory and advisory consultees from external bodies have been invited to provide comments on technical and other matters to inform the Local Planning Authority's eventual decision. External consultees' comments are referred to where

relevant in the Planning Assessment below, but are also summarised here for clarity:

Northern Powergrid

Guidance is provided in relation to working near electricity apparatus. This can be communicated to the developer through an informative note on the decision notice.

South Yorkshire Police

Advice provided in relation to security standards for the development. This can be communicated to the developer through an informative note on the decision notice.

The Coal Authority

The application site lies in an area of both recorded and historical unrecorded shallow coal mining. However, given that no significant groundworks are required to facilitate the development, there is no objection. Warnings of potential hazards and the need for a Coal Authority permit for any intrusive activities can be provided through an informative on the decision notice.

South Yorkshire Fire & Rescue

The proposal appears to be satisfactory in respect of fire access. Sprinkler systems should be promoted.

Trans Pennine Trail and Sustrans

There is a need for a level pedestrian and cycling route alongside the tramway from Granville College to Park Square, as the existing route for cyclists via the footpath over the Station tram stop is not satisfactory. More cycle parking and electric bicycle charging is requested. The Trans Pennine Trail should be referred to in the submission. Pedestrian entrances should be shown for cycle access too. It should be confirmed whether the lift can safely accommodate cycles. The path through the parkland has steps, so how would residents unable to use steps be catered for?

Sheffield Conservation Advisory Group

The Group welcomes the refurbishment of Phase 5 at the Park Hill flats but urges that the open space around Phase 5, although it is outside the scope of the planning application border, be treated sensitively as it does have an impact on the Norfolk Road Conservation Area. The Group supports the Friends Group in their attempt to have one flat, furnished as it would have been in the 1950s, open for public visits.

[This application includes no proposals for public visits to a flat with 1950s furnishings and is assessed on its own merits for the use described. Any such future proposal would require a new application for a change of use.]

South Yorkshire Mayoral Combined Authority

Further details on cycle parking, including for e-bikes, should be provided. The

developer was requested to fund the erection of a new bus shelter to the bus stop on Duke Street. Following correspondence with the case officer, it was agreed that a more appropriate contribution would be for improvements to the bus stop on Talbot Street. Passenger information displays should be provided in a communal area of the building.

Yorkshire Water

There is a 4-inch water main within the red line boundary on the eastern footway. No building or other obstruction, including landscape features, should be located over or within 3 metres either side of the centre line of the water main, and no construction works in the relevant area of the site should commence until measures to protect the public water supply have been implemented. Details of the construction of car parking bays and other landscape features should be provided, to ensure no detrimental impact on Yorkshire Water infrastructure. The development should be carried out in accordance with the approved Flood Risk Assessment, which is acceptable.

Health and Safety Executive (Fire Safety)

Concerns were initially raised regarding the lack of detail over fire appliance parking locations, the distance to dry risers, the distance between stair cores, the requirement for additional riser main inlets and outlets, and the lack of detail on hydrant locations. The applicant subsequently provided an amended fire statement which satisfied the fire safety concerns in relation to land use planning considerations.

PLANNING ASSESSMENT

Policy Context

National policies are contained in the National Planning Policy Framework (NPPF), last updated in December 2023. The following sections of the NPPF are relevant:

- Chapter 2: Achieving sustainable development
- Chapter 4: Decision-making
- Chapter 5: Delivering a sufficient supply of homes
- Chapter 6: Building a strong, competitive economy
- Chapter 7: Ensuring the vitality of town centres
- Chapter 8: Promoting healthy and safe communities
- Chapter 9: Promoting sustainable transport
- Chapter 11: Making effective use of land
- Chapter 12: Achieving well-designed and beautiful places
- Chapter 14: Meeting the challenge of climate change, flooding and coastal change
- Chapter 15: Conserving and enhancing the natural environment
- Chapter 16: Conserving and enhancing the historic environment

Further national guidance can be found in the Planning Practice Guidance (PPG) and the National Design Guide (2019).

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan for Sheffield comprises the Sheffield Core Strategy (adopted March 2009) (formerly called the Sheffield Development Framework Core Strategy) and 'saved' policies from the Sheffield Unitary Development Plan (1998) (UDP).

The site is identified on the UDP Proposals Map as being within a Housing Area.

The application of Sheffield's development plan policies must take account of paragraph 11 of the NPPF, which provides that when making decisions, a presumption in favour of sustainable development should be applied, and that where there are no relevant development plan policies, or where the policies which are most important for determining the application are out of date (including where they are inconsistent with the NPPF or where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites, or a four-year supply where the Local Planning Authority has an emerging local plan that has reached Regulation 18 or 19 stage), planning permission should be granted unless:

- i) the application of policies in the NPPF which relate to protection of certain areas or assets of particular importance which are identified in the NPPF as such (for example SSSIs, Green Belt, certain heritage assets and areas at risk of flooding) provide a clear reason for refusal; or
- ii) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole.

This is referred to as the 'tilted balance'. As Sheffield is currently unable to demonstrate a four-year housing land supply, the tilted balance is engaged for all housing development proposals, although listed buildings are designated heritage assets and refusal could still be justified if NPPF policies relating to their protection provide a clear reason not to grant permission, as could other material considerations in line with paragraph 11dii)

Paragraph 225 of the NPPF states that existing policies in a development plan should not be considered out-of-date simply because they were adopted or made prior to the publication of the NPPF and that due weight should be given to existing policies in a development plan, according to their degree of consistency with the NPPF. The appropriate level of weight afforded to Sheffield's relevant development plan policies is set out below, based on their degree of conformity with the provisions of the NPPF.

The following Core Strategy policies are relevant in this case:

- CS14: City-wide Distribution of Shopping and Leisure Development (moderate weight)
- CS23: Locations for New Housing (moderate weight)

- CS24: Maximising the Use of Previously Developed Land for Housing (moderate weight)
- CS26: Efficient Use of Housing Land and Accessibility (significant weight)
- CS40: Affordable Housing (significant weight)
- CS41: Creating Mixed Communities (moderate weight)
- CS46: Quantity of Open Space (significant weight)
- CS47: Safeguarding Open Space (limited weight)
- CS51: Transport Priorities (significant weight)
- CS53: Management of Demand for Travel (moderate weight)
- CS54: Pedestrian Routes (significant weight)
- CS55: Cycling Routes (significant weight)
- CS63: Responses to Climate Change (significant weight)
- CS64: Climate Change, Resources and Sustainable Design of Developments (significant weight)
- CS65: Renewable Energy and Carbon Reduction (significant weight)
- CS66: Air Quality (significant weight)
- CS67: Flood Risk Management (significant weight)
- CS73: The Strategic Green Network (moderate weight)
- CS74: Design Principles (significant weight)

The following UDP policies are relevant:

- BE5: Building Design and Siting (significant weight)
- BE6: Landscape Design (significant weight)
- BE9: Design for Vehicles (moderate weight)
- BE10: Design of Streets, Pedestrian Routes, Cycleways and Public Spaces (significant weight)
- BE12: Public Art (significant weight)
- BE16: Development in Conservation Areas (limited weight)
- BE19: Development affecting Listed Buildings (limited weight)
- BE22: Archaeological Sites and Monuments (significant weight)
- GE10: Green Network (significant weight)
- GE11: Nature Conservation and Development (moderate weight)
- GE15: Trees and Woodland (moderate weight)
- GE22: Pollution (significant weight)
- GE23: Air Pollution (significant weight)
- GE24: Noise Pollution (significant weight)
- GE25: Contaminated Land (significant weight)
- H10: Development in Housing Areas (significant weight)
- H14: Conditions on Development in Housing Areas (significant weight)
- H15: Design of New Housing Developments (significant weight)
- H16: Open Space in New Housing Developments (very limited weight)
- LR5: Development in Open Space Areas (moderate weight)
- S5: Shop Development Outside the Central Shopping Area and District Centres (moderate weight)
- T21: Car Parking (moderate weight)
- T28: Transport Infrastructure and Development (significant weight)

The following additional local policy and guidance documents are relevant:

- Climate Change and Design SPD
- CIL and Planning Obligations SPD
- City Centre Strategic Vision
- Norfolk Road Conservation Area Appraisal
- Highways Adoption and Information Sheets

Sheffield City Council is preparing a new draft local plan (the ‘Sheffield Plan’) to supersede the Core Strategy and UDP. Following public consultation, examination of the draft Sheffield Plan by the Planning Inspectorate has commenced. At this stage in the adoption process, the draft Sheffield Plan has limited weight in decision-making, but it is referred to in the below appraisal as an indication of the anticipated future direction of travel in terms of planning policy, where relevant.

The key planning issues in this case are discussed in full below, and are summarised as follows:

- Land Use
- Density and Mixed Communities
- Design and Conservation
- Residential Amenity
- Highway Safety, Parking and Accessibility
- Ecology, Trees and Landscaping
- Flood Risk and Drainage
- Pollution and Contamination
- Energy and Sustainability
- Archaeology
- Fire Safety
- Employment and Skills
- Community Infrastructure

Land Use

Housing

The Park Hill estate lies within a designated Housing Area as shown on the UDP Proposals Map. Policy H10 of the UDP has significant weight and describes housing as the preferred use of land. Policies CS23 and CS24 of the Core Strategy support the efficient use of brownfield land to meet housing needs, and the City Centre Strategic Vision (March 2022) identifies Park Hill as a major regeneration project to support a vibrant residential population. The Vision, though not an adopted planning policy document, is a background paper for the draft Sheffield Plan, which specifically allocates the remainder of Park Hill for residential development.

In chapter 5 of the NPPF, the Government sets out objectives for significantly boosting the supply of homes. Paragraph 123 of the NPPF also states that planning decisions should promote an effective use of land in meeting the need for homes, while safeguarding and improving the environment and ensuing safe and healthy living conditions. Paragraph 11 sets out the ‘tilted balance’, lending extra support to housing proposals where local authorities are unable to demonstrate a five-year deliverable supply of housing sites in line with the requirement in paragraph 76.

Paragraph 226 reduces the housing supply requirement to a four-year supply, measured against the five-year requirement, when the Local Planning Authority has an emerging local plan that has progressed through Regulation 18 or 19 stage as set out in the Town and Country Planning (Local Planning) (England) Regulations 2012, as is the case in Sheffield.

According to the standard calculation method set out in the PPG, Sheffield's annual local housing requirement is 3038 homes, taking into account projected household growth, local affordability ratios and the 35% uplift for England's largest towns and cities. The total net five-year requirement is 15,192. Sheffield is able to demonstrate a net deliverable supply of 9,165 homes, equating to only 3.01 years, thereby engaging the tilted balance in favour of housing development proposals.

In line with paragraph 11(d) of the NPPF, planning permission must be granted unless assets of particular importance are affected, or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole. As such, and with regard to adopted and emerging local land use policies, the principle of residential development in this location is acceptable. Re-use of the block as residential accommodation is welcome and has already been established by previous outline consents.

Commercial Uses

The Phase 5 proposal includes a flexible commercial unit at ground floor level, comprising 210 square metres of floorspace. This unit would fall within class E of the Town and Country Planning (Use Classes) Order 1987 (as amended) and would represent a "main town centre use" as described in the NPPF.

Alongside housing, policy H10 allows for small shops, food and drink, and business uses in Housing Areas. However, paragraph 91 of the NPPF states that Local Planning Authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre nor in accordance with an up-to-date plan. This sequential approach is in place to protect the vitality and viability of town centres, and also reflects the requirements of policy CS14 of the Core Strategy and policy S5 of the UDP. These policies have only moderate weight as the boundaries of the Central/Primary Shopping Area are out of date, and parts of the policies equate edge-of-centre development with development within the defined centres. Nonetheless, the application site is not in a retail centre and a sequential test is required by the NPPF.

A retail sequential test is included within the submitted Planning Statement. The test comprises a search for available alternative sites within the new Duke Street and Talbot Road Local Centre proposed within the draft Sheffield Plan, as well as the part of the UDP Central Shopping Area falling within the Sheaf Valley and Cultural Industries Quarters on the Core Strategy Key Diagram. The nearest Local Centre in the UDP is excluded, as that is now taken up by Phase 1 and is out of date. The same area of search was used for the recent Phase 4 application and is considered acceptable. Search criteria include sites with good street level access, opportunities for some parking, and potential to accommodate a floorspace of between 189 and

231 square metres (10% below and above the floorspace of the proposed commercial unit).

In the Local Centre as proposed in the draft Sheffield Plan, three terraced units on Duke Street are vacant, but are not being marketed and are therefore unavailable. They are also too small to accommodate the proposals. In the relevant areas of the UDP Central Shopping Area, four sites are identified, but all are too large, and some are unavailable or are unsuitable due to policy constraints or being more suitable for a specific type of business rather than flexible commercial floorspace. As such, it has been demonstrated that no suitable alternative sites are available. Furthermore, it must be acknowledged that the proposed unit is small-scale and unlikely to have a significant regional catchment to draw trade away from designated centres. The unit is a key element of the wider development, providing services for local residents and activation to the public realm at ground level. Therefore, the commercial element of the proposal can be accepted.

Open Space

It should be noted that whilst the Phase 5 building forms an allocation in the draft Sheffield Plan, part of the grounds adjacent to South Street are excluded from the allocation on the draft Policies Map, instead falling within an Urban Green Space Zone. The implications of this are discussed further in the 'Residential Amenity' section of this report, alongside a general review of open space provision. However, as the draft Sheffield Plan has only limited weight at present, there is no in-principle policy objection to the development of parking and servicing areas in this part of the grounds, as it falls within the Housing Area on the adopted UDP Proposals Map and the lawned areas are currently inaccessible to the public in any case.

Density and Mixed Communities

Density

Policy CS26 of the Core Strategy sets out density standards for new residential developments, being in conformity with paragraph 129 of the NPPF. The policy states that schemes near to a Supertram stop should have a density of between 40 and 60 dwellings per hectare. However, whilst the site is not shown within the city centre on the Core Strategy Key Diagram, it is shown within the Central Area in the draft Sheffield Plan. As such, it would be reasonable to also consider the minimum density criterion for the city centre, being 70 dwellings per hectare as set out in policy CS26. Furthermore, the policy allows for densities outside the normal ranges "where they achieve good design, reflect the character of an area or protect a sensitive area".

The proposal would deliver 105 dwellings on a site of approximately 1.35 hectares, representing a density of 77.8 dwellings per hectare. This exceeds the recommended density for sites outside the city centre as set out in policy CS26 but would be acceptable for a city centre site. The proposal is driven by the character of the existing building, which was originally conceived as a dense community of social housing and is not considered to represent an overdevelopment.

Affordable Housing

Policy CS40 of the Core Strategy seeks the provision of affordable housing where this is practicable and financially viable. However, the site falls within the City Centre Affordable Housing Market Area as set out in the CIL and Planning Obligations SPD, where affordable housing is generally considered to be unviable, and no affordable housing contribution is sought. As such, there is no policy requirement to secure affordable housing through the planning system in this case.

Whilst no affordable housing is secured through this planning application, it should be noted that 96 affordable units were delivered within Phase 1 of the Park Hill regeneration project. This equates to 21% of the units that form Phases 1 and 2, which were built under the original outline consent (which included a condition requiring no less than 20% affordable housing). As this is a full application which must be considered on its own merits with regard to current planning policies, there would be no justification to refuse the standalone Phase 5 proposal based on a lack of affordable housing.

Housing Mix

Policy CS41 aims to ensure the development of mixed communities, where “no more than half the new homes in larger developments should consist of a single house type” in the city centre and requiring a “greater mix” in other locations, including “homes for larger households”.

The proposed residential accommodation would comprise 22 one-bedroom units, 69 two-bedroom units, 13 three-bedroom units, and one four-bedroom unit. Two-bedroom units would account for 66% of the accommodation delivered. Whilst representing more than half of the homes, there would be a large range of different two-bedroom flat types within the scheme. For a development on the edge of the city centre, it is positive that the substantial majority of homes would have more than one bedroom, and the proposal would thereby increase the number of family homes in the city centre. The housing mix is considered to be acceptable.

Design and Conservation

Policy CS74 of the Core Strategy sets out design principles for new development, including requirements for developments to respect and enhance the townscape character of the city’s districts, neighbourhoods and quarters, with their associated scale, and the distinctive heritage of the city. Policy BE5 of the UDP also puts forward design policy, including requiring developments to complement the scale, form and style of surrounding buildings and, in the case of extensions and alterations, the detail and materials of the original building. Policy H14(a) also states that buildings and extensions in Housing Areas must be well designed. These policies are considered to fully accord with the design principles in paragraph 135 of the NPPF which, among other requirements, states that developments should be sympathetic to local character and history.

Policy BE19 of the UDP states that internal or external alterations to 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 changes of use will be expected to preserve the character of the building. Proposals for development within the curtilage of a building will be expected to preserve the character and appearance of the building and its setting. The original use of the listed building will be preferred but other uses will be considered where they would enable the future of the building to be secured. However, heritage policies in the UDP are not considered to conform with the NPPF, as they do not allow for an assessment of the level of harm, and its balancing against the public benefits of a development proposal.

Paragraph 205 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation, irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 207 states that where a proposed development will lead to substantial harm to a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm. Paragraph 208 states that 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.

A similar duty is prescribed by section 66 of the Planning (Listed Buildings & Conservation Areas) Act 1990 (as amended), which states that that 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".

Alterations to the Listed Building

The general approach to the residential refurbishment follows that previously undertaken for Phase 2, and latterly approved for Phase 4. The strategy is light-touch, based on retaining and repairing (where required) the concrete frame, brickwork, and party walls, retaining the full width of the 'streets in the sky', and applying colour in a restrained manner. Colour would be focused on the balcony reveals and individual apartment entrance door surrounds, with different colours being used for different apartments to aid external legibility and provide personality, within a palette of blues, greens and purples. All existing windows would be replaced with double-glazed aluminium units and sliding glass doors to the balconies. The pattern of the proposed windows picks up on the rhythm of the existing windows, but removes the multiple horizontal transoms to create large, full height openings. There would be some limited enlargements of window openings to improve daylight provision to some of the flat types.

The design approach is considered to strike a positive balance between celebrating the building's characteristic features and modernising the block for contemporary living. Similar interventions have been seen to work successfully at Phase 2, and the Heritage Statement demonstrates that the applicant has understood and respected the significant elements of the listed building. As discussed in the Design and Access Statement, options to vary the façade treatment for Phase 5 through a different

colour palette have been explored, in recognition of the fact that the uniformity between Phases 2, 4 and 5 could lead to Phases 1 and 3 appearing as outliers within the wider estate – in pre-application discussions, officers questioned whether Phase 5 should also have more of its own identity, to emphasise the phased regeneration approach. However, design testing has demonstrated that the Phase 2 palette is most effective in complementing the tones of the original concrete and brickwork, whilst introducing a sense of playfulness and individuality to the flats.

Accordingly, the Local Planning Authority can conclude that a consistent approach between Phases 2, 4 and 5 is appropriate and reflects the uniformity of the estate as originally designed. The bold colours of Phase 1 reflect its role in kick-starting the estate's regeneration, and the primary colours of Phase 3 signal that this block now has a separate use as student accommodation, differentiating it from the rest of the estate. The approach to façade works across the estate therefore reflects the 'story' of the wider regeneration project, and it is agreed that a new aesthetic for Phase 5 would be arbitrary and unnecessary. However, it has been agreed with the Conservation Officer that there should be an intention to restore, rather than replace, as many of the existing concrete balustrades as possible for Phase 5, to maximise retention of historic fabric. A condition survey of the existing balustrades, with subsequent proposals for the extent of repair/replacement, can be secured through condition.

Turning to the interventions more specific to the Phase 5 scheme, a new lobby would be created at the base of the lift core at the junction between Phases 2, 3 and 5, by enclosing the area facing Phase 3 with glazing, with the main entrance provided in the centre of that 'knuckle' of the building. This would provide a more secure entrance, similarly to other lobbies around the regenerated areas of the estate. Yellow mosaics would be retained within the lobby area, and the existing cut-through between the lift core and Phase 2 would be retained. The equivalent bay of the building between the lift core and Phase 5 is currently enclosed at ground floor but would be opened up to re-introduce a sense of symmetry to the public routes either side of the lift core. The next bay to the south currently forms a cut-through, but this would be enclosed and integrated into the proposed commercial unit.

The ground floor of Flank I was originally open, creating a connection between South Street and the interior of the estate, but has been previously infilled unsympathetically, with render panels, small windows and large areas of brickwork not matching the original brick palette. These elements would all be removed to allow for the installation of a fully glazed façade to the commercial unit. Whilst this would not completely restore the openness of the original design, glazing would allow for views through the commercial unit, creating a visual connection if not a full physical connection. Refuse and cycle stores and a plant room would be provided adjacent to the commercial unit, being in a less prominent position. All ground floor interventions in this part of the building are supported, as very few elements contributing to the significance of the listed building would be lost, but a more welcoming and legible threshold would be created.

On level 9, Long Henry Street (one of the two 'streets in the sky' which continue into Phase 5) meets ground level at Flank J, and a secure residential entrance would be provided at this point, accessed from the path leading to Talbot Street. On level 10,

another secure entrance would be provided at the knuckle between Flanks J and K, leading to a ground-level 'street' (Upper Long Henry Street) and the secure residential courtyard. The courtyard would also be accessed via the existing staircase from South Street, which would have a new fobbed access gate. All access arrangements are considered to be acceptable, having a minimal impact on the significance and original features of the building whilst upgrading the building to modern residential standards.

Much of the ground floor would now be given to duplex 'townhouses' with individual entrances, which has been previously accepted at Phases 2 and 4 and would provide activation to the surrounding external routes. The townhouse typology would match the recent Phase 4 approval, with an additional brick panel on the ground floor to provide further privacy, rather than being almost entirely glazed as was the case at Phase 2. This is supported, as it would retain to a greater extent the rhythm of the original solid-to-void ratio.

Overall, the cumulative impact of various interventions to the listed building would cause less than substantial harm in terms of retaining its original character and features. However, bringing the listed building back into use, primarily for its original purpose, and restoring public access to many of the external spaces around it, would represent significant benefits of the proposal, along with the substantial weight given to housing delivery. The alterations, whilst changing the character of the building to a minor degree, would serve to modernise and enhance its most significant features, making it habitable for contemporary living and improving public appreciation of the building. Any less than substantial harm to the fabric of the listed building is therefore clearly outweighed.

Site Layout, Public Realm and Landscaping

Policy BE6 of the UDP advises that good quality landscape design is expected in all new developments and that this should provide an interesting and attractive environment which integrates existing landscape features into the development. The key concept for this phase of the Park Hill external works is to evoke a sense of the wider Peak District landscape into the heart of the site, effectively bringing the 'park' back into Park Hill. Planting would be naturalistic, and surfacing would include a range of block paving and plank paving types, bound gravel and grasscrete. Open boundaries would be retained where possible, original concrete walls would be restored, later brick walls would be refaced with corten steel, and most new boundary treatments (where necessary to delineate private areas or provide a safety barrier to retaining walls) would comprise lightweight steel fencing.

The boundary treatment to the south of the site is of critical importance due to its prominent position at the edge of the estate, addressing Talbot Street. Whilst there was originally no hard boundary treatment at this point, it is agreed that due to the vulnerable position of dwellings in Flanks K and L, some form of boundary is necessary to protect those residents' privacy. At the junction of Talbot Street and Norfolk Road, a robust concrete feature wall with incorporated artwork and graphics (with details to be agreed through condition) would be provided, tying in with the original brutalist style of the estate. Flat bar steel railings would be provided either side of the concrete wall, creating a more visually permeable barrier, with planting

behind. Hedge planting with a 1.2 metre estate railing would be provided as the boundary runs along South Street, and further up Talbot Street. The flat bar railings were originally proposed to be corten steel but have been amended to grey/black at the request of the Conservation Officer, as this would better relate to the colours used on the building and within the rest of the landscape scheme.

With the central courtyard and the area to the south of Flanks K and L being secured for residents' use only, slightly less external space would be available for public use than in some of the other phases at Park Hill. However, this is driven by the character of Phase 5, which is more domestic in scale due to its reduced height and the more intimate spaces created by its arrangement, as well as significant retaining walls which create a natural barrier. The delineation of certain private areas within this part of the estate would not be harmful to its overall parkland character and sense of openness.

The proposal includes allotments adjacent to Flank J, which is supported as an initiative to grow local food and would enhance Park Hill's sense of community. Detail in relation to the proposed ancillary tool sheds was lacking in the initial submission, but a sheet of design principles has now been provided, with a proposal for timber sheds with wildflower green roofs, painted in the Phase 5 scheme colours with public art murals. More detailed plans for the tool sheds, in broad accordance with this strategy, can be secured through condition.

Car parking would be focused on two plateaus to the west of Flank I, as well as limited parking bays within the highway on South Street, which would be remodelled with angled landscape edges to reflect the approach further north outside Phases 1 and 2. The northernmost parking area is already hard surfaced, so this would not be harmful to the landscape buffer surrounding the building. Indeed, resurfacing works and planting around the parking spaces would soften this threshold. The southern parking area would occupy part of the existing lawn, but areas of grass would still be retained adjacent, and new planting would provide some screening. In visual terms, this parking area can therefore be accepted. The works to South Street are supported, strengthening the transition to a landscaped environment with pedestrian priority, and harmonising with works on the rest of the estate.

Impact on the Setting of the Norfolk Road Conservation Area

The Norfolk Road Conservation Area sits on the opposite side of Talbot Street from Phase 5, and the proposals therefore have the potential to impact upon its setting. Policy BE16 of the UDP states that permission will only be given for proposals affecting the setting of Conservation Areas, or views into or out of the Area, where they would preserve or enhance the character or appearance of the Conservation Area, although this policy has limited weight as it does not allow for the balancing exercise set out in the NPPF's heritage policies.

As set out in the Conservation Area Appraisal, the special interest of the Norfolk Road Conservation Area is derived from features including the architectural and historic interest of the area's 19th century stone-built villas and terraces, work by prominent local architects, trees in the front gardens of Norfolk Road properties, the prevalent use of local stone, prominent historic structures such as the Cholera

Monument and Shrewsbury Hospital, and planned vistas along Norfolk Road. The Park Hill estate is of a vastly different character to that of this 19th century suburb, and Talbot Street essentially segregates the two character areas. The façade alterations and new boundary treatments to Phase 5 would affect the setting of the Conservation Area and views out of it, but this would be in a positive manner, bringing a vacant building back into use and thereby improving the gateway to the area. None of the special features of the Conservation Area would be affected.

Public Art

Policy BE12 states that the provision of public art in places which can be readily seen by the public will be encouraged as an integral part of the design of major developments. Details of public art can be secured through condition.

Residential Amenity

Paragraph 135(f) of the NPPF requires developments to provide a high standard of amenity for existing and future users. Policy GE24 of the UDP also states that development must not create noise levels which would cause a nuisance, nor locate sensitive uses and sources of noise pollution close together. Policy H14 states that new development in Housing Areas must not deprive residents of light, privacy or security, and must not suffer from unacceptable air or noise pollution. Policy H15 requires adequate private gardens or communal open space in new housing developments. The relevant sections of these UDP policies are considered to accord with the provisions of the NPPF and are therefore afforded significant weight.

Noise

A Residential Planning Noise Report has been submitted, considering the existing noise environment, which is dominated by traffic on Talbot Street and South Street, as well as ambient road and rail noise from the station and the city centre. Recommended glazing and external wall specifications to achieve acceptable internal noise levels are set out. It is also identified that plant noise and the proposed commercial unit could generate further noise, which will need to be attenuated as appropriate.

The Environmental Protection Officer is satisfied with the contents of the report submitted, and has requested conditions to secure suitable sound insulation and controls on the commercial unit, including limits on opening hours, amplified sound and servicing management measures.

Daylight, Outlook and Privacy

The proposal would not create any problems in terms of overlooking or overshadowing of neighbouring dwellings. The existing building is separated from the nearest opposite dwellings at Phase 3 by approximately 47 metres at the closest point and is separated from buildings on the opposite side of Talbot Street by approximately 20 metres at the closest point. One representation has raised concerns that the commercial unit would overlook the Phase 2 townhouses, but the unit would sit at an obtuse angle to those ground floor dwellings, causing no more

overlooking than as existing. Separation distances across the Phase 5 courtyard are around 33 metres. No new buildings or extensions would be erected which might harm neighbouring amenity. As per the original designs for Park Hill, the refurbished apartments would be dual-aspect, with high standards of daylight and sunlight.

Space Standards

Compliance with the Nationally Described Space Standard (NDSS) is expected to form a policy requirement following the eventual adoption of the draft Sheffield Plan, but under the current adopted development plan there are no policies which specifically require dwellings to exceed a prescribed minimum internal area. Nonetheless, the NDSS forms a useful benchmark for assessing internal spaciousness as part of the overall consideration of residential amenity under paragraph 135(f) of the NPPF.

When assessing the dwelling types against the NDSS, the case officer found that seven out of the 27 flat types would fall slightly below the NDSS standards, equating to 33 dwellings in total (31% of the flats delivered through this phase). However, in the majority of those cases, the overall floor area exceeds the NDSS requirement, and it is only the bedroom sizes that fall short. Of the flat types that do exceed the NDSS minima, some are larger by a significant degree, providing a generous standard of accommodation. Considering that the floor plans are constrained by the existing layout of the listed building, and that the NDSS is not yet an adopted policy requirement, the proposal is acceptable in terms of internal spaciousness.

Outdoor Amenity Space

Sheffield's adopted development plan policies do not specify an acceptable quantity of outdoor space for new apartments. In the draft Sheffield Plan, the supporting text to policy NC8 (Housing Space Standards) defines 'appropriate private amenity or garden space' for apartments as a minimum of 5 square metres of private outdoor space (balcony, terrace or garden) per 1- to 2-person apartment, with an extra 1 square metre for each additional occupant, and a minimum depth of 1.5 metres. However, these standards can only be given limited weight, as the draft Sheffield Plan has not yet been through Examination in Public.

In terms of private outdoor space, almost every flat type has at least one balcony. For most flat types, this would comprise a main balcony of around 4.1 square metres, as well as a small 'eyelet' balcony of 0.6 square metres for some flat types. For other flat types, the balcony would be only 1.9 square metres. Whilst this would fall below the standards in the draft Sheffield Plan, the balconies are pre-existing and form part of the listed structure, and it would not be reasonable to request additional balconies, especially when the Plan has not yet been adopted. The combination of generally spacious indoor floor areas, dual-aspect flats, and balconies with open outlooks and often spectacular views would create high living standards overall. Furthermore, residents would have access to a communal courtyard of approximately 913 square metres in area, equating to 8.7 square metres per dwelling, and ground floor duplexes in Flanks K and L would also have a semi-private enclosed lawn area.

Public Open Space

Policy H16 of the UDP requires sites of over 1 hectare to be laid out as 10% public open space, but this policy is out of date. Policy CS46 of the Core Strategy simply states that new open space will be created where there is a quantitative shortage of open space per head of population, and where required for extending the city's Green Network. The CIL and Planning Obligations SPD adds more detail, and only seeks 10% open space on sites of 4 hectares or more. Nonetheless, despite some of the existing open space being laid out as car parks, allotments and shared private space, around 0.28 hectares of the Phase 5 site would be retained as publicly accessible lawned and landscaped areas, amounting to 20.7% of the total site area and therefore exceeding any policy requirements.

However, despite policy requirements for new open space being exceeded and the external areas being inaccessible to the public at present, it must be acknowledged that much of the green space proposed for residents' use only, as well as the southern car parking area, was originally public open space before the estate fell into disrepair. Additionally, the area to the west of Flank I falls within an Urban Green Space Zone on the draft Sheffield Plan Policies Map. It could be argued that, despite there being no current open space policy designation, the existing green spaces still meet the definition of "open space" in the NPPF, which describes "all open space of public value" which offers "important opportunities for sport and recreation and can act as a visual amenity". Paragraph 103 of the NPPF states that existing open space should not be built on unless:

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

Policy LR5 of the UDP sets out circumstances where development in Open Space Areas will not be permitted, including where "it would harm open space which forms the setting for a listed building", but this policy has only moderate weight, as it frequently conflates open space amenity value with ecological and visual amenity, which are separate policy considerations in the NPPF. Furthermore, policy LR5 is only relevant to sites shown as Open Space Areas on the Proposals Map, so is not applicable in this case.

Policy CS47 of the Core Strategy further sets out local open space policy, including stating that development of open space will not be permitted where "(a) it would result in a quantitative shortage of either informal or formal open space in the local area". The NPPF does not refer to quantitative shortages and allows open space to be developed where the loss is replaced by equivalent or better provision, so this part of the policy has limited weight. Nonetheless, the discussion of quantitative shortages has a diametric relation to paragraph 103(a) of the NPPF, which allows for

assessments of where open space is “surplus to requirements” (which is broadly equivalent to a quantitative oversupply). As such, an appropriate starting point for considering the acceptability of a loss of open space is to analyse the existing quantity of open space in the local area. Given that the existing grassed areas are informal open space rather than formal sports or play facilities, this assessment can focus on informal open space only.

The Strategic Planning team has undertaken an assessment of existing open space within a 400-metre radius of the application site. The Core Strategy defines this radius as the “local area” and sets out a target for at least 2.7 hectares of informal open space per 1000 people. The open space assessment identifies that the existing population in this area is 3488 people, and that there are 12.14 hectares of allocated informal open space, comprised mainly of South Street Park, the Cholera Monument grounds and Clay Wood. This amounts to 3.48 hectares per 1000 people, therefore representing a surplus compared to the target.

These figures do not include any of the existing publicly accessible green spaces within the Park Hill estate, which are estimated at approximately 0.47 hectares in total. This accounts for the existing lawned plateaus between Phases 1 and 4 as well as other grassed areas around Phase 1 but excludes the amenity areas in Phases 2 and 3 which are mainly for residents’ use only and excludes grassed areas in Phases 4 and 5 which are currently inaccessible to the public. When adding the existing amenity areas in Park Hill to the allocated open spaces in the buffer area, there is a total of around 12.61 hectares of informal open space, representing 3.62 hectares per 1000 people.

Given that the existing green space in Phase 5 is inaccessible, the impact of the development would be a net increase of 0.28 hectares of public open space. The approved Phase 4 proposal would also result in a net increase of 0.04 hectares of open space compared to the existing situation. Cumulatively, this would result in the public open space in the radius area being increased to 12.93 hectares. In terms of the population increase, the average household size in England and Wales is 2.4 residents according to Census 2021 data, so the cumulative population increase from the Phase 5 development of 105 dwellings and the Phase 4 development of 125 dwellings is estimated at 552. This is a relatively high estimate, given that the proposal is for flats rather than houses, and with Sheffield known to have a higher-than-average proportion of one-person households.

Based on this high population estimate, the cumulative impact of the developments at Phases 4 and 5 would be to reduce the ratio to 3.2 hectares of informal open space per 1000 population within a 400-metre catchment of the application site. This would still comfortably exceed the Core Strategy target, meaning that the proposal is in accordance with paragraph 103(a) of the NPPF and policy CS47(a) of the Core Strategy. The open space provision in the development, and the development of car parking on the existing lawn to the west of Flank I, is therefore acceptable.

Highway Safety, Parking and Accessibility

Paragraph 115 of the NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway

safety, or the residual cumulative impacts on the road network would be severe. Paragraph 116 states that development should give priority first to pedestrian and cycle movements, and that development should minimise the scope for conflicts between pedestrians, cyclists and vehicles, as well as allowing for the efficient delivery of goods and access by service and emergency vehicles.

The Council's transport priorities are set out in policy CS51 of the Core Strategy as follows:

- 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.

Policy CS53 of the Core Strategy requires travel demand to be managed to meet the needs of different areas of the city, including promoting public and active transport, implementing Travel Plans, and applying parking standards. Policy BE9 of the UDP requires developments to provide a safe, efficient and environmentally acceptable site layout, including a clear definition of vehicle access and exit, adequate manoeuvring and parking space (including for service and emergency vehicles and for people with disabilities) and adequate safeguards from traffic fumes, noise or risk of accident. These policies are afforded moderate weight, as paragraph 105 of the NPPF goes further in seeking to actively limit travel demand.

Policy H14(d) states that developments in Housing Areas must provide safe access to the highway network and appropriate off-street parking, and not endanger pedestrians. Policy CS54 seeks to improve the pedestrian environment, and policy CS55 seeks improvements to the cycle network. Policy BE10 sets out design requirements for streets, pedestrian routes, cycleways and public spaces, including maximising safety, reducing the effects of traffic, and minimising the conflict between pedestrians, cyclists and motorised traffic. These policies all have significant weight based on their degree of conformity with the NPPF.

Policy T28 of the UDP states that new development which would generate high levels of travel will be permitted only where it could be served adequately by existing or additional/extended public transport and by the existing highway network, and development will be promoted where its location would reduce the need for car travel, being in conformity with the spirit of the NPPF. The UDP parking guidelines promoted in policy T21 have been superseded by parking guidelines in the Council's Highway Development and Adoptions information sheets. In the city centre, there should be up to one car parking space per dwelling, with no lower limit. Outside the city centre, there should be one space per one-bedroom dwelling and two spaces per dwelling of two or more bedrooms. There should be a minimum of one covered cycle parking space per dwelling.

Parking Provision

The proposal includes parking spaces for 32 vehicles, including seven disabled spaces. This represents a ratio of 0.30 parking spaces per dwelling. According to current policy maps, Park Hill falls outside of the city centre boundary, and so this represents a reduced parking provision compared to the normal parking standards outside the city centre. However, in the draft Sheffield Plan, Park Hill falls within the Central Area boundary, whilst this has limited weight it could be seen as an indication that a low-parking development is appropriate in this location.

The site is a short walk from the Central Shopping Area and is well served by national rail services from Sheffield Midland Station, the Station tram stop, and bus stops on Talbot Street and Duke Street, representing a sustainable site where car usage can be reduced. As set out in the submitted Transport Statement, the phases delivered to date have all been granted with reduced parking – Phase 1 has a parking ratio of 0.53 spaces per dwelling (with its car park also including Pay-and-Display provision), Phase 2 has 0.37 parking spaces per dwelling, Phase 3 is car-free other than eight disabled spaces, and Phase 4 has been approved with a ratio of 0.52 spaces per dwelling. The total ratio across all phases is 0.48 spaces per dwelling.

It must also be noted that there was previously an intention to implement a permit zone in the Park Hill area which would introduce residents' permits and pay-and-display charges on the surrounding streets, designed to limit the impact of on-street commuter parking. Should the permit scheme have been introduced, it would have been more straightforward to designate new developments as 'car-free', whereby those residents would not be eligible for parking permits. The Transport, Regeneration and Climate Policy Committee abandoned this proposal following local objections. As such, with on-street parking now remaining free of charge, there is a chance that, should sufficient parking not be provided within the curtilage of the development, residents may be more likely to have private vehicles parked on surrounding roads, thereby adding to congestion. A proportionate and evidence-based approach to parking is required, balancing the sustainable location of the site with the need to avoid harmful on-street parking intensification.

The Transport Statement includes a parking beat survey undertaken in January 2024 to understand existing parking occupation for Phases 1, 2 and 3, and parking intensity on the surrounding streets within a 200-metre radius of the site. On weekday evenings, car park occupancy peaked at 67%, whilst the busiest time during the week (9-10am) had a peak of 74% occupancy. Spaces occupied overnight had a maximum occupancy of 73% during the survey period. Maximum on-street parking occupancy was 59.7%, between 12-1pm on a Thursday. This demonstrates that the existing parking provision around the estate is not operating at capacity, and a lower parking ratio for Phase 5 compared to the average for the rest of the estate can therefore be accepted. A Parking Management Plan can be secured through condition, in order to ensure that there is an effective residents' permitting system in place for the off-street car parks.

Electric vehicle charging infrastructure is key in facilitating the transition to low-carbon transport. Current adopted planning policies do not explicitly request electric vehicle charging points, but this is now mandated by Approved Document S of the Building Regulations, which requires all parking spaces associated with residential

developments to have access to electric vehicle charging points where there are fewer associated parking spaces than there are dwellings. As such, this is a matter for later regulatory stages.

Car clubs are short-term car rental services that give members access to cars parked in convenient locations, so that they can access a vehicle for occasional use without needing to own a private car. As identified in the Transport Statement, there are existing car club vehicles located nearby on Charles Street, Brown Street and Queens Road, all of which are within walking distance of the site. A condition of the recent consent for Phase 4 also requires the delivery of a new car club space on the Park Hill estate. As such, it is not considered necessary to secure an additional car club space for Phase 5.

Given the importance of sustainable transport modes in limiting demand for parking, a Travel Plan has been submitted with the application, setting out a target modal split for residents of the development, and measures to promote public and active transport. The measures include the promotion of a Cycle to Work scheme, car clubs, cycle clubs, a travel noticeboard, and the provision of secure cycle parking. Compliance with the Travel Plan can be secured through condition.

Cycle Infrastructure

The submitted scheme shows secure cycle parking for 29 cycle spaces, plus one cargo bike. The remainder of the cycle parking provision was initially proposed to be within individual demises: either in the generously proportioned entrance areas of 'townhouses' and ground-level access flats with their own private entrance doors, under the stairs in '+' flat types with larger entrance halls, in the entrance halls of 'below street' flat types, or on the larger balconies at entrance level in certain 'above street' flat types. The dedicated cycle store was intended to cater primarily for those residents whose flat type lacks sufficient space for bicycle storage. 16 further cycle stands would be provided within the landscape to cater for visitor provision.

Residents have raised significant concerns about the cycle parking strategy, indicating that a similar strategy at Phase 2 has not been entirely successful, with the spaces within flats being insufficient and inconvenient to use. As such, the Local Planning Authority has requested alternative solutions. A fully worked-up cycle parking proposal has not been received, but the applicant has submitted a statement to confirm that they intend to explore options including fixed cycle parking on the streets in the sky, additional cycle storage within the landscape for Phase 5, and a central bicycle storage facility elsewhere within the Park Hill estate to cater for wider demand. Further details of cycle parking can be secured through condition, and the proposed condition is worded to ensure that at least one of these additional cycle parking proposals is taken forward, thereby reducing reliance on storage within the dwellings.

The Trans Pennine Trail and Sustrans have suggested that improvements to the cycling route along the tramway from Granville College to Park Square should be secured through this development. Whilst such enhancements may be desirable, it would not be reasonable to insist upon the delivery of cycle infrastructure improvements outside the site boundary, as these proposals are not reasonably

related to the proposed development or its impacts, thereby failing to meet the tests for conditions or legal agreements set out in the NPPF. The proposal would not result in any worsening of the local cycle network and is acceptable on that basis.

Public Transport

As discussed above, the site is in a sustainable location with excellent public transport links. South Yorkshire Mayoral Combined Authority (SYMCA) have highlighted that convenience is a key element in people's travel choices, and that easy access to live departure times will make public transport more attractive. A passenger information display can be secured through condition to be displayed in a prominent location within Phase 5, such as the lobby area – this would involve the installation of a web-enabled screen, with SYMCA providing a link to a customised web page displaying bus and tram times.

SYMCA have also requested a new bus shelter to the stop on Duke Street. A pole-mounted passenger information display for that bus stop has already been secured through the Phase 4 consent, and it was determined at the time that the stop could not easily accommodate a shelter due to the need to set this back into the grass verge, compromising adjacent trees. SYMCA have now suggested that the stop could be relocated to allow the installation of a shelter. However, it is not considered reasonable to secure the shelter through this Phase 5 application, as the Duke Street bus stop is some distance away from the application site.

Following correspondence between the case officer and SYMCA, it has been agreed that a more appropriate and relevant contribution would be towards the much closer bus stop at Talbot Street, which could be upgraded with a new shelter with shelter-mounted real-time passenger information display. SYMCA have estimated the cost for such improvements as £19,000.62. The bus stop enhancements can be secured through condition along with a general package of highway improvements, the delivery of which would also be subject to a separate legal agreement with the Local Highway Authority under section 278 of the Highways Act 1980.

Traffic, Layout and Safety

The submitted Transport Statement estimates that, based on the expected transport modal split, the proposal will generate 13 two-way vehicle trips during the morning peak hour and 14 during the evening peak. This level of traffic, equivalent to less than one vehicle every four minutes, is unlikely to be discernible compared with day-to-day fluctuations in traffic.

The proposal includes one new vehicular access, to the southern parking area, from South Street. The Highways Officer has raised no concerns over the safety of this access. Alterations to the alignment of South Street are proposed, to create a traffic calming effect, formalise car parking arrangements and integrate landscaping, in a similar style to the staggered road outside Phases 1 and 2. Residents have raised concerns about speeding on South Street, with the existing staggered layout failing to adequately calm traffic. As such, the proposed alignment outside Phase 5 has been further amended to create tighter pinch points where it would not be possible for two vehicles to pass, thereby necessitating slower vehicle speeds. This is now

acceptable to the Highways Officer, and no other interventions (e.g. speed bumps) are deemed necessary.

Residents have requested highway improvements around the junction of South Street, Talbot Street and Norfolk Road, including the closure of a section of South Street and the provision of a new pedestrian crossing on Talbot Street. The proposed South Street closure is requested to address a perceived problem of antisocial behaviour and to deliver landscaping improvements. Whilst the Local Planning Authority would support these aims in principle, such issues are not directly related to the Phase 5 proposals or their impact, so it would be unreasonable to insist that the developer funds a closure. Indeed, increased passive surveillance from the Phase 5 flats is likely to assist in discouraging criminal activity. The Highways Officer has considered options for a crossing on Talbot Street, but this would not pass safety tests due to the proximity to a bus stop and a bend in the road.

In terms of servicing strategies, fire access would be from South Street and South Yorkshire Fire & Rescue have raised no objections. The main residential refuse and recycling store would be located at the knuckle between Flanks I and J and would be served by the refuse chute from Long Henry and Norwich Street. A recycling waste store would be located within Flank I, and the commercial refuse store would be located next to the lift shaft. Refuse vehicles would access these stores from the car parks on South Street. A secondary residential refuse and recycling store would be located at the knuckle between Flanks J and K, with building managers taking bins to a collection point at Talbot Street on collection days. The Highways Officer has no concerns over these arrangements.

Accessibility

Whilst the Access Officer initially raised some minor concerns about surface treatments and the locations of bollards and tactile paving, the amended landscape plan sets out acceptable arrangements for level access to all main entrances and around the landscaped areas. Further details of level thresholds, handrails and tactile paving can be secured through condition as part of the hard landscaping scheme. Due to the original layout of the Park Hill flats, which are either maisonettes or accessed via a staircase from the 'street' level, it is not possible to achieve accessible and adaptable standards to individual dwellings without compromising the special character of the listed building.

Ecology, Trees and Landscaping

Paragraph 180 of the NPPF states that planning decisions should contribute to and enhance the natural and local environment, including by protecting and enhancing sites of biodiversity, recognising the economic and other benefits of trees and woodland, and minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks. Schedule 7A of the Town and Country Planning Act 1990, as amended by the Environment Act 2021, places a condition on all grants of planning permission in England to deliver a 10% net gain measured against the baseline biodiversity value of the site.

Policy GE10 of the UDP provides for the protection and enhancement of a network

of green corridors and green links. Policy GE11 states that the natural environment will be protected and enhanced, and that the design, siting and landscaping of development should respect and promote nature conservation. Policy CS73 states that a Strategic Green Network will be maintained and where possible enhanced. Policies GE11 and CS73 have moderate weight, as whilst the strategic aims for nature conservation and ecology are aligned with the NPPF, there is less of a focus on biodiversity net gain and specific measures to enhance biodiversity.

Policy BE6 of the UDP promotes good quality landscape design, with applications expected to support nature conservation and native species. Policy GE15 states that trees and woodlands will be protected by planting, managing and establishing trees and woodland, requiring developers to retain mature trees and hedgerows, and not permitting development which would damage existing mature and ancient woodlands. As discussed in the 'Design and Conservation' section of this report above, the proposed landscaping strategy is considered to be acceptable. Further details of the landscaping scheme, including planting specifications, maintenance strategies and wildlife-sensitive lighting details, can be secured through condition.

An Arboricultural Report and Impact Assessment has been submitted, identifying 30 individual trees and two tree groups. None are currently covered by Tree Preservation Orders. Four trees and one group will require removal to facilitate the development, all being assessed as falling within Category C (low or average quality and value). These trees have limited long-term prospects or have been established since the site was abandoned and are sited unsuitably close to the building. As such, their removal can be accepted. One tree group and one individual tree require pruning works to provide adequate clearance for the development. New landscaping and level changes would encroach into the edge of the root protection areas for four trees (a Category A sycamore, a Category A maple, a Category B lime and a Category C lime), but it is assessed that the trees will remain largely unaffected by the works due to their likely actual rooting areas. Tree protection measures can be secured through condition.

A Preliminary Ecological Appraisal has been carried out and provides sufficient detail on the habitats and species found within the site. Scattered trees and hedgerows are suitable to support breeding birds, and further bat activity surveys were identified as a necessity due to features within the existing building which offer moderate suitability for roosting or as a place of shelter. Nocturnal surveys have now been undertaken and while there was a low level of commuting and foraging activity, no evidence of bat roosting in the Phase 5 block was found. No mitigation is required.

A Biodiversity Net Gain Assessment was submitted with the application, identifying a baseline value of 4.49 habitat units (comprising grassland, introduced shrub, ground-level planters and trees) and 0.05 hedgerow units. The proposed landscaping scheme, including new tree and shrub planting, is calculated to deliver a post-development score of 5.36 habitat units and 0.13 hedgerow units, representing net gains of 19.44% and 174.44% respectively, with biodiversity trading rules satisfied. These significant on-site gains can be secured through a Habitat Management and Monitoring Plan condition, exceeding the requirements of the statutory regime introduced by the Environment Act 2021. Habitat boxes to support nesting bats and birds can also be secured through condition to deliver further enhancement.

Flood Risk and Drainage

Policy CS67 of the Core Strategy sets out the Council's flood risk management policies, including limiting surface water run-off and promoting sustainable drainage. This policy is considered to be broadly in conformity with the NPPF, although the NPPF also sets out requirements for sequential and exception tests to direct developments to areas of lower flood risk.

The application site is located in Flood Zone 1, being at low risk of flooding, and no sequential test or exception test is required. Nonetheless, as the site is over 1 hectare in overall area, a site-specific Flood Risk Assessment (FRA) is required. An FRA has been submitted, identifying low risks of flooding from all sources, except for an area of high surface water flood risk to the north of the Phase 5 site. Only the new parking areas would have an impact on the impermeable areas of the site, which already drain into the public sewer network. The landscape plan shows that permeable surfacing would be used for the parking spaces, with options for rain gardens adjacent, and the FRA sets out that a network of bio-retention features will be formed by shallow landscaped depressions which will rely on engineered soils, enhanced vegetation, and filtration to attenuate the surface water flows and reduce the opportunity for pollution. The Lead Local Flood Authority are satisfied with the drainage proposals set out in the FRA, and compliance can be secured through condition.

Yorkshire Water have highlighted the existence of a water main running along South Street and have requested a stand-off of 3 metres either side of its centre line where no buildings or landscape features should be constructed. They have requested a specific condition to secure this but, given that there are no proposed buildings in that location and the site layout is resolved through the approved plans, it is considered more proportionate to secure details of any works close to the water main as part of the landscape details condition.

Pollution and Land Contamination

Paragraph 180(e) of the NPPF requires planning decisions to prevent development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Policy GE22 of the UDP states that development should be sited so as to prevent or minimise the effect of any pollution on neighbouring land uses or the quality of the environment and people's appreciation of it.

In relation to air pollution, policy GE23 states that development will be permitted only where it would not locate sensitive uses where they would be adversely affected by sources of air pollution. Policy CS66 of the Core Strategy states that actions to protect air quality will be taken in all areas of the city. In particular, further action will be taken where residents in road corridors with high levels of traffic are directly exposed to levels of pollution above national targets.

The development is adjacent to a B-road east of the city centre and relatively near to a major roundabout at Park Square. The nearest existing air quality monitoring

location is at the junction between Duke Street and the Park Square roundabout. At this location, annual concentrations of nitrogen dioxide were found to be $37\mu\text{g}/\text{m}^3$ in 2023, being below the objective of $40\mu\text{g}/\text{m}^3$ and therefore compliant. The proposal includes limited parking, thus most residents are unlikely to be car owners, and pollution levels are likely to be lower at the application site than at the monitoring location adjacent to a major junction. Nonetheless, a simple desk-based Air Quality Assessment (AQA) is required in accordance with Institute of Air Quality Management guidance. The AQA would allow for a full understanding of exposure levels and any additional impact of traffic introduced by the development, so as to determine any necessary mitigation measures to locally reduce the impact on new and existing Park Hill residents. Given the low risk factors, the AQA can be left to condition in this case, as it is not likely that the proposal would have an air quality impact of such severity that it could not be mitigated.

In relation to land contamination, policy GE25 states that where contaminated land is identified, development will not be permitted on, or next to, the affected land unless the contamination problems can be effectively treated so as to remove any threats to human health or the environment.

The Environmental Protection Officer considers that, as the site has been subject to former development, there is potential for made ground to be present, and highlights that previous site investigations within other areas of Park Hill have identified contaminants requiring remedial works. Ground investigation reports must be undertaken in order to ensure that the site is fully investigated and, where necessary, remediated. These can be secured through condition.

Energy and Sustainability

Policy CS63 of the Core Strategy sets out the Council's responses to climate change, including (d) designing developments to increase energy efficiency and reduce energy consumption and carbon emissions, and (e) promoting developments that generate renewable energy. Policy CS64 requires new buildings to be designed to reduce emissions and function in a changing climate, and to use resources sustainably, including re-using existing buildings wherever possible. Renovating the final block of Park Hill is an inherently sustainable approach to delivering new housing.

Policy CS65 requires all significant developments to (a) provide a minimum of 10% of their predicted energy needs from decentralised and renewable or low carbon energy and (b) reduce the development's overall predicted carbon dioxide emissions by 20%. However, the Climate Change and Design SPD assesses this requirement to be unviable in the wake of changes to Part L of the Building Regulations, and so only requirement (a) of policy CS65 applies.

A brief Energy Statement was submitted within the Design & Access Statement for this application, setting out aims to achieve an enhanced building fabric specification, with central demand-controlled ventilation systems to reduce heat losses and energy demand. A new insulated internal leaf to the existing brickwork is proposed in order to improve thermal performance. It is also stated that solar photovoltaic panels may be installed on the roof. However, the Energy Statement does not set out a

calculation of predicted energy needs, nor a detailed strategy for how the proposed measures would save the equivalent of 10% of baseline energy needs, nor any firm commitment to renewable or decentralised energy. As such, a more detailed strategy must be secured through condition, which will ensure that the Local Planning Authority is satisfied that the requirements of policy CS65(a) have been met before works begin.

Archaeology

Policy BE22 of the UDP states that sites of archaeological interest will be preserved, protected and enhanced. Development will not normally be allowed which would damage or destroy significant archaeological sites. Where disturbance of an archaeological site is unavoidable, the development will be permitted only if an adequate archaeological record of the site is made.

An Archaeological Desk-Based Assessment was submitted with the application, highlighting potential for buried archaeological remains within the site, including various types of mid- to late-19th century houses. However, South Yorkshire Archaeology Service have not raised concerns about risk proposed to below-ground remains, as the proposal does not include extensive groundworks, and the construction works for the original Park Hill flats are likely to have affected any remains present. No conditions are required.

Fire Safety

For buildings of seven storeys or more, or where the finished floor level of the highest storey is over 18 metres, the Local Planning Authority is required to consult the Health and Safety Executive (HSE) in relation to the fire safety of the proposal. A Fire Statement was submitted with the application, setting out proposed fire resilience and emergency access provisions. HSE initially raised concerns over the lack of detail on fire appliance parking locations, the distance to dry risers, the distance between stair cores, the requirement for additional riser main inlets and outlets, and the lack of detail on hydrant locations. Following the submission of a further Fire Engineering Technical Note, directly addressing the feedback in the consultation response, HSE are satisfied that the matters affecting the development layout (particularly fire service access and fire main inlets) have been satisfactorily resolved. Other matters can be addressed at later regulatory stages.

Employment and Skills

An Inclusive Employment and Development Plan (IEDP) can be secured through condition. The IEDP would ensure that opportunities to train and provide employment for local people are capitalised upon during the construction process, and during the operational phase in relation to the commercial units. This would be developed in collaboration with Talent Sheffield (a Council initiative delivered through the Invest Sheffield and Opportunity Sheffield teams, to ensure that investors and developers in the city receive the support required to deliver benefits to Sheffield people). This condition would improve the scheme's social sustainability and economic sustainability, in accordance with paragraph 8 of the NPPF.

Community Infrastructure

In terms of infrastructure needs arising from the development, as discussed above, any necessary works within the highway can be secured through condition, and sufficient public open space to meet the needs of the community is secured within the site layout.

The Council's Education Commissioning Team has provided comments, highlighting that, based on the number of proposed dwellings with two or more bedrooms, the development will generate an estimated demand for 17 primary school places and 12 secondary school places. There is existing pressure on local primary and secondary schools, with the cumulative impact of developments in the area leading to plans for permanent school expansions. It is modelled that the permanent expansions should accommodate increased pupil demand from the Phase 5 development, although the Education Commissioning Team's analysis shows that a high number of young families have occupied new homes in the area, exceeding pupil yield estimations, so cumulative pressure could still increase. Nonetheless, the CIL and Planning Obligations SPD sets out a minimum threshold of 500 homes for which the Local Planning Authority can seek a planning contribution for primary school expansions, and 1000 homes for secondary school contributions. As such, education funding associated with smaller developments is expected to be through the Community Infrastructure Levy (CIL). Similarly, any health infrastructure such as GP surgery expansions will be funded through CIL unless the development exceeds 1000 homes.

The application site is located in CIL Zone 4, where residential development is charged a CIL rate of £50 per square metre of new floorspace, plus indexation since the introduction of the CIL in 2015. CIL payments assist in funding essential infrastructure resulting from development growth in the city, and all residential developments are liable, unless granted relief by the Local Planning Authority through a post-consent application process (such as Discretionary Exceptional Circumstances Relief).

SUMMARY AND RECOMMENDATION

These applications seek planning permission and listed building consent for refurbishment and alterations to the Talbot Street block at Park Hill (Phase 5) to provide 105 apartments and one commercial unit, together with landscaping and car parking. As Sheffield is unable to demonstrate a four-year housing supply at present, the tilted balance in favour of housing proposals is engaged, as set out in paragraph 11(d) of the NPPF. Planning permission must be granted unless:

- i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

Part (i) is considered to be relevant in this case, as the proposal affects a Grade II* listed building. However, the proposal is considered to enhance the listed building and its setting, with any less than substantial harm to its original character being outweighed by the substantial regeneration and housing delivery benefits of the scheme.

For part (ii) of paragraph 11(d), an assessment of the proposal against “the Framework taken as a whole” must be undertaken. The presumption in favour of sustainable development can be seen as the golden thread running through the NPPF, comprised of the economic, social and environmental objectives as set out in paragraph 8. In terms of the economic objective, there would be benefits in terms of employment opportunities during the construction phase and through the creation of a new commercial unit, as well as bringing new residents into Park Hill and the wider city centre to support its regeneration.

In assessing social sustainability, the main benefit of the proposal would be the contribution to the city’s housing supply, which is given significant weight through the tilted balance. The proposed 105 dwellings would represent a substantial contribution to the city’s housing stock and are considered to be of a generally high quality in terms of indoor and outdoor space, daylight and privacy, as well as achieving a positive mix of unit types.

Turning lastly to environmental sustainability, the proposal would bring substantial benefits in rejuvenating a derelict section of the listed building, achieving a biodiversity net gain in excess of statutory requirements through new landscaping, and delivering housing growth in a sustainable location with reduced reliance upon the private car. Public transport usage would be further encouraged through improved bus stop infrastructure, secured through condition.

In summary, the amended proposal represents sustainable development overall, and it is therefore recommended that planning permission and listed building consent be granted, subject to the suggested conditions.

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